

the record

Township is striving to be part of solution

This is the third in a series of Township newspaper articles, newsletters and open forums covering 5 areas of township government activities including:

- Taxation
- Open and Recreational Property Acquisition
- Strategies to Manage Growth & Assist Our Schools
- Partnering and Its Payoffs
- Overview of Township Government

Note: The next Residents' Open Forum on "Strategies to Manage Growth & Assist Our Schools" is scheduled for 7:00 p.m., April 7, 2005, at Granville Intermediate School, 2025 Burg Street. All residents are encouraged to attend.

This article seeks to explore issues surrounding Granville Township's activities and policies on growth and development within its jurisdiction. Development and growth have been a primary concern in our community. Granville Township and the Village of Granville jointly participated in a comprehensive planning process that resulted in the mutual adoption of a community comprehensive plan in 1990. That plan was updated in 1998. The result is a document that compiled extensive community input and thoughtful study. It is a survey of the entire Granville community and a public statement of the goals and objectives its citizens created for its governing bodies. The goals spelled out in the 1998 update are:

- 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
- Preserve the open space and rural atmosphere that characterize the Township.
- Preserve downtown Granville as the primary commercial, social and cultural hub of the Community.
- Protect the Community's natural, historic, and cultural resources.
- Develop a tax base that supports a school system, community services, and infrastructure of the high quality the Community expects without unduly burdening the property owners.

The updated Comprehensive Plan notes, "These goals are virtually identical to those specified in the 1990 Comprehensive Plan."

The issue of growth and development is an emotionally charged issue. Communities across Ohio and the nation struggle to fund their school systems and accommodate increased populations. We believe it is difficult to accurately evaluate growth, development and school impacts in our community without reviewing objective development and school enrollment data. In an effort to hold decision making accountable to the comprehensive plan, we gather, evaluate and publish this data to gauge the effectiveness of past and current township policies and actions.

This data includes:

- Residential building authorized by permit for The Village of Granville, Granville Township and Union Township
- Residential sub-divisions approved by the Township and Village
- Estimated Granville School District enrollment as of school year 2003 by tax district and by quadrant for Granville Township and The Village respectively

For the purposes of this article we have concentrated on the time period of 1990 to present as this is the date of Granville's first comprehensive plan.

Excluding land zoned and controlled by the Village, Granville Township contains 14,850 acres. The township is a governmental body authorized and regulated by the laws of Ohio. The Village of Granville, which contains 2,500 acres, is a municipality authorized through the laws of Ohio. Though village residents vote for township trustees, land within the jurisdiction of the village is controlled by village law, council and its respective boards.

The Granville school district is a body authorized and regulated by the laws of Ohio. As can be seen in the accompanying illustration, the boundary of the Granville School District is not the same as the jurisdictional boundaries of the Township and Village.

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Township strives to be part of the solution

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Within the Granville Exempted Village School District there reside 9 political subdivisions. The 9 and their corresponding numbers of students as of September 7, 2004 include:

Political Subdivision	Number of Students
1. Granville Township	920
2. Granville Village	801

Portions of	
3. The City of Heath	7
4. The City of Newark	240
5. Newark Township	6
6. Newton Township	6
7. McKean Township	18
8. St. Alban's Township	3
9. Union Township	326
Total	2,327

(Source: Granville Exempted Village School District Transportation Department. The actual class count on this date was 2,217 students in attendance.)

Each of these governmental bodies is independently authorized by law and independently responsible for its zoning and activities which might either deter or promote development and growth. School district boundary lines are determined in accordance with the Ohio Revised Code.

The 1998 revision to the Granville Comprehensive Plan emphasizes attracting commercial and industrial businesses that generate maximum tax revenue at the lowest cost to taxpayers. It also addresses the need to manage annexation, and use care in developing water and sewer policy.

According to state law, property values are divided into three broad categories:

- 1 Residential and agricultural—personal land and building values, plus the value of agricultural property, subject to Current Agricultural Use Valuation (CAUV).
- 2 Commercial and industrial—business use land and buildings
- 3 Tangible Personal Property—both Public Utility and Business assets other than those taxed as real estate.

Granville Township is 85% residential and agricultural. Granville Township Property Values for 2005 (in 000s) are as follows:

	Residential/ Agricultural	Commercial/ Industrial	Tangible Personal Property	Total
Granville Twp.	\$116,247	\$9,716	\$11,129	\$137,092
Granville Village	\$113,003	\$16,359	\$3,763	\$135,125
Totals	\$229,250	\$26,075	\$14,892	\$270,217

(Granville Township Tax Rate information for 2005)

Before and since the passages of the Granville Community Comprehensive Plan, the Township has sought through its lawful powers to preserve open space and the township's rural character and to assist the school district in maintaining and developing its tax base. These two goals, specifically set out in the comprehensive plan, can be seen as opposing one another. School districts are funded primarily through real property taxes and, thus, the only way to develop a tax base is through real estate development. Preserving rural character is generally thought of as maintaining undeveloped agricultural areas. To resolve this conflict the township has sought to protect agricultural areas within the township by open space acquisition and restrictive residential real estate zoning.

The Facts About Residential

Residential housing simply does not contribute enough tax dollars to cover all of the costs associated with student education. Economic development experts say new residential development, while broadening a municipality's tax base, rarely pays for the costs to support so many new residents.

Research shows that new housing developments benefit municipalities in the short term by raising the value of land, increasing its tax base and promoting commercial development. But over the long run, municipalities have to upgrade roads faster, put in storm sewers, build bigger schools, and increase fire service and police protection. After provisioning of all these increased or new services, residential development simply does not pay its own way as costs typically grow faster than the population.

In predominantly non-residential portions of the township adjacent to major arterial highways the township has actively sought to assist with the development of appropriate non-residential structures and uses. Recent examples include the Paramount facility located at the former Dow Campus, which created approximately 9 million dollars of real estate tax base for the school district, and Kendall, which is expected to create approximately 23 million dollars of real estate tax base when completed in 2005. Both of these developments are located along the Route 16 corridor in areas of the community long zoned for non-residential uses, and include the Owens facilities.

Township strives to be part of the solution
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Granville Township employs various tools in carrying forth its mission to preserve the rural character of the township:

Litigation

In 1996, Granville Township forcefully opposed the annexation of the Keny property located in the southeastern quadrant of the township to the City of Newark. The township was successful at hearings and court actions before the Licking County Commissioners, the Licking County Court of Common Pleas and the District Court of Appeals. Unfortunately, the Ohio Supreme Court reversed the lower court decisions in a split ruling holding that school impacts could not be a consideration in annexation cases. The township expended approximately \$130,000.00 and faced off against titan foes including the Ohio home builder and Ohio Municipal League.

Although the township ultimately lost its fight in a landmark decision, its efforts sent a clear message to the residential home building industry and set the stage for reform of Ohio Annexation Law in the State legislature. Granville Township's partnering effort with the Granville School District further set the stage for the formation of the Newark Granville Community Authority. This Authority created a special real estate tax district that currently collects additional millage in annexed territories, partially offsetting district expenses created by additional enrollments from these areas.

Restrictive Zoning

Granville passed its first zoning ordinance in 1967. The Board of Granville Trustees selects members of a 5-member Zoning Commission. Through the energetic and continual efforts of this commission and the elected board of trustees we aggressively seek to preserve the rural zoning and use of the majority of township land. This is done through continual amendments to the township zoning ordinance.

Since 1990 the township has enacted zoning regulations to:

- expand minimum lot sizes to 5 acres for all single family developments;
- create cluster zoning in residential areas which mandates 50% open space set asides;
- expand minimum frontage requirements to 250 feet for individual lot splits in agriculturally zoned areas;
- strictly regulate and prevent filling of flood plain property;
- regulate cell towers, as permitted under state law.

Property Purchases

As described in our last article, in 1997, Granville Township became the first township in the state to pass an open space levy to acquire open space and development rights, which permanently set aside property within the community as green space. The township has also used unrestricted money from its general fund to make strategic purchases of community property. Unrestricted property purchases began in 1991 and, along with open space purchases, continue through the present.

Those purchases have resulted in:

- Restricting approximately 600 acres of prime residential development land to agriculture;
- Creating a strategic block to the potential expansion of residential annexation to Newark; and
- Creating a community link to the southeast quadrant.

We have leveraged these purchases through the successful receipt of Ohio Nature Works, endangered habitat and Issue Grants from the state of Ohio, and augmented property acquisition through property donations to the township.

Granville Township has employed various tools to foster appropriate non-residential development to strengthen the school district tax base and lessen the burden of school dependence on residential tax payers:

Facilitative Zoning

Township Trustees have carefully followed recommendations of the comprehensive plan and maintained appropriately zoned commercial property located away from predominantly residential areas along arterial traffic corridors for community friendly development. This area of the township, located adjacent to state routes 16 and 37, contains the former Dow Research Campus and the Owens Corning Research Campus.

Creative Partnerships

The Southwest Licking Water and Sewer District encompasses an area adjacent to our school district. Many felt that readily available water and sewer adjacent to land easily developable as residential near the Granville School might cause explosive school enrollment. At the same time, Paramount sought a suitable location for its office facility. A landmark agreement was negotiated by Granville Township among Southwest Licking Water and Sewer District, Union Township, and Paramount which facilitated the construction of a community friendly commercial development which assists the school tax base. This agreement restricts the sewer district from unilaterally servicing land located within the Granville school district, prohibits residential housing in the former Dow campus, and fosters a meaningful partnership with Union Township. Union Township has recently passed landmark zoning regulations that limit the density of residential subdivisions located within the Granville School District.

Property Sales

Granville Township acquired the Kent farm located at the Northwest quadrant of the SR 16 and 37 interchange. This 130-acre farm had been under repeated threat of residential development. The parcel provides a scenic community vista. It is also adjacent to property owned by Denison University. Granville Township and Denison University partnered with Kendall to allow the strategic acquisition and development of portions of their property by Kendall. The result is a world-class facility that is respectful of the environment, future home to exceptional community residents, and a vital addition to our school district's tax base.

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Joint Economic Development District JEDD

Granville Township has sought creative means to protect and enhance the existing non-residential tax base of the community. Beyond the landmark Southwest Licking Water and Sewer District Agreement, Granville Township has attempted to negotiate a selective extension utility agreement with the Village. The Granville Chamber of Commerce has spearheaded revitalization of those discussions and is hosting a "Community Connections" Forum to explore the feasibility of forming a JEDD. A JEDD is a special zoning and tax district located within the township supplied by municipal services which can foster appropriate non-residential development. The township is actively engaged in those discussions and is currently evaluating the formation of a JEDD with the village. The location and specifics of the district will be open to public review and discussion. Before such a district can be formed it will be voted upon by the community.

Legislation

Township Trustee Jim Havens testified before The Ohio Senate Subcommittee holding hearings on a bill to reform annexation laws. Granville Township's widely publicized annexation case is considered a factor in convincing the Ohio Legislature to enact law reforming Ohio annexation law. That law, SB5, was enacted on October 25, 2001.

Lynn Straker and Jim Havens have recently met with Ohio Senator Jay Hottinger, who is considering the sponsorship of a bill which would permit townships to enact legislation assessing impact fees on new home construction. Granville Township's intended use of these fees would be to offset community infrastructure and school operational costs. Community input, accountability, financial, political, and legal feasibility are the foundation of Granville Township's current approach to growth and development. Beyond extensive

planning, litigation, zoning, property purchases, and creative partnering, other ideas continue to be thoroughly explored.

Merger*

The Township provided extensive input into a voter approved merger study during 1995 and 1996. The Ohio Supreme Court permanently sealed the November 1996 vote on the question of merger between the Village and the Township before the vote was counted. In November 2000 the voters in the unincorporated area of the township defeated the question of again studying merger 1,446 to 899.

Home Rule*

In November 1994, on petition from electors, the unincorporated area of Granville Township considered the question of adopting Home Rule under Section 504.01 of the Ohio Revised Code. The proposal was defeated 1,532-290.

Incorporating the Township*

Granville Township could consider incorporating the unincorporated area as Village under Section 707.01-.28 of the Ohio Revised Code. Requirements of Section 707.02 are:

- Petition must be signed by 51% of electors within the territory
- Area to be incorporated must be at least two square miles,
- Area must have not less than 1,600 persons,
- Area must have an assessed property valuation of \$5.6 million.

Requirements of Section 707.04 are that the County Commissioners may not consider such a petition unless:

- the area to be incorporated is not located within three miles of an existing municipality (in this case the City of Newark and the Village of Granville) or
- any such municipality within the three-mile area approves the incorporation.

* The Granville Township trustees do not believe that these three tools are feasible as they either require the raising of additional tax monies for various purposes such as providing services now provided by the County (as with Merger and Home Rule), and/or, as with Incorporating the Township, the approval of Newark which we do not believe could be procured.

We are always interested in your comments and ideas. Please join us at 7:00 p.m., Thursday, April 7, 2005 at the Granville Board of Education offices, 130 N. Granger, for our third community Open Forum. We want to answer your questions and receive your thoughts.

Sincerely,
Jim Havens, Lyle King and Wes Sargent

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Visit the
Granville Township
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www.granvilletownship.org



Granville Exempted Village School District

Student Numbers

District #	District	# of Students
19	Granville Township	920
20	Granville Village	801
91	City of Heath	7
56	City of Newark	240
57	Newark Township	6
61	Newton Township	6
47	McKean Township	18
70	St. Alban's Township	3
71	Union Township	326
total		2,327

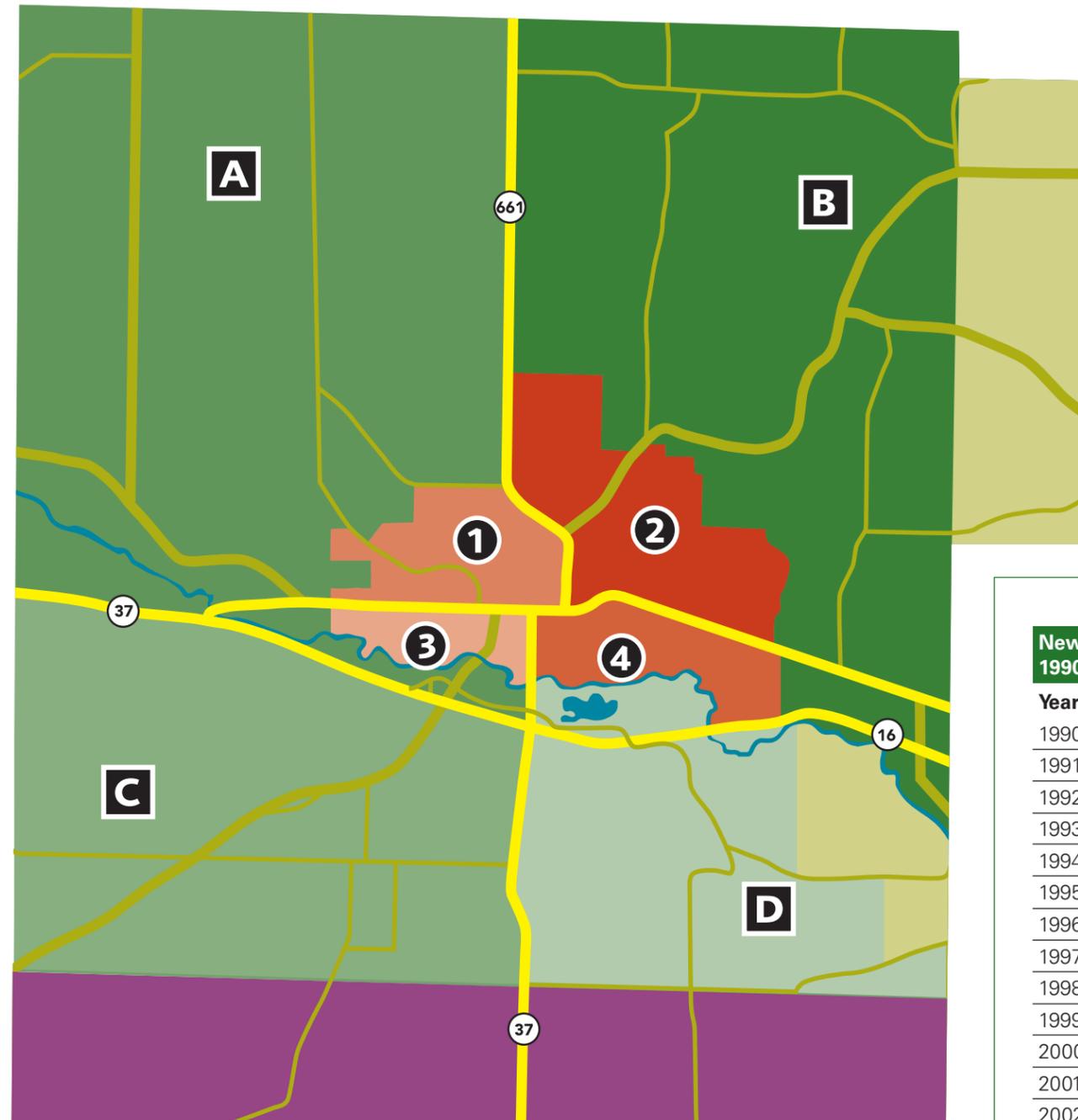
Granville Township (green)	
A (NW)	258
B (NE)	288
C (SW)	228
D (SE)	146
total 920	

Village of Granville (red)	
1 (NW)	175
2 (NE)	425
3 (SW)	71
4 (SE)	130
total 801	

Union Township (purple)	
total 326	

City of Newark (beige)	
total 240	

Others (not on map)	
City of Heath	7
Newark Twp.	6
Newton Twp.	6
McKean Twp.	18
St. Alban's Twp.	3
total 40	



Fast Facts

- 1 Though the Township is nearly six times larger than the Village, it only has 10 percent more students.
- 2 Since 1998, the number of Township residential building permits has declined every year but one.
- 3 Granville Village residential building permits have outpaced the Township's permits in eight of the last eleven years and were more than double the Township's starts in five of those years.

New Residential Building Authorized by Permit 1990 thru 2004

Year	Township	Village
1990	16	16
1991	14	12
1992	13	6
1993	17	41
1994	27	67
1995	24	52
1996	16	26
1997	17	17
1998	23	16
1999	21	29
2000	18	41
2001	12	30
2002	21	16
2003	12	17
2004	7	18
totals	268	404