

**GRANVILLE COMPREHENSIVE PLAN
2001**

FINAL REPORT

(Editing and insertions (italicoized) by the Planning and Zoning Committee of the 2004 Granville Village Council, March 2004)

In response to changing conditions and the desire by residents of Granville to conduct a review of the 1998 Strategic Update, this 2001 Revision revisits the goals of the 1998 Update as listed below, and reaffirms their importance:

- *Protect the community from the strip shopping centers, malls, large free-standing retailers, and rows of fast-food restaurants that typify urban sprawl and make any town look like every town.*
- *Protect open space and preserve working farmland.*
- *Provide guidelines that diminish the threat that annexation of Township land poses to the school system and open space.*

The purpose of the 2001 Revision is as follows:

- Reinforce the basic principles established in the 1998 Comprehensive Plan.
- Develop procedures for implementing critical facets of the Comprehensive Plan.
- Identify additional tools, resources, and opportunities for the proactive management of threats by unnecessary development, undesirable annexation, and unwanted access to Granville's municipal sewer & water systems.

To achieve these objectives, we have revised the 1998-Comprehensive Plan to increase clarity regarding Granville's community vision, to establish greater specificity in implementing Township-level regulations, and to improve the process by which both Village and Township decisions are put into effect. Furthermore, we have proposed ways in which a regional approach to planning issues may be fostered so as to reinforce the themes that have been stated in both this and the 1998 Update of Granville's Comprehensive Plan. We maintain the view of the 1998 Plan that the Comprehensive Plan's purpose is to enable the citizens of Granville to realize their vision for the future of our community and to enhance property values, the appearance of Granville, and the quality of life it offers.

PART I: INTRODUCTION

A. Background

The Granville Community continues to struggle with managing the ongoing pressures of growth. In the past few years, since the adoption of the 1998 Comprehensive Plan, a number of events have illustrated the difficult choices that now face the Community.

Starting in 1999 and continuing into 2001, Granville experienced unusually divisive tensions regarding land uses in the Township. The Keny property controversy had reached its conclusion in 1998, and, after a period of relative quiet in the Community, significant conflict arose in the proposal to site the Kendal retirement community at the intersection of Burg and New Burg Streets, in the northwest quadrant. A group of residents from both the Village and Township expressed concerns about traffic, appropriate land uses in an agricultural zone, and potential challenges in the extension of water and sewer to that site. Kendal entered into a lease arrangement with Denison University for a different site, adjacent to the Middleton House on S.R. 16. This site raised extension issues, as the water line extending to Owens-Corning passes that property and Kendal sought a connection to it. This request was ultimately handled by the creation of a specific agreement between the Village and Township regarding revenue-sharing and responsibilities of the participants.

As the Kendal dispute was resolved, additional controversy arose about the proposed location of a new intermediate school. After a protracted public debate and an unsuccessful bid to extend water to the site, the School Board elected to build there, but with a well and on-site sewage treatment. *When the OEPA refused to grant permission for an on-site sewage treatment plant, the Village Council agreed to extend its sewer service to the site.*

The Ohio Department of Transportation continued to pursue their plan of widening S.R. 161/37 from New Albany east to Granville. This roadway would reduce commuter times between Granville and the existing employment centers in

Columbus and the developing employment centers in New Albany, significantly compounding the existing growth pressure.

A continuing pressure is the annexation of Township land adjacent to municipalities. Recently another 200 acres has been annexed to Newark and is in the process of being rezoned as single-family detached housing. As was the case with the Keny property, this property is located in the Granville school district. Continuation of this policy, over which the local community has little control, threatens to overwhelm the Granville School District.

The Granville community has now passed two levies to raise money specifically to purchase land and conservation easements in an attempt to preserve the open space in both the Township and the Village. In November 2001 the first levy was renewed. The impact of these open-space levies is now beginning to be felt. The Quisenberry tract along S.R. 37 and the wooded hillside across from Wildwood Park, have been purchased and protected from imminent development.

The current interest in reviewing the Comprehensive Plan arises in large part from a desire to reassess all of these issues and their impact on the 1998 Comprehensive Plan. Specifically, important issues that deserve consideration include: selective extension of water and/or sewer, desirability of annexation by the Village, open-space protection, accessibility of schools to pedestrians, and overall implementation of the precepts in the Plan by the governmental entities to which the Plan is relevant.

B. Review Process

The 2001 Comprehensive Plan Review Committee was charged by the Village Council and the Township Trustees with completing a review of the 1998 Comprehensive Plan in the light of today's circumstances. This was consistent with recommendations in the 1998 Plan that called for regular reviews. Determinations were to be made as to the validity of the recommendations of the 1998 Plan and modifications were suggested based on the issues that have evolved in the subsequent period.

The Committee created four pertinent categories: Growth Management/Land Use; Transportation/Scenic Corridor; Economic-Development Planning; and Implementation. It then formed three subcommittees to review and make recommendations to the full board covering the first three categories, the last one to be handled by the full Committee. The subcommittees consisted of the 13 committee members and a number of volunteers from the Community.

- The Transportation/Scenic Corridor subcommittee addressed, among other items, through-trucks in the historic Village; future transportation alternatives to relieve road systems at capacity; and bike, equestrian and recreation paths.
- The Economic Development Planning subcommittee was charged with investigating the economic growth of the Granville Community tax base through the use nonprofit development organizations; joint government committees between the schools, Village and Township; Cooperative Economic Development Agreements (CEDAs), Joint Economic Development Districts (JEDDs), and other vehicles which encourage regional planning.
- The Growth Management/Land Use subcommittee was to evaluate, among other items, a sewer-and-water extension policy and potential friendly and hostile annexations. Its oversight includes consideration of aquifers for water availability, proposed residential development densities, land-use issues, and potential sewer-and-water policies. This subcommittee was asked to update all land-use statistics from the 1990 and 1998 Plans and include a clarification of the Agricultural Preservation provisions in the 1998 Plan. Members asked that the group incorporate Agricultural Security Zones and future options for Transfer-of-Development rights. Evaluation of the criteria for the selection of future sites for schools and other community facilities fell within the purview of this subcommittee.

The services of one expert, attorney Don Brosius, were employed as part of the Plan review. Mr. Brosius first presented valuable information to the Committee regarding annexation threats, new legislation, and legal options about which Committee members had acquired conflicting information from critical officials.

Committee representative also held meetings with officials of the Village, Township, and County on various matters relevant to the workings of the Committee.

The committee solicited community input in a variety of ways: a public forum (May, 2001), at the start of the review process, a series of articles in the Granville Sentinel, open meetings of both the full committee and its subcommittees, and both minutes as well as working drafts of this document were made available in the Granville Public Library. Given the short time frame in which the Committee was asked to review and update the Plan, more extensive public input was not included in the process. However, the committee had at its disposal the results of the extensive 1997 Granville Community Opinion Survey which had informed the 1998 Update of the Comprehensive Plan.

C. Preliminary Review Findings

In 1997-1998, a review of statistical data pertaining to growth and a visual inspection of contiguous land to the west of Licking County convinced the 1998 Comprehensive Plan Review Committee that circumstances affecting the type and pace of change for Granville were substantially different from those in 1990 when the previous Plan was formulated. Growth in the areas surrounding Columbus was occurring at a rate and magnitude that far exceeded that of 1990.

The effects of the Columbus metropolitan area's eastern expansion were apparent in the neighboring municipalities west of Granville, in particular New Albany, Etna and Pataskala. Farmland and open space rapidly are being lost to residential and commercial building activity.

In 2001, the current Committee made the following preliminary findings regarding annexation and growth:

Recently New Albany has annexed over 1,100 acres into western Licking County. This land is predominantly commercial along the proposed extension of the New Albany Expressway.

In addition, through the process of negotiating with Columbus for the public utilities to service this area, New Albany gave up the rights to annex hundreds of acres in the northeastern corner of Plain Township to Columbus to protect Columbus's growth corridor into western Licking County.

In the opinion of the Committee, extraordinary development pressure is on Licking County and especially Granville. The expanded and improved state highway system has made the drive from Granville to Columbus easier and faster, making Granville more accessible and attractive as a bedroom community. The unique and attractive character of the Village, the abundance of buildable land in the Township, and the exemplary Granville School District are desirable characteristics that create a prime target for development.

Simultaneous with the efforts of this Committee was an extensive series of public discussions regarding the merits and pitfalls of selective extension of water and sewer from the Village into the Township. Additionally, a special committee was convened to examine the relative merits of JEDD and CEDA approaches as possible solutions to extension.

A preliminary Study by the committee discussed the obvious, continuous risk to the Granville school system arising from annexation. The creation of some type of cooperative development agreement between Granville Village and Township, as well as other entities, could provide the structure for addressing these risks and achieving long-term goals. The selective extension of utilities has emerged as one of the tools that could be used to encourage the use of desirable projects and preclude the development of undesirable ones.

Two law firms have researched the question of whether utilities that are selectively extended into the Township can be withheld from other owners demanding tapping rights. There appears to be substantial case law that holds that "the Village's constitutional power and discretion to decide to whom it will provide services outside its territorial boundaries has withstood equal protection challenges."

It is recommended that the Village and Township each establish a policy specifying the criteria under which they believe that the selective extension of utilities could be beneficial to the community. The cooperative development agreement could provide the framework for the process of implementation. Discussions regarding such an agreement should begin as soon as possible.

As in the 1998 review process, this Committee concurred with the vast majority of the 1998's principles. Members felt that the 1998 recommendations merit greater attention by the Village Council and Township Trustees, and that increased diligence in delineating character-preserving strategies is imperative. Such strategies include architectural standards in the Village, and planned development districts in the Township.

PART II: THE PLAN

D. Purpose

A comprehensive plan is a visionary document. It looks five-to-ten years ahead to the future a community envisions for itself. Using information about the physical, social, and economic features of the community, it reflects a consensus about how the citizens want their community to develop.

A comprehensive plan lays out a road map of initiatives to achieve community goals. It recommends a logical set of policies covering land use and residential and commercial development that define and protect the future the residents envision. It provides a foundation upon which landowners, developers, Township Trustees, Village Council members, and other legislative and administrative bodies can make informed and consistent decisions that affect the future of the Community.

A basic tenet of the planning process is that the well-being of the Community as a whole shall be considered.

Although, over time, changes in development or services may make some portions of the plan outdated, the underlying principles and policies of the plan should remain constant. Moreover, since many land-use issues are site-specific, individual review of each development proposal should be exercised. Basic relationships between land uses, however, should be maintained. Inevitable changes in services, development, and priorities warrant that the plan be reviewed periodically. Such review allows for updates to the technical data and the goals, while maintaining the plan's overall integrity. The frequency of plan review will depend on the pace of growth in the community, with the prospect of more rapid growth calling for more frequent reviews and updates.

While Granville Township and the Village of Granville must, by law, deal with the Comprehensive Plan as independent political entities, they regard the development of the Plan as a joint undertaking that promotes effectiveness and efficiency and eliminates the need to prepare two planning documents. Since, in this sense, the Township and the Village regard themselves as a single planning unit, the terms "Granville" and "Community" as used in the Plan refer to both the Township and the Village unless otherwise noted.

B. Goals

The Committee as a whole largely agreed with the goals established for the 1998 Plan, and recommend changes in the second and fifth goals of the 1998 Plan. The goals now read:

1. Preserve the special qualities of the Village that set it apart from other municipalities, i.e., distinctive appearance, pedestrian orientation, small-town character and pace.
2. Preserve open space and the Township's rural character (e.g., rural roads and farm-related activities) by using conservation or creative development planning to minimize development impacts.
3. Preserve downtown Granville as the primary commercial, social, and cultural hub of the Community.
4. Protect the Community's natural, historic, and cultural resources.
5. Develop a tax base derived from office and commercial development in appropriate areas. Such development should only be allowed that supports a school system, community services, and infrastructure of the high quality the Community expects without unduly burdening the property owners.

These goals represent modest changes to the 1998 Update. They remain virtually identical to those specified in the 1990 Plan. The Committee regards this continuity as indicative of the strength and depth of the "Granville way of life." The Plan intends to retain the "Granville way of life" and especially the rural character of the community at large.

C. Strategy

Granville's strategy to manage growth provides a framework and a basis for detailed development decisions that meet the overall goals of the Community. It established the general direction and projected magnitude and character of residential, commercial, industrial, and institutional uses.

The primary goal of the 1990 Plan was to provide guidance in absorbing expected growth while protecting the natural and agricultural environment, minimizing land use conflict, and protecting the area's natural beauty. The Plan set up a choice of Village, suburban and rural land-use categories that addressed the transition from the high density of downtown Granville to the lower density of the farming landscape of the outer portions of the township. As the level of density changed, the character of development also changed to encourage the provision of significant open space and land for public parks, the preservation of tree stands, & sympathetic treatment of environmentally sensitive areas. The guides were meant to encourage only development that blended into & maintained the unique quality and visual character of Granville.

Whereas the 1990 strategy was to absorb and accommodate growth, the 1998 and 2001 strategies specifically address the problem of controlling and shaping growth, with greater emphasis on preserving farmland, open space, and natural land features than in the 1990 Plan.

In 1998 and 2001 the strategy is to manage growth by a) raising the standards of residential and commercial development; b) encouraging the set-aside of contiguous open space for pedestrian and bicycle use; c) mandating consideration of the existing rural character of the Township and small-town character of the Village; and d) setting higher, clearer, and more thoughtful design standards. The strategy advocates the use of forward-thinking land-use practices that encourage investigation of innovative policies such as transfer-of-development rights and agricultural-security zones.

As in 1998, the 2001 Plan emphasizes attracting the type of commercial and industrial businesses that are desired by the Community and that generate maximum tax revenue at the lowest cost to the taxpayers. It also addresses the need to manage annexation and to develop water and sewer policy carefully.

The 2001 Comprehensive Plan Review Committee concurs with the 1998 strategy and feels it is still valid, especially in its encouragement of innovative land-use practices. It is considered imperative to implement these features expeditiously where legal. Additionally, policy changes at the state level are needed to legalize planning tools and management which may not yet be available to Townships.

D. Land Use

A land-use plan defines the characteristics of, and areas for, future land use. Its objective is to assure that future growth is managed in a manner consistent with the public interest. A plan should provide clear guidance to landowners, developers, and legislative and administrative bodies as they make significant land-use decisions.

The Land-Use Plan covers the 17,350 acres that lie within the current boundaries of Granville Township and Village: 14,850 acres are in the Township; 2,500 are in the Village. The entire area is served by the Granville School District. [[NB: JOE/CHRIS TO CORRECT FOR RECENT ANNEXATIONS]]

As of 1994, the most recent year for which population estimates are available; approximately 6,225 people are living in the Plan area, an increase from the 1990 census of 7.3 percent. [NOTE: In 2000, a Federal census was conducted and produced some questionable statistics. At the time of this writing, those numbers are being disputed and, consequently, no firm statistics are available.] Of the total, 3,844 live in the Township, an increase of 8.1 percent; 2,381 live in the Village, an increase of 6.1 percent. (Source: 1994 Estimates of Ohio's Population, Office of Strategic Research,

ODOD). During Denison University's academic year (September through May), Village population increases by approximately 2,000 students.

In 2000 a federal census was conducted but produced some questionable statistics. At this time, those numbers are being disputed and, consequently, no firm statistics are available. [[NB: HAS THIS BEEN SETTLED NOW? IF SO, THEN CORRECT.]

The 1998 Land-Use Plan divided the planning area into nine functional categories, each of which represented a particular type of land use. Specific development within each category is managed by the zoning and subdivision regulations and ordinances of the Township and Village.

The categories are:

- 1) Scenic Corridor Overlay
- 2) Conservation
- 3) Community Facilities
- 4) Agriculture
- 5) Rural Residential
- 6) Neighborhood Residential
- 7) Commercial—Township and Village
- 8) Village of Granville
- 9) Office Research

These categories were established in the 1998 Plan, and updated in the 2001 revision, as land use districts used for general planning, and not as specific zoning classifications. They are used in this same manner in this Plan as they were in the 1998 Plan.

General Development Standards for All Categories

In addition to the specific standards described below for each land-use category, the Land-Use Plan incorporates the following basic standards for all categories:

- a) All development shall be organized so as to protect existing flood plains, fencerows, tree stands, and other sensitive or historic areas.
- b) It shall be the goal of both Granville Village and Township to ensure that both new and existing developments cause no deleterious effects to ecologically sensitive areas.
- c) Slopes with grades of 15% or more shall not be developed.
- d) Land shall be developed with a logical system of roads including collector, sub-collector, and access streets. Sidewalks along both sides of such streets are required. Sidewalks and/or bike paths for minor arterial, arterial, and rural roads are encouraged.
- e) To preserve rural character and discourage speeding, streets shall be no wider than necessary to accommodate the volume of traffic and parking needs anticipated.
- f) Street trees are a vital element in the creation of attractive neighborhoods; therefore, they shall be provided at a spacing of no more than 40 feet on center in all residential neighborhoods. Along rural roads, street trees shall be provided at irregular interval in a loose, natural fashion.
- g) To maintain the rural character of existing roads in the Township and to minimize traffic hazards, the number of access points onto existing streets shall be kept to a minimum. They shall be widely spaced.
- h) Existing rural structures make important contributions to the character of the overall area. Consideration shall be given to preserving these structures.
- i) To mitigate off-site soil erosion and sedimentation, on-site storm-water retention/detention systems shall be required. New drainage systems in lower-density areas shall use shallow, open swales to manage storm water. To help treat non-point source pollutants, wet retention ponds planted with native wetland species shall be encouraged. Ponds shall be designed to fit naturally into the existing rural landscape. Natural edges, plantings, and stocking of each water body are important to ensure ease of future maintenance and long-term visual appeal. Stone riprap edges and unnatural contouring of the edges of the water body shall be prohibited.

- j) Applicants for any new development in areas not served by public water are required to submit to an independent water test to ensure that the proposed development sits on land possessing adequate water capacity for the maximum proposed water demand and, further, that the proposed development will not adversely impact water requirements on adjacent properties.
- k) Residential development shall be designed to contain large, contiguous areas of open space that provide a system of trails for walking or biking that links one neighborhood to another.
- l) The design of the open-space areas shall be consistent with the goal of maintaining the rural character of the Township. Special consideration shall be given to locating the open space along existing rural roads, thereby providing a visual buffer between the roads and developed areas.
- m) New developments and structures shall be sensitive to the view from existing grounds. The rear of structures shall not face public road rights of way

1. Scenic Corridor

The Scenic Corridor land use category, which encompasses 2,282 acres, covers the transportation corridors approaching & passing through the Township & Village. These approaches create significant entries into the Village and shall be preserved.

Any development in this category shall be compatible with and must not adversely affect any adjacent residential neighborhoods.

- a) All new development must be set back a minimum of 400 feet from the centerline of any existing rural road. For existing lots, the setbacks shall be a minimum of 250 feet or 50 percent of the lot depth, whichever is less. Proposed development shall not be visible at standing eye level from adjacent public roadway or less than 400 feet away from said roadway, whichever value renders the development less intrusive to the scenic corridor.
- b) All historically or architecturally significant structures within this setback will be preserved.
- c) No significant tree stands, fencerows, or other natural or historical features within this setback will be disturbed.
- d) Changes to the topography shall fit into the natural landscape and compliment the existing rural character. No berms, mounds, or other unnatural manipulations of grade will be permitted.

Existing commercially zoned land within the scenic corridor may be excepted from these requirements by variance.

2. Conservation

In this category are approximately 1,400 acres of land (acreage to be updated when County information is available), identified as 100-year flood-plain land by the Federal Emergency Management Administration. They include the Griffin Run flood plain between Loudon Street and Burg Street, a small area south of Sharon Valley Road, and the Raccoon Creek flood plain that runs parallel to S.R. 16 and S.R. 37. The Conservation category protects water storage and recharging, protects wildlife that exists in the flood plains, and protects against potential flooding that could threaten property and human life. Usage shall be limited to agricultural and recreational purposes.

3. Community Facilities

Community facilities are uses that are generally perceived to be beneficial to the community as a whole. These are primarily destination-type uses, such as schools, community centers, and churches.

The following recommendations are made for the development of community-facility sites:

- a) All new housing developments shall set aside a minimum of 15% of the gross acreage or the current market value of said acreage for the purpose of siting school facilities. Lands from multiple developments may be banked toward the designation of an appropriate community site for a school. These specific parcels within new housing developments are to be referred to as school set-aside lots.
- b) The School Board must participate in the selection of the particular school set-aside designated site on each development lot.

- c) The designated school set-aside lot may be credited to the open-space requirements as indicated in the appropriate land-use section of this document and appropriate zoning codes.
- d) There should be no minimum acreage for residential developments where school set-aside lots are required.
- e) Regional coordination with Townships inclusive of the Granville School District should be required for all future school siting. A prime example is schools serving populations residing in Union Township, which should be located in proximity to these populations.
- f) This Plan encourages that schools should be sited with consideration for the distance students (and parents and buses) must travel between residence and school. Whenever land access makes this feasible, elementary, intermediate, and middle schools should be sited in walkable distance of the population expected to utilize those facilities because pedestrian access is a primary consideration in school siting.

Other Community Facilities are encouraged to be designed as integral parts of the neighborhoods they serve. This careful integration of uses will create distinctive neighborhoods and avoid the sprawling suburbanization experience by other communities.

Large community-wide facilities should be located where adequate infrastructure, such as road capacity, sewers, and water, exists to serve the intended uses. It would also be beneficial if alternative connections such as bike paths could provide access to these facilities.

4. Agricultural

The Comprehensive Plan sets a high priority on protecting this land because it is a prime target for development.

Approximately 9,274 acres are in the Agricultural Category (acreage to be updated when County information is available). The Comprehensive Plan sets a high priority on protecting this land because it is a prime target for development.

Farms and farmland are an integral part of the fabric of the Community. This acreage is valued not only for current agricultural production but also for its wildlife, natural vegetation, woodlands, ground water recharge, and historical and natural landmarks. Its scenic vistas provide a natural escape from population, pollution, and noise. The productivity of farms adds vitality and purpose to the Granville area. Even agricultural space not used as working land is a key element of Granville's character, adding to its rural charm, beauty and serenity.

Protection of wetlands and 100-year floodplain areas is an important consideration to the future development of agriculturally zoned areas.

- a) Development proposals shall utilize whenever and wherever possible innovative techniques such as the purchase or transfer of development rights, open space conservation, conservation easements, as well as the active purchase of property, which may be deeded, restricted and possible resold.
- b) Township Trustees and administrative bodies shall undertake a study of the feasibility of creating an Agricultural Security Zone.
- c) The current standards, which set a minimum lot size of five acres and a maximum density of one dwelling per lot, are strongly discouraged due to the checkerboard patten of sprawl they foster. The standard for residential development is *Planned District Development (PDD)*.
- d) Residential developments of 20 acres or greater are encouraged to use planned development district (PDD). When a PDD is not used by an applicant, the current standards restrict development in all lots within the Ag category to a minimum lot size of five acres and a maximum density of one dwelling per five acre lot, including those created along existing road frontages through lot splits.
- e) An open-space incentive resulting in up to a total of 1.15 dwelling units per 5 gross acres shall be made available to landowners who are willing to set aside a minimum of 50 percent of the land as dedicated open space.
- f) Setbacks are to be established as follows: Proposed development shall not be visible at standing eye level from adjacent roadway or less than 400 feet away from said roadway, whichever value renders the development less intrusive to the scenic corridor. An exception shall be available to acreage as long as it is used agriculturally and subject to an agricultural tax exemption. These lots shall be allowed a 100-foot setback.

- g) Any new development in the Agricultural category that proposes one or more internal streets should be developed as a PDD and shall utilize open-space design concepts that emphasize permanently undeveloped land. In addition, open-space and bikeway easements shall allow future connections to adjacent parcels.
- h) Owners of farmland who wish to keep their land in perpetuity for farming purposes or as undeveloped open space are encouraged to invoke appropriate land-use protection tools, such as conservation easements.

To determine the allowable dwelling units for the PDD, an applicant shall prepare a Yield Plan based on the Agricultural Land Category standards of a minimum lot size of 5 acres and a maximum density of 1 dwelling per lot. The Yield Plan shall utilize conventional development practices and follow current zoning resolutions. It must present a realistic layout and a development pattern that reasonably can be expected to be implemented. It must take into account the presence of wet-lands, flood plains, steep slopes, existing easements or encumbrances and, if un-sewered, the suitability of soils for sub-surface sewage disposal. A density increase to 1.15 dwelling units per 5 acres shall be made available to landowners who will dedicate a minimum of 50% of the acreage as open space.

Open space and conservation design standards shall be used to create small groupings of residential units with a common open space and some common architectural standards. This land-use technique prevents sprawling residential development and is compatible with a rural landscape. It allows flexible site planning so that poor building sites can be avoided and natural vegetation can be preserved. Open-space design requires fewer streets and shorter utility lines than conventional development and, thus, reduces maintenance costs for the Township.

Access to each open-space development shall be restricted to the main rural road, and roadway connections between these areas are not permitted. Open-space and bikeway connections between contiguous developments are required wherever possible. Sidewalk construction is optional but is strongly encouraged in residential areas.

The design of the open space shall be consistent with the goal of maintaining the rural character of the Township. Special consideration shall be given to locating open-space areas along existing rural roads and setting new developments and structures out of view of these roads. Rear lot lines shall not abut public rights of way.

5. Rural Residential

Approximately 2,369 acres are in the Rural Residential (R-1) category (acreage to be updated when County information is available). This District was created by the current Township zoning resolution to provide a transition from the Village to the less populated Township. In the past, this District produced residential subdivisions in which little or no open space was retained. It is recommended that no additional land be rezoned R-1; rather, these lands shall utilize PDD.

Protection of wetlands and 100-year flood-plain areas is important to the future development of R-1 zoned areas.

The following recommendations apply to this category:

- a) In order to encourage retention of open space within the Rural Residential category, any development of remaining R-1 land shall be as a PDD and shall use open-space planning that protects natural wooded and sensitive areas.
- b) As is the case in the Agricultural Land Category, access to each open-space development shall be restricted to the main rural road, and roadway connections between such developments are not permitted. Open space and bikeway connections between contiguous developments are required unless site constraints deem it impossible. Sidewalk construction is optional but is strongly encouraged in residential areas. Open-space and bikeway easements shall allow future connections to adjacent parcels.
- c) Entry features shall be designed in a manner that complements the overall rural character of the site and surroundings. Large gates, walls, or other features out of character with the rural landscape shall be prohibited.
- d) All existing R-1 zoned acreage shall be developed with a minimum of 30% open space and the current maximum density of one dwelling per 2.4 gross acres.
- e) Acreage developed with a minimum of 50% open space shall be allowed a density of 1.15 units per 2.4 gross acres. This will allow one unit per 2.2 gross acres.
- f) Land with corridor setbacks shall be credited in meeting open space requirements; however, land within the 100-year flood plain shall not be credited toward the Yield Plan.

- g) All new development along existing roads not within the Scenic Corridor must be set back a minimum of 250 feet or 50% of the depth of the lot, whichever is less.

6. Neighborhood Residential

The Neighborhood Residential category contains 1,117 acres (acreage to be updated when County information is available). It separates Agricultural and Rural Residential land uses from neighboring municipalities that permit high densities. This category shall encourage residential development that does not exceed the ability of the Township and school system to provide essential services.

Following are the recommendations for Neighborhood Residential:

- a) Every tract proposed for development must have a minimum of 40% of its total area dedicated as open space. In acreage that is not served by municipal water-and-sewer systems, maximum density shall be one dwelling per 1.6 acres. In acreage where Village water-and-sewer are available, permitted density increases to 2.5 dwellings per gross acre when 40% of the tract is dedicated to open space and to 3.0 dwellings per gross acre when 50% is dedicated to open space.
- b) To improve neighborhood aesthetics and provide the maximum amount of open space, homes on smaller lots with service lanes or alleys shall be encouraged.
- c) In order to encourage retention of open space within the Rural Residential category, any development of remaining R-1 land shall be as a PDD and shall use open-space planning that protects natural wooded and sensitive areas.

7. Commercial – Township & Village Suburban

This section includes retail and service commercial uses both in the Village and the Township. It does not include office/research or light industrial developments, as these are discussed elsewhere in the Plan.

Following are general recommendations for all commercial development:

- a) New commercial development must address the community's desire to reduce the tax burden on property owners. Priority should be given to the creation of a broad tax base that maximizes revenues to the local school system, the Township, and the Village, while minimizing the cost to them for infrastructure construction and maintenance.
- b) To maintain the singular downtown commercial center of the Township as a whole; to preserve downtown as its commercial, social, and cultural hub; and to impede the proliferation of multiple commercial centers in outlying areas, development must avoid the strip shopping centers, malls, and freestanding retailers that typify urban sprawl. The major purpose of commercial development shall be to provide space for businesses that primarily serve the needs of the local community rather than those of the regional and transient markets.
- c) Commercial development shall acknowledge and respect the character of the community. Commercial uses shall include pedestrian amenities such as generous sidewalks, attractive landscaping, street trees, appropriate lighting, and tasteful signage. Open space where the public can gather shall be provided, and it should be contiguous to other open space whenever possible. Buildings are to be oriented toward the street with all parking areas screened and limited to the rear and sides of buildings.
- d) Zoning regulations and ordinances and design standards must be created or updated to provide specific and easily understood guidelines for landowners, developers, and legislative and administrative officials during the application and development process.
- e) Township zoning regulations should be reviewed carefully and altered as necessary to control commercial land-use development according to these standards. Rezoning should be limited to the smallest possible areas.

7A. Township Commercial

These acres lie south of the Village on the S.R. 16/Columbus Road entranceway and the S.R. 37/Lancaster Road entranceway. This category consists of two zoning districts: General Business District and Local Business District.

Specific recommendations for the Township Commercial category:

- a) Buildings shall not exceed a maximum of 10,000 sq ft. Maximum single-tenant or single-use shall be 5,000 sq ft.

- b) Buildings that a reasonable person readily would associate with a particular business entity based on viewing two or more buildings used by that entity would be considered in their entirety to be signs. As such, all exterior square footage of the building will be subject to applicable sign resolutions and regulations.
- c) Building mass and setbacks shall be appropriate in relationship to surrounding buildings and their setbacks.
- d) No parking or drive aisles will be permitted in any setback other than in the case of drive aisles necessary to grant ingress and egress.
- e) No berms or landscaping mounds shall be permitted.
- f) Any drive-through lane shall be located at the rear of the structure, & ingress and egress from the drive-through shall be from a parking lot at the rear of the structure.
- g) A plan for traffic and parking system that details points of ingress and egress to the property, placement of existing public and private drives, parking areas, and expected patterns of pedestrian and vehicular movement shall be presented. Adequate ingress and egress to the property, which will not adversely impact traffic patterns nor increase usage of municipal streets to the detriment of the safety and welfare of the public, shall be provided.
- h) Traffic & safety should not be adversely affected by development in any location, especially on roads such as Weaver Drive and River Rd where current infrastructure is not able to handle a large volume of traffic.

7B. Village Suburban Commercial

The Village Suburban Commercial category (178 acres) (acreage to be updated when County information is available) is situated primarily in the vicinity of Cherry Valley Road, north and south of S.R. 16. It consists of the Village's Suburban Business District and Planned Commercial District. The general commercial development recommendations described on pages 12-13 apply to these districts.

8. Village of Granville

The Village of Granville category encompasses the 2,478 acres that are within the existing corporation boundaries of the Village (acreage to be updated when County information is available).

This area is characterized by a variety of development patterns, each of which reflects the attitudes and planning of its time. The Village is a classic New England town design, with streets arranged in a grid-like fashion and major civic institutions (in this case, four churches) located on a public square at its center. The commercial district is immediately adjacent to the square.

The residential blocks are reflective of the original Village plat. Small lots with homes set close to the street and sidewalks are typical. Over the years, some notable breaks have occurred in this pattern, in particular, the small commercial area along Elm Street just east of South Main Street.

Moving outward from the Village center, more recent and typical suburban residential patterns are evidenced. These areas are characterized by curving residential streets, an occasional sidewalk, and large lots with homes set well back from the street.

Most of the land in the Village has been developed fully. The following recommendations pertain to the remaining small pockets of undeveloped land, to future redevelopment of existing areas, and to any areas that might be annexed to the Village in the future.

- a) Future residential development shall maintain the existing densities as defined in the current Zoning Ordinance.
 - a. The general development standards and the standards outlined in the Neighborhood Residential category shall be adopted for new residential development.
 - b. Downtown is one of the most treasured aspects of Granville. Village Council and the Granville Chamber of Commerce (the successor of the Granville Business and Professional Association) should collaborate on a study to make specific recommendations for the preservation and enhancement of this important resource.

Granville is confronted with a number of issues which are specific to downtown: parking, expansion of its commercial area, types and mix of stores and services, ratio of office space to retail, the use of first-floor space for offices and, more broadly, fire, police, and utility systems. The Committee's conclusion is that these issues are beyond the scope of this

Comprehensive Plan review and should be addressed by Village officials and citizens who are involved with them on an ongoing basis.

9. Office/Research

This category, with 716 acres (acreage to be updated when County information is available), provides suitable areas for the campus-like development of office complexes, research centers and limited manufacturing and light industrial operations that are clean, quiet, and free of hazardous or objectionable materials. Uses in this category are expected to operate entirely within enclosed structures and generate little traffic.

Any development in this category shall be compatible with and must not adversely affect any adjacent residential neighborhoods.

- a) Direct vehicular access to any adjacent residential neighborhood development is not permitted.
- b) All parking lots shall be completely screened from adjacent properties and the public right of way.
- c) Parking shall not exceed 4.5 spaces per 1,000 square feet of gross building area.
- d) The maximum lot coverage (buildings and parking) shall not exceed 65% of the total site area.
- e) Buildings shall not be more than 3 stories and 65 feet high.
- f) Common open spaces or greens that are framed by buildings and create a campus-like environment are encouraged.
- g) Buildings under common ownership shall be sited in relationship to each other to provide convenient pedestrian connections.
- h) Loading areas shall be screened completely from view of adjacent properties and the public right of way.

E. Transportation

A transportation system that provides safe, convenient and efficient movement of vehicular, pedestrian, and bicycle traffic is vital to the well-being of a Community. It has significant influence on the appearance, character, and economic viability of the area. It is an important consideration when current and future land-use decisions are made. It affects the "where, when, and way" development takes place.

Within a comprehensive plan, the transportation plan sets broad guidelines to assist public officials, developers, and other interested parties in making decisions relating to traffic flow, reserving rights of way for future roadway improvements, selecting pavement widths, public and private funding for infrastructure, location of community centers/facilities (e.g., schools), and other transportation issues.

Today, because of the growth patterns of nearby communities, a farsighted transportation plan is of even greater importance to Granville than it was in 1990.

Based on its study of the situation and discussions with Township, Village and County planning officials, the Committee identified the following major transportation issues facing Granville today:

1. The relative inaccessibility of parts of the Township to downtown and to each other.
2. The increased vehicular traffic resulting from residential development in Granville.
3. The high volume of truck traffic through the Village.
4. The potential impact of ever-increasing traffic on State Routes 16, 161, 661, and 37.
5. The potential impact of the proposed construction of the Thornwood Boulevard connection between S.R. 79 in Heath and S.R. Route 16 east of Cherry Valley Road.
6. The protection, preservation, and enhancement of the entries to the Village: Columbus Road/S.R. 16, Lancaster Road/S.R. 37, and West Broadway/S.R. 161/37.
7. Provision for safe and efficient vehicular traffic on Township roads without compromising their rural character.
8. The integration of bicycle pedestrian and other non-vehicular traffic into the transportation system.
9. The accommodation of peak-hour traffic on Newark-Granville Road, S.R. 37, S.R. 16, and South Main Street.
10. The location of future schools north of S.R. 16.

The Transportation Plan contained in the 1990 Comprehensive Plan made the following recommendations. These recommendations are still considered important by the 2001 Review Committee. It is generally agreed that they should

only be implemented as is deemed necessary by additional development, or time-specific opportunities. The unfortunate decisions, which precluded the Jones Road-to-Cherry Valley Road connector, should be avoided.

1. Extend Loudon Street to meet S.R. 161/37 at Morse Road. This connection may become increasingly important as the plans for the ODOT improvements to S.R. 161/37 advance.
2. Create an east-west road that connects Loudon Street with Burg Street.
3. Extend Miller Avenue to the northeast.
4. Extend Cambria Mills Road west to meet Battee Road at Loudon Street.

These recommendations were intended to meet future traffic volume generated by development and population growth and were to be implemented on an "as-needed" basis. To date, none has been carried out. Although one recommendation—the extension of Jones Road south and east to Cherry Valley Road—has been pre-empted by residential development and is no longer an option, the Committee believes the 1990 recommendations, except the Loudon Street extension to Morse Road, are still valid.

To guide the development of the transportation system, the 1998 Plan uses the same roadway functional classification system as the 1990 Plan:

1. Improve the alignment of New Burg/Burg intersection.
2. Improve Jones Road to a major collector.
3. Improve Milner Road to a collector road.
4. Construct a new collector from Galway Drive east and north to Newark-Granville Road.
5. Extend the new Galway Drive collector north to Milner Road.
6. Construct a connector from Westgate Drive to the Galway Drive extension.
7. Dead-end the existing Westgate Drive at Cherry Valley Road.
8. Construct Cherry Valley Road between Newark-Granville Road and S.R. 16 as a boulevard with a grass median.
9. Address the highly dangerous intersection—as evidenced by several fatal/near-fatal accidents—of River Road and S.R. 16 by making egress from River Road onto S.R. 16, from the north and south, a right-turn-only.
10. Give high priority to resolving the problem of truck traffic in downtown Granville. Township and Village official should initiate a joint effort with the City of Newark and the State of Ohio to find alternate routes.
11. Granville official should continue to develop a process to manage access to areas of new development so that vehicular and pedestrian traffic flows safely and at the desired capacity and speed.
12. Township official should establish a dialog with McKean Township Trustees to discuss potential improvements to Dry Creek Road.

Transportation is a regional issue. The more cooperation that can be achieved between the Granville Community and the surrounding cities and Townships will only help alleviate future transportation problems.

Village and Township official should monitor the ODOT design of the expanded S.R. 161/37. The impact of that roadway and its proposed crossings will forever alter the character of the Community. Currently ODOT's analysis of the traffic impacts does not extend much beyond the immediate physical impact of the roadway itself. A more comprehensive study of the impact of the new highway is imperative if the Granville Community is to avoid negative impacts that accompany such narrow analysis.

Land-use decisions, such as where community facilities are to be located, should take into account how accessible these facilities are by pedestrians, bicyclists, and other non-motorized traffic, with the goal of encouraging these alternative modes of transportation.

F. Open Space and Recreation

Open space is an important aspect of every category of land use in Granville. Open space contributes to the physical beauty of the Community, provides a buffer from the stresses of close living, and helps to maintain a historical link with the generations of people who settled the land. Open space includes conservation land, recreational land (both privately and publicly held), and the large tracts of agricultural land that are being farmed or grazed or have not been developed

yet. The following recommendations are made to encourage the planned preservation of a maximum amount of open space in any future development within the Community:

1. A preliminary photographic inventory has been developed to document current open space (primarily in the Township). This should be augmented and used as a reference tool by the review boards that consider development requests.
2. A map detailing open-space areas to be preserved shall be created as soon as possible. The map will indicate the areas of open space and pathways connecting such areas.
3. Inventories of land features shall be required as part of the application process for all new development proposals.
4. The open-space requirements recommended in the Land Use Category of this Plan shall be implemented expeditiously.
5. The Township and Village governments shall form a Joint Recreation District as is recommended by the 1995 Joint Parks District Study Committee. This study recommends an Advisory Board that would plan for and purchase land for recreational and open space. It also would oversee the existing Recreation Commission, which would continue to administer the community's recreation programs. Possible funding sources include the Green Space levy, the current Village Park Lands Reserve Fund, and other impact fees.
6. Coordination and planning for the development of new bike/pedestrian pathways shall be considered from a total Community perspective. This could be one of the responsibilities assigned to the Joint Recreation District Advisory Board.
7. Coordination with the Granville Land Conservancy's efforts to preserve open space and environmentally sensitive land is important in order for these efforts to be successful.
8. An annual meeting comprised of representatives of the school system, Recreation Commission, Granville Land Conservancy, Township Trustees, the Village Council, and the Green Space Committee shall be held.

G. Implementation

The Township Trustees and the Village Council, together with the legislative and administrative boards and commissions, are responsible for directing the actions needed to reach the objectives of the Growth Management Strategy. A key element in the Growth Management Strategy is a procedure providing for a) periodic assessment of the timeliness and thoroughness of its implementation, and b) an evaluation of the validity of its recommendations in light of then then-current factors that influence Community growth.

It is recommended that the Township Trustees and the Village Council adopt Resolutions specifying the details of such a review. (A copy of a model Resolution drafted by the Committee appears in Appendix Exhibit D.) This documents will a) establish a timetable, and b) outline monitoring and measuring procedures, including research and the use of basic growth indicators (such as changes in property valuation, state income tax revenue, the number of requests for subdivisions, the number of building permits issues, the number and type of variances granted, and the number and type of requests for changes in zoning ordinances).

A key component of any growth-management strategy should be agreement as to when an extension of the Village sewer-and-water system should be made into the Township without annexation to the Village—a strategy currently referred to as “selective extension.”

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H. Process Enhancements

The 2001 CPRC recommends that additional attention be paid to the process aspects of building and implementing a Comprehensive Plan. There are four areas in which we offer these suggestions: GIS, stakeholder involvement, regional coordination, and the review process itself.

GIS (Geographic Information Systems). The CPRC has requested funding from both the Village Council and the Township Trustees to establish a baseline GIS model for subsequent planning. We suggest using the GIS proposal language as a model and emphasize the importance of identifying intent, usefulness, and process opportunities.

Stakeholder Involvement. The committee recommends that additional effort be made by the Village and the Township to ensure stakeholder involvement in community decisions. Additional notification across a broader segment of the community about land-use decisions may help alleviate the discord that has characterized several of the development

proposals of the last few years. Additional mailings and public postings to a broader audience, in addition to publishing agendas and applications on a community web site, may encourage more active participation early in the decision-making process. This could foster more meaningful compromises when the proposals are controversial and result in better overall land-use decision.

Regional Coordination

On a number of fronts, this Committee feels it would be extremely valuable for Granville to acknowledge the value of integrating its planning efforts with other jurisdictions. There may be reasons to identify one regional entity that can manage a large number of issues, or it may be advantageous to develop issue-specific regions depending on the circumstance. For instance, when considering aquifer-based zoning or other water-control issues, Granville Township and St. Albans Township are perhaps more critically bound together in terms of the immediate implications. When considering farmland preservation, Granville would be well-served by coordinating its efforts county-wide—or beyond. When considering the cycle of school building, residential developments in the School District, and the impacts of those developments, Granville Township and Union Township are intertwined in their futures, but other townships are as well. We recommend that a task force involving members of the Council, Township Trustees, and School Board be established to develop clear guidelines by which a regional approach may be implemented.

Future Comprehensive Plan Review Committees

This review effort was hampered in its effectiveness by three main factors: the seasonal timing of the review, the participation by ex-officio members, and the short duration of the committee's efforts.

We recommend that future review committees be charged to begin their efforts in January, following the holiday season, and to complete their tasks by late April, so as to focus attention on the review when there are somewhat fewer distractions and scheduling conflicts as we have experienced during the summer months.

It would also be most beneficial if the committee make-up included members of the previous committee to ensure some continuity of the ideas and discussion. These members could be rotated off the committee after serving on two sequential review committees.

Wherein it may be valuable to gain perspective from a regional and/or county level, future review committees may find it meritorious to solicit direct feedback on proposed changes to the Comprehensive Plan from the Licking County Planning Commission.

It is also recognized that the limits of an all-volunteer group of citizens are quickly reached in attempting to craft a Comprehensive Plan for an entire community. To reasonably achieve a more complete expeditious review of the Comprehensive Plan it is recommended that the Village and the Township engage a professional planning firm to lead the process.

Finally, it is imperative that the review committees involve public officials in a regular way. Whether this might best be accomplished by removing the "ex officio" status of elected officials or finding another way to improve their participation, the entire process will be improved.

I. Definitions

Transferable Development Rights: A type of zoning ordinance that allows owners of property zoned for low-density development or conservation use to sell development rights to other property owners. The development right purchased permit the landowners to develop their parcels at higher densities than otherwise. The system is designed to provide for low-density uses, such as historic preservation, without unduly penalizing some landowners.

Planned Development or Planned Unit Development: A development of land that is under unified control and is planned and developed as a whole or a single development operation or programmed series of development stages, which may include streets, circulation ways, utilities, buildings, open spaces, and other site features and improvements.

Agricultural District: A legally recognized geographic area formed by one or more landowners and approved by one or more government agencies, designed to keep land in agriculture. Agricultural districts are created for fixed, renewable terms. Enrollment is voluntary; landowners receive a variety of benefits that may include eligibility for differential

assessment, limits on annexation and eminent domain, protection against unreasonable government regulation and private nuisance lawsuits, and eligibility for purchase of agricultural conservation easement programs. Also known as agricultural preservation districts, agricultural areas, agricultural incentive areas, agricultural development areas, and agricultural protection areas.

Conservation Easement: A legal agreement a property owner makes to restrict the type and amount of development that may take place on his or her property. The easement spells out the rights the landowner retains and the restrictions on use of the property. Each of these rights and restrictions is negotiated between the landowner and the conservation organization holding the easement.

Open-Space Development: Open-Space Development is generally meant to mean a development pattern utilizing smaller lots on large tracts. The lots are clustered and set back significantly from the road. Examples of Open-Space Development can be found in the book, "Rural by Design," by Randall Arendt.

Deed Restrictions: Written statements in a deed which outline the limits of use of a property. Restrictions that are imposed against the race, sex, nationality, color, or creed of a person are illegal.

Comprehensive Plan: A generalized, coordinated land-use map and policy statement of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands including but not limited to sewer and water systems, transportation systems, educational facilities, recreational facilities, natural resources, and air- and water-quality management programs.

Zoning Regulation: Restrictions placed on properties according to the nature and use of the land in order to promote the orderly development of the area, and the protection of public health, safety, and general welfare.

ORDINANCE NO. 04-04

BY: Barsky

AN ORDINANCE TO ADOPT THE 2001 REVIEW UPDATES TO THE GRANVILLE COMPREHENSIVE PLAN.

WHEREAS, Pursuant to the provisions of Section 2.08 of Article II of the Charter of the Village of Granville, Ohio, the Village Council is authorized to adopt and modify the Master Plan for the municipality; and,

WHEREAS, the Village Council adopted a new Comprehensive (Master) Plan in 1999; and,

WHEREAS, a joint task force from the entire Granville community – both Village and Township – was appointed to review and update the 1998 Comprehensive Plan; and,

WHEREAS, the efforts directed toward revising and updating the Comprehensive Plan for the Village and Township have resulted in the compilation of the 2001 update to the Granville Comprehensive Plan;

NOW, THEREFORE, be it ordained by the Council of Granville, Ohio, that:

- Section I: The updates to the Comprehensive Plan of Granville be and hereby are adopted as they apply to the Village.
- Section II: The entire Village Council expresses its appreciation to those who have contributed their time and talents towards this worthy goal.
- Section III: That this ordinance shall take effect and be in full force from and after the earliest period allowed by law.

Passed this 17th day of April, 2004.

Lyn Robertson
Mayor

Attest:

Beverly Adzic
Clerk of Council

Approved as to form:

Dominic C. ...
Law Director