

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## Table of Contents

- I. ACKNOWLEDGEMENTS
- II. EXECUTIVE SUMMARY
- III. EXISTING CONDITIONS ANALYSIS
  - INTRODUCTION
  - LOCATION
  - DEMOGRAPHIC ANALYSIS
  - ENVIRONMENTAL CONDITIONS
  - INFRASTRUCTURE
  - LAND USE
  - OTHER COMMUNITIES' PLANS
- IV. LAND DEMAND and CAPACITY ANALYSIS
  - POPULATION TRENDS AND FORECASTS
    - Land Consumption
    - Traffic Impacts
    - Water Supply
    - Schools
    - Parks Standards
    - Local Finance
    - Land Use and Tax Base Analysis
- IV. PLAN FOUNDATIONS
  - INTRODUCTION
  - PURPOSE OF THE COMPREHENSIVE LAND USE AND GROWTH PLAN
  - PUBLIC PARTICIPATION
  - TOTAL COMMUNITY INTEREST
  - REASONS FOR ACTIONS
  - BY-PASSED LAND
  - EXPANSION OF TAX BASE
  
  - VISION STATEMENT
  - GOALS, OBJECTIVES & POLICIES
- V. PLANNING AREAS & RECOMMENDATIONS
  - LAND USE PLAN AND IMPLEMENTATION STRATEGIES
  - GENERAL IMPLEMENTATION RECOMMENDATIONS
    1. MARKET ORIENTED PLANNING
    2. MANDATORY LAND DEDICATION
    3. AGRICULTURAL SECURITY
    4. CONSERVATION DEVELOPMENTS
    5. INCENTIVE AND FLEXIBLE ZONING
    6. HAMLET AND VILLAGE STYLE DEVELOPMENT
    7. IMPACT ANALYSIS REQUIREMENT
    8. COMMUNITY AUTHORITIES, JEDDS, DEDAS AND SPECIAL ASSESSMENT DISTRICTS
    9. BUFFERING
    10. TREE COMMUNITY PROGRAM
    11. PARKS, OPEN SPACE AND PEDESTRIAN LINKAGES
    12. HOME BASED ENTERPRISES
    13. TRANSPORTATION NETWORK AND ACCESS MANAGEMENT
    14. CHECK LIST ANALYSIS
  
  - PLANNING AREAS & RECOMMENDATIONS
    - SOUTHEAST PLANNING AREA
    - WEST PLANNING AREA
    - CENTRAL PLANNING AREA
    - NORTH PLANNING AREA
  - IMPLEMENTATION: SUMMARY RECOMMENDATIONS
- VI. ACTION PLAN
- VII. APPENDIX
  - a. PLANNING READING LIST
  - b. COMMUNITY SURVEY RESULTS
  - c. DEVELOPMENT GLOSSARY
  - d. PUBLIC PARTICIPATION RECORDS

# *DRAFT* COMPREHENSIVE LAND USE and GROWTH PLAN

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## APPENDIX

- a. PLANNING READING LIST
- b. COMMUNITY SURVEY RESULTS
- c. DEVELOPMENT GLOSSARY
- d. PUBLIC PARTICIPATION RECORDS

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## I EXECUTIVE SUMMARY

Millcreek Township embarked upon its first Comprehensive Plan in the spring of 2004. The purpose of this endeavor was stated thus:

- *Aid in the development of key guiding principles to preserve the agriculture and natural resources as well as the rural atmosphere in the township.*
- *Aid in the development of key guiding principles as related to industrial, commercial and residential growth and development.*
- *Be a plan designed specifically for our community.*
- *Identify a balanced plan that recognizes the rights of individual landowners, while preserving property values and preparing the township for unavoidable future development.*
- *Identify any "hot spots"/sensitive areas. It shall also include recommendations on direction for these areas.*
- *Make recommendations on how the Millcreek Zoning Resolution and zoning districts can be modified to better compliment the Plan.*
- *Provide a basis for the implementation - including, but not limited to the township zoning resolution, and related county growth plans.*
- *Include strategic action steps for the township to implement following adoption of the plan.*

The questions of balancing the rights of individual landowners, which are highly protected under Ohio law,

and the desire to maintain a rural atmosphere, and the degree of regulation that should be undertaken to preserve existing agriculture and natural resources, proved to be the underlying theme of most discussions and choices made by the steering committee. Many evenings were spent wrestling with resolution to these questions for Millcreek.

In the middle of the process, the City of Marysville went public with plans to construct a new waste water treatment facility within Millcreek Township. The implications for potential annexation of large amounts of Township land suddenly became real and present and the Steering Committee became concerned with the issue of how to remain a viable township that could still control its own destiny. The original work plan became extended as the Township's citizens mobilized to make their concerns known to the City of Marysville, and to explore options that might still be available to them. Although groundwork has already been laid toward the goal of maintaining control over its own destiny, the situation will require vigilance and has played a part in the evolution of some of the recommendations of the plan.

The announcement of the waste water treatment facility, coupled with verification that a group of investors are considering a major development spanning Jerome and Millcreek Townships, pointedly illustrates that a community's plan must be flexible enough to allow the community to capitalize on unique and unforeseen

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## I EXECUTIVE SUMMARY

opportunities. More important than production of a map is the building of skills and development of an open and effective planning and zoning process.

Careful reading of the Plan provides the reader with an underlying set of policies for evaluation of unimagined challenges that may arise in the future. These policies and findings of evaluation will assist the Zoning Committee, Board of Zoning Appeals and Township Trustees in formulating appropriate actions that relate to the guiding Vision and Goals of the community as expressed in the Plan.

The learned process instructs the Township to periodically revisit not only the Plan itself, but more importantly, the opinions and Vision held by the citizens. Change is continuous and changing circumstances and changing public opinion will require that the Plan will evolve also, ideally, quickly enough to manage new challenges before they arise.

The Comprehensive Land Use and Growth Plan is organized in much the same order as the planning process evolved: Part II, Existing Conditions and Analysis lays out the background information about the physical, economic and demographic characteristics of the Township, including its growth and development into the present. The plans of the schools and businesses were considered and those of surrounding communities were examined for potential

impacts at the Township's borders. Equally important to this phase, was the assessment of the attitudes and concerns of the citizens themselves. The Appendix contains among other things the public records of the Steering Committee meetings, the Community Open Houses and the tally of the Community Survey.

The citizen survey, distributed to every household in the Township, was an extremely important vehicle for understanding citizens' opinions and concerns. The survey and the input received during the first open house shaped the expression of the Community Vision, Goals and Objectives, found in Part IV Plan Foundations. In many ways Part IV is the most important part of the document, as the Vision, Goals and Objectives are what drives the solutions set out in Part V, Planning Areas & Recommendations.

Part V, Planning Areas & Recommendations took the perspective that although the Township is currently very homogenous in land use and character, impending growth pressures will not affect all parts of the Township equally. This part attempts to describe four general areas and the different forces and conditions may play upon their immediate futures. Many of the recommendations made are certainly general and apply across the entire Township. Others that are outlined following the descriptions of the "planning areas" will largely be applicable in the other planning areas- as the need may arise. That is to say that

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## I EXECUTIVE SUMMARY

certain policies and actions may have different levels of relevance, or relevance during differing time periods depending on which part of the Township is under consideration.

Part VI, the Action Plan, breaks down some recommendations into critical steps to begin implementation of the Plan, as well as putting an estimated time frame for recommendations that will be built upon the completion of other first steps. The Action Plan is produced in a chart format briefly identifying the task, probable responsible entities and timeframes. The Actions are presented in terms of those to accomplish in the Short Term (first three years) Medium Range (years four through ten) and Long Range (years eleven through fifteen). Though the Plan attempts to use a twenty-five to thirty year horizon, in all likelihood, modifications will be required much sooner, and the years beyond 2020 are expected to have new tasks lists established in subsequent updates to this Plan.

In closing the document, in addition to the records of public participation discussed above, the Appendices include a glossary of development terms in case the authors have failed to adequately explain or purge planning jargon in the text. For those having greater curiosity about planning concepts in the Plan, a brief Planning Reading List is also attached to provide the reader with even greater

in depth discussions of the formulation and experience in the use of these concepts.

*The thing always happens that you really believe in;  
and the belief in a thing makes it happen.*  
**Frank Lloyd Wright**

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

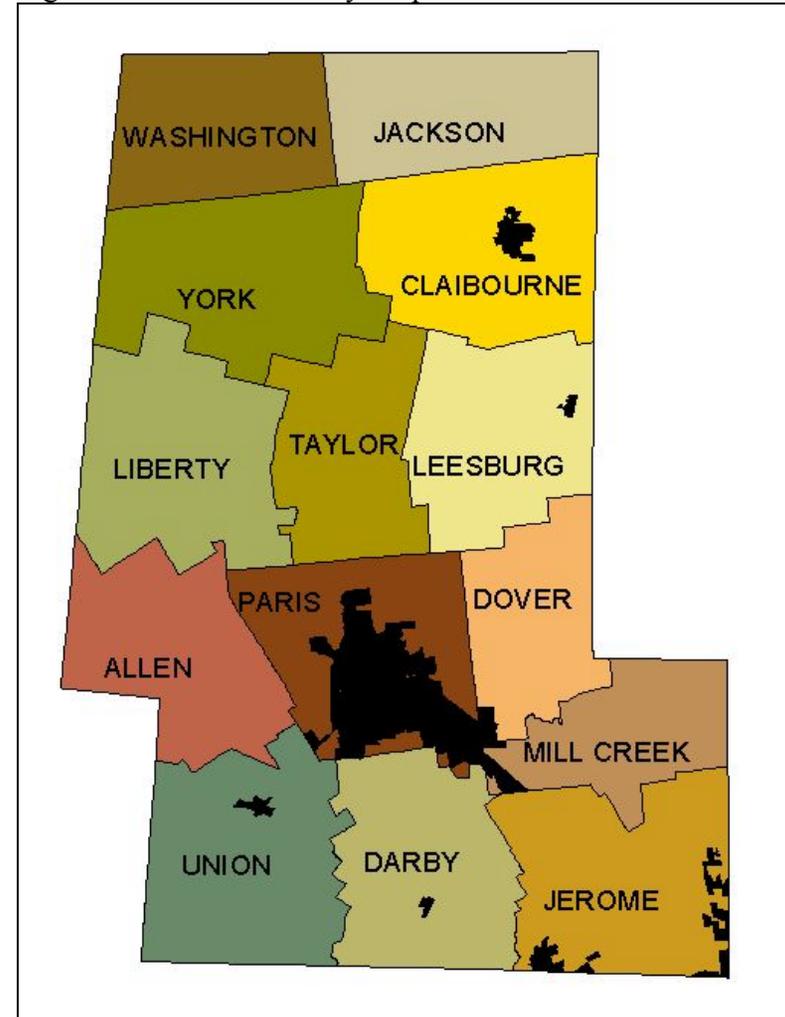
### INTRODUCTION

All good plans begin with a thorough assessment of existing conditions. Though most residents already have a qualitative sense of what the data tells us, measuring the magnitude of change and potential for future change is an important activity of the planning process. Assessing the study area's current situation is critical to understanding the potential for future growth and development.

### LOCATION

Millcreek Township is located in southeastern Union County and shares a border with Dover Township, Jerome Township, a small portion of Darby Township, and the City of Marysville as well as two townships in Delaware County – Scioto and Concord. The City of Marysville has annexed land along Industrial Parkway isolating a small portion of Millcreek Township, see Figure II-1.

Figure II-1: Union County Map



# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

### DEMOGRAPHIC ANALYSIS

Demography is the science of vital and social statistics of populations. Demographics can be used to provide a snapshot of a community, portraying the many characteristics of its population. Demographics also provide the basis for forecasts to determine future community patterns and predict change. This demographic analysis primarily focuses on Millcreek Township's population and housing trends and their future implications for the community.

#### *POPULATION TRENDS AND FORECASTS*

According to the 2000 U.S. Census (file P3, 100% count), Millcreek Township had a 2000 population of 1,261, representing a 54.7 percent increase in population from 1990. By comparison, from 1990 to 2000 Union County as a whole experienced a 26 percent increase in population making Union County's population 40,909 in 2000.

#### Population Forecasts

Changes in population impacts land use as well as demands placed on a community's services and infrastructure. Therefore, forecasts are used to estimate future population in order for the Township to adequately plan future growth areas and avoid undue expenditures related to public services.

A variety of factors are not considered with numerical population forecasting methods including local preference for

growth as well as the impact of future infrastructure improvements. There are many different ways in which

population can be forecasted. Probably none can by itself be precisely predictive. However, they can yield an approximation of growth that can be expected if certain trends continue into the future. In this study, we employ three different numerical methods that yield a range of scenarios, that we might term a very aggressive growth model, a very conservative model, and a mid-range. These three levels will be used throughout in estimating impacts of the resulting land use plans.

#### *Linear Forecast*

The linear growth model is the simplest and most widely used projection technique. This model assumes population grows following a straight line with constant slope indicating a constant incremental change. That is to say that it assumes that the increase seen over the previous ten years will hold constant at least until 2030, the planning time from for this study.

The 2000 population of 1,261 was used as the basis for the projection. Using the linear method results in the following population forecast for Millcreek Township:

Table II-1

Year	Projected Population	Estimated Number of Households*
2010	1707	620
2020	2153	783
2030	2599	959

\*Based on an average household size of 2.75, as reported for Millcreek Township in the 2000 Census, Summary File 1, Table H12.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

### *Geometric Forecast*

The geometric growth model inflates the population assuming that relative change remains the same. This method creates a geometric curve where population grows at a constant geometric rate. This method would not take into account that growth will inevitably be limited by saturation of land or resource constraints, both physical and fiscal, however, in the twenty-five year planning horizon of this document, this level of saturation does not appear to be reachable.

The 2000 population (1,261) was used as the basis for the projection. Using the geometric method results in the following population forecast:

Table II-2

Year	Projected Population	Estimated Number of Households*
2010	1951	709
2020	3018	1,097
2030	4669	1,698

\*Based on an average household size of 2.75, as reported for Millcreek Township in the 2000 Census, Summary File 1, Table H12

### *Proportional Forecast*

The Proportional Forecast method assumes that the Township would maintain a constant proportion of County population as they grow. County level population forecasts were prepared by the Ohio Department of Development Office of Strategic Research through 2030.

Their county level forecast method takes into account for birth and death rates as well as in- migration and out-migration statistics, and by gender. In 2000, Millcreek Township was 3.1 percent of Union County’s total population. Applying this same percentage to the Union County population forecasts results in the following, Table II-3:

Table II-3

Year	Union Co. Projected Population 1	Millcreek Twp. Projected Population 2	Estimated Number of Households 3
2010	50,736	1573	572
2020	64,568	2002	728
2030	85,193	2641	960

1- County Projections from ODOD, OSR

2- Millcreek Township’s Projection by Proportional Share Method

3-Based on an average household size of 2.75, as reported in the 2000 Census, Summary File 1, Table H12

### *AGE DISTRIBUTION*

Age is an important factor in a demographic analysis because population groups of different ages have differing needs for community services. For example, young people have a greater requirement for educational services and recreational facilities while senior citizens face a growing need for medical services and may need assistance with housing and transportation. Therefore, looking at age distributions can help a community prepare for the needs of its residents.

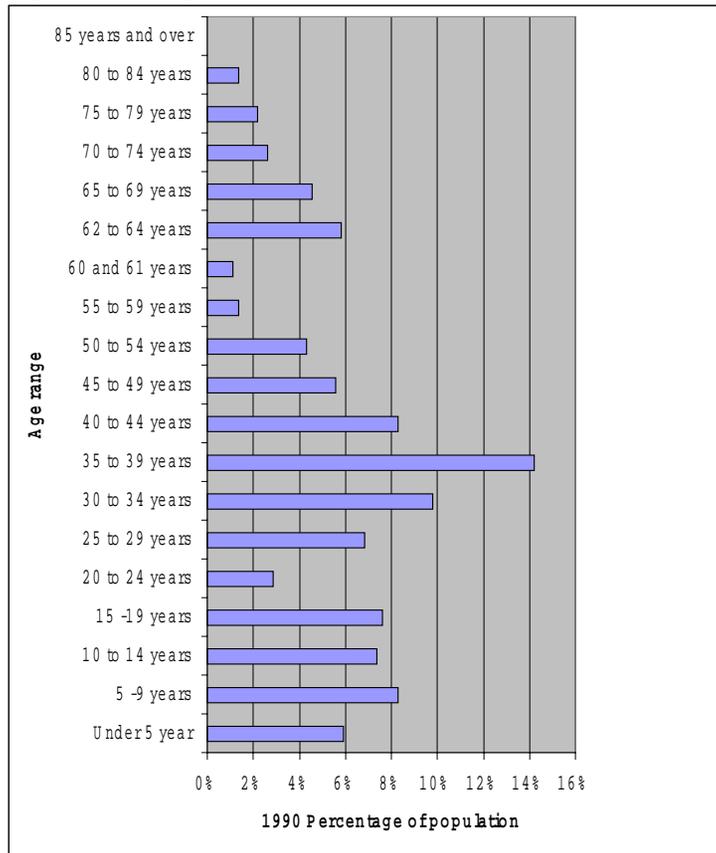
# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

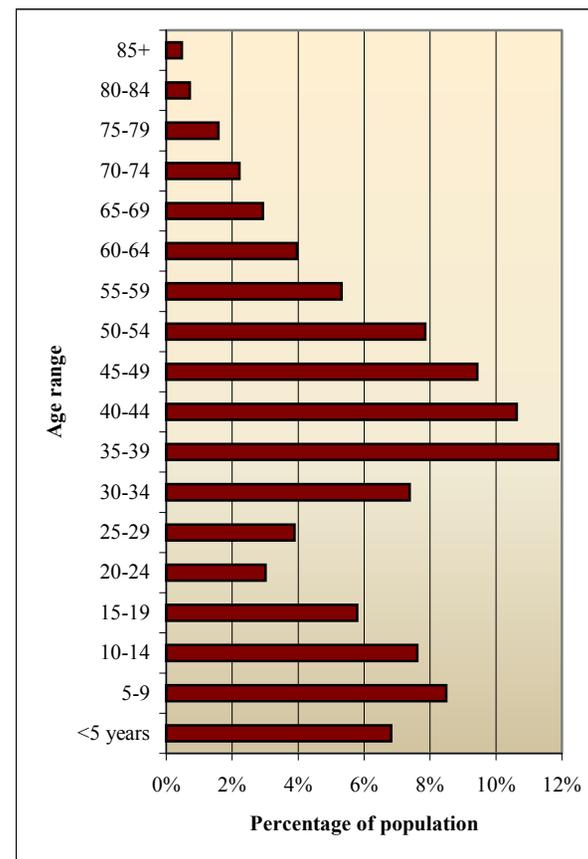
In 2000 the median age in the Township was 38.2 years. Figure II-2 shows the population distribution in the Township for 2000 by five-year age increments. The configuration is typical of growing suburban areas.

Figure II-2: Age Distribution

1990



2000



# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

### *HOUSING*

From 1990 to 2000 the number of housing units in Millcreek Township increased from 301 to 459 respectively. In 2000 92.2 percent of the housing units were owner occupied and the homeowner vacancy rate was only 0.5 percent. The average household size of owner-occupied units is 2.74 persons per household while the average household size of renter-occupied units is 2.86 persons. The median value of owner-occupied units was \$160,700

In 2000 slightly over 98 percent of the housing was single-unit, detached while the remaining housing was single-unit attached. Since the 2000 Census, no housing of two units or higher has been constructed.

Approximately 34.4 percent of the housing stock that existed in 2000 was constructed during the 1990's. 34.6 percent of the housing stock was constructed between 1970 and 1989 while just 16.1 percent was constructed earlier than 1940.

In the last ten years there has been a large influx of new residents into the Township. As shown on Table II-4 approximately 67.4 percent of the occupied housing units in the Township contain residents who moved in between 1990 and March 2000.

Table II-4: Year householder moved into unit

Year Household Moved into Unit	Percent of Occupied Housing Units
1999 to March 2000	16.3%
1995 to 1998	28.2%
1990 to 1994	22.9%
1980 to 1989	22.0%
1970 to 1979	6.8%
1969 or earlier	3.7%

In the 2000 Census, approximately 56.9 percent of the population five years and over reported living in the same house in 1995 while 43.1 percent lived in a different house. Of the 499 persons five years and over who lived in a different house in 1995, 79.4 percent lived in a different county. Of the 396 persons five years and over who lived in a different house in 1995 and in a different county, 49 percent were from a different state. This in-migration thus seems to be coming nearly equally from other counties in Ohio as from outside of Ohio.

### *ECONOMIC CHARACTERISTICS*

In 2000 approximately 81.6 percent of the population was in the labor force. This figure is based on the population sixteen years of age and over. Only 1.6 percent of those in the labor force were classified as unemployed. The Census tracks employment in two fashions: first by the occupation of the worker (related to their actual work functions) and also by industry (related to the main activity of the employer). Thus, a

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

bookkeeper may be listed as an Office and administrative support Occupation – but may be employed in any number of Industries.

### Occupation

The U.S. Census classifies the occupation of the employed civilian population 16 years and over into six broad categories. Occupation describes the kind of work the person does on the job during the week. For those who worked at two or more jobs, the data refer to the job at which the person worked the greatest number of hours. Table II-5 provides the year 2000 occupational data for individuals in Millcreek Township.

Table II-5:– Occupation

Occupation	Percent of Employed Civilian Population
Management, professional, and related occupations	28.6%
* Includes Farmers & Farm Managers	* 1.7%
Service occupations	13.5%
Sales and office occupations	25.1%
Farming, fishing, and forestry occupations	0.0%
Construction, extraction, and maintenance occupations	15.0%
Production, transportation, and material moving occupations	17.9%

### Industry

Information on industry relates to the kind of business conducted by a person's employing organization. For employed people the data refer to the person's job during the week. For those who worked at two or more jobs, the data refer to the job at which the person worked the greatest number of hours.

The industry classifications in Table II-6 are the same broad industry classifications found in the North American Industry Classification System (NAICS). In the U.S. the NAICS replaces the Standard Industrial Classification (SIC) system. Detailed descriptions of what types of businesses are included in each industry sector can be obtained from the U.S. Census Bureau. Table II-6 provides 2000 industry data for the employed civilian population 16 years and over in Millcreek Township.

Although farming as an activity is still important to Millcreek Township, the numbers of persons engaged as farmers or working for farmers may seem underrepresented because of primary employment in other sectors, or due to Census counting errors.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

Table II-6: Employment by Industry

Industry	Percent of Employed Civilian Population
Agriculture, forestry, fishing and hunting, and mining	3.0%
Construction	9.1%
Manufacturing	17.4%
Wholesale trade	6.6%
Retail trade	14.7%
Transportation and warehousing, and utilities	3.6%
Information	4.9%
Finance, insurance, real estate, and rental and leasing	3.4%
Professional, scientific, management, administrative, and waste management services	8.9%
Educational, health and social services	13.9%
Arts, entertainment, recreation, accommodation and food service	4.0%
Other services (except public administration)	10.4%
Public administration	0.0%

### Household and Family Income

The U.S. Census provides income information on both households and families. A household includes all the people who occupy a housing unit as their usual place of residence. A family is defined as a group of two or more people who reside together and who are related by birth, marriage, or adoption.

Approximately 93.4 percent of the households reported earnings in 2000. 18.3 percent of the households had retirement income with the mean of \$11,665. The median household income was \$69,300 in Millcreek Township – higher than Union County’s median household income of \$51,743.

The median family income was 75,901 with approximately 7 percent of the families reporting an income of \$150,000 or more per year. In 2000 there were 397 families in Millcreek Township. Of the families in Millcreek Township, 4.3% were below poverty level.

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## II EXISTING CONDITIONS ANALYSIS

### ENVIRONMENTAL CONDITIONS

There are natural features, significant because of their small number, including streams, wetlands, and woodlands that make an important contribution to the quality of life in the community. Retention of these natural resources is of primary importance to many residents.

In terms of development, these features provide both constraints and opportunities. Natural features have a significant influence on future land use patterns for the community in conjunction with other factors such as existing land use, infrastructure, market factors, transportation and community regulations.

Alteration to the fragile natural features needs to be carefully considered to minimize impact and insure mitigation where necessary to maintain the natural balance. Not doing so will alter the system and possibility result in such things as increased erosion and sedimentation, decreased ground water recharge and increased surface runoff to the local streams. To ensure that future development is compatible with the natural features of the community, all new developments need to make every effort to maintain the natural functions of the environment.

The following is an overview of some of the major natural features that are prevalent in the study area. As development occurs, the following features should be considered in addition to other site specific conditions that may be pertinent to each individual location.

### STREAMS

By definition, a stream is a body of running water that is confined in a channel and moves downhill under the influence of gravity. In some parts of the country, stream implies size: rivers are large, streams somewhat smaller, and brooks and creeks even smaller. Geologists, however, use *stream* for any body of running water, from a small trickle to a huge river.

Millcreek is the only occurring stream in the Township. Perennial streams have flowing water year-round during a typical year. The water table is located above the stream bed for most of the year. Groundwater is the primary source of water for stream flow. Runoff from rainfall is a supplemental source of water for stream flow.

A system of intermittent streams also crosses the Township, as shown by the dashed lines on Figure II-3. An intermittent stream has flowing water during certain times of the year, when groundwater provides water for stream flow. During dry periods, intermittent streams may not have flowing water. Runoff from rainfall is a supplemental source of water for stream flow.

In order to improve the drainage of the soils, agricultural ditches were also constructed throughout the County. Long Ditch is located in northeastern Millcreek Township and flows north, draining into Millcreek.

The stream system of Millcreek Township is shown on Figure II-3 on the following page.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

Figure II-3: Stream system

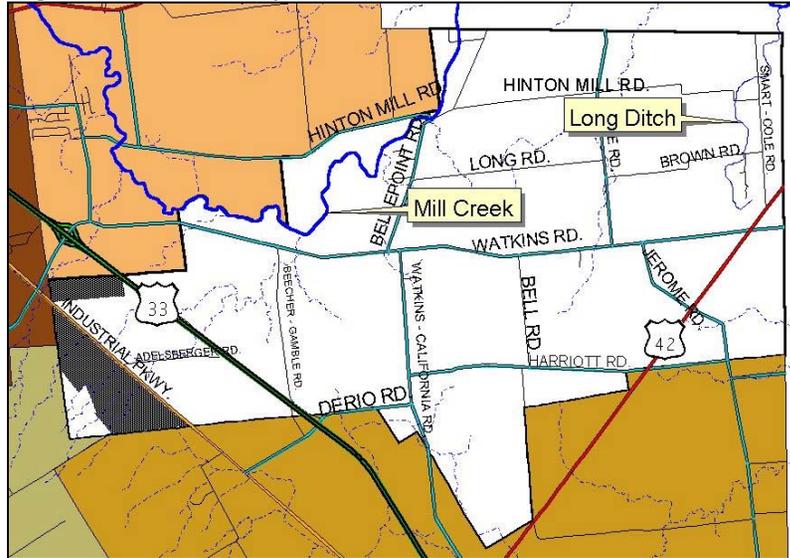


Figure II-4: Wetlands



### WETLANDS

By definition wetlands are lands that are wet for significant periods during the year that typically create anaerobic (i.e. low oxygen) conditions favoring the growth of hydrophytic plants and the formation of hydric soils. Wetlands are transitional areas between the aquatic ecosystems and the surrounding upland areas. Wetlands are important natural resources providing numerous values to society, including fish and wildlife habitat, flood protection, erosion control, and water quality maintenance. Figure II-3 shows the approximate location of wetlands in Mill Creek Township.

### WOODLANDS

As shown in the dark green areas on Figure II-4, a significant amount of the Township's woodlands are located along Millcreek creating a forest buffer. Riparian forest buffers are important for several reasons. They filter pollutants from surface runoff, stabilize stream banks, reduce flood flow velocities, regulate water temperature, provide essential habitat for terrestrial organisms, allow for groundwater infiltration, and provide a basis for the aquatic food chain.<sup>1</sup>

Other woodlands are scattered throughout the community. Woodlands contribute to the quality of life for residents. Woodlands and trees help create a peaceful, rural atmosphere.

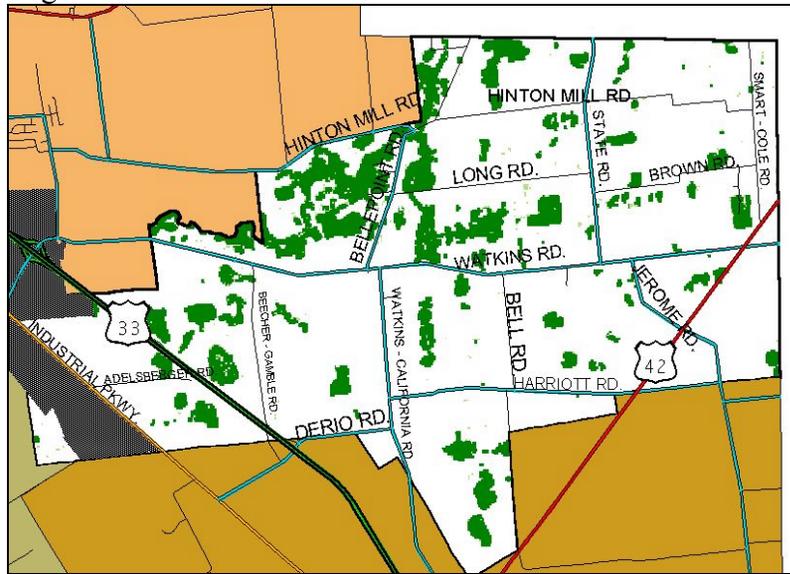
<sup>1</sup> Ohio Department of Natural Resources

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

Trees provide a visual barrier between individual properties and neighboring properties, an essential factor for preserving the rural atmosphere and property values.

Figure II-5: Woodlands



### SOILS

The Union County Soil Survey provides detailed information on the nature and behavioral characteristics of soil including productivity, development suitability, and permeability.

### Prime farmland

According to the U.S. Department of Agriculture, prime farmland is land that has the best combination of physical and

chemical characteristics for producing feed, feed, forage, fiber, and oilseed crops and is available for these uses. The following are considered prime farmland by the U.S. Department of Agriculture:

Ag	CrA	Pm*
BoA	CrB	Ro*
BoB	Lc*	So
Bs*	MrB	Wc*
CeB	OdA*	We

\*Soils with a crop yield index of 95 or higher.

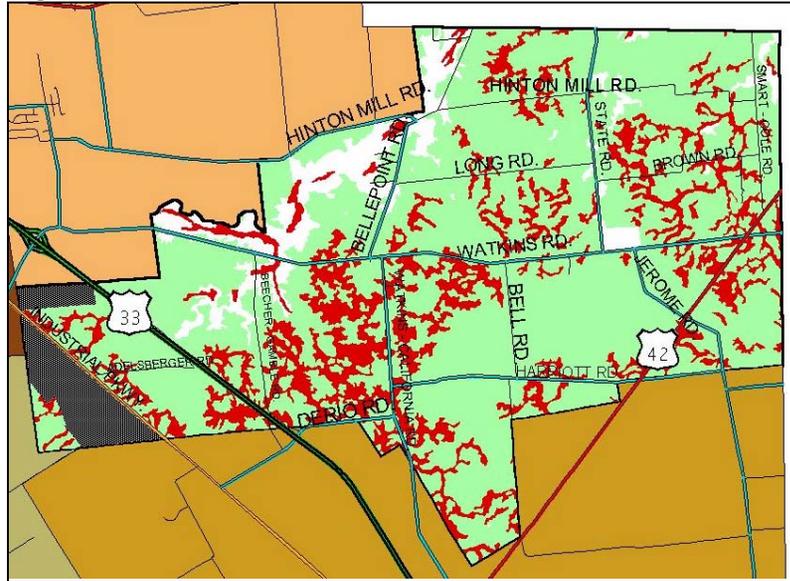
In Figure II-6 prime farmland areas are shown in light green and red. The red areas are the most productive of the prime farmland soils. These soils have a crop yield index for corn, soybeans, and wheat of 95 or higher based on a scale of 0 to 100.

The majority of land within Millcreek Township is classified as prime farmland. A significant concentration of highly productive soils is located south of Watkins Road between Beecher-Gamble Road and Watkins-California Road.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

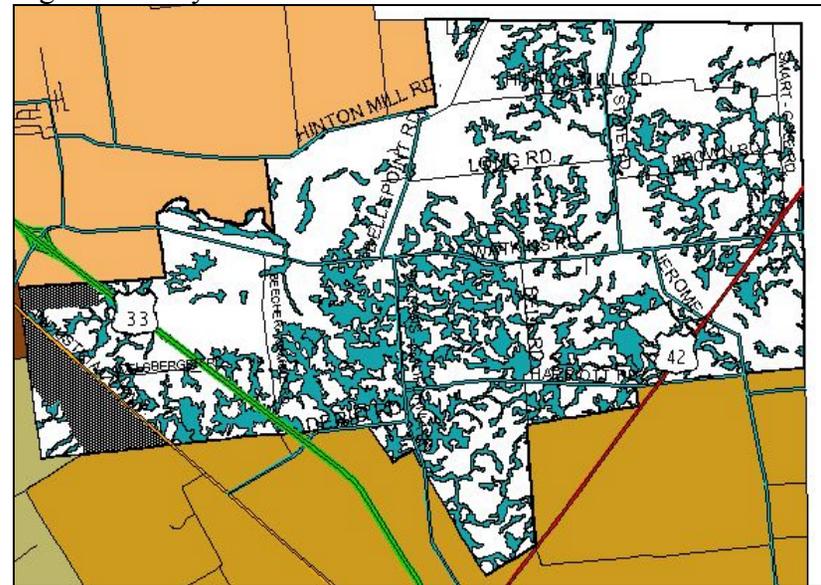
Figure II-6: Prime farmland



Bs	Mu	So
Lc	Pa	Wc
Mn	Pm	We

Note the strong correlation between prime farmland areas and areas of hydric soils.

Figure II-7: Hydric soils



### Hydric soils

By definition, hydric soils are soils that formed under conditions of saturation, flooding or ponding long enough during the growing season to develop anaerobic conditions in the upper part. The concept of hydric soils includes soils developed under sufficiently wet conditions to support the growth and regeneration of hydrophytic vegetation. Soils that are sufficiently wet because of artificial measures are included in the concept of hydric soils. Also, soils in which the hydrology has been artificially modified are hydric if the soil, in an unaltered state, was hydric. Some series, designated as hydric, have phases that are not hydric depending on water table, flooding, and ponding characteristics.

The following soils are classified as hydric:

# COMPREHENSIVE LAND USE and GROWTH PLAN

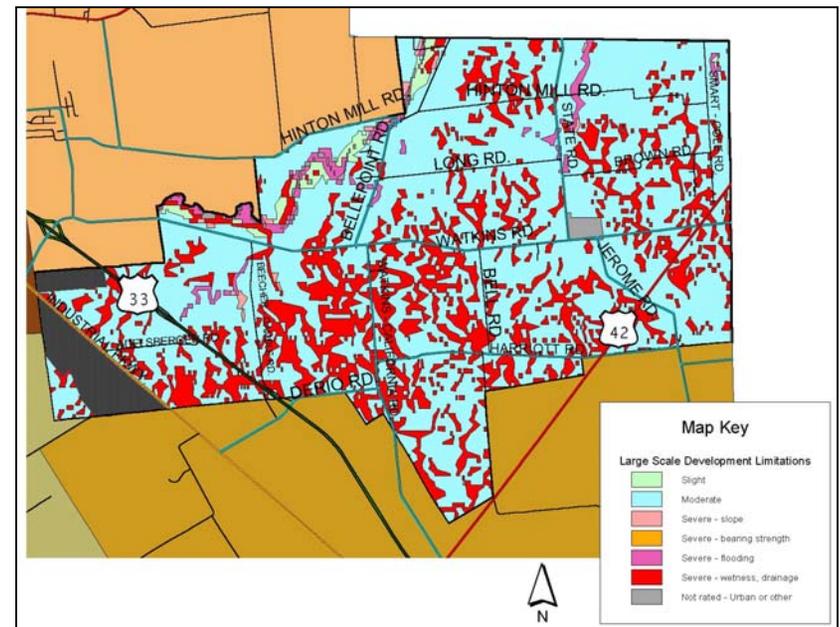
## II EXISTING CONDITIONS ANALYSIS

### Development limitations

Based on information contained in the Soil Survey, Ohio Department of Natural Resources created a classification system regarding the suitability of land for large-scale development. Factors that are used in this assessment include the degree of permeability of soil (speed of water absorption), the degree to which soil holds moisture, as seen in the hydric soils seen above, the steepness of any slopes found in combination with various soil types, and the soil types.

As shown of Figure II-8, a large portion of the Township has severe large scale development limitations, largely corresponding with the hydric soils map in Figure II-7.

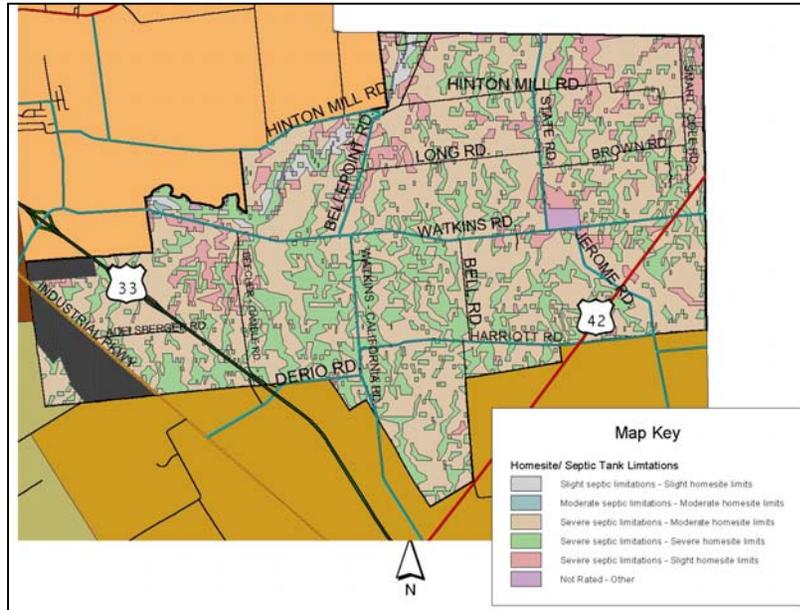
Figure II-8: Large scale development limitations



# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

Figure II-9: Home Site/Septic Tank Limitations



While a large portion of the Township has severe large-scale development limitations most of the rest has only moderate large-scale development limitations and moderate home site limitations. A major factor in the evaluation of home site limitations is the suitability for private septic systems, as opposed to public sewer. The majority of the Township has moderate or severe septic limitations, see Figure II-9. Currently none of the Township is served by public sewer. However, as the City of Marysville completes the planned new wastewater treatment facility and service lines the Township will have access to the sewer utility.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

### INFRASTRUCTURE

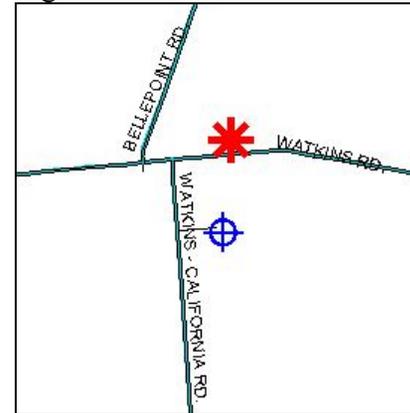
Infrastructure can be broadly defined as the facilities and services needed to sustain all land use activities, including water, sewer lines, and other utilities, streets and roads, communication systems, and public facilities such as fire stations, parks, and schools. The following discussion will focus on public facilities and services, utilities, and the road network.

### *PUBLIC FACILITIES AND SERVICES*

#### Township facilities and services

The Township hall is located at 10181 Watkins Road as shown in red on Figure II-10. The Township's park is located adjacent to the Township hall. The Township cemetery is located on the eastern side of Watkins-California Road, as shown in blue on Figure II-10. An older cemetery, no longer in use lies in the northeastern portion of the Township, off Smart-Cole Road.

Figure II-10: Location of Township hall and cemetery



Currently the Township contracts with both Jerome Township and the City of Marysville for fire and EMS services. Jerome Township provides services to the southern portion of the Township and the City of Marysville provides services to the north. Police protection is provided by the Union County Sheriff's Office. The Township actively participates in the Sheriff's Public Safety Officer Program.

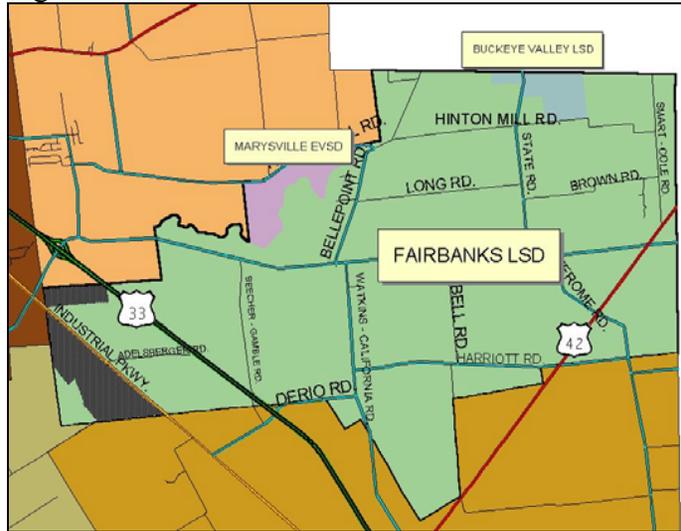
#### School districts

There are three school districts in Millcreek Township: Fairbanks Local School District, Buckeye Valley Local School District, and Marysville Exempted Village School District, see Figure II-11 below. There are no operating school buildings within the Township.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

Figure II-11 – School Districts



Many more recently built homes are equipped with geothermal heating systems.

### *ROAD NETWORK*

The road network of the Township is comprised of a series of state, county and township roads. The only roads in the Township that are maintained by the Township are Thompson Road, Shields Road, Adelsberger Road, and a small portion of Jacobs Lane. The State of Ohio maintains US Routes 33 and 42. The County maintains all other roads. Currently the Township does not maintain a road crew. Instead the Township contracts with Union County to provide all road maintenance and snow removal. Figure II-12 illustrates the Township road network.

### *UTILITIES*

No central utilities service is currently available in Millcreek Township. However, the City of Marysville as well as Union County has the ability to provide services to Millcreek Township in the future. Currently both water and sewer lines are located along Industrial Parkway. In a recent agreement, Marysville will assume all operations and become the sole provider of water and sewer to much of the Township.

The County is served by nine different electric power distributors. Four of these serve Millcreek Township. A map of their territories appears at the end of this section. There is no natural gas service available in the Township at present.

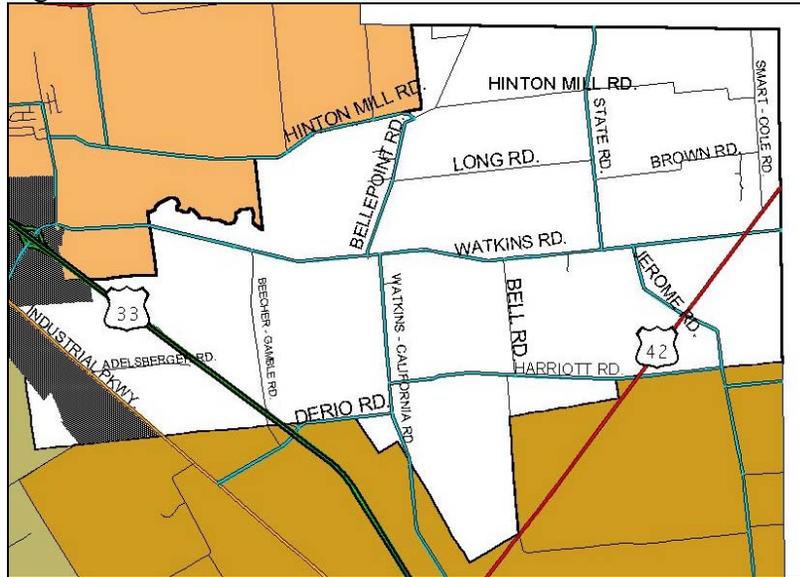
### Functional classification

The road network is based on a hierarchy or functional classification. Streets and highways do not operate independently. They are part of an interconnected network, and each one performs a service in moving traffic throughout the system. Generally, streets and highways perform two types of service. They provide either traffic mobility or land access and can be ranked in terms of the proportion of service they perform.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

Figure II-12 –Road Network



The criteria used to describe each class of road must apply to a wide range of conditions in which the road operates such as geography, population density, traffic volumes, spacing, and distance and speed of travel.

At the top of the hierarchy are arterials. They include those classes of roads emphasizing a high level of mobility for the through movement of traffic. Land access is subordinate to this primary function. Generally, travel speeds and distances are greater on these facilities compared to the other classes. The highest classes of arterials, Interstates and freeways, are limited access to allow the free flow of traffic. There are three arterials in the Township. US Route 33 is classified as a highway; US

Route 42 as a rural arterial; and Industrial Parkway as an urban arterial.

In the middle of the hierarchy are the collectors. They collect traffic from the lower facilities and distribute it to the higher. Collectors provide both mobility and land access. Generally, trip lengths, speeds, and volumes are moderate. Derio Road, Watkins-California Road, Harriott Road, Watkins Road, State Road, Bellepoint Road from Watking Road to the intersection with Hinton Mill Road, and Hinton Mill Road west of the intersection with Bellepoint Road are all classified as collectors.

At the bottom of the hierarchy are local streets and roads. Their primary function is to provide land access. Travel speeds, distances, and volumes are generally low, and through traffic is usually discouraged. The County Engineer and the County Subdivision Regulations use the term “streets” to refer to streets within a major subdivision, and the term “roads” to refer to roads that are not within a major subdivision. All other roads in the study area would be classified as a local street.

### Access management

January of 2004 the Union County Engineer adopted access management regulations that will apply to all county and township roads. The purpose of these regulations are to promote traffic safety and efficiency, maintain proper traffic capacity and traffic flow, reduce vehicular accident frequency, minimize the future expenditure of public revenues, and improve the design and location of access connections to

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

county and township roads while at the same time providing necessary and reasonable ingress and egress to properties along those roads.<sup>2</sup>

The access management regulations are based on the classification of the roadway as defined by the County Engineer. US Route 33 is classified as a major arterial; US 42 as a minor arterial; and Industrial Parkway as a major collector. Watkins Road is classified as a minor collector for local purposes but a major collector for federal aid purposes. Bellepoint Road and Jerome Road are classified as minor collectors. State Road, Harriot Road, Derio Road, and Watkins-California Road are classified as minor collectors but will be considered local roads for federal aid purposes. A map of the Union County road classifications is located in the Appendix.

Table II-7: outlines the required spacing for new driveways based on the access management regulations. In addition to driveway spacing requirements, the number of driveways per parcel will also be limited.

Table II-7

Road Classification	Required Driveway Spacing
Major arterial	495 feet*
Minor arterial	495 feet*
Major collector	495 feet
Minor collector	360 feet
Local road	250 feet

\*Ohio Department of Transportation standard

<sup>2</sup> County Access Management Regulations

### Road improvements

At the time of first writing the County Engineer indicated no major roadway improvements were planned for Millcreek Township within the next five years. More recently his office indicates that they are putting together a Future Roads Plan for portions of Millcreek Township. It is advisable to refer to the County Engineer's Capital Improvements Plan for periodic updates.

The most recent Union County Comprehensive Plan shows the future connection of Derio Road to Harriot Road, as shown on Figure II-13 below. The exact alignment of the road has not yet been determined.

Figure II-13: Proposed road improvements



# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

### LAND USE

The majority of land within Millcreek Township is in agricultural use with residential development scattered along the road frontage, mainly north of Watkins Road. A large quarrying operation is located at the intersection of Watkins Road, Jerome Road, and State Road. The company also operates on the south side of Watkins Road west of Jerome Road. Figure II- 15 below illustrates the existing land use pattern based on the Union County Auditor’s classification system. Agricultural areas are shown in green while residential development is shown in yellow. Manufacturing/light industrial is shown in gray, commercial in red, and public/quasi-public uses in purple.

Figure II-15: Existing land use



### Zoning

Zoning refers to the division of the Township into areas or zones which specify allowable uses for real property and size restrictions for buildings within these areas as well as other supplementary standards such as those regulating signage, landscaping, and lighting. Figure II-16 is the current zoning map for Millcreek Township. Along Industrial Parkway a large portion of land is zoned manufacturing. However, this land is currently being used for agriculture. There is also a portion of land along US 42 and Jerome Road that is zoned for business use but is also undeveloped.

As shown in Table I-8 below, the majority of land within Millcreek Township is zoned U-1. Agricultural uses are permitted in all classifications and cannot be regulated by the local zoning code<sup>3</sup>. Residential uses are permitted in both U-1 and R-1. Business uses are permitted in B-2 and M-2. Manufacturing and light industrial uses are permitted in M-2.

Table II-8: Percent of Land in Current Zoning Categories

Zoning Classification	Percentage of Land in Classification
U-1	85.4%
R-1	4.9%
B-2	2.1%
M-2	7.6%

<sup>3</sup> Ohio Revised Code Section 519.21

# COMPREHENSIVE LAND USE and GROWTH PLAN

## II EXISTING CONDITIONS ANALYSIS

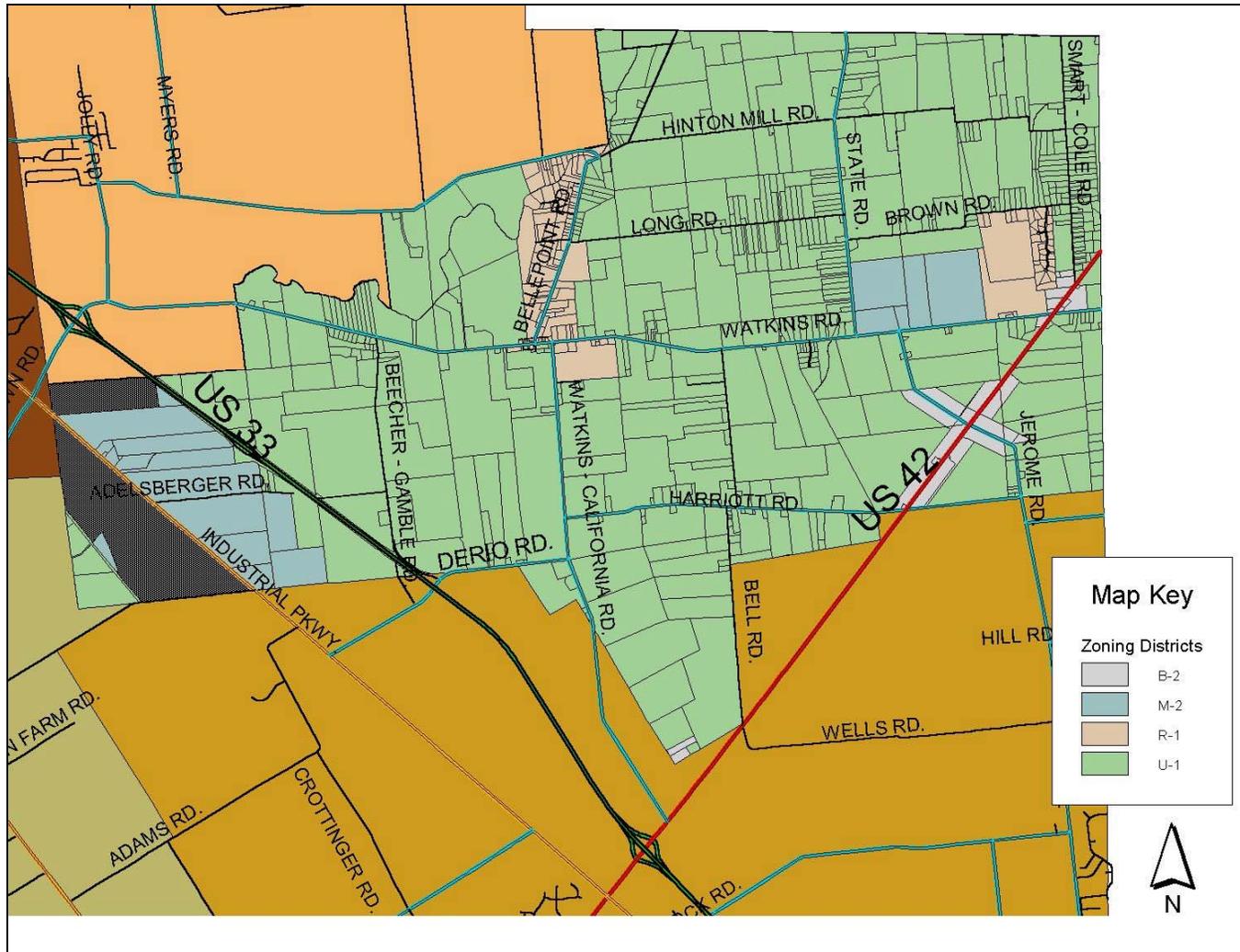


Figure II-16: Zoning Map at Plan Process Start : May, 2004

# EXISTING CONDITIONS ANALYSIS

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Insert Maps of Surrounding Plans

Jerome

Dublin

Darby Twp

Electric Distribution

School Districts

Darby Creek Watershed

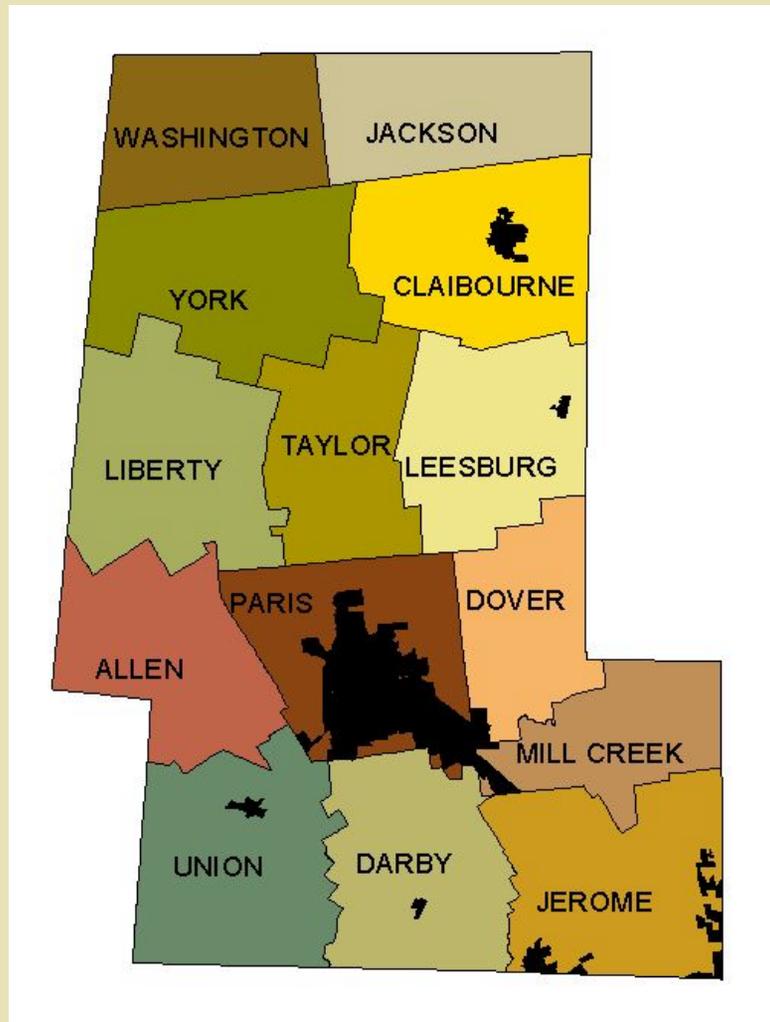
A collection of items including a chessboard with a red ribbon, a blue ribbon, two medals, a pair of glasses, and a compass, all arranged on a light-colored surface.

# Existing Conditions:

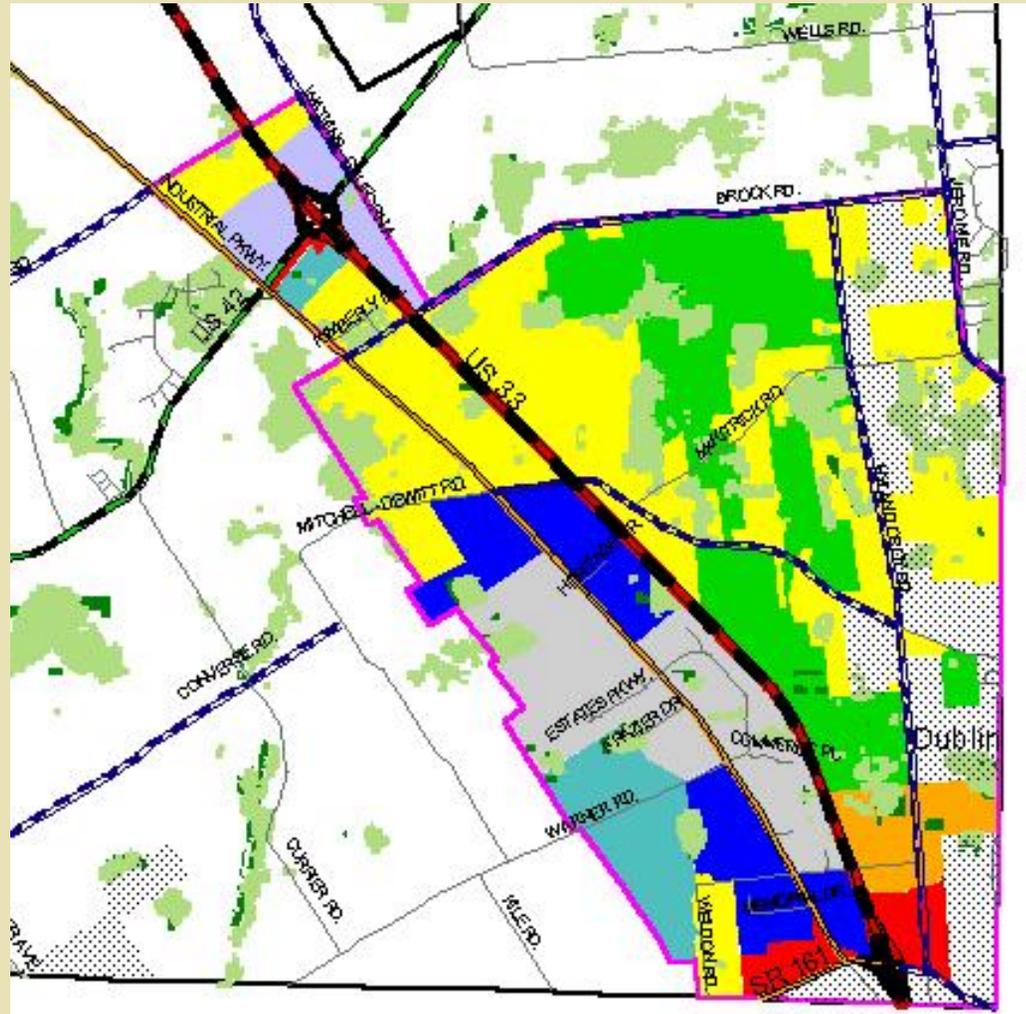
## A Survey of Millcreek Township

By Burns, Bertsch & Harris, Inc.

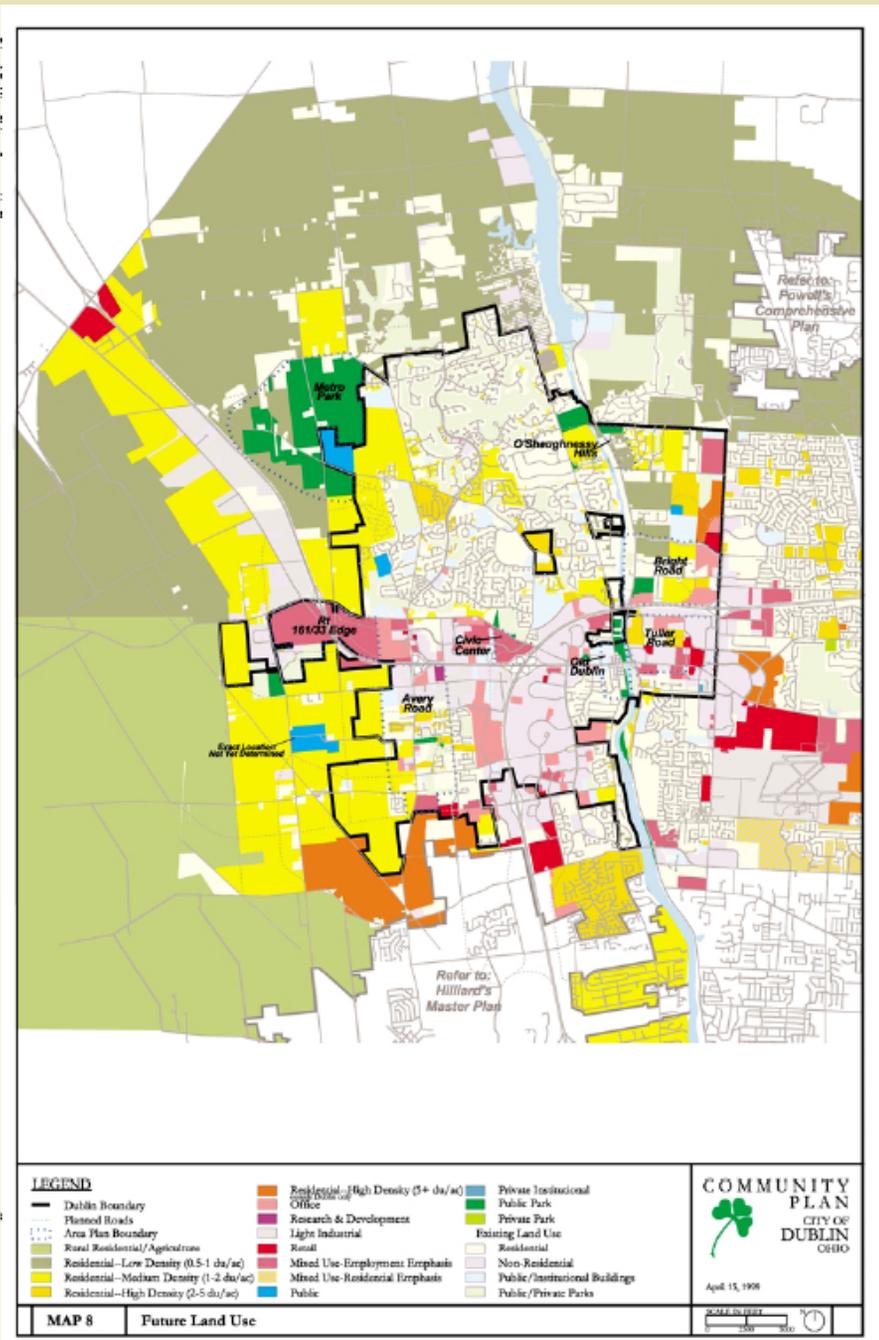
# Shared borders with many jurisdictions



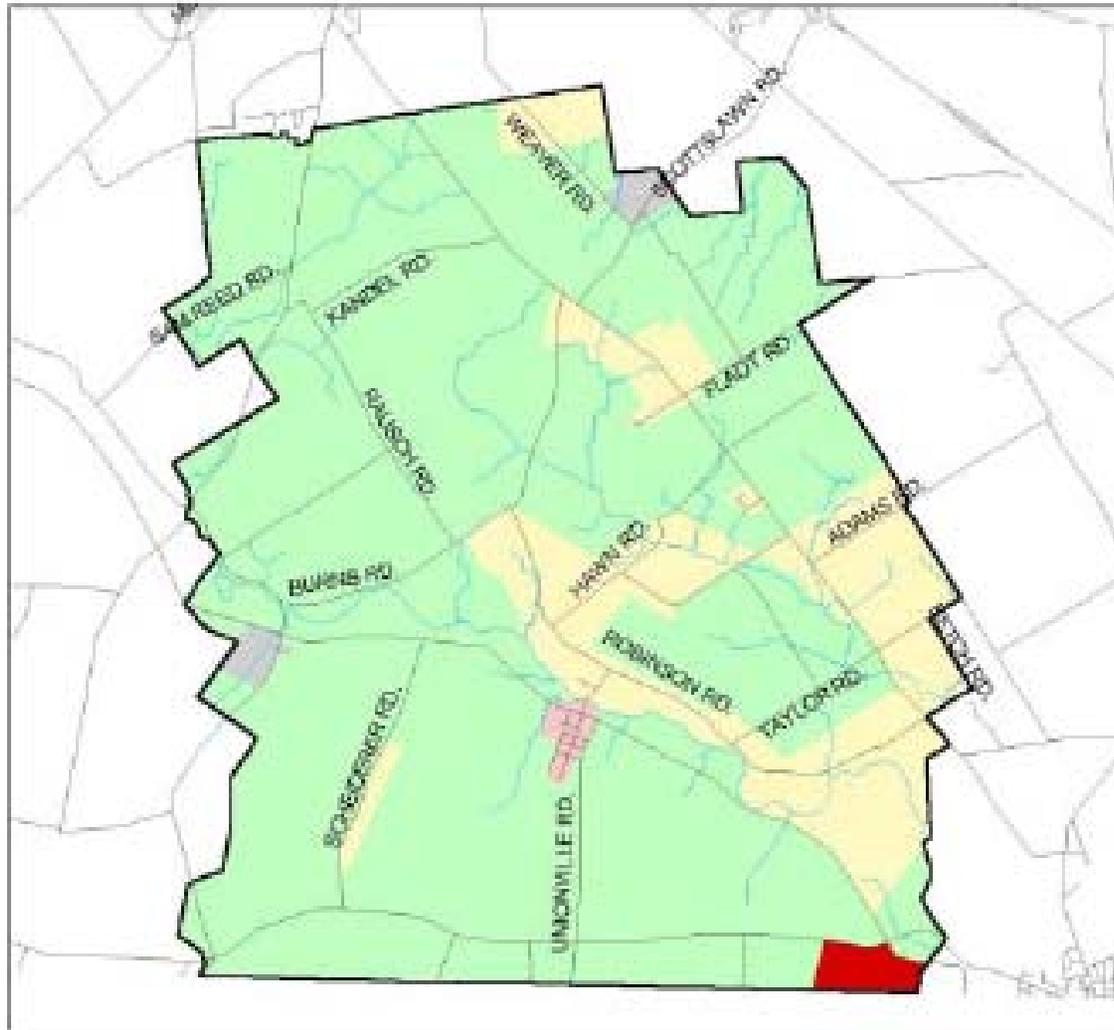
# Jerome Township 33 Corridor



# Dublin FLU



# Darby Township Proposed



## Darby Township Union County Comprehensive Plan

### Future Land Use

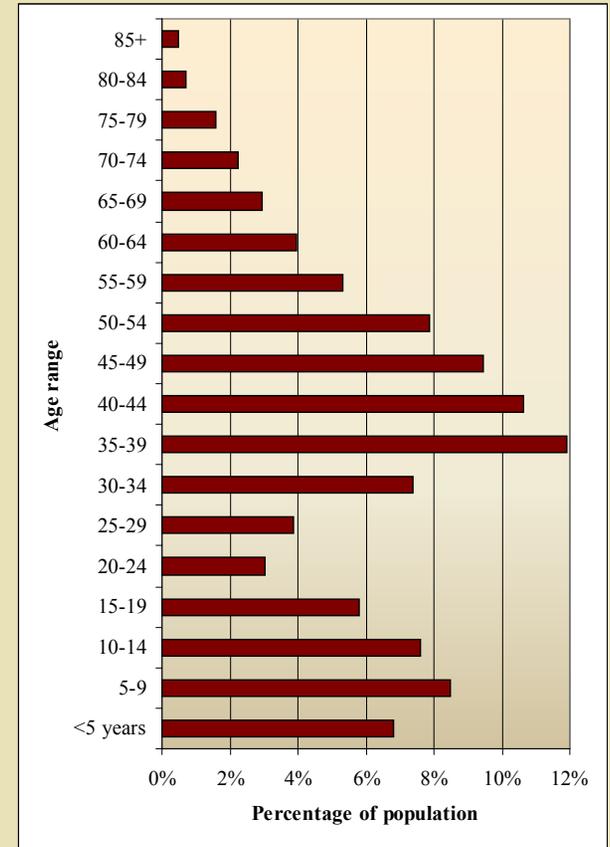


April 2003



# Millcreek Residents:

- ◆ **Median age 38.2 years old**
- ◆ **Most live in family groups**
- ◆ **Few young adult householders: age 20-30**
- ◆ **Approx. 1/4 of hhlds moved from another county in Ohio**
- ◆ **Approx. 1/4 of hhlds moved from another State**
- ◆ **18.3 % Retired**



# Millcreek Residents:

- ◆ **Relatively high income**
- ◆ **Prevalent occupations:**
  - Management/professional**
  - Sales and office**
  - Production/logistics and transportation**
- ◆ **Prevalent industries:**
  - Manufacturing**
  - Retail**
  - Services (Edu. Health Social)**

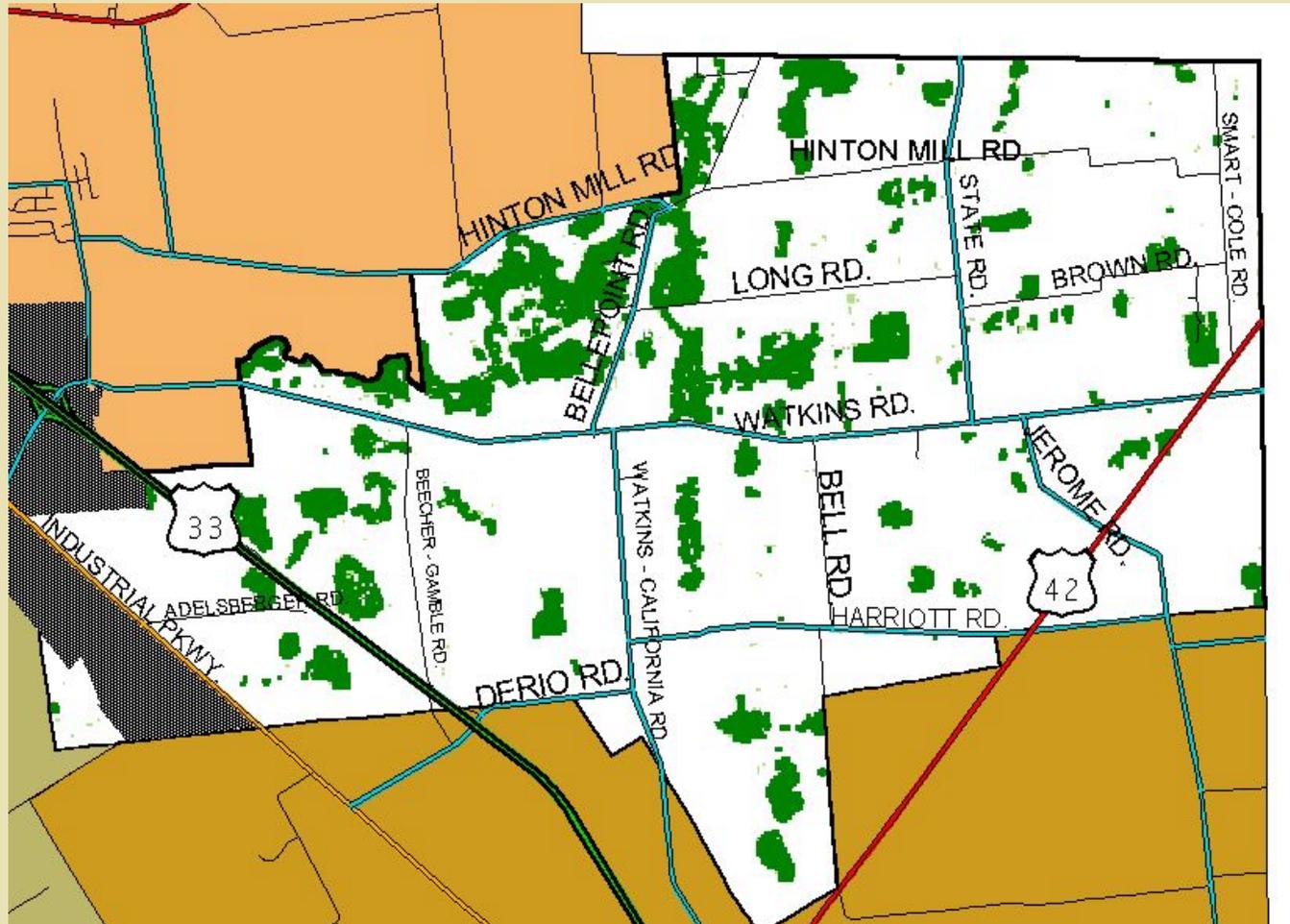
	Population
Management, professional, and related occupations	28.6%
Service occupations	13.5%
Sales and office occupations	25.1%
Farming, fishing, and forestry occupations	0.0%
Construction, extraction, and maintenance occupations	15.0%
Production, transportation, and material moving occupations	17.9%

# Millcreek Homes:

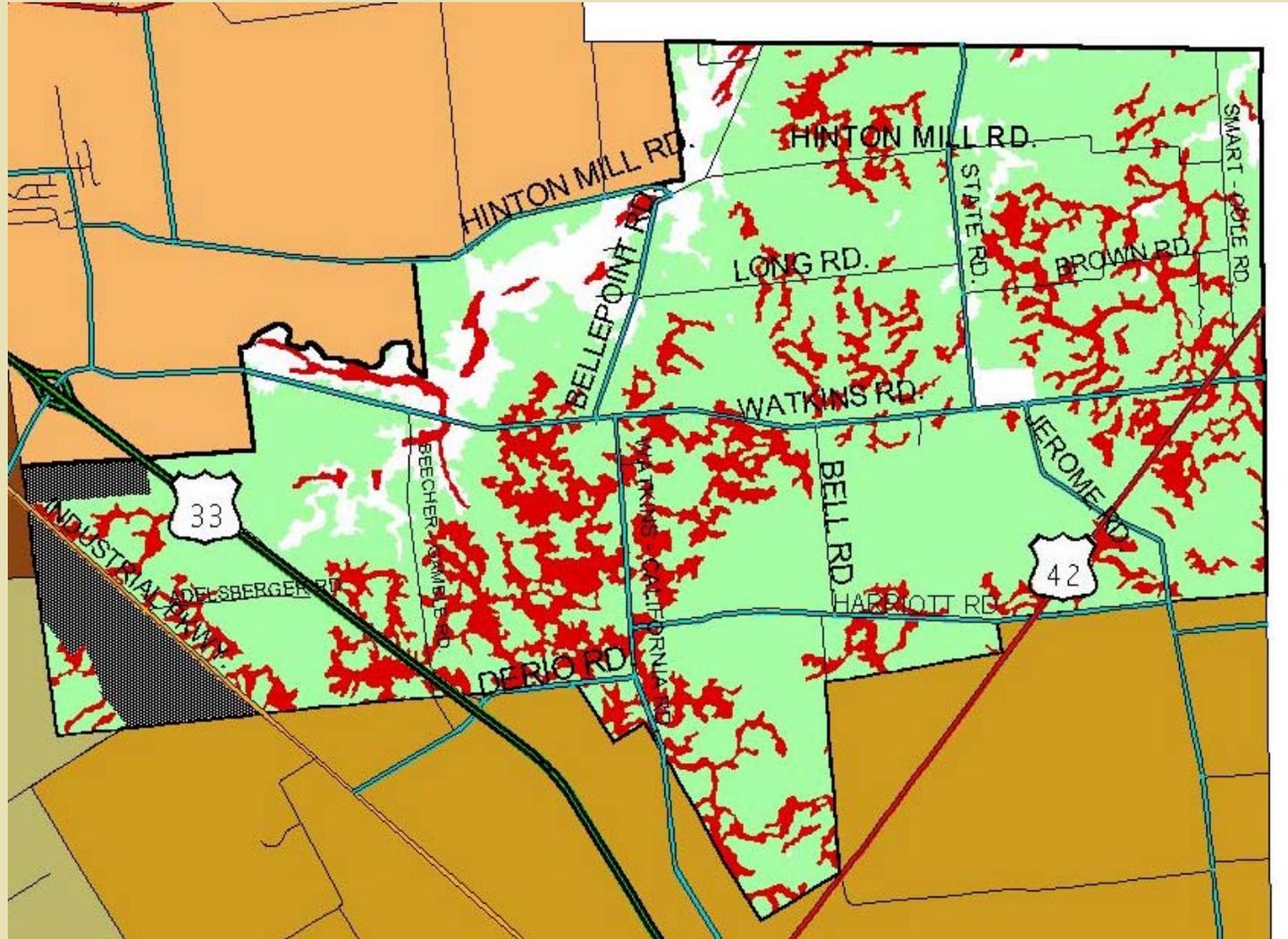
- ◆ **Median value: \$160,700**
- ◆ **Mostly owner occupied / SF**
- ◆ **Low vacancy rates**
- ◆ **Growth projections range from 531-659 by 2010/ and 676-1020 by 2020**



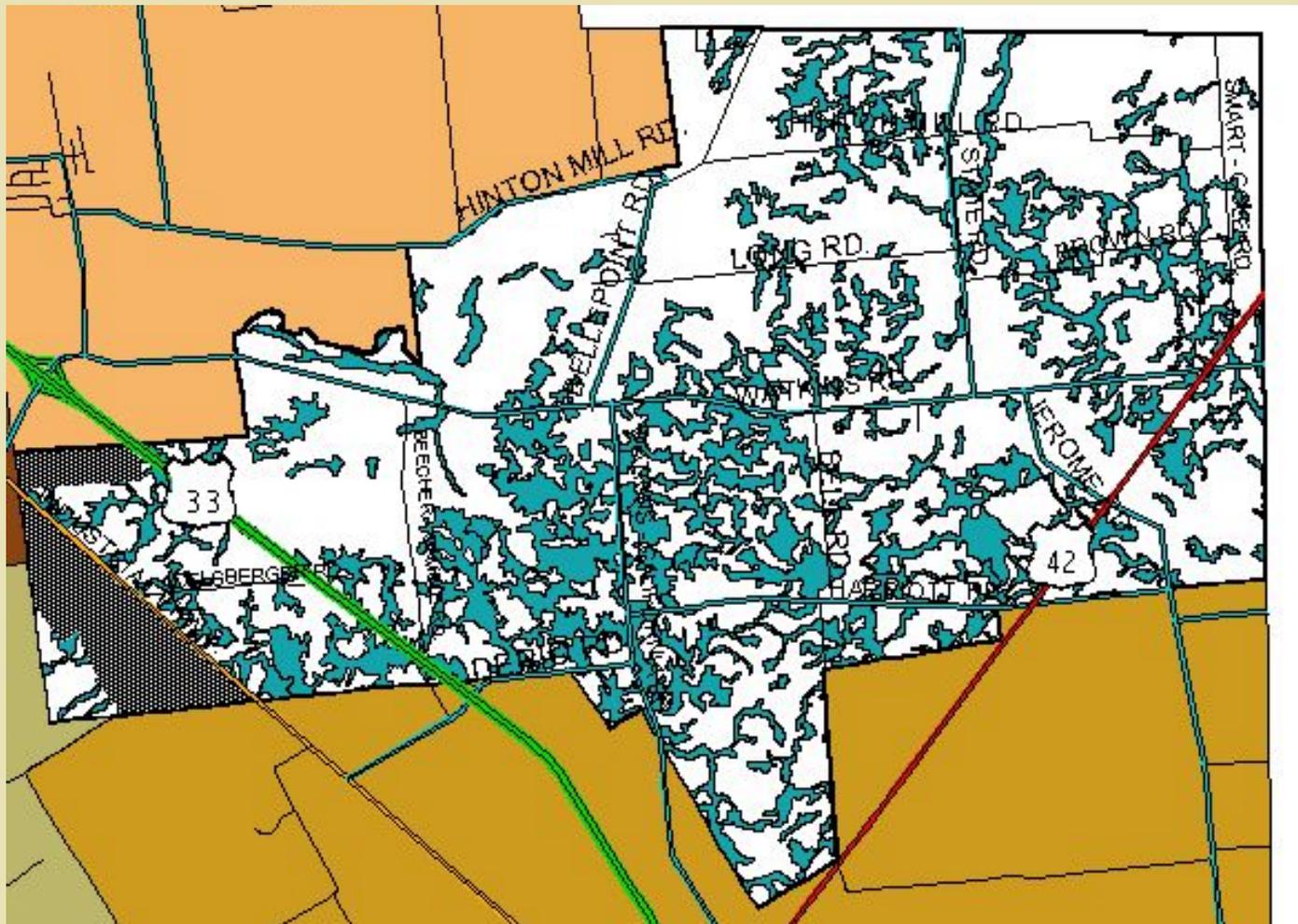
# The Land & Environment Woodlands



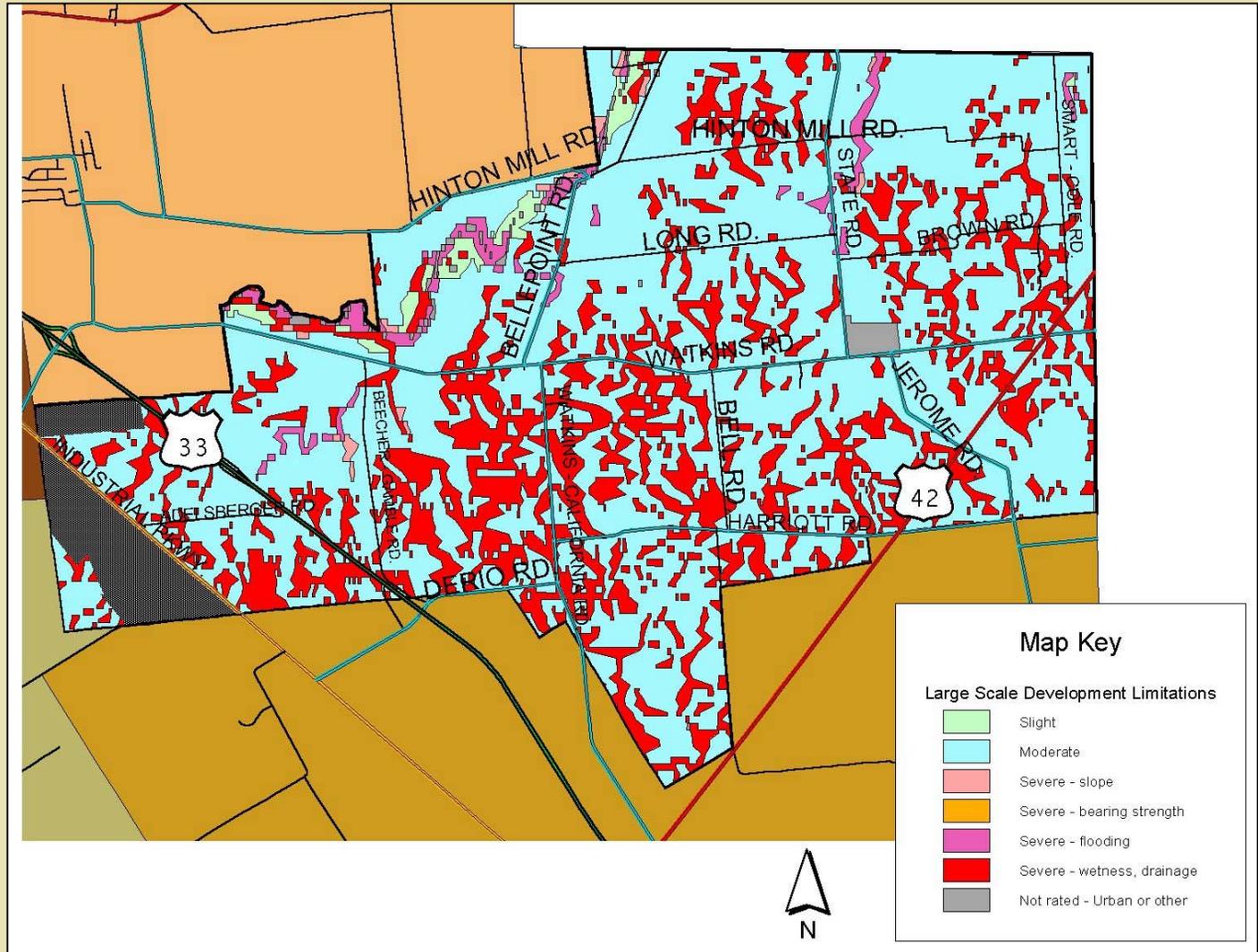
# Prime Farmland



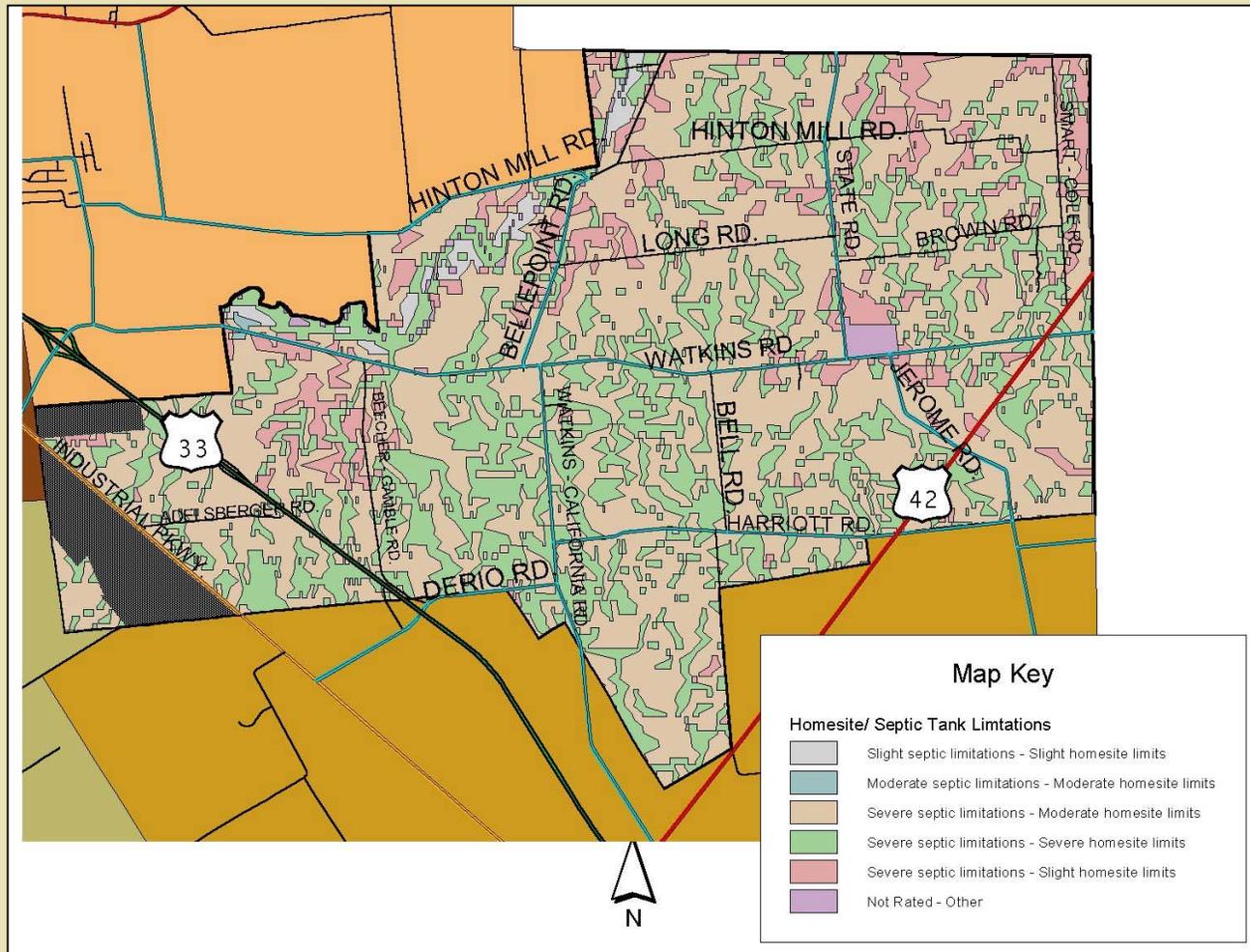
# Hydric Soils



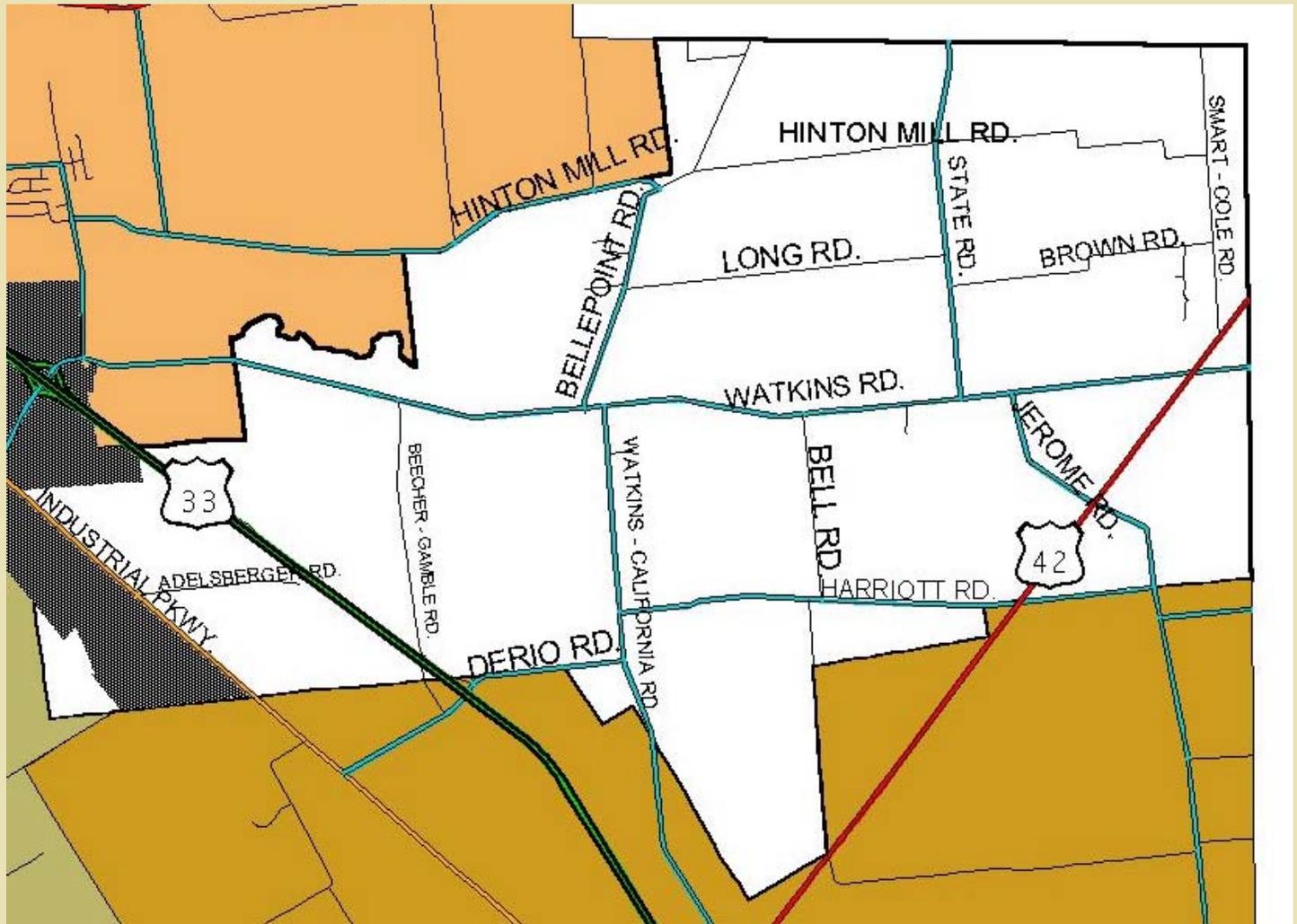
# Development Limitations



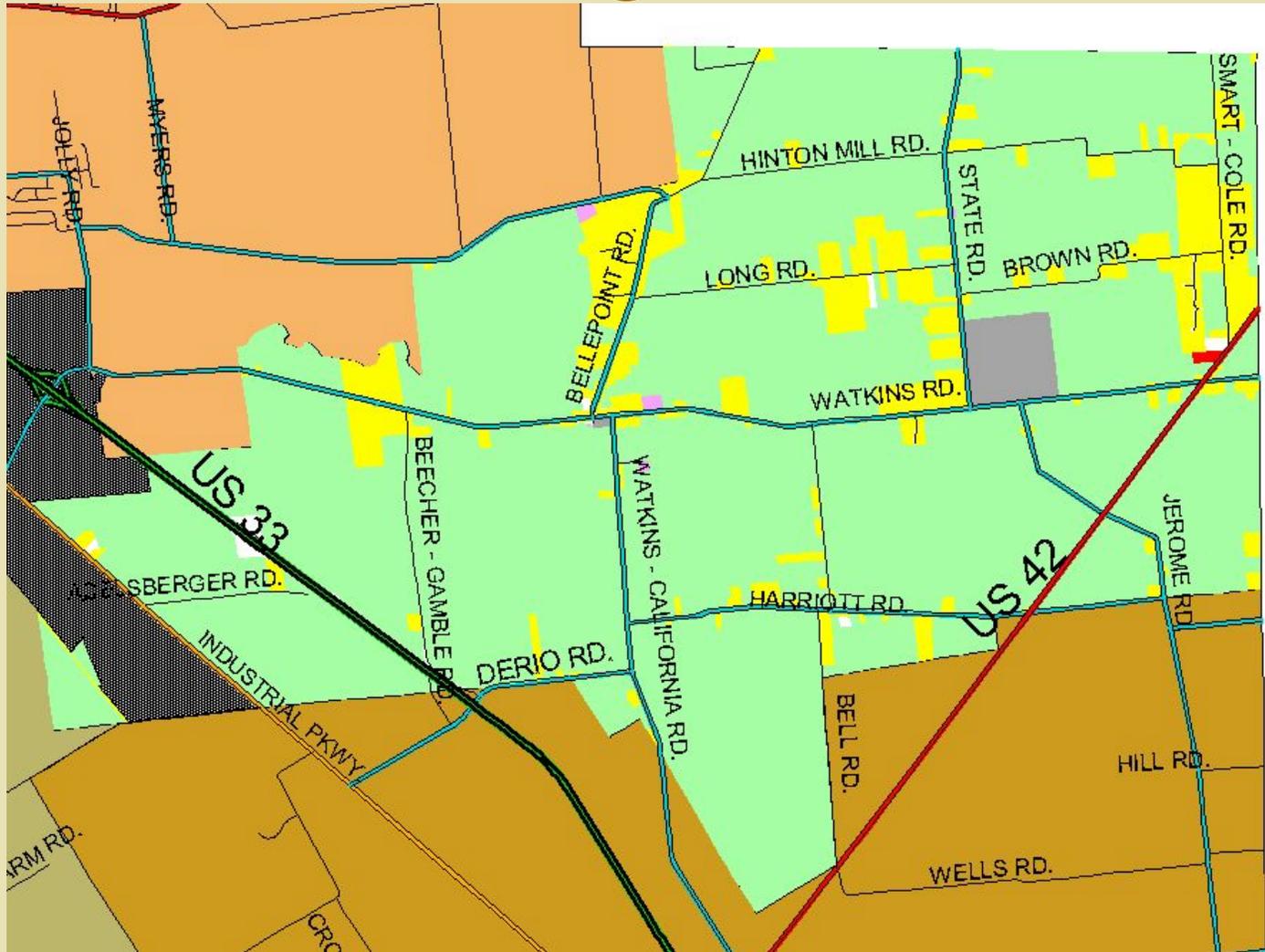
# Home Septic Limitations



# Road Network & Infrastructure



# Existing Land Use





INTERMISSION  
&  
GROUP DISCUSSION





# Planning In Ohio

- ◆ Largely a Home Rule State – local governance allows policy to match citizen tastes
- ◆ Presumption in favor of Property Owners-  
I.e. strong property rights



## American Planning History

- ◆ Once upon a time one could literally do whatever one liked with their property—tough luck if the neighbor was impacted
- ◆ Through legal action the concept of “nuisance” became an accepted reason for compensation or limiting a neighbor’s activities, or “use” of land.
- ◆ Expanded into a community’s right to enact “zoning” in order to protect “health, safety and the general welfare”.



# Balancing the “Public Good” with “Property Rights”

- ◆ Requires a clear vision and goals
- ◆ Requires public participation and consensus building
- ◆ Must stay within the bounds of legislation and “the law”



# Continuum of Policy Directions

## 1. Strictly market oriented & market driven

- ◆ **“Anyone can build anything anywhere” BUT**
  - Prevent adverse impacts to others
  - This includes buffering between uses
  - Developers/ property owners pay the full cost of property development directly or through impact fees
- ◆ **Ohio law stipulates standing for objections**
- ◆ **Requires public-sector planning**



# Continuum of Policy Directions

## 2. Strict Growth Management

- ◆ Portland, Oregon example
- ◆ Strictly defined areas where & what type of growth is allowed
- ◆ Sometimes use of growth caps- limiting of annual permits
- ◆ Periodically updated as urban boundaries are filled



# Continuum of Policy Directions

## 3. Some compromise between

- ◆ Smart Growth movement is an example
  - Incentives and controls to discourage sprawl and its effects
  - Attempts to mitigate conflict between rural uses at the interface of sub-urbanization
  - Accepts that some growth will occur
  - Incorporates many concepts discussed in the Kettering report



# Planning Issues

- ◆ Farmland protection
- ◆ Open space protection
- ◆ Natural or Historic Resource protection
- ◆ Redevelopment of Central Cities (and first ring suburbs)
- ◆ Efficient infrastructure investment decisions
- ◆ Economic opportunity for citizens
- ◆ Fiscal Health of a community



# Options & Tradeoffs

- ◆ Depends on the visions and goals of the citizens of Millcreek Township
- ◆ Identify strengths & opportunities and build on them
- ◆ Recognize weaknesses and threats and mitigate them

# COMPREHENSIVE LAND USE and GROWTH PLAN

## III LAND DEMAND and CAPACITY ANALYSIS

The demographic analysis found in II EXISTING CONDITIONS ANALYSIS provides the basis for forecasts to determine future land demand and predict change. The demographic analysis primarily focused on Millcreek Township's population and housing trends and their future implications for the community. The LAND DEMAND and CAPACITY ANALYSIS will utilize the year 2030 as the planning horizon for analysis.

### POPULATION TRENDS AND FORECASTS

According to the U.S. Census, Millcreek Township had a 2000 population of 1,261, representing a 54.7 percent increase in population from 1990. This was a far higher proportional increase that experienced by the County as a whole. From 1990 to 2000 Union County experienced only a 26 percent increase in population making Union County's population 40,909 in 2000.

### Population Forecasts

Changes in population impacts land use as well as demands placed on a community's services and infrastructure. Therefore, forecasts are used to estimate future population in order for the Township to adequately plan future growth areas and avoid undue expenditures related to public services.

A variety of factors are not considered when preparing numerical population forecasts including local preference for growth as well as future infrastructure improvements. Three different forecasting methods were used to frame a range of potential demand for housing by the year 2030.

The *Linear Forecast* method yields an estimated growth to 959 households by 2030.

Table III-1: Linear Forecast Method

Year	Projected Population	Estimated Number of Households*
2010	1707	620
2020	2153	783
2030	2599	959

\*Based on an average household size of 2.75, as reported in the 2000 Census

# COMPREHENSIVE LAND USE and GROWTH PLAN

## III LAND DEMAND and CAPACITY ANALYSIS

The *Geometric Forecast* method results in a forecast of 1,698 households by 2030.

Table III-2: Geometric Forecast Method

Year	Projected Population	Estimated Number of Households*
2010	1951	709
2020	3018	1,097
2030	4669	1,698

\*Based on an average household size of 2.75, as reported in the 2000 Census, Summary File 1, Table H12

The *Proportional Forecast* method, incorporating the County's average historic growth rate, yields a projection of 960 households in Millcreek Township by 2030.

Table III-3 Proportional Forecast Method

Year	Union Co. Projected Population	Millcreek Twp. Projected Population	Estimated Number of Households*
2010	50,736	1573	572
2020	64,568	2002	728
2030	85,193	2641	960

\*Based on an average household size of 2.75, as reported in the 2000 Census

Thus the township could reasonably expect to grow to between 959 and 1,698 households within the next twenty-five

years from the current 459 households. This represents an increase of between 500 to 1,239 households, and therefore housing units. This averages out to 20 to 50 new housing units per year for the next twenty-five years.

A decided unknown is how much of this growth will be needed to accommodate new household formations by today's children as they grow up: whether or not they try to remain in Millcreek Township and how many of them will set up households with their peers from Millcreek or with partners from elsewhere.

**Land Consumption:** The Township will have to determine how much land should be reserved for this expected amount of residential growth and what impacts that would have on community facilities and services. The planned future residential density directly impacts the land need. If developed solely in 5 acre lot-splits, (the minimum recommended for septic tank placement in these soils), this would translate into 4,795 acres to 8,490 acres consumed by residential development. The Township's total acreage is 13,229 according to the County Auditor.

At such a low density, on local roads it would mean that approximately an additional 0.9 to 1.6 miles of roadways in the township would be lined on both sides with new homesites each year – from 22.5 to 40 miles of local road frontage consumed by housing by the year 2030. Higher capacity roads

# COMPREHENSIVE LAND USE and GROWTH PLAN

## III LAND DEMAND and CAPACITY ANALYSIS

will actually consume twice the amount of required frontage per driveway.

**Traffic Impacts:** In terms of traffic impacts this would translate into about 4 vehicle trips per day per household increase, or 2,000 to 4,956 additional vehicle trips per day on roads in the Township. With the high proportion of commuters currently living in the Township, much of this traffic would be expected to utilize the collector roads for a portion of their trips: Watkins Road, Bellepoint Road, Derio Road, Watkins-California Road, State Road, Jerome Road and Harriott Road. Of course these trips will not necessarily be evenly distributed across the township.

The County Engineer's access management regulations require the following spacing for driveways (as well as limiting the number of driveways per parcel):

Table IV-4: County Engineer Driveway Standards

Road Classification	Required Driveway Spacing
Major arterial	495 feet*
Minor arterial	495 feet*
Major collector	495 feet
Minor collector	360 feet
Local road	250 feet

\*Ohio Department of Transportation standard

**Water Supply:** The average household in the US uses more than 200 gallons of water per day. Therefore in

residential use alone, there will be an increase of more than 10,000 to 247,800 additional gallons per day of water usage by 2030 (at least a 4000 gallons per day increase each year).

The City of Marysville's capacity (which serves the Union County lines along Industrial Park Road south into Jerome Township) is currently limited and should probably be reserved for economic activity in this area for optimal tax generation for the near future.

At this time, Marysville will be assuming control of utilities that were operated by Union County. The City is exploring expanding the water utility capacity, with the express intention of making the service available in Jerome Township and the southern portions of Millcreek Township. At this time, it is unknown how long it will take to plan and develop this additional capacity, nor exactly how much additional capacity it will represent, since some will most likely be absorbed in the Marysville area itself. However, for the mid – to long-range horizon of this plan, Millcreek Township and its school systems can expect to see residential demand based upon this capacity to be significant.

**Waste Water Treatment:** At the inception of this planning effort, public utility service for waste water treatment was also nearing capacity. The City of Marysville announced in late 2004 that it has acquired land within Millcreek Township to construct a new waste water treatment facility. This is expected to facilitate a great deal of growth in the southern portions of the county, especially in Jerome and

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## III LAND DEMAND and CAPACITY ANALYSIS

Millcreek Townships. The facility is expected to be operational near the end of 2006. The Township and City of Marysville.

An agreement has been negotiated with the City of Marysville which will not require annexation in order to tap into this utility. They may, however, require annexation of properties that are already adjacent to the City limits and within its established growth area. This annexation agreement will maintain the Township's ability to self govern and still enjoy and control incoming growth.

**Schools and Standards:** We could expect an average of 1.4 school age children in each single family dwelling unit, or an increase of 25 to 51 additional school age children each year. This would total 375 to 777 additional school age children by 2020. Currently an ideal elementary school accommodates about 400 students.

**Parks and Standards:** Currently the Township has one small park located adjacent to the Township Hall. It is used mostly for active recreation, and does have lighting for night use available.

Albert J. Rutledge's *Anatomy of a Park*, James Mertes' *Park, recreation, Open Space and Greenway Guidelines* and Joseph J. Bannon's *Leisure Resources: Its Comprehensive Planning*, were the sources for these standards and classifications.

Neighborhood parks range from 5-10 acres in size, often in conjunction with school grounds. It is recommended to provide 3 acres of neighborhood parkland for every 1,000 residents.

Community parks typically range in size from 30-50 acres, and should provide 7 acres for every 1,000 residents.

**Local Finances:** Although we have not performed a detailed cost of services for Millcreek Township, the American Farmland Trust has published the results of a study it conducted for Clark County, Ohio. For Clark County, they found that residential land uses yielded \$1 of tax revenue for every \$1.11 in tax expenditures. Commercial/ Industrial land uses yielded \$1 in taxes for each \$0.38 in tax expenditures and farmland yielded \$1 in tax revenue for every \$.030 in tax expenditures. Thus, with the anticipated level of residential growth, the community must compensate for the declining revenue base created by the conversion from farmland to residential. This is usually done by setting aside significant portions of land dedicated to future commercial, office and industrial uses for their higher tax rates.

### **Land Use and Tax Base Analysis:**

Union County Auditor, Mary Snider, reports that Millcreek Township currently exhibits tax receipts based upon land uses as seen in the following Table III-5:

# COMPREHENSIVE LAND USE and GROWTH PLAN

## III LAND DEMAND and CAPACITY ANALYSIS

The Personal Property Tax is largely levied on the non-real property assets of businesses.

The State's Homestead Exemption which reduces real estate taxes, is "made whole" to the Township by the State of Ohio.

CAUV (Current Agricultural Use Valuation) reduces real estate taxes for working farms. In Millcreek Township, there are currently 10,942.5 acres certified under the CAUV.

Although Union County does exercise its ability to enact a 1% sales tax (permissive), Millcreek Township has little retail activity and is expected to produce little revenue in this area in the near future. However, the County Auditor does not track the details of sales tax collection geographically or by jurisdiction.

The Fairbanks Local School District successfully passed a new levy in November of 2004.

The numbers in the Table III-5 reflect actual collections and valuations. Some tracts of land may have commercial or industrial zoning, but not currently be improved, or improved to their full zoning allowance, which would have the effect of reducing the actual tax receipts compared to the existing potential that could be realized if fully developed at currently allowed intensity.

Table III-5: Township Valuations & Taxes Collected

<b>Millcreek Township Taxable Features</b>	<b>Valuations &amp; Taxes Collected</b>
Total Acres	13,229
Total Valuation	\$34,957,400
Agricultural Property Tax	\$35,000
Residential Property Tax	\$143,000
Commercial Property Tax	\$3,000
Industrial Property Tax	\$3,400
PU Real Property Tax	\$25
Personal Property Tax (PPT)	\$21,400
PPT Valuation	\$3,456,810

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## IV PLAN FOUNDATIONS

### INTRODUCTION

Subject to their power to act, the Zoning Committee and the Millcreek Township Board of Trustees will adopt and be guided by the policies, guiding principals and action agenda to implement the goals and objectives of this Plan. Updates to the Plan are to occur on a regular basis and to incorporate consideration of changes to the community brought about by as yet unknown forces. Modification of the community vision, goals or policies shall follow the procedures used in the initial adoption of the Plan, thereby offering the opportunity for community discussion and change.

### ❖ PURPOSE OF THE COMPREHENSIVE LAND USE and GROWTH PLAN

**PURPOSE:** The community’s purpose for producing this plan as stated at the outset is to:

- Aid in the development of key guiding principles to preserve the agricultural and natural resources as well as the rural atmosphere in the township.
- Develop and publish key guiding principles as related to industrial, commercial and residential growth and development.
- Be a plan designed specifically for our community
- Identify a balanced plan that recognizes the rights of individual property owners while preserving property values and preparing the township for future development.
- Identify any “hot spots” / sensitive areas. It shall also

include recommendations on direction for these areas.

- Make recommendations on how the Millcreek Zoning Resolution and zoning districts can be modified to better compliment the Plan.
- Provide a basis for the implementation – including, but not limited to the township zoning resolution, and related county growth plans.
- Include strategic action steps for the township to implement following adoption of the plan.

In addition, a community’s plan should accomplish the following:

- **Ensure Consistency.** Promote the legal requirement of reasonableness by avoiding arbitrary decisions and furthering the uniform application of all planning procedures.
- **Promote Efficiency.** Simplify the preparation of materials for Zoning Committee action through the provision of guidelines and criteria. This will promote expeditious disposition in the interest of both the public and the petitioner.
- **Establish a Public Record.** Provide a clear statement of policies upon which the community may rely.
- **Maintain a Basis of Planning.** Assure the judicious use of resources. Planning decisions, such as zoning actions, need to be founded upon adopted principles and objectives. This will assist in accomplishing the intended purpose, and avoid the legal problems of arbitrary and capricious actions.
- **Develop a Planning Method.** Promote the rational

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## IV PLAN FOUNDATIONS

utilization of land and the economical provision of required facilities and services both for the individual, and collectively in the public interest. This is accomplished through the allocation of land to a variety of uses based upon desired community objectives and intensity criteria.

- **Ensure Adoption, Amendment and Binding Effect.** Establish formal procedures for the adoption and amendment of this Plan recognizing that there is a need for continuity and community support.

### **PUBLIC PARTICIPATION**

This plan was created by a team effort of Township citizens and Board members under the facilitation of the Planning Consultant. The elected officials attended meetings and provided insights but left decision making to the Steering Committee. A community survey of attitudes was collected. A public event was held to display existing conditions data and receive public input on issues and concerns. A second public event will be held to present the working draft of the document prior to making recommendation for adoption to the Zoning Commission. Additional focus groups and roundtable discussions were also held during the process for information purposes as well as measuring public opinion on particular questions. Detailed accounts of these meetings and events are available in Appendix A, Public Participation.

### **TOTAL COMMUNITY INTEREST**

Planning loses its vitality as well as its credibility if it: (1)

becomes a mere composite of neighborhood desires; (2) is abused to advance the interest only of certain individuals or special interest groups; (3) is implemented whimsically or arbitrarily; or (4) becomes unreasonable or confiscatory in its application to private properties.

Millcreek Township will protect the general welfare of the area in its entirety through any and all planning measures. Therefore, the general good, as distinguished from individual interests will be furthered. Economic benefit to individuals shall be subordinate to the community economic considerations. Implementation of planning conducted solely for the purpose of increasing or maximizing value is not a valid public purpose.

### **REASONS FOR ACTIONS**

The Zoning Committee and, where appropriate, the Board of Trustees, shall document findings of fact and reasons for recommendations and actions related to planning and zoning. Their decisions should remain consistent with the Plan and the community Vision and Goals. Thus some deviations from the Plan are to be expected, based upon documented special situations, so long as they remain consistent with the overall community Vision and Goals.

### **BY-PASSED LAND**

In order to discourage sprawling development incompatible with the goals of the plan, requests for development must demonstrate to the Zoning Committee that if

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## IV PLAN FOUNDATIONS

approved all adjacent (by-passed) land would not be harmed, but could still be developed consistent with existing zoning and/or an approved overall development plan.

### **EXPANSION OF TAX BASE**

The rapid growth that is now expected in the Township will require increasing investments in community services and facilities. Although market oriented planning addresses pushing these additional community costs onto the developers themselves, it is expected that the community will require significant additional revenues to maintain and operate services and facilities. The best way to enhance the tax base is to provide for a sufficient amount of various business enterprises.

The business community is to be welcomed and encouraged, but held to the same level of responsibility to its neighbors as the residents of the Township. Low intensity forms of light manufacturing, business, office and retail uses will be promoted in order to preserve the strength of the Township's and school's tax base as the residential sector grows. Only non-polluting industries will be permitted. These uses will ideally be located close to available public utilities and major highways to separate traffic from the interior, more residentially used parts of the township. Extensive use of buffering, landscaping and design will be expected to mitigate impacts on open vistas, the environment, traffic and safety.

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## IV PLAN FOUNDATIONS

### ***VISION STATEMENT:***

#### **“ Millcreek Township is ---”**

- a haven of rural peace, quiet and wide open spaces
- a safe and healthy community to raise a family
- a place of rich community life, fostering social and cultural interactions
- a prospering, economically healthy, yet affordable community
- a community where the enduring values of personal freedoms and private property rights are respected
- a community where individual actions do not conflict with or harm a neighbor’s health, use and enjoyment of home and property, nor degrade their value
- a community committed to managed and balanced growth
- a community in which infrastructure improvements will be commensurate with available technologies and the pace of development

### ***GOALS, OBJECTIVES & POLICIES:***

#### **1. Protect the Township’s quiet rural character and feeling of open spaces**

- Establish performance criteria within the zoning resolution with which to preserve an atmosphere of nature and calm, using open and attractive vistas, spacing and buffering between incompatible uses, and thoughtful layout to mitigate impacts of proposed development.
- Promote the use of lot split methods that minimize impacts on roadways, water quality and rural features.
- Acquire open space and easements aimed at buffering roadways, environmentally sensitive or other significant areas.
- Promote the use of land conservation principles in zoning classifications and requirements that will maximize the use and enjoyment of aggregated open space.
- Establish through the above a truly unique and highly desirable community that can grow while remaining rural in character

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## IV PLAN FOUNDATIONS

### ***GOALS, OBJECTIVES & POLICIES:***

**2. Be open to growth that pays for itself and enhances the community's economic health, while respecting Millcreek's core values.**

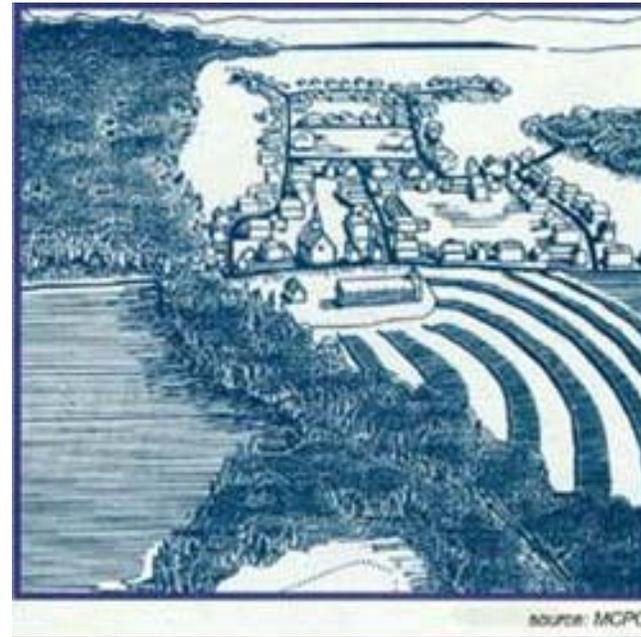
- Plan for and manage growth
- Develop criteria with which to quantify potential impacts of proposed development
- Adopt measures by which growth will pay for its own impacts
- Develop infrastructure capacity to match growth as it occurs
- Utilize rural conservation practices for development
- Balance types land uses to achieve sustainable tax base.
  - Minimize conflict at the interface with dedicated farming operations
  - Reserve enough space in each land use category to achieve a tax base sufficient to meet future needs

**3. Work collaboratively with community groups, businesses, neighboring jurisdictions, and State and County agencies to ensure the Township's continued ability to self-govern.**

- Work with County and State agencies to obtain road improvements needed to reduce hazards of increasing through traffic on major highways.
- Explore cooperative agreements with other local governments e.g.:
  - Cooperative Economic Development Agreements (CEDA) and Joint Economic Development Districts (JEDD)
  - Shared services agreements
  - Route 33 Corridor Alliance
- Promote the growth of citizen based boards and not-for-profit groups to address development and operation of community amenities, e.g.:
  - Schools
  - Parks
  - Community centers and events
  - Communications link to new-comers and neighbors
  - Preservation of working farms
- Explore incorporation of the Township (Long Term)

# COMPREHENSIVE LAND

**Example of Hamlet Design:** The following has been extracted from the Chattahoochee Hill Country Conservation Plan. It illustrates a possible Hamlet Design, and describes their development standards for Hamlet style developments.



## USE and GROWTH PLAN

“The Hamlet (CUP-CHC zoning classification) is intended to provide a mix of dwellings and local services to the community in a compact pattern that promotes land conservation. A hamlet is a minimum of 200 acres with an overall density of one unit per acre, but development is clustered on a maximum of 40% of the

,000 homes that gobble up 80 percent of the land. Under the conservancy's proposal - with broad support but little money - the area could have 38,000 homes on less than 20 percent of the land. The development would primarily be in three clusters of "conservation development."

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

### ❖ LAND USE PLAN AND IMPLEMENTATION STRATEGIES

The Township faces perhaps inevitable intense growth in many land use classifications. The location of U.S. Route 33 and U.S. Route 42 at its southwestern and southeastern edges and the proximity of growing larger cities on all sides create that pressure. The City of Marysville's intention to construct a wastewater treatment facility near the intersection of Beecher-Gamble Road and U.S. Route 33 combined with the announced development intentions of the Glacier Ridge West development company, show that this growth pressure is no longer theoretical.

These conditions also show us the area of the township that is to be most immediately attractive to developers and future residents. Given what is currently known of landowners' intentions and geographic features, the township might be discussed as a set of four (4) different planning areas with different potentials, constraints and pressures. These have been labeled the Southeast Planning Area, the West Planning Area, the Central Planning Area and the North Planning Area. Each of these will be described below after the general discussion on implementation recommendations. Each area will have a set of specific plan recommendations. All recommendations will be summarized in a table at the close of this chapter.

The pace of development will, in the end, be mostly determined by the willingness of the landowners to sell their property and to some extent the ever changing state and local economy. Not only do the costs of oil, transportation and employment factors have huge impacts on the local economy,

but changes are contemplated in the State budget and taxing structure as well as the Federal budget and tax codes as well. These economic, tax and budget changes will directly influence and change the money supply and investment decisions of developers and potential homebuyers.



The culture of the township, which is expressed in its vision and goals, is both attached to its quiet, rural qualities and to the belief that individual property rights should be respected. Yet the consensus is that the government, which is "by the people", also has a responsibility to protect a treasured way of life from disruptions by the actions of other property owners. Increasingly new property owners will be immigrants to the Township, carrying with them different perspectives, different experiences, different cultures and values. Thirty years from now, their influence will become the

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

dominant one in the Township. The community may need to make some tough decisions in the future and will most likely have to put a dollar value on the quiet way of life and open spaces it says it wants to preserve, and then decide if that cost is bearable. If the current residents of the Township can firmly fix their vision and remain true to the goals of the plan, it will be possible to guide the changes of an evolving community in a direction that maintains the essence of their quiet community and its open, rural character.

The experiences of Granville Township in Licking County are somewhat instructive, and some of their efforts will be cited for illustration purposes in the recommendations that follow.

### **GENERAL IMPLEMENTATION RECOMMENDATIONS**

There are a number of general concepts that are applicable throughout the Township. There are some discussed here that are used in some communities but are not available to townships in Ohio. Depending upon the unique characteristics of the various Planning Areas the general principles may be applied with higher or lower levels of attainment. The Planning Area recommendations that follow use approximate standards. When the zoning resolution is updated, the final determinations of standards will be made.

### **1. MARKET ORIENTED PLANNING**

The community respects the rights of property owners to use their land in an economically viable fashion. However, the community recognizes the right of all property owners to not be subjected to nuisances that some changes in land use may create. Nuisances are activities or land uses on a nearby property that significantly prevents one from the use and enjoyment of one's own property. Townships in Ohio are expressly given the power to regulate land use for the purpose of protecting public health, safety and general welfare.

Furthermore, the community believes that the trend of population growth in this region will continue and eventually will play a role in Millcreek Township's future. With the need to promote the efficient use of land, protecting public health, safety and general welfare, balanced with the goal of protecting the quiet, rural character that is so important to the citizens, a somewhat different approach to traditional growth management is required. Rural character will be expressed and defined through the use of development standards for all properties, rather than through land use categories. A market oriented planning perspective will be maintained, forming the framework for this Plan's recommendations, and will set the framework for the subsequent revision of the zoning resolution. The market oriented planning approach adheres to the following principals:

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

- A market orientation responds to the market demand for land and land uses.
- This orientation places the responsibility for absorbing costs for the impacts of development upon the developer/landowner. Such impacts include, but are not limited to the cost of providing community services such as parks and recreation, public water, wastewater treatment, transportation improvements, schools, police, fire and EMS protection as well as general governmental functions.

Property owners and developers must pay the full financial burden and construct utility and other infrastructure extensions and improvements, including but not limited to road improvements, serving the site. Payments “in-lieu-of” actual construction the infrastructure, equivalent to a pro-rata share, may be accepted if the needed infrastructure would be logically sized even larger to accommodate additional future growth that would be expected in the resulting service corridor.



**Figure V-2: New housing along banks of reclaimed quarry site in Upper Arlington. Note the street is more like a shared access drive, and not engineered for heavy traffic..**

Under this scenario, the Township or governmental unit with jurisdiction (as perhaps the County or Federal government in their rights-of-way) may assume responsibility for planning and installing the correctly sized infrastructure, with developments making the “in-lieu-of” payments as development proceeds. (Also see the discussion of Tax Increment Financing, TIF, in the “Notes” below.)

- The community accepts the responsibility for specific planning for public sector services and facilities pertaining to requirements on the developer for paying for such services and infrastructure. The community together with the Union County Engineer shall establish minimum standards in all cases. The community together with the Union County Engineer shall ultimately determine the adequacy of impact analysis.
- The developer / land owner must modify the project to mitigate identifiable and measurable impacts as well as consideration of external costs caused to the community or neighbors by a project (see other related strategies below).
- Base zoning requirements may be amended with density bonuses, applied to provide incentive for inclusion of desirable additional characteristics and features (see # 5, Incentive and Flexible Zoning, below).

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

- Process improvements, to the extent permitted by the Ohio Revised Code, will be incorporated to reduce the administrative burden upon the property owner / developer. In no way is this principle to be construed in any way that interferes with the community's ability to fully review and investigate a proposed development.
- Developers/ land owners must notify all neighbors and others in the region that are impacted by a proposed project so that they will have the opportunity to review and comment on the proposed project.

### *A Note About Impact Fees and Exactions*

Although the plan calls for a market oriented approach in which land developers will be required to fully and directly absorb the costs of their development and to mitigate the substantial downstream impacts of more residents and traffic, there are some growth management tools that are not available to Townships. One of these is the use of impact fees. Ohio Revised Code only allows the use of impact fees in home rule jurisdictions with charter governments. Even then, it is not clear that home rule counties and townships would be allowed to exercise the use of impact fees. Thus, no Ohio townships have utilized impact fees. Cities that provide fire and EMS protective services may require impact fees for these services.

Granville Township Trustee Jim Havens along with Lynn Straker have met with Ohio Senator Jay Hottinger, to encourage his sponsorship of a new bill which would permit Townships to enact impact fees on new home construction. More recently Ohio Representative Larry Wolpert has

introduced legislation that will permit townships, school districts and other service districts to levy impact fees. Millcreek Township and Fairbanks Local Schools may want to join them in supporting this new impact fee legislation.

The City of Pickerington in early 2005 has been advised by Attorney Mark White of Kansas City, that in his opinion, Violet Township could join the City in enacting impact fees on residential developments. However, the Township's legal counsel maintains that under current Ohio Law, the Township does not have this option. Proceeding with impact fees at this time could expose their Township to expensive litigation, which may not result in a decision in their favor.

### *A Note About Tap Fees*

Tap fees for water or sewer connections were one of the first types of impact fees to ever be utilized. They obviously can only be received by the operator of the water or sewer utility, and so are not applicable to Millcreek Township as a governing body. The City of Marysville is the expected provider of sewer and water within the Township and will set and collect tap fees for these services.

### *A Note About TIFs –Tax Increment Financing*

The ORC allows Townships to enact Tax Increment Financing as a method to encourage specific desired developments. TIFs are usually used to divert property

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

taxes from the incremental increase in property value after construction has taken place, for the purpose of paying for needed infrastructure improvements. This tool has been used extensively in the region as an incentive to attract particularly high end developers of office and retail properties. Although the legislation was extended to apply to residential developments as well, recent opposition to its use for new residential development may restrict its use for residential development in the future.

This form of incentive is in opposition to the above principles of the market oriented planning approach in that the community is covering the cost of infrastructure on behalf of the developer. It is also troublesome in that the property taxes diverted to paying specifically for this infrastructure should have gone to the jurisdictions' general funds and other agencies that would have received a portion of these property taxes; such as parks, senior citizens programs, and County Boards of Mental Health or Mental Retardation/Developmental Disabilities. Schools can also be adversely affected, although the ORC provides them with formal input into proposed TIF districts, and provides them with the ability to specifically be "made whole" in a TIF arrangement. In addition, under current legislation, Townships may lose this power past 2006, and in fact the legislature is considering repealing or significantly altering any authority to establish new TIFs.

Still, so long as permissible, TIF can be a significant incentive tool to attract particularly desirable economic development projects to a community. Such developments have potential for increasing the tax base and also, if strategically located, can provide buffering from neighboring

jurisdictions or between incompatible uses. Millcreek Township should consider the judicious use of TIFs as long as permissible. The key will be to carefully evaluate each project's benefits; additional tax revenue as well as its impact on the goal of managing its growth, against the cost of diverted revenue on local agencies.

### **2. MANDATORY LAND DEDICATION;**

Mandatory dedication of land for road and utility right-of-way, schools and park land is generally accepted as a valid tool in Ohio. The payment of "fees-in-lieu-of" land dedication is now widely accepted, if the fees are calculated on the value of the land that would otherwise be dedicated. This fee-in-lieu-of payment is typically applied where projects are small in land area or where the land available for dedication would not be consistent with the local land use plan for the future sites of parks or schools.

Parks are usually thought of in a hierarchy based upon the size of the population they serve and the types of recreational purpose the park or open space serves. This is discussed further in # 11, Open Space and Pedestrian Linkages below. The amount of total land received in dedication should aggregate the amount of land necessary to serve the range of types of parks needed to serve the various recreational needs of the new residents. At a minimum, the township should set aside for parks:

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

- Neighborhood parks should receive at a minimum 1 acre for every 100 new houses.
- Community parks should receive an additional 0.5 acre for every 100 new houses.
- Active recreation areas should receive another 0.5 acre for every 100 new houses for such activities as soccer fields or baseball fields.
- These are over and above school yard space. The community is encouraged to establish its own standard when revising its zoning resolution..

The amount to be dedicated for schools varies by type of school, and population. Elementary schools may house 400-600 (ideally 300-400) students, middle schools may house 400-800 (ideally 400-500) students and high schools may house 800-2000 students (ideally 1000). The Ohio School Facilities Commission recommends space needs according to either of two slightly differing formulae:

- Elementary – 10 acres plus 1 acre per 100 students
- Middle School – 20 acres plus 1 acre per 100 students
- High School- 35 acres plus 1 acre per 100 students

Or:

- A K-12 building 40 acres plus 1 acre per 100 students
- A K-8 building – 20 acres plus 1 acre per 100 students
- A 6-12 building- 35 acres plus 1 acre per 100 students

As these recommendations are given by numbers of

students, the community is challenged in planning to translate numbers of housing units into student population estimates. Using a current average of about 1.4 students per single family dwelling, the Township may absorb an increase of 2,377 students during the 30 year planning period. This planning period will span 2.5 “generations” of students receiving the entire Kindergarten (K) through 12<sup>th</sup> grade education. So buildings may not have to be constructed to serve the entire expected increase in new students at one time. Total land dedications of at least 65 acres or more per 1000 households may be required. As development progresses, the current distribution of students across the affected school and the expected distribution of students from each incremental new development will have to be closely monitored. Land dedication amounts might have to be adjusted over time.

Land dedications assist with significant costs of new schools, but of course, land is only one component of cost for new schools. In fact for both parks and schools there are construction costs and ongoing staffing and operations costs. Local property taxes and State funding provided on a per pupil basis may keep pace with this growth, but is uncertain for the long term future. The details of such a land dedication from a proposed development should be worked out with extensive input from the Fairbanks School System. Even if impact fees are eventually utilized, they can affect only construction and furnishings related costs. Differing arrangements may be needed in the portions of the Township that affect other school systems.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

### 3. AGRICULTURAL SECURITY

Much of planning literature about rural areas is concerned about preservation of vital farmlands and the areas' agriculture based economy. Preservation's first strategy is to identify the most critical or most important lands for priority efforts and investments. Computer modeling methodologies are evolving to make these determinations with some precision and locate them in very fine detail. Ironically the soil types and topography that are best suited for farming are also best suited for developments of all types. Factors that reduce the suitability of land for aggressive agricultural preservation efforts are the strength of development pressure and close proximity of water and sewer services. Strong development pressure and availability of utilities exist for most of Millcreek Township and indicate that strong land use controls aimed at agricultural preservation might not be a good use of resources in the long term.

However, much of the land in Millcreek Township is still in agricultural use, although as seen in the latest census, most of the labor force in the community is employed primarily in other industries and outside of the Township. Some of its most prominent landholders have abandoned farm operations on their own, and only lease fields to other operators until other buyers and uses can be secured. Some others while operating their farms, supplement their income with secondary careers or businesses. Still others contemplate their upcoming retirements and long to maximize the price they will obtain for their acreage. Higher prices now appear to be available in the region due to urban expansion by private developments. These higher prices will reduce the opportunity for farmers to enlarge

their holdings and operations.

Nevertheless, the community still has families that hope to continue the occupation of farming. The community treasures these farms and the open space they provide. The farmers do not wish to create obstacles to their neighbors with respect to land use, but similarly hope to retain their own ability to continue their own operations and livelihood. They wish to avoid the conflicts that arise from traffic and new residents who may not understand or be tolerant of farm activities.



**Figure V-3: A working farmstead in the North Planning Area. Visual elements include the clustering of the farm structures surrounded by the fields, mature tree and shrubs around the vintage dwelling.**

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

### *Hamlet And Village Style Development*

The Township wishes to protect the ability of landowners to use the “lot-split” or “minor sub-division” as a method of disposition of excess property. However, the tremendous public investment in traffic-carrying facilities including streets, highways, and expressways must be protected by preventing indiscriminate access and strip development on busy roads.

#### CRITERIA FOR PLANNED (NEW) HAMLETS

- It is planned to function primarily as a small-scale (usually about 10-25 acres), compact residential settlement with a compact core of convenience goods stores and community-related functions , including for example, a commons, luncheonette or community-activity buildings, or a place that clearly distinguishes it from the standard rural lot split pattern or single-use, residential subdivision.
- It is a small, compact primarily residential settlement. It should be planned to absorb the development that would otherwise occur on tracts of land along County and township roads. A new hamlet may require a small-scale public water and or wastewater treatment system. The level of development should conform to the capacities of natural resource and infrastructure systems that would exist in the absence of the water/sewer systems.
- It should reflect concerns for traffic safety and be approved by the County Engineer
- It has a range of housing types and styles
- Reliance on septic systems requires large lots, oriented to cluster buildings.

Likewise, traffic generating home sites should be

encouraged to locate in areas where roads are not heavily used by farm equipment. Hamlets permit existing or new development to occur within agricultural areas while preserving the resources and rural character. Existing hamlets often grew up around crossroads. They are not synonymous with subdivisions, though often mostly residential in character; they may have a small compact core of retail, service and community activity uses. New hamlets should conform to the carrying capacities of natural and built systems.

The Township will :

- Provide advisory assistance to and encourage land owners that sell off parcels for home lots, to adopt traditional “Hamlet” style layouts of their parcels; discouraging stripping out parcels along the road right-of-way.
- Encourage the use of shared access, or common access drives (CAD). An example of the concept is Gibson Drive in Millcreek Township. Common access drives must still meet minimum functional and safety design requirements which the Union County Engineer would stipulate.
- Develop incentives for use of hamlet style lot layouts.
- Consistent with the Township’s desire to use a market oriented planning approach Millcreek Township’s plan will expressly provide security for the continuation of agricultural activities and also protect

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

the right to subdivide land. These elements are described again in the Planning Area Recommendations that follow.

### 4. CONSERVATION DEVELOPMENTS

Where large scale developments are proposed and can be supported with utilities, the preferred method of development will be the Conservation Development. Conservation Developments in general include these principles:

- Resource protection, both natural and historic (see specific environmental recommendations below).
- Significant open space set asides (50% or more) with clustering of structures on smaller lots. Promote or require direct access and contact of a majority of the created residential lots with the provided open space.
- Base density definitions on Gross density of the development instead of on lot dimensions.
- Diverse offerings of housing styles and features.
- Mixed uses to support the needs of the development; f. child care centers, schools, churches, limited retail, medical offices, recreation facilities etc.
- Extensive use of landscaping and aesthetic features.

With respect to resource conservation considerations and the use of conservation development, it is recommended that the Township implement, at a minimum, the recommendations

of the *Darby Creek Watershed Storm Water Management Strategies and Standards for New Development*.

The recommendations of the Ohio EPA's (Environmental Protection Agency) released May 16, 2005 are better. These recommendations, though generated for the particularly sensitive Darby Creek watershed, will be increasingly beneficial throughout the township as the State of Ohio has begun planning for improving the quality of the Scioto River watershed as well. The standards can be incorporated into the Township Zoning Resolution and County Subdivision Regulations. Major principles include:

- Minimize use of impervious surfaces (paving) in design of a project, and encouraging the use of new technology paving materials that allow water infiltration into the soil.
- Allow relaxed lot widths and side yard requirements to minimize roadway length in new developments (similar to principle b, above).
- Allow sidewalks and walking paths to be placed on only one (1) side of the road on lightly traveled neighborhood streets.
- Direct rooftop runoff and a majority of other runoff to pervious areas such as yards, open channels and other vegetated areas, and not onto the roadways or a pipe-based storm water conveyance system.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

- Use of vegetated open channels in the street right of way to convey and filter storm water runoff.
- Modify parking requirements in the Zoning Resolution to promote shared parking between uses that have different peak usage times. Do not over design the number of parking spaces required.
- Design parking areas with pervious surfaces in spillover parking areas. Incorporate filtering strips into the required landscaping and buffer areas around parking areas.
- Utilize localized vegetated “rain gardens” as recipients for storm water runoff.
- Discourage the enclosing, straightening or relocating of streams in new development design.
- Require retention or create vegetated buffer along all perennial streams, wetlands, areas of steep slopes and floodplains. A minimum width should be 100 feet in both directions from the center line of the stream, or edge of other features.



**Figure V-4: Mixed use development around a reclaimed quarry near Upper Arlington. The deck in the foreground is part of an office building.**

### 5. ZONING

Zoning is a tool that is expressly within the powers of the Township government. The Township has already made provisions for a review and update of the Zoning Resolution immediately after completion of this plan. The new planning approaches outlined for the township and the complex issues that face the community indicate that a major rewrite of the zoning resolution will be needed to give the township the tools to strike the balance between accepting growth and controlling its impacts. Specifically the task of rewriting the zoning should address the following:

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

- Developing more districts with more closely defined classifications and permitted uses.
- Provide for allowing multifamily housing as a conditional use near U.S. Highways or commercial centers.
- Secure sufficient land for tax generating uses; i.e. industrial, office, commercial.
- Carefully utilize zoning incentives, PUDs and variances to produce higher quality development.
- Explore use of Special Assessment Districts or Community Authorities to accommodate project needs without impacting current resident taxes.
- Require buffering between different or incompatible land uses and to protect privacy and rural atmosphere.
- Use transitional land uses and densities as a buffering technique.
- Explore creation of a Demolition Permit process to encourage the reuse of architectural resources.
- Adopt the use of the Checklist Analysis format to evaluate future development, rezoning, or variance requests.
- Increase the minimum lot size of lot splits to at least 5 acres where public water and sewer will not be used.
- Proactively eliminate the demand for Conditional Use

Permits. The revised resolution should amend the process to more effectively administer and enforce conditional use stipulations.

### *Incentive and Flexible Zoning*

Incentive zoning works to allow relief from certain requirements within the zoning code in order to stimulate the voluntary provision of features that advance the goals of the Township as expressed in its Comprehensive Plan. For example, an increase in housing density in a project might be permitted in exchange for significant increases in open space or landscape features. Another example might be the ability to exceed height or floor-area-ratio in commercial areas in exchange for voluntary provision of public plazas. The amount of deviance from the underlying zoning would be limited to a clearly defined range of variance that might be attainable with target ranges of the desired amenity. Clearly the use of such techniques will not apply in areas where the underlying zoning is already at minimally tolerable specifications.

The use of incentive and/or flexible zoning must be based upon clearly defined criteria, and should be reviewed by professionals or experienced zoning officials to avoid arbitrary application of the standards.

The City of Dublin uses a form of incentive zoning through the use of density bonuses in exchange for provision of significant amenities and design features, beyond the basic requirements of their zoning (which by itself requires much more than most communities). See

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

the sample chart on the next page from their promotional document titled *“The Road to WOW”*.



**Figure V-6: Unique architectural features that evolved locally, such as the bowed gables and gothic inspired windows shown here, contribute to the identity of a community. While they should not be slavishly replicated, they might be “WOW” features, providing inspiration for new structures and art.**



# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

### *The Planned Unit Development (PUD)*

The Planned Unit Development is a similar zoning vehicle wherein the entire development plan can be negotiated to achieve sounder results. The Township already has some provisions for PUD. The PUD is typically applied to parcels of an established minimum size, (e.g. 20 acres or more), and is applied at the request of the developer instead of having to comply with the underlying zoning, or instead of applying for other defined available zoning districts. In either case, the benefit available to the developer must be significant enough to encourage their use. The use of zoning incentives should not result in economic benefit to the developer that is not commensurate with the public benefit gained.

### *Non-Legislative Land Use Control*

Deed restrictions are a form of voluntarily accepted restrictions on a variety of aspects of design, aesthetics or uses of property that is conveyed by a seller to the new purchaser by being attached to the deed to the property. Deed restrictions, unlike zoning, are not legislation and can be enforced only by civil suit brought by those harmed by a violation- usually other purchasers of property in the same development. Deed restrictions placed on property by sellers generally control the initial development quite well. However, over time, aspects of the restrictions may lose their effectiveness if neighbors are unwilling to risk the legal costs, acrimony and recriminations that might result from filing a law suit. Land owners that wish to exercise some control over the quality of future development of their land and guarantee against a developer switching plans after attaining title to the land, should be given assistance in

finding legal counsel for drafting such restrictions. Note that deed restrictions are important in the governance of Community Authorities which are discussed later in this section.

### **7. IMPACT ANALYSIS REQUIREMENT**

Any proposed development should require the submission of a Community Impact Analysis at the application for subdivision. This quantitative analysis must address the effects which the proposed development might have on the health, safety, general welfare and the quality of life in the Township. The Impact Analysis shall include but not be limited to the following: location and access, topography and drainage, adjacent land use, site land use, vegetation, soils, sanitary sewers, storm drainage, natural drainage-ways and flood plains, air and noise pollution, water quality and supply, the provision of public utilities such as electricity and natural gas, impacts on schools, impacts on park and recreation lands and activities, impacts on existing fire and police protection, traffic projections and traffic control. If the County subdivision regulations do not require all of the above, the Township should pursue having the subdivision regulations modified to include them.

Additionally, estimates shall be included related to tax effect, market analysis and economic impact, and construction scheduling. This analysis may form the basis for negotiated mitigation methods to insure developers bear the true cost to the public of their projects.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

### 8. COMMUNITY AUTHORITIES, JEDDS, CEDAS and SPECIAL ASSESSMENT DISTRICTS

#### *New Community Authorities*

New Community Authorities may be established through petition filed by a developer with the clerk of the Board of County Commissioners. If located entirely outside a municipality, the district must be at least one thousand (1000) acres, and must be owned or controlled by the developer, if a private entity. The entire acreage must be developable as a single functionally interrelated community. The Community Authority if properly planned and approved has the power to raise funds for the construction of infrastructure and community facilities, including schools, through the levying of “community development charges”, charging of fees, receipt of gifts, grants, or investor funds, may sell or lease land, and may issue bonds to be paid for by its revenue streams.

Land within the district of a Community Authority may be annexed to a municipality. The Community Authority has no police powers, and land parcels are subject to the planning, zoning and subdivision regulations of the jurisdictions in which they exist. It is also subject to the laws, police and fire protection services of the jurisdiction. If water and sewer services are not otherwise available, the Community Authority may provide these services.

Community development charges may be payable annually and are voluntarily subscribed to as they are conveyed in the deed restrictions as set by the developer. The Authority is governed by a board of trustees made up of residents and

representatives of the developer and affected jurisdictions. Any government or agency may enter into agreements for services with the Authority.

Examples of Community Authorities established in Ohio include, The Newark Granville (Twp) Community Authority, the New Albany Community Authority, and the River South Community Authority (the old Lazarus building in downtown Columbus).

#### *Joint Economic Development Districts (JEDD)*

Joint Economic Development Districts are multi-jurisdictional agreements in which governments agree on arrangements to share costs of services and taxes and jointly plan districts in which business and industrial uses are encouraged. The agreements allow for a three year moratorium on annexation or a mutually agreeable compromise regarding annexation and services. JEDD’s allow the communities to jointly benefit from cooperative efforts, and not expend resources in competing for new economic development.

The Board of the JEDD district may levy income taxes payable by workers and corporations in the district. Townships are not allowed to collect income taxes. The property taxes collected by each jurisdiction continue at the same rates. The JEDD Contract will outline any agreements on how costs and taxes will be shared. The JEDD may also outline joint land use regulations, or the underlying regulations can continue to be enforced.

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

### *Community Economic Development Authorities (CEDA)*

Community Economic Development Authorities are similar to JEDDS in their use and benefit to a community, but are considered to be more flexible. The CEDA may involve residential developments where JEDDs cannot. CEDA's can also resolve the issue of hostile annexations, either through agreed on moratoria, or by virtue of allowing the annexation but without withdrawal from the Township. Property taxes continue to be collected according to jurisdiction. However, if the municipal corporation has an income tax, and has annexed land within the CEDA district, they will share some of the income tax with the Township. Payments-in-lieu of taxes and service charges may be negotiated between the participants.

The cooperating jurisdictions can agree to apply for grants, share the costs of services and improvements and cooperate in any agreed on fashion regarding development standards for the areas within the CEDA area. School district boundaries do not have to change and usually agreements for any tax abatements will keep the school district "whole".

### *The Special Assessment District*

The Special Assessment District is another alternative to impact fees and similar to the Community Authority, though smaller in scale. Assessment districts allow for a given geographic area, such as a downtown district, to voluntarily self-tax, i.e., assess a special additional tax only within that district in order to provide specific public improvements, such as parking lots, landscaping and beautification projects or even

staffing for an organization that serves the general good of that district, like a district management director. These would be established in an emerging commercial district in partnership with the project developer or group of property/ business owners within the district boundaries.

Millcreek Township should explore any and all partnerships and encourage the use of new entities where the resulting agreements promote the overall goals and policies of the plan.

### **9. BUFFERING**

Use of buffering techniques, such as physical separation of uses through transitional areas, open space, fencing, and/or landscaped planting areas will be required to mitigate or eliminate potential impacts upon existing neighboring uses. The extent of these requirements will be determined by the degree of incompatibility between the existing or expected uses and the proposed development and will be detailed within the provisions of a revised Zoning Resolution.

Typical buffering mechanisms include landscaping materials (trees and shrubs) fencing, mounding, set backs and adjusting site layouts to reduce visual intrusions.

### *A Note About Transitional Uses as Buffering*

Some uses and densities are perceived as undesirable and generally not preferred for the Township. However, some of these if allowed in limited, controlled locations,

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

can help to buffer conflicting uses. At the same time, they can help to increase the tax yield of the buffer zone, the economic yield to the property owner and ultimately the tax receipts to the schools and Township. Such transitional uses must adhere to the same high design and development standards as others in order to enhance the overall desirability of the Township as a preferred location and not detract from the value of surrounding property.

For example, multi-family properties are often used as such buffering use between high end housing and highway oriented commercial enterprises. If primarily developed as rentals, they have the tax yield of commercial property, while on average yielding only 0.4 students per dwelling unit to the school system. If primarily developed as “empty-nest” or retirement communities, they provide housing options for seniors that are low maintenance, convenient to services, and almost no drain on the school system. Likewise having a supply of relatively denser and smaller single family homes can serve as a buffer between higher intensity uses such as commercial, office and light industrial. It also expands housing options if appropriate standards are in place.



**Figure V-7: Example of Buffer: Warehouse District to right of road and upscale residential on the left. The developer constructed 10 foot high mounds on both sides of the road, and planted each with rows of shade trees, flowering trees and evergreens. There is a walking path along the residential side connecting to the city park in the background, the warehouse district on past the foreground, and a retail area ½ mile away at the arterial road.**

The Township should undertake the following steps with regard to buffering of incompatible uses:

- The Township should incorporate within its zoning resolution a set of landscaping and buffering standards. Buffering should be performance based, i.e. defining the level of effective screening or physical separation desired between incompatible uses. For example, tall enough and dense enough to

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

screen car headlights, simply to provide privacy, or dense enough or distanced enough to mitigate loud noises or air bourn dust or particles. According to the market oriented approach, these standards should provide criteria outlining the necessary degree of buffering that would mitigate and allow an applicant of any type of use to locate on a parcel next to any existing use, without creating nuisance. (However, if the parcel is too small to accommodate that level of buffering, than the proposed use must be denied and locate elsewhere or acquire more land.)

- The Township should allow for a small amount of multi-family housing as a transitional use between commercial/office/light manufacturing and residential subdivisions. These would most likely be located in the southern or eastern regions, close to the major transportation routes.
- The revised zoning resolution should lay out more zoning districts than the Township has currently, allowing for multiple layers of density and intensity; e.g. several types of business districts, several types of residential districts, several types of rural districts, industrial districts, planned unit developments (PUD) and special use districts. By providing specifications for more zoning classifications, it is possible to transition gradually from higher intensity to lower intensity while maximizing the use of land. Where market forces demand abutment of completely different uses, requirements for setbacks and buffering should be increased and stated within the zoning requirements for each district such that the opportunity for conflicts between neighboring uses can still be minimized.

**Figure V-8: Example of high end residential clustered between river bank and reclaimed quarry/lakes, which buffer the density of this small area development.**



### 10. “TREE COMMUNITY PROGRAM”

As the Township transitions from agricultural use, it should utilize zoning standards and natural resource oriented programs to stimulate the replanting of trees, i.e. develop a “Tree Community Program”. This concept is borrowed from the National Arbor Day Foundation’s Tree City Program®. Though the foundation does not recognize townships for this designation, Millcreek Township can distinguish itself by adopting its principles.

Millcreek Township is characterized by land that was

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

once agricultural in use, and thus largely cleared for crop production. As different land uses become more predominant, the Township should support technology and policies that enhance natural resource protection and the overall aesthetic and marketability of the land at the same time. The National Arbor Day Foundation® points out a number of sources that support the practical benefits of repopulating the land with trees, including:

- Homes and businesses that are newly built on previously cleared fields are susceptible to high energy usage due to the lack of natural wind breaks and shade. “The net cooling effect of a young, healthy tree is equivalent to ten room-size air conditioners operating 20 hours a day.” – U.S. Department of Agriculture. “Shade from trees could save up to \$175 per year per structure in air conditioning costs.”- Dr. Lowell Ponte.
- Homes without trees have a curious appearance of not being anchored to the land, creating a visual intrusion on the landscape. “Landscaping, especially with trees, can increase property values as much as 20 percent.” – Management Information Services/ ICMA.
- “Trees can be a stimulus to economic development, attracting new business and tourism. Commercial retail areas are more attractive to shoppers, apartments rent more quickly, tenants stay longer, and space in a wooded setting is more valuable to sell or rent.”- The National Arbor Day Foundation.
- “The planting of trees means improved water quality,

resulting in less runoff and erosion. This allows more recharging of the ground water supply. Wooded areas help prevent the transport of sediment and chemicals into streams.”- USDA Forest Service.

- “In laboratory research, visual exposure to settings with trees has produced significant recovery from stress within five minutes, as indicated by changes in blood pressure and muscle tension.”-Dr. Roger S. Ulrich, Texas A&M University.



**Figure V-9: Street trees planted with grant assistance program. Creates a shady boulevard and softens the effect of buildings and paved surfaces. Grove City, now requires street trees in all new developments.**

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

The Tree City Program has four main components:

- Create a Tree Board or Department.
- Adopt a Tree Care Ordinance.
- Implement a Community Forestry Program with an annual budget of at least \$2 per Capita.
- Issue an Arbor Day Proclamation and conduct Arbor Day Observances.

Due to its relatively small size, Millcreek Township can integrate these concepts into other implementation steps of its Plan. The duties of a Tree Board could be set up under a Parks Committee. A Tree Care Ordinance is easily made a part of the landscaping standards this Plan recommends under the revised zoning code. Issuing an Arbor Day Proclamation is merely a matter of political will. Establishment of a Community Forestry Program with an annual budget of at least \$2 per capita will of course require budget adjustments, a volunteer capital campaign or perhaps a corporate sponsor, but could also be a part of a larger parks and open space capital planning effort. Citizen groups could organize Arbor Day observance, which may be as simple as a tree planting ceremony that involves members of the community, a program for planting of trees in memory of loved ones in a Memorial Park, or as in New York City, a program enlisting citizens to find and nominate “Great Trees” of unusual size and age, species or location, or connected with an historic event. Each Arbor Day’s celebration honors the “Great Trees”.

Because reforestation efforts require a great deal of time to demonstrate their impact, sometimes decades until the plantings reach maturity and functional size, the Township must recognize the importance of protecting existing landscape features in addition to promoting an intensive planting program. The Township should also recognize that:

- Existing woodlots and riparian stream banks in the Township are of themselves rare features that warrant protection from clear cutting practices.
- Landscaping standards and development standards must restrict the clearing of healthy trees by developers. By adopting landscaping standards into the zoning code the Township can promote its Tree Community concept, as well as accomplish the buffering needed to minimize the impacts of new development upon the landscape and preserve the quiet rural character.
- The Township should promote the education and voluntary participation on the part of all property owners in programs conducted by the Department of Natural Resources, Soil and Conservation Services and the National Arbor Day Foundation. They often provide saplings of trees and shrubs at low or no cost. Such a model will require the Township to seek out as many opportunities as possible for reintroduction of trees and shrubs when taken out of agricultural use.
- Landscaping and buffering standards of the new

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

zoning resolution should stipulate the planting of trees along site boundaries, new subdivision streets (street trees) and extensively in parking lots and other buffer zones.

- Improvements of land set aside for parkland should include tree and shrub plantings in areas not reserved for playing fields. The Township's revised zoning ordinance and landscaping standards should spell out the desired degree of plantings in various situations, along with a planting list of trees and shrubs that are better suited for use under differing conditions.



**Figure V-10: Wilderness Trace subdivision provides a model of building while retaining existing tree stands. The set back from the road preserves the rural feel of open space. Also note the natural drainage swales.**

### 1. PARKS, OPEN SPACE AND PEDESTRIAN LINKAGES

Open space within a community can have many forms. It may lie within public or institutional ownership, as in public parks or school or churchyard play spaces. It may exist as undeveloped setbacks or un-developable tracts around private property. It may consist of easements donated or purchased for conservation purposes by individual landowners. The Township will encourage the aggregation of expanses of open space for the purpose of community recreation and to retain the spacious, quiet rural character of the community. This will be accomplished through a number of principals and techniques already outlined by this document.



**Figure V-11: Recreational path created along former canal tow path in Piqua, Ohio, links the entire City parks system.**

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

As the Township continues to develop, there will be an increasing need to have non-auto oriented pathways linking the community and its natural and social resources.

- New developments shall provide for safe alternative transit for its users that will be easily connected to an evolving interconnecting system of sidewalks and walking/biking paths.
- The stream of Mill Creek and other natural drainage-ways and woodlands will, where possible, be sought for incorporation into the open space and pedestrian linkage system.
- The Township will plan for and provide additional recreation space as needed with increased population growth, to achieve national standards. The location of future parks might include unique landmarks, shared playground space with future schools or dedicated (transferred to Township ownership) open space from developments as part of mitigation of impacts from growth.
- The Township will also promote the use of transfer of development rights (TDR) and donations of easements (scenic, conservation, agricultural, historic) as methods to maintain the pastoral visual quality of the township. The Ohio Department of Agriculture offers a high level of protection and options for continued use of property held in conservation easement. It also actively promotes the use of TDR as a way for farmers to realize increased economic return from their property while still being able to conduct agricultural activities. Heritage Ohio, Inc. provides

services, including the holding of façade easements on historic buildings. The National Trust for Public Land provides education, support and sometimes financing to obtain and protect significant tracts of property. Local land trusts may be created in Ohio, and the Township should explore supporting such a group if proposed in the future.

- The Township will explore the creation of a citizen based Parks and Open Space Committee to help coordinate the acquisition and development of parks and trails and could serve as the oversight committee for the Tree Community Program.

### 12. HOME BASED ENTERPRISES

Rural communities are particularly conducive to small and home based enterprises. These types of businesses are expected to play a larger role in the American economy in the future. The Township will be supportive of such endeavors, but these endeavors will be subject to the same requirements for preventing nuisance through buffering and mitigation of impacts as dictated in the zoning resolution regulating the size and intensity of home based enterprises and stipulating the buffer between land uses. The zoning resolution will be reviewed and updated to insure that requirements and buffers are sufficient to protect neighbors from such enterprises. The zoning resolution will also be reviewed and updated with regard to signage, parking and traffic generated by a home based enterprise.

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

### 13. TRANSPORTATION NETWORK AND ACCESS MANAGEMENT

The tremendous public investment in traffic-carrying facilities including streets, highways, and expressways must be protected by preventing indiscriminate access and strip development. Development requests, including rezoning requests of land abutting major roads, will be denied if the proposal's traffic control features are not adequate as determined by the Union County Access Control and Thoroughfare Plan or through quantitative analysis by the Zoning Commission and / or Township Trustees.

The Union County Engineer uses the Ohio Department of Transportation (ODOT) functional classification system as a management tool, to establish possible funding sources and standards for maintenance and design. Roads have two main functions: land access and traffic mobility. Arterials are roads that function mainly to move traffic, and local roads serve mainly to provide access to uses of land. There is a further distinguishing between principal arterials and minor arterials. Principal arterials serve statewide or interstate travel as well as major activity centers and high volume corridors. Minor arterials connect cities and towns, supplementing the principal arterials. Expressways and freeways exhibit higher rates of speed, more through traffic and controlled access. Collectors and local roads should have little through traffic and slower speeds, particularly providing access to homes.

Millcreek Township consists almost entirely of local roads at this time. The obvious exceptions are U.S. Route 33 and U.S. Route 42. Route 33 is designed and functions as a

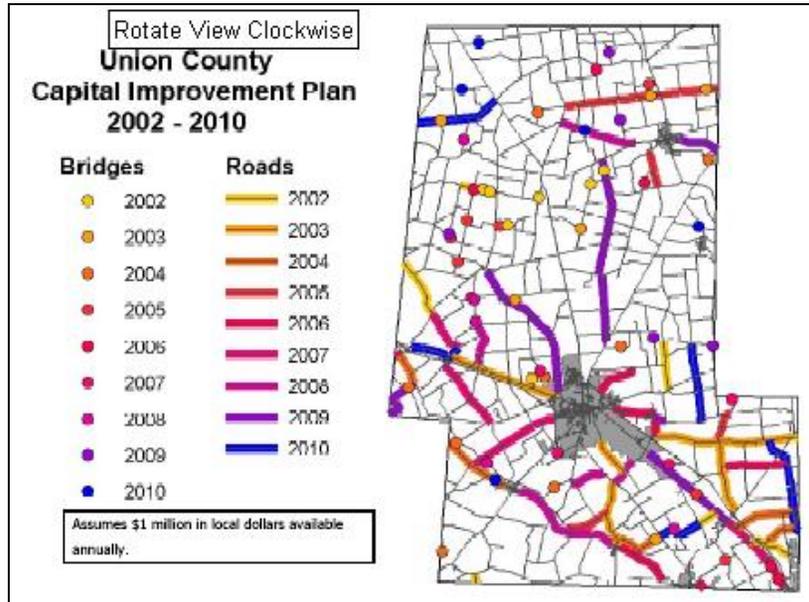
controlled access freeway as it traverses Millcreek Township to its west. Route 42, on the other hand serves as an arterial but with heavy volume and high speeds that may already exceed its design capacity. Any large scale developments within Millcreek Township will most likely require the construction of local roads to open up the development sites as well as the improvement of roads to serve as collectors and minor arterials to provide access to the U.S. Routes.

At this time, the Union County Engineer shows only one planned road improvement, the realignment of Harriott Road to connect with Derio Road at Watkins-California to improve traffic flow there as development occurs. However, this project is not yet scheduled in the capital improvements plan. Outside of Millcreek Township, to the south, an extension of HOME Road is contemplated to serve as an east-west connector and Hyland Croy Road northward in an anticipated growth area. If and when constructed, these may relieve some of the traffic now seen at Jerome Road and U.S. Route 42. This project is also not currently in the County's Capital Improvements budget. The reader is advised to contact the County Engineer for the most recent updates to the Capital Improvements Plan. A new Future Roads Plan is being developed at the current time that will affect parts of Millcreek Township.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

**Figure V-12: 2002 Union County Capital Improvements Plan.**



To the southwest of the Township, ODOT is beginning the planning and engineering for a realignment of U.S. Route 42 around Plain City. This project will have the effect of enhancing the flow of truck traffic between I-70 and U.S. Routes 33, 23 and I-71. When completed, this project will probably lead to an increase in volume and speed of the already heavy truck traffic on Route 42.

The Township should adopt the following policies in order maintain safe and orderly flows of traffic:

- In keeping with Market Oriented concepts, the Township

should closely examine the traffic impacts of proposed developments. The costs of improvements to mitigate these impacts should be borne by the developers.

- All non-residential developments and large scale residential developments shall be located with direct access to an improved designated major thoroughfare or near major interchanges. The intensity of land use changes must be controlled to keep traffic volume from exceeding the design capacity of any thoroughfare.
- Zoning setbacks should be adjusted for Route 42, Watkins-California Road and Harriott Road to protect future right-of-way needs for widening these roads in the future.
- Internal private roads and easements may be considered as an alternative to dedicated public roads by developers making good use of conservation development concepts.
- Encourage the use of Common Access Drives (CAD) for adjoining home sites created by “lot splits”. (See Section 6, Hamlets and Village Style Development, above.)
- Leapfrog development proposed to bypass active farms should show how traffic will be diverted away from the roads in use by wide and slow moving farm equipment.

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

### 14. CHECK LIST ANALYSIS

To promote a systematic review of development proposals, variances and all rezoning amendments, the Zoning Committee and the Trustees may use answers to the following questions to aid in their analysis and decision making:

1. Is the proposed development (or change) consistent with the Township's vision?
2. Is the proposed development (or change) contrary to the future land use plan?
3. Is the development (change) contrary to the established land use pattern?
4. Will approval be a deterrent to the improvement or development of adjacent property in accordance with existing plans and regulations?
5. Would change create an isolated, unrelated district?
6. Would change alter the population density pattern?
7. Will the proposed development increase the load on public facilities beyond reasonable limits (water, sewers, streets, schools, etc.)?
8. Are the development boundaries logically drawn in relation to existing conditions?
9. Have the basic land use conditions changed since the Comprehensive Land Use and Growth Plan was prepared?
10. Will the change adversely influence living condition of adjacent properties and those already in the surrounding area?
  - Create or appreciably increase traffic congestion or hazards?
  - Create or appreciably increase noise levels to the point of nuisance?
  - Create or increase exposure to dust, fumes, toxins or airborne particles that are hazardous to those living or working nearby?
  - In any way impact the health, safety, general welfare, quality of life or normal use and enjoyment of adjacent properties and the neighborhood?
  - Attract elements to the site that would be dangerous to adjacent properties and the neighborhood?
  - Seriously affect the natural character of the land to the point of creating potential hazards; including but not limited to, soil erosion, creation of flooding hazards, contamination or disruption of the water supply, disruption of sanitary disposal equipment?
11. Will the proposal constitute a grant of a special privilege to an individual which will not be granted to others? Does the proposal create special privilege at the expense of the general welfare?
12. Are there reasons why the property cannot be used as it is presently planned or zoned?

# COMPREHENSIVE LAND USE and GROWTH PLAN

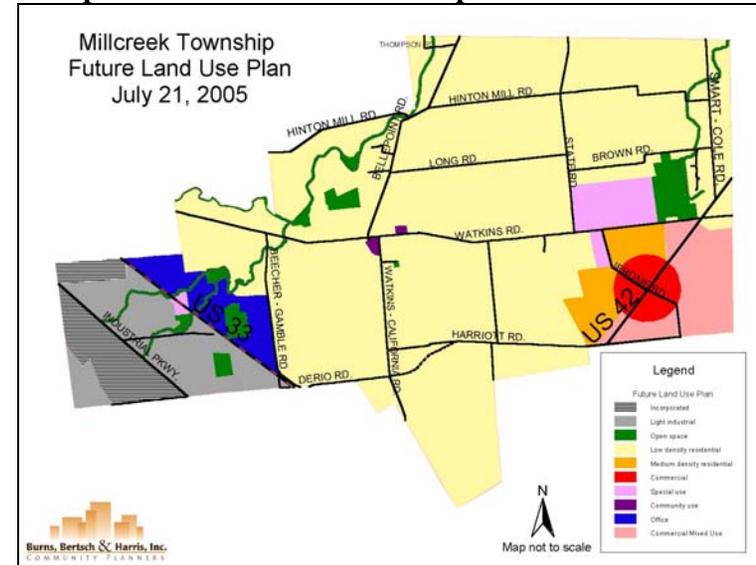
## V PLANNING AREAS & RECOMMENDATIONS

13. Are there alternative undeveloped sites that are more appropriate for the proposed use(s)?
14. Is the change out of scale with the area's needs? The neighborhood's needs? The Township's needs? The region's needs?
15. Are the proposed uses adequately buffered, via distance, landscaping, fencing or a combination of any or all, to prevent nuisance to neighboring occupants or to occupants of planned uses of the neighboring land in the future?

### PLANNING AREAS & RECOMMENDATIONS

The Township is not expected to see the same rates of growth or the same demand for various types of growth. It seems to suggest that there will be four regions, or Planning Areas, that may deserve separate analysis. Many of the recommendations are the same or similar for each. However, certain recommendations are going to have more relevance in some areas, depending on growth pressures and future decisions of individual land owners.

**Composite Future Land Use Map**

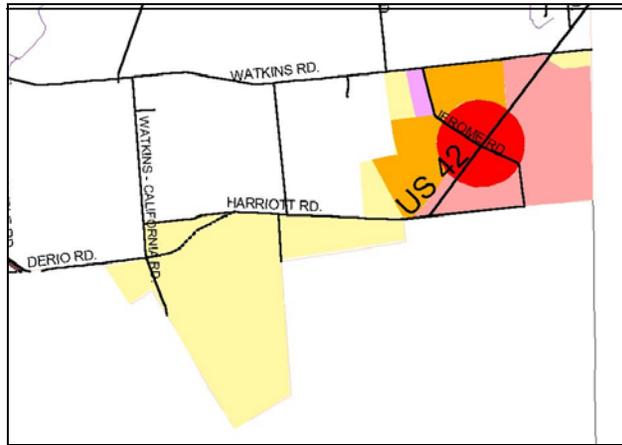


*\*Please note that the maps of all planning areas show roads and other edges that appear to be boundaries delineating a land use district. These are merely approximations used for mapping convenience and are not intended to be specifically limiting to the various land uses.*

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

### *SOUTHEAST PLANNING AREA*



**Figure V-13: Approximate area of Southeast Planning Area.**

This is roughly the Southeast corner of the Township, in the area surrounding the intersection of U.S. Route 42 and the major north-south connector known as Jerome Road. A large landowner in this area has openly declared an interest in developing their property, and has gone so far as to acquire a strip of business class zoning at a depth of 500 feet on both sides of the roadways under the current zoning classification (the zoning code will be revised in 2005). East of State Road and extending past the intersection of Jerome Road and Watkins Road, Shelly Materials Company has acquired a significant amount of acreage that is intended for eventual expansion of their quarry operations. Water service is potentially available from Del-Co in Delaware County, as well as from Marysville and Columbus, and is therefore not a barrier to development.

High speed and heavy truck traffic is a barrier to effective development along Jerome Road between Watkins Road and U.S. Route 42. Similarly, Watkins Road and U.S. Route 42 are used heavily by trucks. Extensive road improvements would be necessary to insure the safety of future residents and users of commercial property developed in the area. In particular, Jerome Road and the intersection of Jerome Road with Route 42 should be considered for widening and improvement. See Section 13 above, Transportation Network and Access Management.

However, near Bell Road, the property is still in agricultural production and the ability to continue farming operations peaceably needs to be protected. Likewise, south of Harriott Road, the current land uses and intentions of some property owners indicates future transitions from agricultural uses, though seemingly not at an even pace. This sector is also quite similar to the conditions and challenges as described for the Central Planning Area, but with significantly higher development pressure due to proximity to major transportation and recent plans announced by developers. Jerome Township has designated Watkins-California Road lying north of Route 42 as a manufacturing district. Therefore, at the borders shared with Jerome Township in this area, Millcreek Township will have to designate higher buffering requirements for any future developments that may someday abut substantially differing uses in Jerome Township.

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

The major characteristic of the Southeast Planning Area is that it is under significant development pressure. Its location and current zoning and usage along Jerome Road also creates an opportunity for the community to realize higher tax generation from higher intensity uses that can be confined at the outskirts of the township, minimizing traffic intrusion into the center of the Township. The Township must increase tax revenues for both it and the schools in the face of increasing population. Therefore, it should maximize its opportunities in this area. Best practices in land use planning will allow for a mixture of complementary uses in this area, with the most intense uses and high densities encouraged at the locus created at Jerome Road and U.S. 42. The principle of buffering will create a transitional sector around this intense area that will gradually step down the permitted intensities of uses as well as densities. Landscaping and set back buffering requirements will be extensive in all cases, but will increase as uses transition to the lowest density housing and agricultural uses at the western edges of this planning area.

### *Southeast Planning Area Recommendations:*

1. The land use designations shown on the map are not intended to be rigidly applied to specific parcels, but only to demonstrate a general area where particular uses, if developed could be consistent with the community's vision.
2. Highway improvements at the intersection of Jerome Road and U.S. 42 must occur in pace with or prior to construction of the commercial center. These will likely include traffic lights and road widening with turn lanes. In particular, Jerome Road and the intersection of Jerome Road with Route 42 should be considered for widening and improvement.
3. Protect future right-of-way needs for widening and improvements in the Jerome Road, Watkins-California Road, Harriott Road and U.S. 42 corridors.
4. The commercial center must include an internal circulation system that can be linked with adjacent developments with new public collector streets and keeping local traffic separated from through traffic.
5. Utilize traditional town development features:
  - Allow the commercial center to consist of a mixture and variety of uses, including some upper story residential, and to have wide latitude in building height and bulk.
  - Demand high quality design in buildings, and fixtures (lighting, benches, trash bins) and landscaping of grounds and parking facilities.
  - Screen and locate parking facilities so they are not the prominent feature, but are accessible and easy to find.
  - Retain, reuse and integrate historic farm houses and barns into the project design, especially the Conklin Dairy Farm.
6. In the short term, major residential developments should mostly be kept to the south of US 42 in this

# COMPREHENSIVE LAND USE and GROWTH PLAN

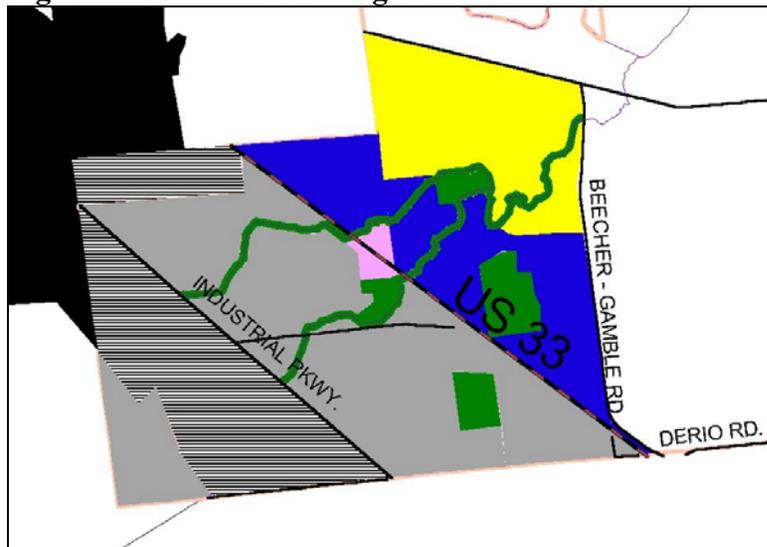
## V PLANNING AREAS & RECOMMENDATIONS

area, unless safe access can be designed, most likely with new collector streets.

7. Retain a long term perspective for upscale or recreational re-use of the quarry site. In the short term, re-zone it for special uses, with only the continuation of the existing operation to be permitted as of right.
8. With the extension of water and sewer service, residential densities of up to 3 units per acre could be tolerated with appropriate reservations of open space and conservation site design and layout.

### ***WEST PLANNING AREA***

**Figure V-14: West Planning Area.**



The boundaries of this area are also approximate, but consists of the area generally to the west of Beecher-Gamble Road and south of Watkins Road. This area is transected by U.S. 33, a major transportation corridor, which has limited crossing points in the Township, and currently no actual interchange in the Township. Although the lack of direct access to U.S. 33 is somewhat limiting to development, it could be created, and access is currently not so far away as to create any real disincentive. For example, the State of Ohio owns right-of-way at the center of this stretch which is used as a rest area but which could be developed into an interchange. This area has been noted as “Special Use” on the Current Land Use Map on page 16. Other potential locations for new interchange development include the area currently around Derio Road and Beecher-Gamble Road, or slightly to the south if realignment of Derio Road should occur. Should the State of Ohio designate actual plans for an interchange in Millcreek Township, the Township may wish to revisit and create more detailed land planning around the interchange.

Currently part of this area is zoned for industrial uses. Industrial uses have already developed in the corridor of U.S. 33, although were annexed to Marysville. The annexed area and U.S. 33 itself have physically isolated the extreme western edge of the township from the rest. The City of Marysville acquired 100 acres of property for a new state-of-the-art waste water treatment facility at the southern extreme, just west of Beecher-Gamble Road. These factors again present an

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

opportunity for the Township to locate uses that will generate significant tax income for the schools and the Township operations. And again these will be located at the outskirts of the Township, minimizing traffic inflows into the less densely populated areas, and minimizing the need for further road improvement projects.

These properties have prominent exposure to U.S. Route 33, and the Township should exercise care to create developments that convey an image that will help to attract major corporations and institutions that desire the exposure. Excellent examples are the campuses created by Scotts in Marysville or Cardinal Health in Dublin.

**Figure V-15: Scotts Company Campus viewed from Watkins Road.**



But also important is the fact that a fork of Millcreek itself winds northward through this area with at least four significant wood lots. The stream corridors have been identified in the 1998 Union County Comprehensive Plan Update as presenting long term opportunities for recreation corridors. Whether or

not easements are ever obtained to develop pathways, these corridors and woodlots represent an important area needed for erosion control and water protection. Protection measures discussed in the General Recommendations, above, that include development set backs, reforestation efforts and planting of vegetative cover will serve a second but equally important purpose of maintaining a rural aesthetic.

The area between U.S. Route 33 and Industrial Parkway still contains working farms and several historic farmsteads. As the area develops, care must be taken to insure that working farms can continue operations unimpeded. Historic farmhouses and other structures should be documented and be encouraged to be adapted and reused in the future, to maintain the Township's heritage.

Thoughtful site planning must be required of developers in this area to protect these natural and historic features and will not be a hindrance to creating highly attractive and desirable projects.

### *West Planning Area Recommendations:*

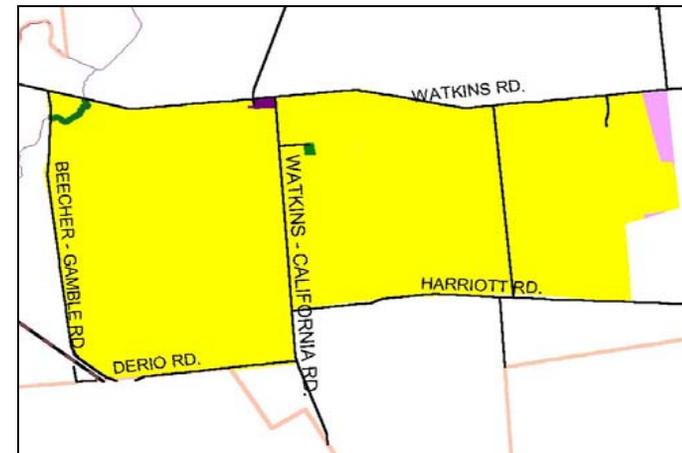
1. Create a zoning designation for upscale office, professional, educational, research facility and supportive uses.
2. Retain and reuse or move historic structures.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

3. Protect stream corridors from development encroachment.
4. Adopt a “Tree Community“ program that limits the clearing of standing trees to only the amount absolutely necessary.
5. Create landscaping requirements for buffer areas to produce a green and rural aesthetic.
6. Require appropriate road improvements to ensure safe transit for local and through traffic as development occurs.
7. Develop partnerships that will act as a county parks system to acquire and manage wetlands, woods, riparian corridors and other parkland.
8. Continue dialogue with Marysville and the Route 33 Partnership to advance the use of CEDAs and JEDDs to collaborate in the development of this area; creating high quality employment centers and retaining the Township’s autonomy.

### *CENTRAL PLANNING AREA*



**Figure V-16: Central Planning Area.**

This is the area of mostly agricultural land lying in the southern reaches of the Township between the South East Planning Area and the West Planning Area; that is, roughly between Beecher Gamble Road to near State Road if it were extended directly south toward Harriott Road. This area contains farms, a few home-based hauling business operations and a large number of rural-residential home sites. A long established settlement, known as Watkins, consisting of housing, a few small businesses and a small church, exists near the intersection of Watkins-California Road and Watkins Road.

The southwest corner of this intersection contains a brick structure that once served as a school. It is currently privately owned for a home and small business. In the distant future, with a change in ownership, this

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

location could be appropriately considered for redevelopment as a community oriented facility, services or light commercial use.



This is an area that could potentially be attractive to residential developers, as well as purchasers of lot-splits for home sites. But there also exist working farms that could suffer significant interference from residential developments. Residential development will attract commuters and associated high traffic loads on narrow roads as well as new residents that may enjoy open vistas created by adjacent farms, but will not be so understanding of periodic odors, dust, possible chemical over-sprays carried on the wind, not to mention slow moving machinery and late night harvesting. Farming is currently the most important industry of Millcreek Township, and has been shown to “pay for itself” in terms of tax revenue versus public service cost. As such, it remains an important component of the Millcreek Township economy and culture. These conditions and challenges also exist in the “peninsula” of land located generally south of Harriott Road.

There are two primary planning challenges for this area: one will be that of accommodating for development that will result as some property owners liquidate their assets, but also providing the security that long established farms can safely continue operations without harassment. Thus the focus of planning for the Central Area will be establishment of buffering, setbacks, transportation improvements and alternate routes sufficient to secure unimpeded farming operations for so long as they choose to exist.

The second challenge for future development is the number of established homes. Future development might require the widening or other improvement of roads and the installation of underground utility lines across already developed properties. Acquiring right-of-way for such improvements could prove expensive.

### *Central Planning Area Recommendations:*

1. Promote the use of Farm Bureau Programs to erect “warning” signs opposite developing property that advise new residents about the potential impacts of farming activity in their area.
2. Adopt changes to the zoning administrative procedures requiring notices to be posted by signs on property where zoning changes have been requested.
3. Consider amendments to the administrative procedures of the zoning resolution to provide better

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

enforcement of conditional use stipulations, providing strict limitations on the use of conditional use permits and limitations on the ability to expand home-based or other enterprises operating with conditional uses.

4. Retain historic farm homes and barns to be reused and integrated into new project designs. Adopt a zoning requirement to obtain demolition permits in order to review such plans and develop mitigation actions.
5. In the distant future, with changes in ownership, the area of the intersection of Watkins Road and Watkins-California Road could be appropriately considered for location of community oriented facilities, community services or light commercial.
6. Develop a land dedication requirement for large developments that will include parkland and land for schools. Fees in lieu of land may be collected where appropriate land on site is not available. Such fees must be used exclusively to purchase or improve desirable parkland or school sites.
  - Recommended rates would be approximately 1.5 acres of parkland and 6.5 acres of school property for every 100 homes constructed. School lands should be aggregated in 25 acre plots.
7. Require developers to use best practices in soil erosion and storm water control measures, in the design and construction of projects.
8. Require developers to perform traffic impact analysis, in conformance with generally accepted standards, make road improvements on local roads that will eliminate conflicts with slow moving farm machinery and allow for safe access and egress from high traffic roads.
9. Rural zoning designations should require minimum 5 acre lots for all new residential lot splits. (Those currently existing with less will be acknowledged as “non-conforming” uses.)
10. Developments with water and sewer services can develop at higher gross densities, approximately 0.5 dwellings per acre, and should utilize land conservation design principals, e.g.:
  - Requirements to preserve significant natural and historic features and vistas.
  - Requirements of a significant portion of open space, excluding roadways and yards, equal to at least 50% of the site.
  - Encourage partnerships that allow the productive use of open space for not only recreation but also for equestrian use, orchards, grazing, hay fields and other low intensity agricultural use.
  - Requirements that housing face scenic roads, and not be oriented with the backs of structures immediately adjacent to any roadway unless

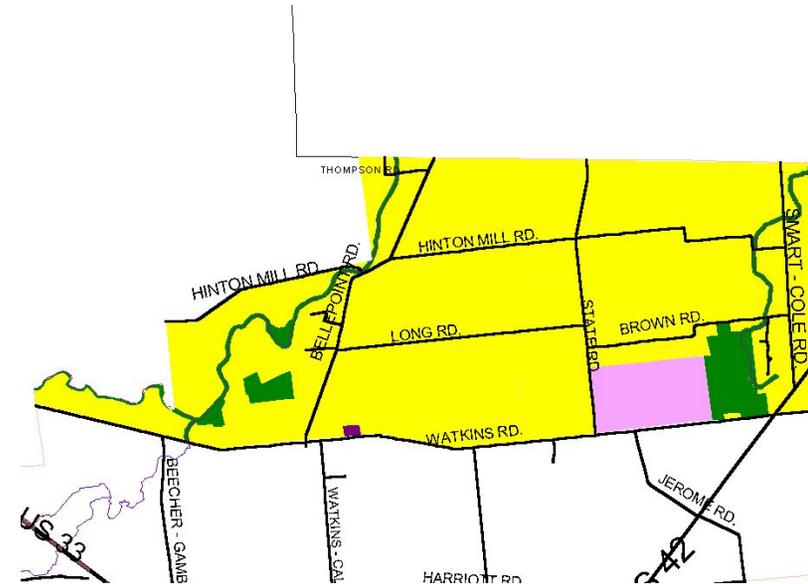
# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

significantly landscaped at the edge of the property.

- Requirements that a significant portion of home sites have direct access or frontage to the open space; a range of 50-75%.
- Allow flexibility to deviate from the ranges where a significantly better project design can be achieved- for example if all open space was to be located between the main roadway and the home sites, creating a significant setback and open vista, or if topography and stream buffering prevents full compliance.
- Create an incentive program within development plan approval allowing for more home sites in exchange for the creation of greater amenity than required. The program would provide for a weighted system of evaluating amenities and stipulate the number of additional lots that are achievable.
- All new developments should have space reserved for a direct connection and access to a future neighboring development. Enclave style, gated communities are not to be created, but rather integrated neighborhoods that flow together.
- Entrances to subdivisions are not to be marked with monuments or signs except for temporary signs during the initial sales and build out period.

### *NORTH PLANNING AREA*



This planning area generally covers the northern half of the Township, extending east to west to the Township boundaries. Currently, this area is mainly characterized by farm land that has been fringed with large lot home-sites along the roadways; in particular along Beecher-Gamble Road, State Road, Long Road and Smart-Cole Road. The currently working quarry owned by Shelly Materials lies in this district north of Watkins Road, extending to just south of Brown Road, on State Road. The land that they own contains a fallow parcel that abuts the Wilderness Trail subdivision. Special planning considerations for the quarry site are discussed later.

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

The Wilderness Trail subdivision is heavily wooded. Other significant woodlots and stream corridors exist at the northern extremity of Smart-Cole Road on the east, and the continuation of Millcreek at the west side of this planning area. The landscaping provisions of the plan seek to preserve these resources and uses.

The planning focus for this area will use techniques similar to those of the Central Planning Area, however the expected development pace will be slower than other portions of the Township. Although development will be permissible within the policies of a Market Oriented Planning Approach, the short term will probably see continued demand for large lot home-sites along roadways that border interior farm fields.

The quarry site will remain operational for the foreseeable future, but may eventually be “worked out”, with or without expansion south of Watkins Road. Shelly Material has provided some visual buffering through the construction of high mounds that are well planted along State Road and Watkins Road, however the mounds on the north side of the pit are not planted and showing signs of extensive erosion. For the immediate future, the operations remain intense, with night operation, a high level of truck traffic, blasting and fears of impact on the water table. The quarry provides the Township’s other major industry with jobs and taxes. So long as the company continues efforts to be a good neighbor to the community, they should be embraced, but given wide berth from encroachment of residential development. No additional residential development should occur within a least a mile of the operations, and certainly not without a public water supply.

Short term development options close to the quarry must be given close attention to the need for a high level of buffering and have a dependable and safe water supply. Long term options for reuse of the site will be defined by the radical change in the original landscape, the large pit, and whether or not the pit will hold water and at what depth. Throughout Ohio, where large water features are very few, abandoned quarry pits have created spectacular topography as a central feature in various parks, resorts and high end housing developments. The Township should consider revising the quarry lands from an industrial zoning classification to a special use zoning district that will still allow the quarry to function, though as the only permitted industrial use and stipulate that any other use in the future will require a conditional use permit to be able to be assured of maximizing the unique qualities of the site.

Shelly Materials has indicated that it may be willing to donate the fallow parcel between it and Wilderness Trace for parkland, maintaining the buffer for this subdivision. The Township should pursue options for creating this parkland, whether through ownership by the Township, a County wide park district, or by a not-for-profit group that may be willing to maintain a park for a public service activity. Rotarians, Lions Clubs and veteran’s groups often maintain such parks. Another option might be for the Township to take ownership, but lease it at a favorable rate to a church or private recreation club for recreational purposes.

# COMPREHENSIVE LAND USE and GROWTH PLAN

## V PLANNING AREAS & RECOMMENDATIONS

### *North Planning Area Recommendations:*

1. In areas not served by public water and sewer, the minimum lot size should not be less than five (5) acres.
2. Where public water or sewer become available, rezoning to a district or PUD utilizing conservation design principles, as described for the Central planning area should be the method used.
3. Promote the retention and reuse or relocation of historic structures.
4. Protect stream corridors from development encroachment.
5. Adopt a “Tree Program” that limits the clearing of standing trees to only the amount absolutely necessary. Further landscaping requirements of buffer areas to produce a green and rural aesthetic.
6. Require appropriate road improvements to ensure safe transit for local and through traffic as development occurs.
7. Develop partnerships that will act as a county parks system to acquire and manage wetlands, woods, riparian corridors and other parkland.
8. Discourage further residential development within one mile of the quarry while in operation.
9. Rezone the quarry site to a special use district.
10. Pursue options for accepting the donation of buffering land as parkland around the quarry.
11. Use “Tree Program” (see West Planning Area) and National Arbor Day Foundation initiatives to assist Shelly Materials in acquiring and planting northern mounds to control erosion and create a visual enhancement.



### **IMPLEMENTATION: SUMMARY RECOMMENDATIONS:**

#### ***GENERAL***

1. Market Oriented Planning Approach
  - A market orientation responds to the market demand for land and land uses.
  - This orientation places the responsibility for

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

absorbing costs for the impacts of development upon the developer/ landowner; such as the cost of providing community services, for example, parks and recreation, public water, wastewater treatment, transportation improvements, schools, police, fire and EMS protection as well as general governmental functions.

- Developer/ land owners must notify all neighbors and others in the region impacted by the proposed project so that they may provide comments.
- The developer / land owner must modify the project to mitigate identifiable and measurable impacts as well as consideration of external costs caused to the community or neighbors by the project. (See other related strategies below.)
- Performance bonuses may be applied to provide incentive for inclusion of desirable additional characteristics.
- Property owners and developers must pay the full financial burden of extending utilities and infrastructure, including roads to the site. Payments “in-lieu-of” building the infrastructure may be accepted if the needed infrastructure would be logically oversized to accommodate additional future growth that would be expected in that resulting service corridor.
- The community accepts the responsibility for specific planning for public sector services and facilities pertaining to requirements on the developer for paying for such services and infrastructure. The community or the Union County Engineer shall establish minimum standards in all cases.
- Process improvements, to the extent permitted by the Ohio Revised Code, will be incorporated to reduce the administrative burden upon the property owner / developer.

In no way is this principal to be construed in any way that interferes with the community’s ability to fully review and investigate a proposed development.

2. Seek land donations
  - For parks totaling at least 1.5 acres for every 100 dwellings constructed.
  - For schools totaling 6.5 acres for every 100 dwellings constructed.
  - Other community facilities – cemeteries
3. Create an Agricultural Security Committee
  - Link farmers with existing programs, new product ideas and resources to increase profitability
  - Provide advisory assistance to and encourage land owners that sell off parcels for home lots, to adopt traditional “Hamlet” style layouts of their parcels; discouraging stripping out parcels along the road right-of-way.
  - Encourage the use of shared access, or common access drives (CAD). An example of the concept is Gibson Drive in Millcreek Township. Common access drives must still meet minimum functional and safety design requirements which the Union County Engineer would stipulate.
  - Develop incentives for use of hamlet style lot layouts
  - Coordinate use of Farm Bureau notice signs for use in developing areas
  - Advise the Township on proposals and issues that threaten the conduct of agricultural activities

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

- Explore the development of a Transfer of Development Rights System to provide market incentives for preservation.
  - Easement donation programs to provide market incentives for preservation. These programs can be developed on a County/ regional basis with cooperative efforts.
4. Conservation Developments practices are preferred for all development.
- All residential development should require significant (25% to 50% or more) where feasible open space. . Promote or require direct access and contact of a majority of the created residential lots with the provided open space.
  - Use buffering to mitigate adverse effects between neighboring uses.
  - Natural and historic resource protection.
  - Diverse offerings of housing styles and features.
  - Reduce impervious surfaces to reduce impacts on hydrologic system.
5. Revise the Zoning Resolution, Process and Zoning Map.
- Develop more zoning districts with more closely defined classifications and permitted uses.
  - Consider allowing limited multifamily housing as a conditional use if near commercial centers or U.S. Highway Route access.
  - Secure sufficient land for tax generating uses; industrial, office, commercial.
  - Utilize zoning variances and PUD's as incentives to produce higher quality development.
- Explore use of Special Assessment Districts to accommodate development project needs.
  - Require buffering between different or incompatible land uses and to protect privacy and rural atmosphere.
  - Use transitional land uses and densities as a buffering technique.
  - Explore creation of a Demolition Permit process to encourage the reuse of historic resources.
  - Adopt the use of a Checklist Analysis format to evaluate future development, rezoning, or variance requests.
  - Increase minimum lot size of lot splits to at least 5 acres in all zoning districts.
  - The revised zoning resolution should proactively eliminate the demand for Conditional Use Permits. Furthermore, the revised resolution should amend the process to more effectively administer and enforce conditional use stipulations.
  - Adopt limited design standards for new construction, e.g.:
  - No "snout" houses; limit distance garages can extend beyond the front door of a house.
  - Limit the proportion of linear dimension of garage door to front width of a house; approximately 1:3.
  - Allow for technical innovation, variety and creativity.
6. Impact Analysis Requirement.
- Any proposed development shall require the

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

submission of a Community Impact Analysis. This quantitative analysis must address the effects which the proposed development might have on the health, safety, general welfare and the quality of life in the Township.

1. Continue Intergovernmental Cooperation.
  - Explore use of CEDA or JEDDs.
  - Rt. 33 Corridor Planning.
  - Coordination with County and regional parks boards.
  - Work with County Engineer during revision of County Subdivision Regulations.
  - Work with County Economic Development Director to recruit office, research and educational users to the Rt. 33 Corridor.
  - Advocate for the creation of an “Environmental Court” at the County level to support code enforcement effectiveness.
2. Buffering.
  - Address buffering standards in the zoning resolution. The amounts of buffering will vary depending on what the neighboring uses are/ or will be.
  - Allow creative buffering mechanisms that are effective and attractive.
  - Integrate buffering and landscaping standards.
3. Create a Tree Community Program.
  - Create a Tree Program Committee.
  - Adopt a tree care component and recommended tree list in the landscaping standards.
  - Insure landscaping standards in zoning resolution include tree planting in new developments.
- Adopt a nominal “seed” budget.
- Issue an Arbor Day Proclamation.
- Conduct Arbor Day observances.
- Conduct educational activities to encourage tree planting.
- Conduct projects to plant trees each year in public spaces.
- Create a Parks & Open Space Committee that:
  - Assists in planning for park improvements.
  - Coordinates with County and regional parks boards on developing an integrated system of walking paths and green spaces linking the entire Township, and together develop partnerships that will act as a county parks system to acquire and manage wetlands, woods, riparian corridors and other parkland.
  - Promotes voluntary dedication of easements and land for recreation and open space use.
  - Coordinates “Tree Community” Program initiatives.
11. Support the establishment and operation of home based businesses.
  - Prevent nuisance through strong control of buffering and mitigation.
  - Prevent the establishment of businesses that when located in a residential lot are out of compliance with the usual buffering requirements that would be required in a commercial zone between that business and the neighboring properties.
12. Transportation and Access: Permit only

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

development requests that are adequate as determined through impact analysis.

- All development must at a minimum comply with County Access Control and Thoroughfare Planning.
- Permit developments only if design capacity of thoroughfares will not be exceeded.
- Non-residential developments shall be located with direct access to an improved major thoroughfare.
- Private roads may be allowed in discreet conservation developments.

### ***PLANNING AREA RECOMMENDATIONS:***

#### *Southeast Planning Area Recommendations:*

1. Highway improvements at the intersection of Jerome Road and U.S. 42 must occur in pace with or prior to construction of the commercial center. These will likely include traffic lights and road widening with turn lanes. In particular, Jerome Road and the intersection of Jerome Road with Route 42 should be considered for widening and improvement.
2. Protect future right-of-way needs for widening and improvements in the Jerome Road, Watkins-California Road, Harriott Road and U.S. 42 corridors.
3. The commercial center must include an internal circulation system that can be linked with adjacent developments with new public collector streets and keeping local traffic separated from through traffic.
4. Utilize traditional town development features.

5. Allow the commercial center to consist of a mixture and variety of uses, including some upper story residential, and to have wide latitude in building height and bulk.
6. Demand high quality design in buildings, and fixtures (lighting, benches, trash bins) and landscaping of grounds and parking facilities.
7. Screen and locate parking facilities so they are not the prominent feature, but are accessible and easy to find.
8. Retain, reuse and integrate farm houses and barns into the project design, especially the Conklin Dairy Farm.
9. Adopt a “Tree Program” that limits the clearing of standing trees to only the amount absolutely necessary. Further landscaping requirements of buffer areas to produce a green and rural aesthetic.
10. Major residential developments in the area of the intersection of US 42 with Jerome Road must have safe access designed, most likely with new collector streets.
11. Retain a long term perspective for upscale or recreational re-use of the quarry site. Re-zone it for special uses, with only the continuation of the existing operation to be permitted as of right.

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

12. With the extension of water and sewer service, residential densities of 3 units per acre or higher could be tolerated with appropriate reservations of open space and conservation site design and layout.
  13. Create a zoning designation for upscale office, professional, educational, research facility and supportive uses.
  14. Protect stream corridors from development encroachment.
  15. All new developments should have space reserved for a direct connection and access to a future neighboring development. Enclave style, gated communities are not to be created, but rather integrated neighborhoods that flow together.
  16. Entrances to subdivisions are not to be marked with monuments or signs except for temporary signs during the initial sales and build out period.
5. The commercial/office center must include an internal circulation system that can be linked with adjacent developments with new public collector streets and keeping local traffic separated from through traffic.
  6. Demand high quality design in buildings, and fixtures (lighting, benches, trash bins) and landscaping of grounds and parking facilities.
  7. Screen and locate parking facilities so they are not the prominent feature, but are accessible and easy to find.
  8. Adopt a “Tree Community“ program that limits the clearing of standing trees to only the amount absolutely necessary.
  9. Use landscaping requirements for buffer areas to produce a green and rural aesthetic.

### *West Planning Area Recommendations:*

1. Use a zoning designation for upscale office, professional, educational, research facility and supportive uses.
  2. Retain and reuse, or move historic structures.
  3. Protect stream corridors from development encroachment.
  4. Road improvements at the must occur in pace with or prior to construction of the commercial center. These will likely include traffic lights and road widening with turn lanes. Beecher Gamble Road and perhaps Watkins California Road should be considered for widening and improvement pending development plans.
10. Require appropriate road improvements to ensure safe transit for local and through traffic as development occurs.
  11. Continue dialogue with Marysville and the Route 33 Partnership to advance the use of CEDAs and JEDDs to collaborate in the development of this area;

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

creating high quality employment centers and retaining the Township's autonomy.

12. Major residential developments in the area must have safe access designed, most likely with new collector streets.

### *Central Planning Area Recommendations:*

1. Emphasize work of Agriculture Preservation Committee to promote the use of Farm Bureau Programs to erect "warning" signs opposite developing property that advise new residents about the potential impacts of farming activity in their area. Promote adoption of changes to the zoning administrative procedures requiring notices to be posted by signs on property where zoning changes have been requested.
2. Amend the administrative procedures of the zoning resolution to provide better enforcement of conditional use stipulations, providing strict limitations on the use of conditional use permits and limitations on the ability to expand home-based or other enterprises operating with conditional uses.
3. Retain historic farm homes and barns to be reused and integrated into new project designs. Adopt a requirement to obtain demolition permits in order to review such plans and develop mitigation actions.
4. In the distant future, with changes in ownership, the area of the intersection of Watkins Road and Watkins-California Road could be appropriately considered for location of community oriented facilities, community services or light commercial.
5. Where public water or sewer become available, rezoning to a district or PUD utilizing conservation design principles, as described for the Central planning area should be the method used.
6. Protect stream corridors from development encroachment.
7. Require developers to use best practices in soil erosion and storm water control measures, in the design and construction of projects.
8. Adopt a "Tree Program" that limits the clearing of standing trees to only the amount absolutely necessary. Further landscaping requirements of buffer areas to produce a green and rural aesthetic.
9. Require developers to perform traffic impact analysis, in conformance with generally accepted standards, and make road improvements on local roads that will eliminate conflicts with slow moving farm machinery and allow for safe access and egress from high traffic roads.
10. Developments should include an internal circulation system that can be linked with adjacent developments with new public collector streets and keeping local

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

traffic separated from through traffic and providing safe access.

11. Developments with water and sewer services can develop at higher gross densities, approximately 0.5 dwellings per acre, and should utilize land conservation design principals, e.g.:
  - Requirements to preserve significant natural and historic features and vistas
  - Requirements of a significant portion of open space, excluding roadways and yards, equal to at least 50% of the site
  - Encourage partnerships that allow the productive use of open space for not only recreation but also for equestrian use, orchards, grazing, hay fields and other low intensity agricultural use.
  - Requirements that housing face scenic roads, and not be oriented with the backs of structures immediately adjacent to any roadway unless significantly landscaped at the edge of the property.
  - Requirements that a significant portion of home sites have direct access or frontage to the open space; a range of 50-75%.
  - Allow flexibility to deviate from the ranges where a significantly better project design can be achieved- for example if all open space was to be located between the main roadway and the home sites, creating a significant setback and open vista, or if topography and stream buffering prevents full compliance.
12. Create an incentive program within development plan approval allowing for more home sites in exchange for the creation of greater amenity than required. The program

would provide for a weighted system of evaluating amenities and stipulate the number of additional lots that are achievable.

13. All new developments should have space reserved for a direct connection and access to a future neighboring development. Enclave style, gated communities are not to be created, but rather integrated neighborhoods that flow together.
14. Entrances to subdivisions are not to be marked with monuments or signs except for temporary signs during the initial sales and build out period.
15. Demand high quality design in buildings, and fixtures (lighting, benches, trash bins) and landscaping of grounds and large parking facilities.
16. Screen and locate parking facilities so they are not the prominent feature, but are accessible and easy to find.

### *North Planning Area Recommendations:*

1. In areas not served by public water and sewer, the minimum lot size should not be less than five (5) acres.
2. Where public water or sewer become available, rezoning to a district or PUD utilizing conservation design principles, as described for the Central planning area should be the method used.

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## V PLANNING AREAS & RECOMMENDATIONS

3. Retain and reuse, or move and historic structures.
4. Protect stream corridors from development encroachment.
5. Adopt a “Tree Program” that limits the clearing of standing trees to only the amount absolutely necessary. Further landscaping requirements of buffer areas to produce a green and rural aesthetic.
6. Use “Tree Program” (see West Planning Area) and National Arbor Day Foundation initiatives to assist Shelly Materials in acquiring and planting northern mounds to control erosion and create a visual enhancement.
7. Require appropriate road improvements to ensure safe transit for local and through traffic as development occurs.
8. Develop partnerships that will act as a county parks system to acquire and manage wetlands, woods, riparian corridors and other parkland.
9. Discourage further residential development within one mile of the quarry while in operation.
10. Consider rezoning the quarry site to a special use district.
11. Pursue options for accepting the donation of buffering land as parkland around the quarry.
12. Demand high quality design in buildings, and fixtures (lighting, benches, trash bins) and landscaping of grounds and parking facilities.
13. Screen and locate parking facilities so they are not the prominent feature, but are accessible and easy to find.
14. All new developments should have space reserved for a direct connection and access to a future neighboring development. Enclave style, gated communities are not to be created, but rather integrated neighborhoods that flow together.
15. Entrances to subdivisions are not to be marked with monuments or signs except for temporary signs during the initial sales and build out period.



# COMPREHENSIVE LAND USE and GROWTH PLAN

## VI ACTION PLAN

### INTRODUCTION

Subject to their power to act, the Zoning Commission and the Mill Creek Township Board of Trustees will set and follow an action agenda to implement the goals and objectives of this Plan. The Zoning Commission shall have authority to maintain and modify this document as needed with no restraints in regard to time or number of revisions. The “Master Copy” of official and current version of this document shall be held by the Township Clerk.

#### ❖ SHORT TERM ACTION PLAN – Years 1 through 3

**A:** Complete the task of re-writing the Zoning Resolution:

TASK	RESPONSIBLE ENTITY	TIMEFRAME
1) Identify citizens to serve on the Technical Advisory Committee (TAC) along with members of the Zoning Committee, Board of Zoning Appeals and Township Trustees	Township Trustees Zoning Committee	Immediately
2) Identify and procure outside assistance if required by the TAC	Township Trustees TAC	Immediately
3) Prepare draft resolution: Incorporate market oriented approach and conservation development principles	TAC Professional Provider (if used)	Now through End of April, 2006
4) Public hearings process	Zoning Committee Township Trustees	January, 2006
5) Adoption of completed resolution	Township Trustees	January 31, 2006
6) Window for free rezoning requests for property owners whose use designations	Zoning Committee Township Trustees	January – March 2006

# COMPREHENSIVE LAND USE and GROWTH PLAN

## VI ACTION PLAN

were changed by the revised resolution		

### B: Establish Agricultural Security Committee

TASK	RESPONSIBLE ENTITY	TIMEFRAME
1) Identify and nominate interested citizens	Township Trustees	Now through January 2006
2) Establish initial budget, allowable uses, financial controls	Township Trustees	July 30, 2006
3) Establish bylaws and charter	Ag Security Committee Approval by Township Trustees	April 30, 2006
4) Provide feedback to Zoning TAC	Ag Security Committee	Through January 30, 2006
5) Prepare strategic plan of activities * Year 1 through Year 3 *Educational/ Service Activities *Plan one Event or Activity * Identify future funding opportunities *Set a process to monitor & provide input on upcoming development proposals	Ag Security Committee	April 30, 2006
6) Report progress to community at least quarterly- at a minimum at Trustee meetings	Ag Security Committee Spokesperson	Quarterly

### C: Establish Tree Community Program Committee

TASK	RESPONSIBLE ENTITY	TIMEFRAME
1) Identify and nominate interested citizens	Township Trustees	Now through January 2006
2) Establish initial budget, allowable uses, financial controls	Township Trustees	April 30, 2006

# COMPREHENSIVE LAND USE and GROWTH PLAN

## VI ACTION PLAN

3) Establish bylaws and charter	Tree Committee Approval by Township Trustees	July 31, 2006
4) Provide feedback to Zoning TAC	Tree Committee	Through January 30, 2006
5) Prepare strategic plan of activities * Year 1 through Year 3 *Educational/ Service Activities *Plan one Tree Community Activity * Identify future funding opportunities *Set a process to monitor & provide input on upcoming development proposals	Tree Committee	June 30, 2006
6) Report progress to community at least quarterly- at a minimum at Trustee meetings	Tree Committee Spokesperson	Quarterly

### D: Intergovernmental Cooperation

TASK	RESPONSIBLE ENTITY	TIMEFRAME
1) Volunteer for or recruit knowledgeable citizens to represent Mill Creek Twp. on intergovernmental boards and committees	Township Trustees	As openings are available
2) Continue to network with City of Marysville, Union County officials and others regarding regional growth issues;	Township Trustees	Ongoing
3) Obtain a report from UC Economic Development Department concerning their activities in promoting growth in the region	Township Trustees Zoning Committee	By March 31, 2006
4) Establish a budget for training & conference travel to enhance Trustee and Zoning Committee knowledge	Township Trustees	Annually for each budget cycle

# COMPREHENSIVE LAND USE and GROWTH PLAN

## VI ACTION PLAN

5) Identify opportunities to collaborate in bringing Broadband Internet Service to the Township	Township Trustees with assistance from a technically oriented volunteer	By Mid -2006
6) Facilitate start-up of Broadband Service	Private Partners Other Jurisdictional Partners Township Trustees	By Mid-2007
7) Communicate with State lawmakers regarding issues having impact on Township finances and governance; impact fees and tax changes	Township Officials School District Officials	Immediately and Ongoing

### ❖ MEDIUM RANGE ACTION PLAN – Years 4 through 10

TASK	RESPONSIBLE ENTITY	TIMEFRAME
1) Annually review workload and increase capacity to handle increased rezoning and monitoring activity	Township Trustees	Annually during budget process
2) Review & update if needed, <i>Comprehensive Land Use &amp; Growth Plan</i>	Zoning Committee Township Trustees Appointed Citizen Committee	Year 5 Year 10
4) Communicate with State lawmakers regarding issues having impact on Township finances and governance; impact fees and tax changes		

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## VI ACTION PLAN

### ❖ LONG RANGE ACTION PLAN – Years 11 through 15

7) Communicate with State lawmakers regarding issues having impact on Township finances and governance; impact fees and tax changes	Ongoing	Feedback on current issues; April 30, 2006

# COMPREHENSIVE LAND USE and GROWTH PLAN

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## ACKNOWLEDGEMENTS

### **Steering Committee Members**

Joni Orders, Co-Chair  
Bill Jordan, Co-Chair  
Andrew Ross  
Brian Andrews  
Eric Phillips  
Gene Dickey  
Brian Andrews  
Terry Boutet

Mary Berchak  
James Claycraft  
Olivia Baumeister  
William Schrader  
Gary Conklin  
Alan Lively  
Brian Clark  
Jeff Pieper

Patricia Sweeney  
Marla Wright  
Tony Gertz II  
Paul Rice  
Roger Luckeydoo  
Sue Goodman-Luckeydoo  
Randy Ridgewau  
Rick Smith

J Comstock  
Rob Whitacker  
Robert Whitmore  
Jeff Ferg  
Ernie Bungarner  
Malcolm McKitrick  
Lucas Rausch  
Pete Zarano

### **Township Trustees**

Keith Conroy  
William Lynch  
James Schrader, Chairman

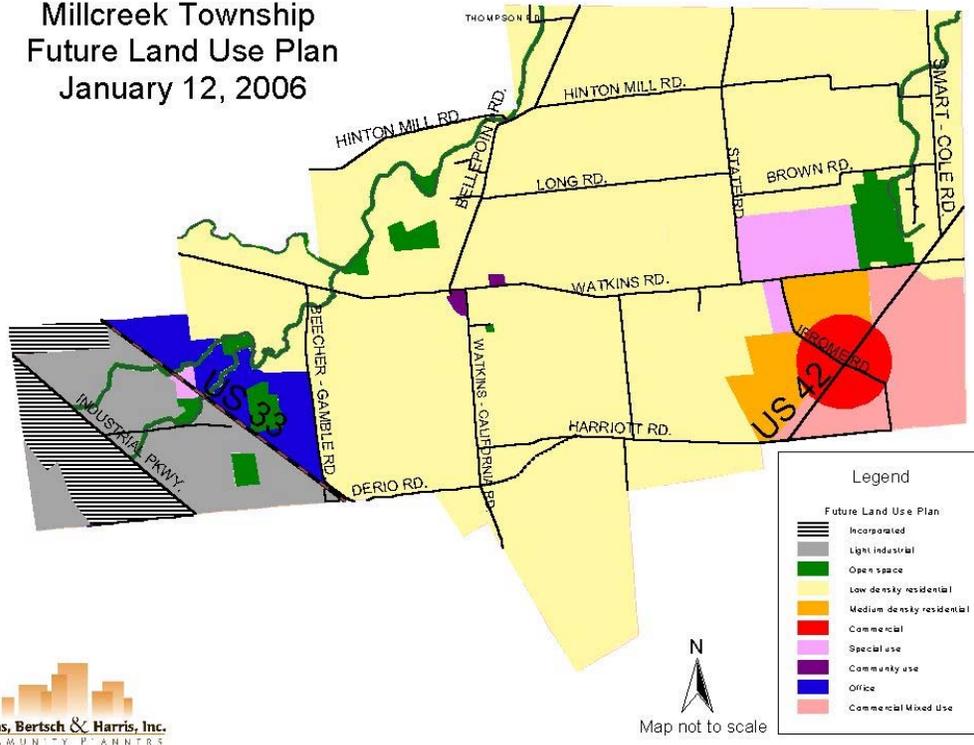
Joyce Beavers, Township Clerk

### **Planning Consultants:**

Burns, Bertsch & Harris, Inc.  
Columbus, Ohio

*Thank you to all Millcreek Township residents, businesses, Township officials, Fairbanks Local Schools, and community members for their time, input and dedicated involvement during this planning process. August, 2005*

Millcreek Township  
 Future Land Use Plan  
 January 12, 2006



Legend	
Future Land Use Plan	
	Incorporated
	Light industrial
	Open space
	Low density residential
	Medium density residential
	Commercial
	Commercial Mixed Use
	Special use
	Community use
	Office

