

Chapter 4 – Guiding Future Land Uses

I. Introduction

“There really are only two kinds of change in the world today: managed change and unmanaged change. Land use planning is one way to mitigate and manage change. Communities that want to preserve what makes them special have no real choice except to plan for the future. This requires sensible rules that govern how a community will grow and change. The rural landowners who most abhor change are often the first to realize that without sensible land use controls, everything they love about the place they live will ultimately disappear.”

Edward T. McMahon, “Sustainability and Property Rights”, Urban Land, Urban Land Institute (June 2006)

This chapter covers the goals and related strategies for managing and influencing the types of development that will occur within the Granville community and where that development will be located. This is primarily accomplished through the establishment of a future Land Use Plan.

Land use planning establishes the general direction and preferred character of residential, commercial, office, research and technology, and institutional uses. It defines the characteristics of, and areas for, future land use. Its objective is to assure that future growth is managed in a manner consistent with the public interest.

A community’s land use is determined by such factors as its physical location, transportation access, infrastructure availability, the natural environment, and its natural resources. Land use planning, in essence, is used to protect the key assets of a community such as its residential neighborhoods, its downtown, its natural areas, and its historic resources. It should also promote compatibility among the various land uses, such as linking residential areas with parks, institutional uses, and neighborhood retail. More often than not, a hierarchy of land uses is established from high intensity uses (such as heavy commercial along major thoroughfares) to less intensive ones (such as low density residential and agricultural uses). This gradation of intensities acts as a buffer to the various land uses. Other factors that influence land use planning include transportation capacity and access, infrastructure availability and capacity, and regional growth trends. To maintain relevance, it is advisable for a community to update its land use plan every five years.

The goals for guiding the future land uses are as follows:

- Goal A: Direct Development Toward the Existing Community Core Where Infrastructure is Available
- Goal B: Mix Land Uses
- Goal C: Manage the Type, Design, and Quality of New Commercial Development So that it is Sustainable and is Consistent with the Small-Town Characteristics of Granville
- Goal D: Preserve Open Space, Farmland, Natural Beauty and Critical Environmental Areas
- Goal E: Foster Distinctive, Attractive Communities with a Strong Sense of Place
- Goal F: Encourage Community and Stakeholder Collaboration
- Goal G: Make Development Decisions Predictable, Fair, and Cost Effective

At the end of each goal discussion, there are specific policy and strategy recommendations to help assure that the Granville community will be successful in attaining that goal. The policy and strategy recommendations are also summarized at the end of this chapter.

II. The Future Land Use Categories and Map

The Future Land Use Plan (Plate 2-1) covers the areas that lie within the current boundaries of Granville Township and the Village. For current land uses, please refer to the Current Land Use Map (Plate 1-1). Most of the land in the Village has been developed fully. The entire area is served by the Granville School District. (For comparative purposes, please refer to

Currently, the Granville study area is predominantly agricultural and residential, with relatively small commercial, office, and research and technology areas. The residential areas about the downtown on the northeast, east, southeast, southwest, and west. The commercial and office areas include the central downtown business district ; the area south of downtown along Main Street (Lancaster Road), River Road, and Weaver Drive; the area of Weaver Drive and Columbus Road (Cherry Street); and Cherry Valley Road (from Newark-Granville Road to the south corporation line. Office and research and technology businesses are located along Columbus Road.

When preparing the future land use plan, differences between existing and proposed future uses were not distinguished because this plan outlines the desired direction for growth and land use. Existing uses remain intact and will not be rezoned as a result of this plan.

The following categories were used to illustrate future land uses on the Future Land Use Plan (Plate 2-1):

A. Green Space

This land use category can be used to designate public or private lands where no development other than that specifically designated for passive recreation and/or retention in a natural state is desired. This land use category may include ecological preserves and public lands acquired specifically for open space uses. It may also include private lands held to maintain natural features within clustered conservation developments where a percentage of open space is set aside or where a conservation easement has been granted.

The purpose of this designation is to identify areas that contain intact natural resources and to protect the viability of those resources, including ground and surface water protection, flood control, wetland habitat preservation and aesthetic quality control of the community. These areas may include forested areas, steep slopes, lakes and ponds, riparian corridors, wellhead protection areas, and areas where the encroachment of development would compromise these natural resource values. Land under both public and private ownership that contains these resources, including wilderness areas and other lands managed for resource values and multiple uses, are included in this category. While certain areas may currently be golf courses or agricultural fields, the intent of the future land use designation as green space is to merely denote that this area should be retained for public use as either passive or active recreation, but not for more intense development of any kind.

B. Parks

Parks have been identified independent of those other areas denoted as “green space”, as

defined above. Addressing the specific types of active recreational uses that may be appropriate for each park site is beyond the scope of this plan. Planning at the site level should be incorporated into the review of specific site use proposals.

C. Agricultural

Agricultural land may be defined broadly as land used primarily for the production of food and fiber. The number of buildings is smaller and the density of the road and highway network is much lower than what would be required for other land uses. The areas designated for future agricultural uses were based on existing agricultural land uses having prime farmland soils. Typical uses include crop land, farmhouses or other low density single-family residences, agricultural support structures, a full range of agricultural production uses, and recreational activities.

D. Conservation Design Residential (Overlay District)

The Granville community, including both the Village and the Township, is home to many natural assets. While much of the Village is currently built out, a significant amount of undeveloped land still exists within the Township. The Conservation Design Residential Overlay District is intended to help maintain the rural character of the Township by allowing limited sustainable residential development that also provides protection for the area's natural and environmentally sensitive features such as farmland, wooded lots, rolling hills, steep ravines, streams, and viewsheds. Through conservation design, residential development is clustered on smaller lots in areas of the tract that are not environmentally sensitive. The remainder of the tract (often 50% or more of the total tract) is preserved as open space.

Conservation Design will be discussed in greater detail under Goal C, "Preserve Open Space, Farmland, Natural Beauty and Critical Environmental Areas".

E. Rural Residential

Areas of sparse residential land use, such as farmsteads, are included in this category. This land use designation establishes areas appropriate for large lot, very low-density residential development adjacent to agricultural land uses. These lands typically have limited infrastructure and public services and will remain for the most part in their natural state.

Rural residential is comprised of larger lot single-family residential homes at a density of 1 unit per 5 or more acres. Most of the proposed Rural Residential areas also fall under the Conservation Design Overlay classification, which will require the clustering of residential units as a means of preserving large areas in their natural state or for agricultural production.

F. Suburban Residential

Within the Township, this land use designation, which identifies areas where detached single-family residences with larger lot sizes already exist and where the character of the area is suitable for such single-family residences, is limited to those areas that already have substantial suburban residential development. Examples of such subdivisions include the Evergreen Hills Addition, Snowden Estates, the Maplewood Addition, the Gran Knoll Heights Addition, and the Mill Race Subdivision. No other currently undeveloped areas are being proposed as Suburban Residential because the density in the Suburban Residential classification (up to two single family homes per acre) would exceed the general Township standard of not more than one single family dwelling unit per five acres. Also, the absence or reduced level of infrastructure including roads, water lines, and sewer lines does not justify higher densities.

Within the Village, the Suburban Residential classification includes the Bryn Du Woods, Erinwood, and Fern Hill subdivisions and some adjacent undeveloped acreage. This land use designation establishes areas for single-family residential development of a lesser density as a transition to the surrounding Township rural setting. Suburban Residential includes up to 2 single-family homes per acre, and possibly townhomes at 2 to 4 units per acre. Where municipal water and sewer are not available, the maximum density should be no more than one unit per 1.6 acres.

G. Urban Residential

Urban residential land uses range from high density, represented by the multiple-unit structures of urban cores, to medium density, where houses are on lots of less than ½ acre. Linear residential developments along transportation routes extending outward from urban areas may also be appropriate.

This land use designation identifies those areas suitable for intensive single-family residential development at densities from one to five dwelling units per acre. Residential structure types include single-family attached and detached dwellings. Urban Residential includes mixed density single-family homes, townhomes, and apartments ranging upward from 4 units per acre. This type of development could be appropriate for in-fill for gaps in the existing urban fabric. It could also be incorporated into or complementary to mixed-use commercial and residential centers. These areas have been targeted around existing or proposed commercial centers or areas where this intensity of development currently exists.

In the Township area there is also Kendal at Granville, which is a continuing care retirement community located north of SR 16/Columbus Road, across from North Granview Road. This area is classified under the urban residential designation due to the higher density single family, assisted living and continuing care facilities uses. It is recommended that any future development of the Kendal property be for continuing care residential type facilities and support services to those facilities.

H. Traditional Central Business District

This category is comprised of areas of intensive land use, including Downtown Granville and those commercial areas that were part of the grid system originally platted at the Village's inception. Central business districts commonly include some institutions, such as churches and schools, and some residential units. As development progresses, land having less intensive uses may be located sporadically throughout this category. However, the majority of land use is a dense mixture comprised of retail and service commercial enterprises, small office establishments, multi-family residential, and some high-density single-family residential land uses.



I. Mixed-Use Neighborhood Center (Hamlet Style Development)

This category offers a denser mix of housing types and prices, neighborhood commercial

stores, professional offices, and other workplaces in a pedestrian-friendly design that provides a sense of community. While this type of development might include retail and services on a scale sufficient to accommodate those customers who would prefer to drive to the site, the major purpose of the development is to provide space for businesses that primarily serve the needs of the local neighborhood community.

The mixed use neighborhood may have a recognizable center and clearly defined edges, but it will generally be no more than a quarter mile from center to edge.

J. Neighborhood Commercial

Neighborhood commercial areas are used predominantly for the sale of products and services to the local community. Such areas are comprised of smaller office, retail, and services establishments that are oriented toward serving the residents' day-to-day needs (such as groceries, dry cleaning, coffee, books, or haircuts). Most commercial in Granville is neighborhood in scale. These commercial uses are often abutted by residential, agricultural, or other contrasting uses which help define them. These areas may include some noncommercial uses too small to be separated out.

K. Institutional

Institutional land uses, such as various educational, governmental, religious, health, and public utilities may be components of this category. All buildings, grounds, and parking lots that compose the facility are included within the institutional unit, but areas not specifically related to the purpose of the institution should be placed in a separate category if appropriate. Larger public schools and Denison University lands have a unique impact on the community and have been identified under this category. Smaller institutional units, such as churches and some secondary and elementary schools, may be included within another category.

L. Research and Technology

The purpose of this land use designation is to provide areas for the location of high technology or knowledge-based employment centers, non-polluting light manufacturing facilities, research and development facilities, corporate or industrial offices, and support service facilities in a rural or campus-like setting which ensures a high quality, aesthetic environment with distinct architectural design and planned site development. This designation is highly appropriate for the business park/employment center concept that seeks to achieve economic development that makes a significant contribution to the local tax base while embracing the natural assets of the land and encouraging imaginative and innovative site planning and arrangement of compatible commercial, office, research, technology and related land uses. The Granville community is in a good position to expand its activity in knowledge-based economic development.

The research and technology classification is recommended along the Columbus Road corridor and includes the existing Owens Corning Science and Technology Center, the Granville Business Park, and the Paramount building.

M. Scenic Corridor (Overlay District)

The Scenic Corridor covers the scenic transportation corridors throughout the Township and the Village as identified in the proposed Scenic Byway Plan. That plan identifies roads and pathways that possess intrinsic qualities of an archaeological, cultural, historical, recreational, or scenic nature; and over 40 miles of roads in the Village and Township may be eligible for scenic

byway status. The proposed scenic byways include all or portions of Loudon Street, Burg Street, SR 661, Hankinson Road, Cambria Mill Road, Welsh Hills Road, SR16/Old Columbus Road, Silver Street, SR 37, and Broadway/Newark-Granville Road. Broadway/Newark-Granville Road runs through the center of the Village and provides the physical and historical connection that links the proposed byways into several loops radiating from the center of the Village. The TJ Evans trail is also included in the proposed byway plan.

III. Land Use Goals and Strategy Recommendations

Goal A: Direct Development Toward the Existing Community Core Where Infrastructure is Available

One of the goals in influencing future development will be to direct that development toward the existing core of the community that is already served by infrastructure such as water, sewer, and a developed roadway system. This goal is consistent with the Principles of Smart Growth, which include the following guideline, which has been paraphrased for this plan:

Strengthen and Direct Development Towards Existing Communities

Smart growth directs development towards existing communities already served by infrastructure, seeking to utilize the resources that existing neighborhoods offer and to conserve open space and irreplaceable natural resources on the urban fringe. Development in existing neighborhoods also represents an approach to growth that can be more cost-effective and can improve the quality of life for its residents. By encouraging development toward existing communities, the area benefits from a stronger tax base, closer proximity of a range of jobs and services, and increased efficiency of already developed land and infrastructure. Also, the development pressure is reduced in edge areas thereby preserving more open space . . .

Source: Smart Growth Online (www.smartgrowth.org)

Policy and strategy recommendations to accomplish this goal include:

- * As future land uses are considered, development should be directed to those areas where the existing infrastructure can support the development; and the development should not exceed the ability of the Village, Township, or school system to provide essential services.
- * Applicants for any new development in areas not served by public water are required to submit to an independent water test to ensure that the proposed development sits on land possessing adequate water capacity for the maximum proposed water demand and, further, that the proposed development will not adversely impact the ability of adjacent properties to meet water requirements.
- * Large community-wide facilities should be located where adequate infrastructure, such as road capacity, sewers, and water, exists to serve the intended uses. It would also be beneficial if alternative connections such as bike paths could provide access to these facilities.
- * This plan encourages that schools should be sited with consideration for the distance

students (and parents and buses) must travel between the residence and school. Whenever land access makes this feasible, schools for students in grades K-8 (Kindergarten through eighth grade) should be sited in walkable distance of the population expected to utilize those facilities because pedestrian access is a prime consideration in school siting.

Goal B: Mix Land Uses

The mixing of compatible land uses is a change from past zoning practices that often mandated a separation of land uses. Mixing land uses – residential, commercial, office, and civic uses – in neighborhoods or other nearby places that are easily accessible can create vibrant and diverse communities. When homes are located within a reasonable distance to a school, grocery store, the post office, restaurants, or employment opportunities, alternatives to driving – such as walking or biking – become viable. Mixed land uses encourage residents to get out of their homes, to meet other residents, and to support local businesses, thereby helping to revitalize and sustain community life.¹

The concept of mixed-use development is consistent with the Principles of Smart Growth, which include the following guideline:

Mix Land Uses

Smart growth supports the integration of mixed land uses into communities as a critical component of achieving better places to live. By putting uses in close proximity to one another, alternatives to driving, such as walking or biking, once again become viable.

Mixed land uses . . . can enhance the vitality and perceived security of an area by increasing the number and attitude of people on the street. It helps streets, public spaces and pedestrian-oriented retail again become places where people meet, attracting pedestrians back onto the street and helping to revitalize community life.

Mixed land uses can convey substantial fiscal and economic benefits. Commercial uses in close proximity to residential areas are often reflected in higher property values, and therefore help raise local tax receipts. Businesses recognize the benefits associated with areas able to attract more people, as there is increased economic activity when there are more people in an area to shop.

Source: Smart Growth Online (www.smartgrowth.org)

Policy and strategy recommendations to accomplish this goal include:

- * A mixed use neighborhood and neighborhood commercial development should include pedestrian amenities such as sidewalks, landscaping, street trees, pedestrian-friendly lighting and signage; and should provide linkages to the broader community. Open spaces should also be provided where the public can gather. They should be contiguous to other open spaces when possible.
- * The scale should be that of a “hamlet style development” instead of a traditional “town

¹ “Getting to Smart Growth”, International City/County Management Association

center development” in order to maintain the vibrant downtown area of Granville. Priority should be given to uses that would maximize revenues to the school system, the Township, and the Village, while minimizing the cost for infrastructure construction and maintenance.

* Mixed use neighborhood development and neighborhood commercial must also avoid strip shopping centers, malls, and freestanding retailers that typify urban sprawl. Buildings should not exceed 10,000 square feet, with single tenants or uses limited to 8,000 square feet. Any drive-through lanes should be located at the rear of a structure.

* Encourage the establishment of mixed use (hamlet style) neighborhoods for parts of South Main Street (Lancaster Road), River Road, Weaver Drive, Cherry Valley Road (at the intersection with Newark Granville Road), and South Galway Drive.

* The neighborhood commercial classification is recommended for parts of South Main Street, Weaver Drive, Cherry Street, Columbus Road, Cherry Valley Road, and Westgate Drive.

* Traffic safety and accessibility are important considerations and should not be adversely affected by development in any location. Therefore, the design and intensity of uses in a neighborhood center should be reflective of the adjacent roadway structure and capacity, especially on roads such as Weaver Drive and River Road where the current roadway structure is inadequate.

Goal C: Manage the Type, Design, and Quality of New Commercial Development So that it is Sustainable and is Consistent with the Small-Town Characteristics of Granville

Of primary concern regarding future commercial development is “sustainable growth.” As the community grows residentially, commercial enterprises will be required to meet the needs of the residents. However, the supply should not exceed the demand. The type, location, design, and quality of this new commercial development should be managed in such a way as to preserve the small-town environment that is characteristic of Granville, through zoning, design standards, overlay zones, and other development regulations.

Like most other communities, the concentration of commercial land uses in the Village of Granville has historically been located centrally in the downtown area. This area is comprised mostly of smaller retail businesses and services, local governmental offices, and a few restaurants, oriented toward serving the needs of local residents (such as pharmacy, dry cleaning, banking, coffee, mail, and barber/beauty shops). Future commercial uses have been targeted to expand in specific geographic areas to complement some existing commercial areas, and also to develop new neighborhood centers to serve emergent residential development and changing transportation patterns.

1. Cherry Valley Road/Newark-Granville Road Intersection

More recent commercial development has occurred around the intersection of Cherry Valley Road and State Route 16. However, this intersection will be replaced with an interchange slightly further east because current State Route 16 access is being limited. Cherry Valley will dead-end into the larger roadway. This corridor of commercial activity has been growing; however, future commercial growth south of SR 16 will be limited when the access is removed.

Newark Granville Road is a primary access route in and out of the Village. Placing a gateway

feature at this intersection and developing this area as the eastern commercial focus of the community will welcome visitors from the planned interchange to the east and draw traffic congestion away from the interchange itself.

Recommendations for this area include:

- * The area north of SR16 has been targeted for continued commercial and mixed use development utilizing a pedestrian-friendly, mixed-use neighborhood center design concept as described previously. The neighborhood center concept will encourage more walkability for this area and facilitate the development of a neighborhood commercial center for the eastern residential neighborhoods. This should include linkages to existing walking/bike paths and sidewalks, and construction on a human scale to preserve the look and feel of Granville.
- * The mix of land uses might include loft-style condominiums over first floor retail commercial, office buildings, restaurants, and service-related uses.
- * Denser residential should be included in the development of this area moving outward from the commercial/mixed-use core towards the outlying built out areas.
- * The circular drive that exists on the southwestern corner of this intersection might be mimicked on the southeast and northeast and incorporated with a “rotary” or roundabout as a key entrance into the community.
- * This is a major intersection (east-west connector) located several hundred feet west of a newly planned freeway interchange. This intersection could remain a traditional signalized intersection or might include a rotary.

2. River Road Development²

Recently, there has been considerable interest in the possible expansion of commercial, office, and residential development in the River Road area. The River Road development area is bounded by Raccoon Creek on the north, Route 16 on the south, and South Main Street (State Route 661) on the west. The eastern limits of this area roughly coincide with where River Road connects with SR 16. It is currently zoned as "General Business" and "Conservation District" in Granville Township. Some of the area is already developed and contains a mixture of uses: single family residential, office, retail, recreational, and service uses.

Currently, South Main Street is one of four primary access routes into the Village. When visitors arrive, this area will shape their first impression of the Village. This area has the potential to become a beautiful and well-designed gateway to Granville. The possibility exists to create a project that is recognized beyond the local area as high quality, well-planned development. Recommendations for this area include:

- * Allow development to be easily accessed by foot. This includes the connection of new development to existing walking/bike paths and sidewalks, buildings oriented towards the street with parking behind or on-street, and smaller scale buildings with some higher density to preserve the look and feel of a small town street.
- * Create specific standards for the



² “River Road Report”, Village of Granville. (August 2007).

development of the River Road area that utilize Granville's strong values regarding architectural design and uniqueness. Two options were identified in the Village's *River Road Report* (August 2007): "New England style" and "rural vernacular".

* Appropriate development at this location could strengthen the "New England" community image and identity. In terms of gateway design, this image of Granville can be developed and reinforced with specific architectural treatments of buildings, building massing, setbacks, and landscaping. This could also create the ability to achieve higher densities on the property, creating a more "pedestrian" feel because of the massing of the buildings along the roadways. (The picture above is of the Billings Farm and Museum in Woodstock, Vermont)

* Granville is a rural community in many ways and features such as large agricultural fields, open spaces, woodlots and grain silos reinforce this image and character. Of course, suburban-scale development in nearby areas and the less thematic development in urban centers to the east detract from this image somewhat. In terms of gateway design, this image of Granville can be developed and reinforced with more rural-inspired architectural treatments and building massing. (See the examples from Meleca Architecture to the right on this page.)

* The ultimate mix of land uses at build-out is dependent upon applicable zoning and the development approval process. However, condominiums, office buildings, retail businesses, restaurants, and service-related uses were assumed to be likely development prospects for the River Road area.

* Features such as Raccoon Creek running along the southern edge of Granville, area woodlots, and gently sloping terrain could be reinforced with the addition of language that addresses minimum setbacks to significant water features (Raccoon Creek, Hudson Lake and "Kessler" Lake), and/or riparian corridor setbacks along the perimeter of these natural features to prevent the disturbance and/or destruction of the areas immediately adjacent to them.

* A major intersection (east-west connector) will need to be located on South Main Street about 600 to 650 feet north of the freeway ramp intersection. This intersection was analyzed for two conditions: a traditional intersection under signal control and a modern roundabout.

* The intersection will operate at a good level of service for both conditions. While the intersection would initially have more residual capacity (more vehicles can travel north-south on Main Street) under signal control than a one-lane roundabout, the roundabout could be expanded to two lanes (within the same external footprint) wherein the capacity of the roundabout would exceed that of the signalized intersection in the long term.

To promote the quality development of commercial retail centers in Granville, the following policy and strategy recommendations are provided:

* New commercial development must address the community's desire to reduce the tax



burden on property owners. Priority should be given to the creation of a tax base that maximizes revenues to the local school system, the Township, and the Village, while minimizing the cost to them for infrastructure construction and maintenance.

* The major purpose of new commercial development shall be to provide space for businesses that primarily serve the needs of the local community rather than those of the regional and transient markets.

* New commercial development must avoid strip shopping centers, malls, and freestanding retailers that typify urban sprawl. Buildings should not exceed 10,000 square feet, with single tenants or uses limited to 8,000 square feet. Any drive-through lanes should be located at the rear of a structure.

* Redevelop areas north of SR 16 along South Main Street at the River Road development area and by the intersection of Cherry Valley Road and Newark Granville Road. Continued commercial development of appropriate scale and quality at these intersections is recommended. These intersections are key gateways into the community.

* Embrace compact building design.

* Encourage mixed land uses where compatible land uses may be complementary in the same development or structure to minimize travel and maximize interaction.

* Ensure that adequate water/sewer capacity is available to accommodate future growth.

* Ensure quality of design consistent with the Granville character and complementary to the surrounding existing land uses.

Goal D: Preserve Open Space, Farmland, Natural Beauty and Critical Environmental Areas

The preservation of open space, farmland, natural beauty, and environmentally sensitive areas is an important component to achieving better places to live. The preservation of open space can have a profound impact on a community's quality of life and its economic prosperity as owners of small companies often give priority to recreational opportunities, parks, and open space when choosing a new location for their businesses.³ Networks of preserved open space can shape urban form, by directing new development to other locations where roads, sewers, waterlines, and other utilities already exist, and can create wildlife corridors, preserve water quality, reduce flood damage, and maintain economically viable farmland.⁴

Open space can increase local property values, attract tourism dollars, and reduce the need for local tax expenditures by reducing the need for new infrastructure. Open space preservation also benefits the environment by combating air pollution, providing erosion control, and moderating temperatures.⁵

The preservation of open space, farmland, natural beauty, and critical environmental areas is consistent with the Principles of Smart Growth, which include the following guideline:

³ "Getting to Smart Growth", International City/County Management Association.

⁴ "Getting to Smart Growth", International City/County Management Association.

⁵ "Getting to Smart Growth", International City/County Management Association.

Preserve Open Space, Farmland, Natural Beauty and Critical Environmental Areas

Smart growth uses the term “open space” broadly to mean natural areas both in and surrounding localities that provide important community space, habitat for plants and animals, recreational opportunities, farm and ranch land (working lands), places of natural beauty, and critical environmental areas (e.g. wetlands). Open space preservation supports smart growth goals by bolstering local economies, preserving critical environmental areas, improving our communities’ quality of life, and guiding new growth into existing communities.

Source: Smart Growth Online (www.smartgrowth.org)

The rate at which Americans are consuming land has continued to accelerate. During the last two decades of the 20th century, the amount of developed land in the United States grew at a rate that was nearly three times faster than the rate of population growth.⁶ Conservation design is an approach that can be used to reduce the footprint of residential development and assist in the preservation of open space.

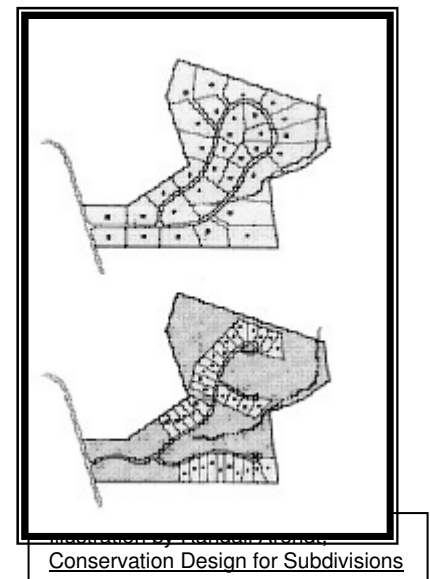
Conservation design is intended to help maintain the rural character of the Township by allowing limited sustainable residential development that also provides protection for the area’s natural and environmentally sensitive features such as farmland, wooded lots, rolling hills, steep ravines, streams, and viewsheds. Through conservation design, residential development is clustered on smaller lots in areas of the tract that are not environmentally sensitive. The remainder of the tract (often 50% or more of the total tract) is preserved as open space.

To help further illustrate development choices, the images to the right compare conventional subdivision design (top illustration) with conservation design (bottom illustration).

Those sketches show hypothetical developments on a parcel of land yielding the same numbers of units.

Conventional subdivision design, such as that shown in the top illustration, generally involves dividing all of the land into lots and streets. Land is either paved or converted to lawns and backyards.

Conservation design, on the other hand, is a development approach that seeks to balance development activity with preservation of natural and cultural resources. It allows flexible site planning so that poor building sites can be avoided and natural vegetation can be preserved. Generally the same number of development sites may be provided, but the lots are clustered and more compact, which is similar to those found in traditional villages and small towns throughout the United States.⁶ The clustering of the lots leaves undeveloped open spaces, such as those represented by the shaded areas in the bottom illustration, that are generally retained for the



⁶ Conservation Design for Subdivisions by Randall Arendt

enjoyment of all the residents of the development and are precluded from further development. The open spaces can be used to protect forested areas, steep slopes, lakes and ponds, riparian corridors, wellhead protection areas, and areas where the encroachment of development would compromise these natural resource values.

Because this is a newer concept, there is often a bias against it by some developers. However, it is gaining acceptance as an environmentally friendly and financially viable alternative. Conservation design can result in less cost for roads, water, sewers, and other infrastructure improvements for the same number of housing units. Consequently, fewer streets and shorter utility lines will reduce construction costs for the developer and future maintenance costs for the Township.

Most of the areas that are proposed for the Agriculture or Rural Residential classifications in the Township also fall under the Conservation Design Overlay classification. Initially, those areas should remain as they are currently being used. However, should those areas be developed in the future, the development should follow the principles of conservation design. Additionally, other areas noted for their topography or attractive natural features are proposed for the Conservation Design land use classification.

Policy and strategy recommendations to accomplish this goal include:

- * All development shall be managed so as to protect existing flood plains, fencerows, tree stands, and other sensitive or historic areas.
- * Slopes with grades of 15% or more shall not be developed.
- * Existing rural structures make important contributions to the character of the overall area. Consideration shall be given to preserving these structures.
- * To mitigate off-site soil erosion and sedimentation, on-site storm water retention/detention systems shall be required. New drainage systems in lower-density areas shall use shallow, open swales to manage storm water. To help treat non-point source pollutants, wet retention ponds planted with native wetland species shall be encouraged. Ponds shall be designed to fit naturally into the existing rural landscape. Natural edges, plantings, and stocking of each water body are important to ensure ease of future maintenance and long-term visual appeal. Stone riprap edges and unnatural contouring of the edges of the water body shall be prohibited.
- * Rural residential developments shall have a minimum of 30% open space; a density bonus should be provided if the acreage is developed with 50% open space.
- * Determinations of specific uses in the recommended green space areas should be dealt with on a case-by-case basis. Compatible uses may include forestry, wildlife management, recreation, water resources development, and agriculture and/or rangeland on private lands.
- * A Scenic Corridor overlay district should be established to protect the scenic transportation corridors through the Township and the Village that have been identified in the proposed Scenic Byway Plan. That plan identifies roads and pathways that possess intrinsic qualities of an archaeological, cultural, historical, recreational, or scenic nature.
- * It is recommended that all new development be set back a minimum of 400 feet from the centerline of any existing rural road within the scenic corridor or in a Planned Unit Development (PUD) unless a lesser setback would be less intrusive to the scenic corridor. For existing lots, the setbacks shall be a minimum of 250 feet or 50% of the lot depth,

whichever is less.

* New development along existing roads not within the Scenic Corridor or not in a Planned Unit Development (PUD) should be set back a minimum of 250 feet or 50% of the lot depth, whichever is less.

* All historically or architecturally significant structures within the setback shall be preserved. No significant tree stands, fence rows, or other natural or historical features within the setback will be disturbed.

* Entry features shall be designed in a manner that complements the overall rural character of the site and surroundings. Large gates, walls, or other features out of character with the rural landscape shall be prohibited.

* Changes to the topography shall fit into the natural landscape and complement the existing rural character. No berms, mounds, or other unnatural manipulations of grade will be permitted.

* Within the Township, a Conservation Design overlay district should be established so that new residential developments follow the principles of conservation design.

* Residential developments shall be designed to contain large, contiguous areas of open space that provide a system of trails for walking or biking that link one neighborhood to another.

* Access to each open-space development shall be restricted to the main rural road and roadway connections between such developments are not recommended, but may be permitted after review on a case-by-case basis. Open space and bikeway connections between contiguous developments are required unless site constraints deem it impossible. Sidewalk construction is optional but is strongly encouraged in residential areas. Open-space and bikeway easements shall allow future connections to adjacent parcels.

* The design of the open-space areas shall be consistent with the goal of maintaining the rural character of the Township. Special consideration shall be given to locating the open space along existing rural roads, thereby providing a visual buffer between the roads and developed areas.

* Current properties within the Agricultural and Rural Residential Districts, especially those between one and twenty acres, are encouraged to preserve and maintain their rural and open character.

* Within the Township, there should be a maximum density of one single family dwelling unit per five acres. However, new development shall utilize the Planned District Development (PDD) or Conservation Design provisions to avoid the checkerboard pattern of sprawl that is created by a placing single dwelling on single parcels of five acres or more.

* To maintain the rural character of existing roads in the Township and to minimize traffic hazards, the number of access points onto existing streets shall be kept to a minimum. They shall be widely spaced.

* New development with one or more internal streets should be developed as a Planned Development District and should use open-space (conservation) design concepts. In addition, open space and bikeway easements shall allow future connections to adjacent

parcels.

* The purchase of development rights and the establishment of conservation easements are encouraged to preserve farmland and the character of the agricultural areas. Development proposals shall utilize whenever and wherever possible innovative techniques such as the purchase or transfer of development rights, open space conservation, conservation easements, as well as the active purchase of property, which may be deeded, restricted and possibly resold.

* Owners of farmland who wish to keep their land in perpetuity for farming purposes or as undeveloped open space are encouraged to invoke appropriate land-use protection tools such as conservation easements.

* Township Trustees and administrative bodies shall undertake a study of the feasibility of creating an Agricultural Security Zone.

Goal E: Foster Distinctive, Attractive Communities with a Strong Sense of Place

The design of commercial and residential developments should help create communities that are distinctive and unique. Quality design contributes to the types of physical environments that create a sense of civic pride and community cohesiveness. Economic benefits accrue as well because communities with high-quality architectural and design features that reflect the interests of the residents are more likely to retain their economic vitality and value.⁷ The

Foster Distinctive, Attractive Communities with a Strong Sense of Place

Smart growth encourages communities to craft a vision and set standards for development and construction which respond to community values of architectural beauty and distinctiveness. . . It seeks to create interesting, unique communities which reflect the values and cultures of the people who reside there, and foster the types of physical environments which support a more cohesive community fabric. . . . It encourages the construction and preservation of buildings which prove to be assets to a community over time, not only because of the services provided within, but because of the unique contribution they make on the outside to the look and feel of a community.

Guided by a vision of how and where to grow, communities are able to identify and utilize opportunities to make new development conform to their standards of distinctiveness and beauty.

By creating high-quality communities with architectural and natural elements that reflect the interests of all residents, there is a greater likelihood that buildings (and therefore entire neighborhoods) will retain their economic vitality and value over time. In so doing, the infrastructure and natural resources used to create these areas will provide residents with a distinctive and beautiful place that they can call "home" for generations to come.

Source: Smart Growth Online (www.smartgrowth.org)

⁷ "Getting to Smart Growth", International City/County Management Association

development of distinctive, attractive communities with a strong sense of place is consistent with the Principles of Smart Growth, which include the following guideline:

Policy and strategy recommendations to accomplish this goal include:

* To foster high-quality design and construction, land use regulations should be updated and or revised to reflect community values of appropriateness and distinctiveness.

* Design standards should be developed to ensure high-quality development.

* Design standards should address signage, walkways, lighting, landscaping, building materials, colors, facade design, style, and other architectural elements.

* To preserve rural character and to discourage speeding, streets shall be no wider than necessary to accommodate the volume of traffic and parking needs anticipated.

* Sidewalks shall be required along both sides of collector, sub-collector, and access streets. Sidewalks and/or bike paths for minor arterial, arterial, and rural roads are encouraged.

* Street trees are a vital element in the creation of attractive neighborhoods; therefore, they shall be provided at a space of no more than 40 feet on center in all residential neighborhoods. Along rural roads, street trees shall be provided at irregular intervals in a loose, natural fashion.

* Residential developments shall be designed to contain large, contiguous areas of open space that provide a system of trails for walking or biking that link one neighborhood to another.

* Granville should make adjustments to applicable sections of its Zoning Code by creating one or two new mixed-use districts. The 2001 Granville Comprehensive Plan suggested the following parameters as examples of the types of restrictions and requirements that

Sidebar: The Value of Good Design

"Good design is especially important to those communities seeking to attract tourists and their dollars. This is because the more a community does to protect and enhance its unique characteristics, whether natural or man-made, the more tourists it will attract. On the other hand, the more a community comes to resemble everywhere else, the less reason there is to visit.

While good design can mean more tourists, increased jobs, a better tax base, increased property values, and a better quality of life, bad design or no design can lead to polarization and citizen opposition to new development. Without a doubt, there would be far less opposition to new developments, of all types, if builders, developers and public officials paid more attention to the appearance, design, and compatibility of the new development with the existing natural and architectural character of our communities. Good design does matter. All we need to do is to look around to see that this is true.

Travel teaches us that those communities that have retained their unique character are places that use vision, planning, and design to preserve the features that make them special. It also teaches us that progress does not demand degraded surroundings."

San Antonio Business Journal
April 18, 2005
Edward T. McMahon

(Ed McMahon is nationally recognized authority on sustainable development, land conservation, and urban design. He is currently a Resident Fellow for the Urban Land Institute. Previously, he was the Vice President and Director of Land Use Programs at The Conservation Fund. He was also the co-founder and former president of Scenic America, a national non-profit organization devoted to protecting America's scenic landscapes.)

could be included in a mixed use district:⁸

- Buildings shall not exceed a maximum of 10,000 square feet and a single tenant or a single use shall not exceed 5,000 square feet.
- Buildings that a reasonable person readily would associate with a particular business entity based on viewing two or more buildings used by that entity will be considered in their entirety to be signs. As such, all exterior square footage of the building will be subject to applicable sign resolutions and regulations.
- Building mass and setbacks shall be appropriate in relationship to surrounding buildings and their setbacks.
- No parking or drive aisles will be permitted in any setback other than in the case of drive aisles necessary to grant ingress and egress.
- No berms or landscaping mounds shall be permitted.
- Any drive-through lane shall be located at the rear of the structure, and ingress and egress from the drive-through shall be from a parking lot at the rear of the structure.
- A plan for a traffic and parking system that details points of ingress and egress to the property, placement of existing public and private drives, parking areas, and expected patterns of pedestrian and vehicular movement shall be presented. Adequate ingress and egress to the property, which will not adversely impact traffic patterns nor increase usage of municipal streets to the detriment of the safety and welfare of the public, shall be provided.

* These parameters should be carefully reevaluated as part of any zoning code update process to specifically address the needs of Granville and the intent of any proposed amendments in the context of this plan update. Since 2001, many new regulatory techniques have been devised that may negate the need for language exemplified in the material described above. Specifically, building size and single-use limitations should be examined for appropriateness.⁹

* Commercial development shall acknowledge and respect the character of the community. Commercial uses shall include pedestrian amenities such as generous sidewalks, attractive landscaping, street trees, appropriate lighting, and tasteful signage. Open space where the public can gather shall be provided, and it should be contiguous to other open space whenever possible. Buildings are to be oriented toward the street with all parking areas screened and limited to the rear and sides of buildings.

⁸ Granville Comprehensive Plan (2001)

⁹ In the last 8 years, the body of planning knowledge has expanded greatly regarding tools available to communities to encourage well-designed and functional mixed use TND developments. Apart from building size limit, references to parking, vehicular movement and landscaping may be replaced with language that captures planning intentions more fully. One consideration worth noting includes the availability of the Smart Code (an open- source document available for use) It could serve as a model for subsequent discussions about various regulatory options that encourage walkable and mixed-use developments. The Smart Code is considered to a “form-based code” that addressing primarily the physical form of building and community rather than focusing on the use (or function). Many other sources of model ordinances are available, and it should also be noted that neighboring communities (such as Delaware and Columbus) have mixed use TND ordinances that can be used as a starting point for local discussion.

- * Zoning regulations and design standards must be created or updated to provide specific and easily understood guidelines for landowners, developers, and legislative and administrative officials during the application and development process.
- * Encourage mixed land uses where compatible land uses may be complementary in the same development or structure to minimize travel and maximize interaction.
- * New developments and structures shall be sensitive to the view from existing grounds. The rear of structures shall not face public road rights of way.
- * All new housing developments should be evaluated to determine whether acreage or a fee in lieu of acreage should be set aside for the purpose of siting school facilities.
- * Large, community-wide facilities should be located where adequate infrastructure such as road capacity, water, and sewer exist to serve the intended uses.

Goal F: Make Development Decisions Predictable and Cost Effective

Another goal related to future land use is to make development decisions more predictable and cost effective. Once again, this goal is consistent with the Principles of Smart Growth, which include the following guideline:

Make Development Decisions Predictable, Fair and Cost Effective

For a community to be successful in implementing smart growth, it must be embraced by the private sector. Only private capital markets can supply the large amounts of money needed to meet the growing demand for smart growth developments.

... Governments that make the right infrastructure and regulatory decisions will create fair, predictable and cost effective smart growth.

... For smart growth to flourish, state and local governments must make an effort to make development decisions about smart growth more timely, cost-effective, and predictable for developers. By creating a fertile environment for innovative, pedestrian-oriented, mixed-use projects, government can provide leadership for smart growth that the private sector is sure to support.

Source: Smart Growth Online (www.smartgrowth.org)

Granville's land use plan and strategy to manage growth provides a framework and a basis for making detailed development decisions that will meet the overall goals of the community. In preparing a future land use plan, it is best to outline the strategies and rationale for proposing such changes after the influencing factors referenced above and growth trends have been identified, analyzed and discussed. Consequently, when new zoning or other land use regulations are proposed or when future zoning changes and major developments are deliberated, the Planning Commission and Council will have an established basis for their decision making. A plan should provide clear guidance to landowners, developers, and legislative and administrative bodies as they make significant land use decisions.

The following are the policy and strategy recommendations that are related to making development decisions more predictable and cost effective:

- * Create regulatory tools that will promote community goals while inducing private investment. For example, produce alternative development standards for desired types of development (for example, mixed use neighborhood center, conservation design and neighborhood commercial development) that provide incentives to developers that select these alternatives.
- * Revise the development review process to streamline procedures. Streamlining the process will aid in making the process more cost-effective by reducing the need for redesigns and resubmittals.
- * Benchmarks should be created to remove subjectivity in the review process and provide developers with a predictable understanding of what the Granville community expects from development.
- * Make development decisions in conformance with the adopted land use plan. Plans are meaningless without local officials who have the will to implement them.
- * Establish a process that promotes interaction and discussion among developers and local officials to improve the development process. The development process should not be conducted as an “us” versus “them” process, but rather as a means for the articulation of community expectations and standards.
- * Educate Planning Commission and Board of Zoning Appeals members (as well as other local officials who make decisions regarding development) as to the role they play in the development process and their powers and duties as outlined in the Village Charter and the Ohio Revised Code.
- * Educate residents and developers on changes to development regulations and policies.

Goal G: Encourage Community and Stakeholder Collaboration in Development Decisions

Encourage Community and Stakeholder Collaboration

Growth can create great places to live, work and play -- if it responds to a community's own sense of how and where it wants to grow. . . .The needs of every community and the programs to address them are best defined by the people who live and work there.

Citizen participation can be time-consuming, frustrating and expensive, but encouraging community and stakeholder collaboration can lead to creative, speedy resolution of development issues and greater community understanding of the importance of good planning and investment. Smart Growth plans and policies developed without strong citizen involvement will at best not have staying power; at worst, they will be used to create unhealthy, undesirable communities. When people feel left out of important decisions, they will be less likely to become engaged when tough decisions need to be made. Involving the community early and often in the planning process vastly improves public support for smart growth and often leads to innovative strategies that fit the unique needs of each community.

Source: Smart Growth Online (www.smartgrowth.org)

Another goal related to future land use decisions is to encourage input, involvement, and collaboration through strong citizen participation in the creation of this plan and future development decisions. This goal is also consistent with the Principles of Smart Growth, which include the following guideline:

The Township Trustees and the Village Council, together with their legislative and administrative boards and commissions, are responsible for directing many of the actions needed to reach the goals and objectives of this plan. However, public policy derived from strong citizen engagement will be lasting and will have established public support for strategies that fit the needs of the community. Communities have different needs. Those needs are best defined by the people who live and work there. If growth and development are responsive to Granville's needs and sense of direction, it can enhance Granville as a place to live, with a high quality of life and ample employment opportunities.

Citizen participation can be time-consuming, frustrating and expensive, but encouraging community and stakeholder collaboration can lead to the creative resolution of development issues and greater community understanding of the importance of good planning and investment.¹⁰

The policy and strategy recommendations for this goal include:

- * The Village and Township should devise a procedure providing for a periodic assessment of the timeliness and thoroughness of this plan's implementation, and an evaluation of the validity of its recommendations in light of the factors that influence community growth.¹¹
- * The Township Trustees and the Village Council could adopt resolutions specifying the details for a review procedure for the progress of implementation of this plan.¹²
- * Denison University may be able to assist the local jurisdictions in developing benchmarks and measures for such an evaluation process.
- * Citizen participation and input should be encouraged and sought regularly to assist with the assessment of progress.
- * Create more cohesive developmental policies and regulations between the Village and Township.
- * Work cooperatively with the Granville School District regarding expansion plans, location of new schools, infrastructure needs, safety issues, and the impacts of development on enrollment and finances.
- * A task force involving members of the Granville Village Council, Township Trustees, and School Board should be established to develop clear guidelines by which a regional approach may be implemented.¹³

Granville acknowledges the value of integrating its planning efforts with other jurisdictions. There may be reasons to identify one regional entity that can manage a large number of issues,

¹⁰ <http://www.smartgrowth.org/>

¹¹ Granville Comprehensive Plan (2001)

¹² Granville Comprehensive Plan (2001)

¹³ Granville Comprehensive Plan (2001)

or it may be advantageous to develop issue-specific associations depending on the circumstances. For instance, when considering aquifer-based zoning or other water control issues, Granville Township and St. Albans Township are perhaps most critically bound together in terms of the immediate implications. When considering farmland preservation, Granville would be well served by coordinating its efforts county-wide or beyond. When considering the cycle of school building, residential developments in the school district, and the impacts of those developments, Granville Township and Union Township have related interests.

Granville lies in Licking County adjacent and to the west of the City of Newark, in roughly the center of the County. Increasing growth pressure from the Columbus metropolitan area has begun to impact Licking County and the Granville planning area. Consequently, the Steering Committee felt it was important to review existing plans of neighboring political jurisdictions to assure that their neighbors' concerns and development goals were understood as part of this planning process. Key elements of these plans are summarized in the Appendices.