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Washington Township

Development Plan

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WASHINGTON TOWNSHIP DEVELOPMENT PLAN

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PART I: PLAN BACKGROUND

Washington Township is a rural township located in Pickaway County, Ohio to the east of the City of Circleville. The township had a population of 3,151 in 2010, showing slow, yet steady growth from the year 2000. The township officials recognized the potential effects of growth from Circleville and OCU and selected the MDC/ACP Team in conjunction with Mike Arcari to prepare a Development Plan and Annexation Agreement to protect the interests of Washington Township. This Development Plan addresses the complex issues related to balancing development and growth in the rural community. The Development Plan is augmented by the parallel creation and adoption of an Annexation Agreement entered into jointly by Washington Township, the City of Circleville, and Pickaway County.

PLAN OVERVIEW

The Development Plan presents an overview of the trends and issues affecting the development and quality of life in Washington Township; a development framework that recommends future land use and network improvements to guide development; and an implementation strategy that identifies possible actions and regulations that will be needed to carry out the recommendations of the development framework recommendations. In this first chapter, the plan presents the planning process and the opportunities and challenges the township faces.

PLANNING PROCESS

The planning team prepared the plan over the course of 2011 in four major phases with public participation events held at key milestones throughout the process. The MDC/ACP team worked with township officials, an appointed steering committee, and hosted public events. The steering committee met several times, and held three community meetings. The steering committee developed broad principle statements to guide the plan, and compared their thoughts with the thoughts of the larger public. At the first public session participants were asked to share ideas for the township's future and map the strong and weak places within the community. After analysis and further input from the steering committee these results were distilled into a set of guiding principles. The group then tested the principles and other analyses in the second public meeting. The success of this process was contingent upon the great civic involvement that was received from the community and the necessary leadership of the appointed steering committee.

Phase 1: Project Initiation

In phase one, the MDC/ACP team conducted a reconnaissance trip to begin data collection. This preliminary data-gathering gave the team direction on how to begin to sculpt the plan. The steering committee met for the first time in this phase.

Phase 2: Data Collection and Analysis

MDC/ACP began to identify the township's concerns and desires for future growth, collected, and analyzed socioeconomic data, building and growth trends, and land development feasibility analysis. The steering committee met to review the findings, and a public workshop to brainstorm ideas and challenges was held for the public.

In the first of the two public meetings participants were asked to share their ideas for Washington Township. Their responses were wide-ranging. Residents were clearly concerned with preserving the rural character, while allowing for limited necessary development. This idea of conservation was brought up in other suggestions for expanded park space. Finally, the influence and development of Ohio Christian University (OCU) was another heavily addressed topic. Participants were concerned with their limited involvement in this development, and wondered how this growth would affect their community.

The second exercise of the first meeting asked participants to point out the strong or weak places within their community. Groups were given a large wall map and a set of green (strong) and red (weak) dots to indicate their preferences. Their voting showed a strong attraction to Lake Hargus and the surrounding A.W. Marion State Park. OCU was also identified as an important asset to the community. Participants highlighted several small park spaces along with Washington Elementary. Weak places included Circleville's annexation area into the township, Winstead Road or its potential connection, and the Gun Club along Route 22. The separate maps were compiled into one and paired with the participant's "Ideas for the Future." The staff would analyze the results and draft a set of principles and land use classifications to be discussed in the next public meeting.

Phase 3: Visioning and Policy Development

This phase focused on the completion of the guiding principles and a preliminary development framework map. The guiding principles and development framework highlight recommendations for targeted growth areas, and areas for preservation. The steering committee met to review the initial drafts and then the public reviewed and refined the guiding principles and maps at an open house.

The second opportunity for the public involved a discussion of the relative appropriateness of the drafted principles and land use classifications. Participants were asked to share their level of

support for each principle and provide any additional pertinent comments. Following the vetting of these statements, the residents were asked to walk around and comment on the draft development framework maps placed throughout the space. The team collected comments and analyzed them to determine the relative support for the plan's progress. This analysis would show that the participants supported each principle with varying levels of enthusiasm. Statements related to conservation, agriculture, infrastructure, development control and regional coordination were some of the highest rated principles. Below these were the remaining statements dealing with resource capitalization, and implementation. Overall, no statement was vehemently rejected, and all received relatively strong support. Comments from participants were used to refine the development framework maps and clarify desired future designations for areas in the township.

Phase 4: Development Plan and Implementation Strategy

In the fourth and final phase, the MDC/ACP team prepared the draft Development Plan and Implementation Strategy for consideration by the steering committee. Upon their recommendation, the plan was forwarded to the Township Trustees for adoption.

EXISTING LAND USE

Washington Township is approximately 25 square miles or 16,450 acres. The existing development pattern and the development suitability of the land are the two major geographic components to consider in the creation of a development framework plan for the township. The following section summarizes the existing land use and development suitability of the township.

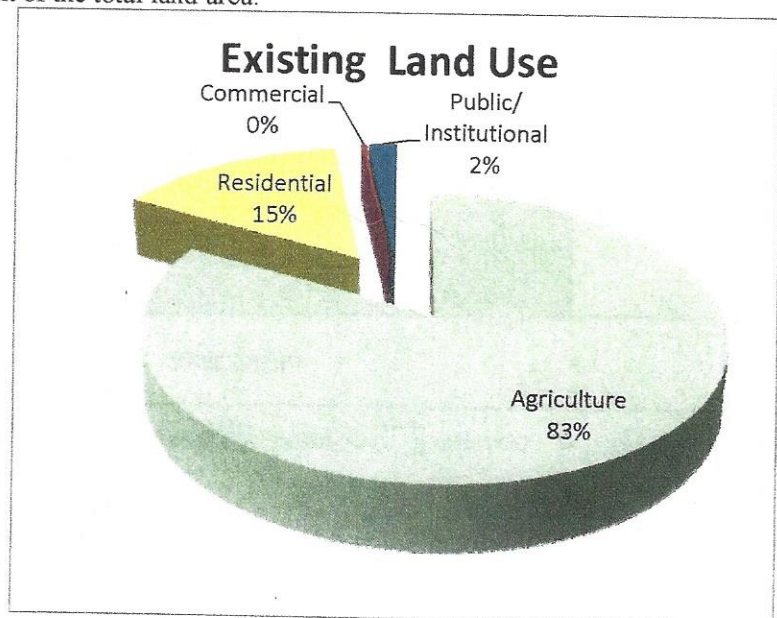
Washington Township's land uses are primarily agriculture and residential. Over 83-percent of the land area is dedicated to agriculture and another 15-percent is residential. Additionally, there are a few areas of commercial development primarily along Route 22 and near Hargus Lake. The **Existing Land Use Map** on the next page illustrates the existing land use pattern. There are significant parcels dedicated to public spaces including institutions and parks. The land use in the township has been classified into four categories which are defined as follows.

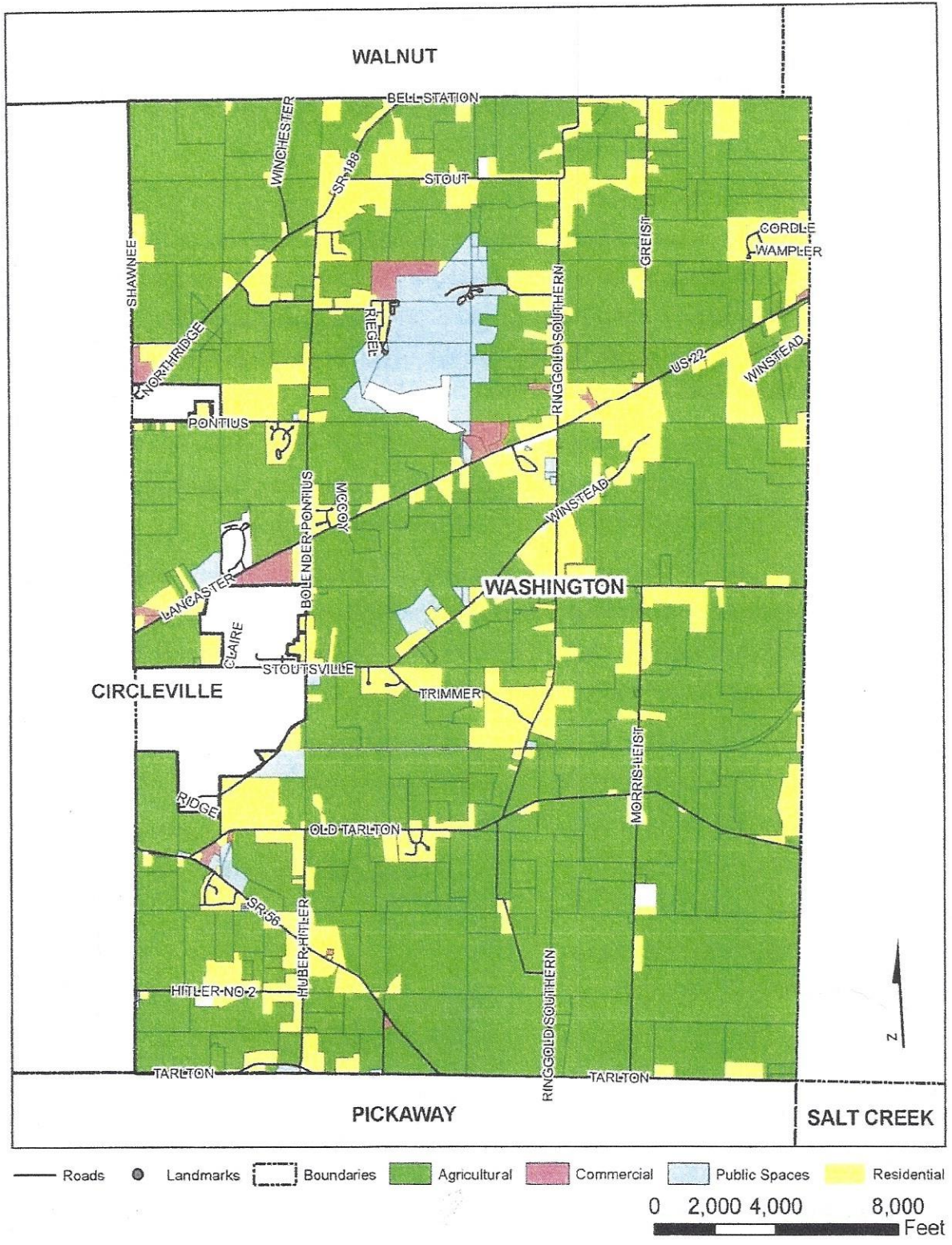
Agricultural: Land used for the primary production of food and goods through the stewardship of the land for raising crops and livestock and including structures associated with such production. Agricultural land accounts for the majority of the township's area.

Residential: Land used for the primary purpose of providing a single family detached home with densities ranging from 2 units per acre to 1 unit per 10 acres. Parcels identified as residential use are typically less than 20 acres. Residential use accounts for fifteen percent of the total land area and are scattered throughout the township.

Commercial: Land used for retail, service, and office uses primarily located along the SR 188 and US 22 Corridors. Commercial land use is the lowest represented land use in the township and accounts for less than 1-percent of the total land area.

Public/Institutional Spaces: Areas that are available for use by the public including parks, protected open areas, and public/semi-public institutions. Existing public space include: Hargus Lake, Martha Hitler Park, and OCU. This category accounts for about 2-percent of the townships total land area.





EXISTING LAND USE MAP

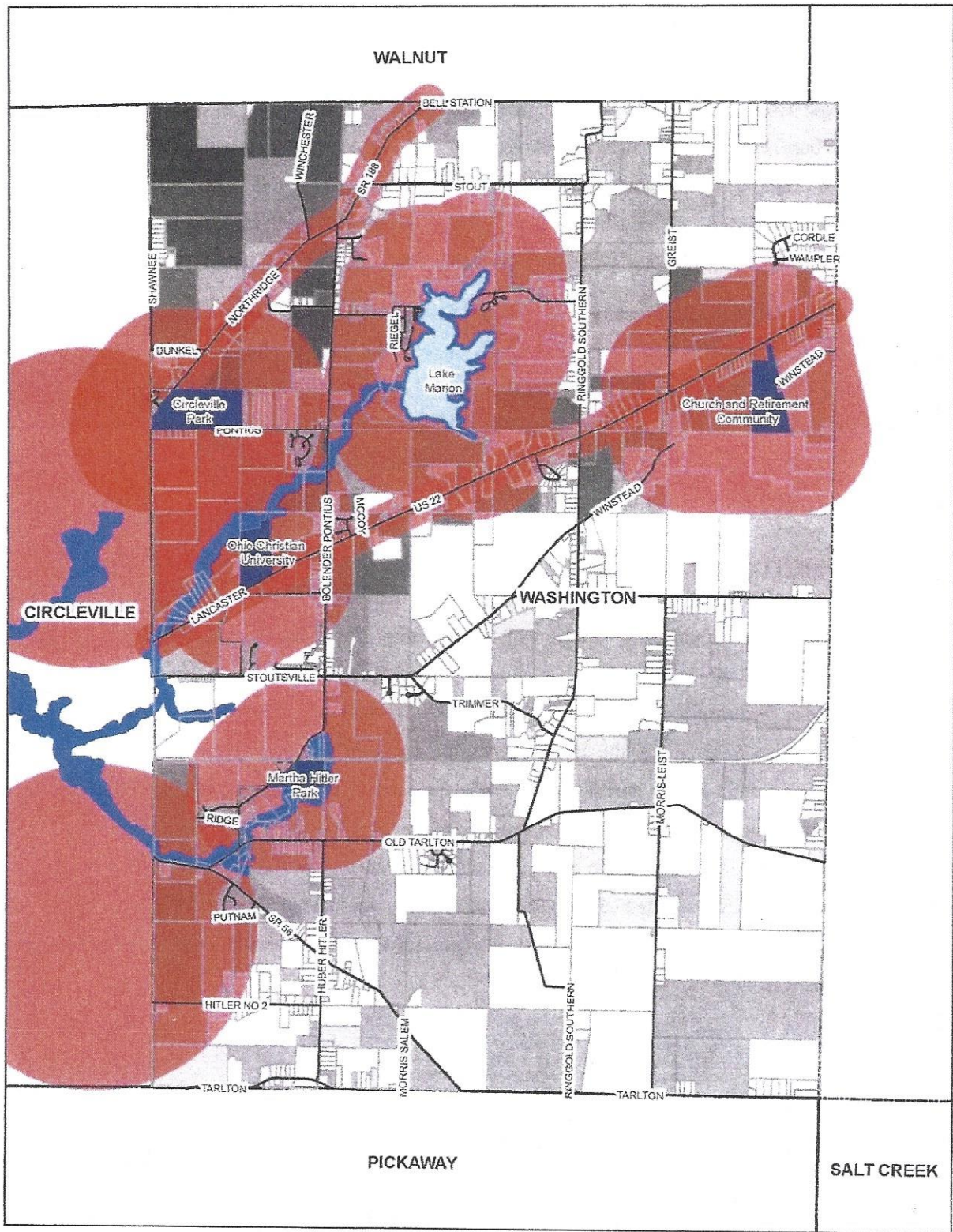
GROWTH INFLUENCES

Over the last decade, Washington Township's population has increased by 200 people this is an average annual growth rate of about 0.66 -percent. If this trend were to continue, the township could expect demand for between 14 and 20 new houses annually. However, OCU is expanding their campus and increasing the capacity to 1,000 on-campus beds. With this expansion will come increased faculty and staff, who will potentially relocate to the area. While not all of this demand will be in Washington Township, there is some expectation that this growth will have an impact on the township.

The "Zones of Influence" from local hot spots were also factored into the analysis and are represented on the **Development Suitability Map** on the following page as red areas. The "hot spots" are areas with attractive uses that will likely spur growth and development within their spheres of influence. The area with the combined highest influence for growth and highest suitability for development is the area along Route 22 just east of the township line. This area is identified as Annexation Area 2 and is strongly related to OCU, the country club, and the new Circleville school campus site.

DEVELOPMENT SUITABILITY

Based on the initial findings and concerns expressed by the steering committee, the consultant team conducted a development suitability analysis of the township. This analysis took into consideration the characteristics of the land, accessibility, availability of services and proximity to attractive land uses. The evaluation of the township revealed that there are some areas more suitable for development than others. In the southeastern quadrant of the township, the land is still in large parcels and contains prime agricultural soils; while in the northwest quadrants the land is more accessible, divided into smaller parcels and more suitable for future development. Each parcel received a combined suitability score that factored in the various attributes of the land. The land found most suitable to accommodate residential or commercial development is indicated in the darkest colors on the development suitability analysis. This information in combination with additional steering committee and public input resulted in the creation of the development framework plan.



DEVELOPMENT SUITABILITY MAP

COORDINATION OF SERVICE DELIVERY

Washington Township is responsible for township road maintenance; however, other agencies and jurisdictions provide services to township residents. These agencies are not directly managed or controlled by the township Board of Trustees. Among the other jurisdictions providing services in Washington Township are: Earnhart Hill Water and Sewer District, Logan Elm Local Schools, Circleville Schools, Clearcreek Fire Department, Pickaway County (county roads), and Ohio Department of Transportation (state routes).

The majority of the land in the township is not directly accessible from public sewer services, so on-site treatment is necessary. There are three small local systems in the Township that do not have capacity for additional service. Land within close proximity to existing service lines will be most cost effective to provide with services. Provision of sewer and water services can be a key growth management tool the township can use to help target growth into desired locations. As Washington Township grows, the various service providers will feel increased demand for services, which will eventually have fiscal implications. Additionally, if the township wants to grow, access to services will be important in economic development efforts to support development. Since Washington Township does not directly provide the services, coordination with these other agencies will be essential to manage future development.

GUIDING PRINCIPLES

The following guiding principles are the result of public participation and steering committee guidance. They establish a framework for the Washington Township Development Plan. These principles express the local values of the community and provide the standard by which the elements of the development plan are measured. The Development Framework and Phasing presented in the following chapter are intended to embody the following guiding principles.

Manage Urban Growth. Contain urban growth in areas adjacent to the City of Circleville where utility services can be made available. Identify growth priority areas and encourage development in these areas as services are available. Balance this practice with rural preservation approaches in the other areas of the township.

Protect Rural Character. Maintain active farming operations, natural habitats and low-density residential development throughout the township. Identify strategies to maintain the rural/agricultural character of the township by maintaining large parcel sizes appropriate for farming and agricultural production and discouraging residential development along the frontages of major roads. Encourage clustering or conservation development types in rural areas to accommodate moderate low-density residential growth.

Support Local Farming. Allow for economic development opportunities that support local food production and agricultural support businesses including produce processing and packing, as well as farm-to-table programs, and farmers markets.

Be Green and Walkable (Bikeable). Maintain common open spaces to support the rural character. Create a greenway/trail network that ties together significant designations and recreational amenities in the community including existing parks, the high school, OCU Campus, Downtown Circleville, and AW Marion State Park. Address pedestrian and bike accessibility of US 22 in the area from the township line to Bolender Pontius Road and include opportunities for rural or village character small-scale business and service in areas of residential concentrations.

Capitalize on Local Resources. Support the use of local destination resources such as AW Marion State Park, Hargus Lake, OCU, the new high school (just to the west of the township) and Pickaway Country Club. Provide for appropriate locations for hospitality and service uses near OCU while maintaining a scale, architecture character, and design compatible with the desired character of Washington Township.

Address Infrastructure. Identify necessary improvements to roads, sewer, and water infrastructure, in association with the future land use/development plan to reserve future rights-of-way during development review and subdivision, as well as to adequately identify impacts of development on infrastructure.

Coordinate with Other Agencies/Jurisdictions. The township will have strong partnerships and coordinate with the jurisdictions and agencies that affect the quality of life in the township. These agencies include the City of Circleville, Circleville Utilities, Pickaway County, Earnhardt Hill Water and Sewer District, OCU, Pickaway County Schools, Ohio Department of Transportation, and the state parks.

Prepare for Implementation of Vision. Identify zoning and development regulations and tools the township can use to manage future development consistent with a vision of managed growth in the west balanced with rural character and agricultural preservation.

PART II: DEVELOPMENT FRAMEWORK & PHASING

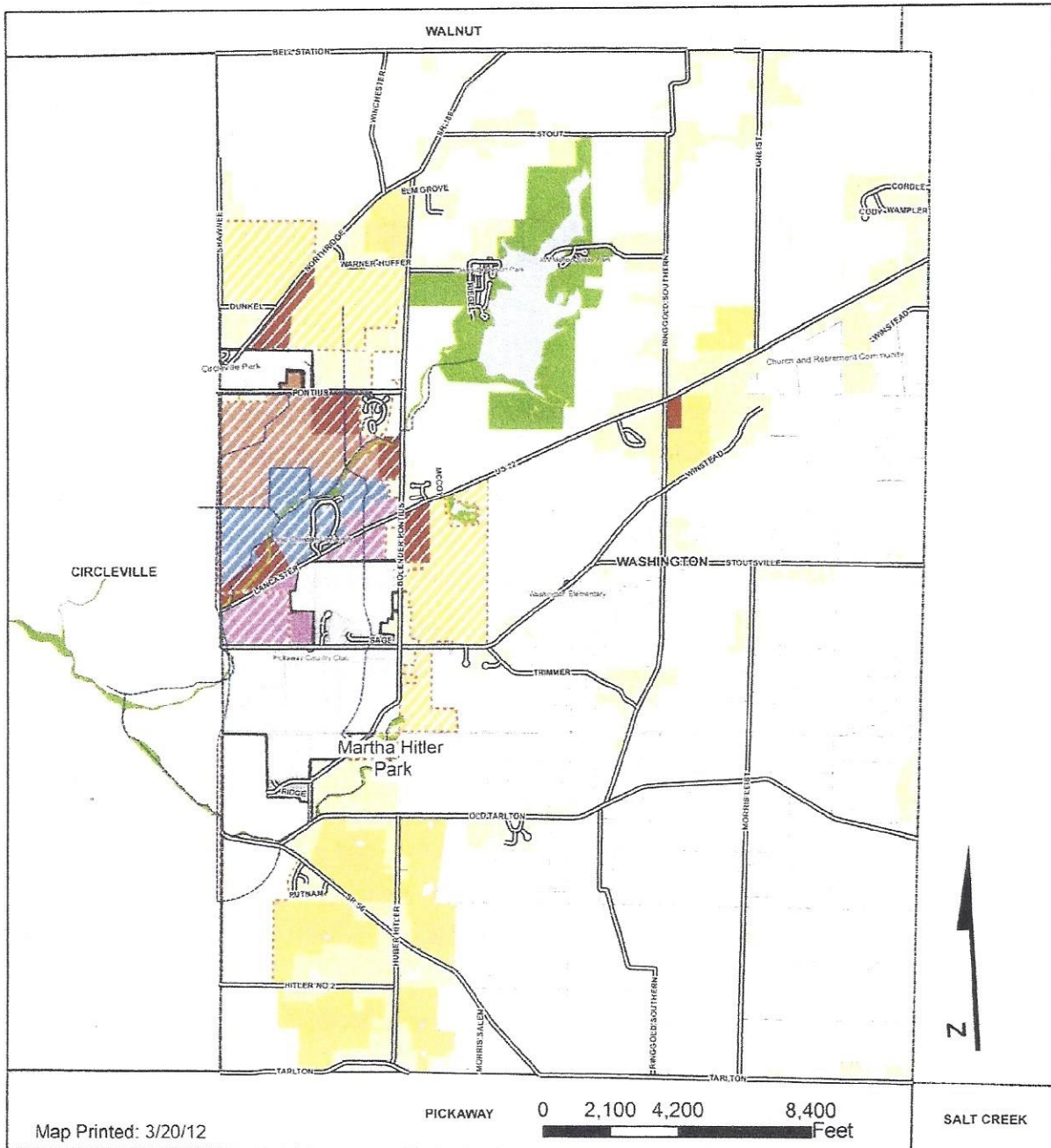
INTRODUCTION

Part II of the Development Plan presents recommendations for physical management of development and conservation in Washington Township. How development occurs in the township over the coming decades will be influenced by many factors including but not limited to availability of public services and utilities, policy and intergovernmental agreements, the expansion of local institutions and businesses, the market and land owner decisions, and land use plans and development regulations. In order to provide predictability and efficiency in future development decisions the following elements provide recommendations for the intensity, quality, and location of future land uses, as well as recommendations for infrastructure and facilities to support the growth.

These recommendations represent a desired future state for the township; however, this plan recognizes that there are some market factors that the township or steering committee cannot predict, such as the exact rate and timing of growth, or the availability of land in targeted growth areas. For this reason township, county, and city representatives and residents should use the plan as a guide to the preferred future—a guide that the township and its partners may update and amended over time, depending on trends and forces yet to be determined. The recommendations in the following section are interrelated so that the transportation recommendations support the land use recommendations, which are coordinated with the annexation agreements and desired rural conservation efforts.

DEVELOPMENT FRAMEWORK PLAN

The Development Framework Plan is made up of three interrelated components. The base level is the future land use, which identifies the preferred future use for the land in the township and describes the character and intensity of appropriate future development. The second level is the connections, which identify future roadways, trails, and greenways that connect the various land uses together and to areas outside the township. The third level includes the potential annexation areas—this layer corresponds to the annexation agreement between Washington Township, Pickaway County, and the City of Circleville. The agreement was established parallel to this development plan. Working in tandem with the Development Framework Plan is a Phasing Plan which indicates the estimated areas in which development is anticipated at different times.



- | | | | | | |
|---------------------------|---------------------|----------------|---------------------|---------------------|------------|
| Annexation Agreement Area | Rural Residential | Campus | Commercial Business | Township Boundaries | ODNR Trail |
| Agricultural | Conservation Resort | Campus Support | Industrial Business | Existing Greenway | |
| Rural | Village Residential | Campus Village | Bodies of Water | Proposed Greenway | |

DEVELOPMENT FRAMEWORK MAP

FUTURE LAND USE DEFINITIONS

The following future land use categories are proposed to manage growth in Washington Township. They are presented for discussion with the steering committee. The categories are represented on the Draft Future Land Use Map.

Agricultural. Land areas where active agriculture, agri-business, or animal husbandry is the primary recommended use. These areas exhibit a predominance of large lots (50 acres or more), with pastureland, cropland, and specialized agri-businesses, with limited human structures. These areas contribute to the character and quality of life in the township. Further subdivision of land in these areas should be discouraged to maintain agricultural viability. The recommended net residential density within this area is 1 unit per 50 acres, with a minimum lot size of 5 acres. Smaller lots may be created in conservation subdivisions.

Rural. Land areas where active agriculture is still practiced but where there are a higher number of residential properties, and lots average a smaller size than in the agricultural areas. This category represents land adjacent to the higher growth areas and the local destination uses like the AW Marion State Park and OCU. These areas should be retained in active agriculture, but may be appropriate locations for future low-density residential development and subdivisions. The recommended net residential density within this area is 1 unit per 20 acres, with a minimum lot size of 2 acres.

Rural Residential. Land currently used for residential purposes. Rural residential is primarily concentrated in frontage lots in the western and northern areas of the township. This development type should be limited to existing areas. While existing residential lots range in size, the recommended net residential density within this area is 1 unit per 2 acres, with a minimum lot size of 1 acre.

Conservation Resort. Areas with intrinsic natural features such as perennial stream corridors wooded or forested areas, lakes and wetlands. These areas provide wildlife habitat and recreation opportunities. These areas should be maintained in a relatively undeveloped state; however, the use as a camp, resort, retreat, trails or recreational facilities would be appropriate provided these uses maintain a significant majority of the area in a naturalized state.

Village Residential. Areas of land suitable to accommodate future residential growth. Villages should be thoughtfully designed to provide a variety of housing options in a layout that respects the low intensity character of adjacent rural and agricultural areas. Village residential is typically set up with local streets near a major intersection. Village residential is the preferred form for residential development in the township. Thoughtfully planned and slightly denser residential development should be encouraged in these areas. A village typically ranges from 100 to 1,000

residents (40-400 houses). Targeted net densities greater than 1 unit per acre and average lot sizes of ½ acre are recommended to provide for more compact residential development that can still be supported by on-site water and sewer. Higher density (1/4 acre lots) is appropriate where sewer and water services are available.

Campus. Large areas of a singular institutional or business focus with multiple buildings and uses organized around an internal circulation network (either vehicular or pedestrian); with a unifying architectural or design element indicating that the different areas are part of a larger use. Campus areas include OCU properties and areas for possible expansion. No specific density is required or recommended in the Campus category.

Campus Support. Areas adjacent to a campus but not operated or owned by the primary campus agency. These areas provide retail, services, and offices that support operations on the campus or provide additional services to the population generated by the campus. Uses may include restaurants, personal services, hospitality, retail, and convenience retail. Development in these areas should be compatible with the campus and surrounding rural context in design and intensity. Particular focus on creation of a pedestrian friendly environment is important. Support areas should be compact to promote for pedestrian connectivity. Residential units may be appropriate in mixed-use buildings when centralized sewer and water utilities can support increased development.

Campus Village. Medium density residential communities adjacent to and accessible from a campus. Housing options may range from single-family homes to apartments, townhouses, two-family homes, or dormitories. Properties may or may not be developed as part of the campus but should provide residential options compatible with the campus and surrounding rural landscape. Campus Village development should be compact to promote connectivity with the adjacent campus and campus support facilities. A net residential density of 5 units per acre is suggested.

Commercial Business. Areas with high potential for utility availability in accessible locations designated for use as commercial retail or office space. Businesses that focus on delivering services locally or cater to sales of local goods are highly desirable in these areas. Small-scale buildings are appropriate in these locations. Markets, landscaping, automotive services, feed supply stores, offices, and general sales are appropriate uses.

Industrial Business. Areas appropriate for industrial manufacturing, processing, or warehousing operations. Larger footprint buildings are appropriate in these areas. These locations will require adequate local roads to handle truck traffic. Support offices are also appropriate in these areas. To support extensive business development centralized utilities will be needed in these locations.

CONNECTIONS

As new developments are proposed and completed, new roadways will be needed to accommodate the increase in traffic as well as provide access to previous land in accessible areas. The Township should consider the use of a hierarchy of new roads to ensure adequate capacity and flow within the network. Consideration of where new connections are needed based on the future land use should be addressed in a Thoroughfare Plan for the Township. The following recommendations describe the road way types and their function.

Proposed Through Roads or connectors are recommended to connect two or more existing arterial roads. The through roads are intended to run through a development providing access to the arterial network and provide a travel route through neighborhoods to open up areas beyond frontage lots along existing roads. Smaller local roads can feed into these local connectors. It is important that as development is completed that developers provide a connecting right-of-way. Reserving right-of-way through phased development is recommended to ensure that a through road can be completed and that anyone developing near or on a new road is aware that at some point it will be a through road. When development is phased, stump roads should be set in and future development phases should be evaluated based on the proposed alignment and not use the stump as a dead-end.

Proposed Local Roads are recommended to provide direct access to new residential or business lots. The alignments of these roads will be contingent on the subdivision pattern and will be altered in final development based on local topography and land ownership patterns. However, connecting one development to another should be a goal in subdivision design and approval. Local roads may be connected or cul-de-sac designed.

Proposed Greenway in addition to travel by automobile on roads, pedestrian and bicycle travel is a desired element of development in the township. The Development Framework Plan presents recommended locations for combined greenway and trail networks that connect major recreational features and destinations to residential areas. These connections are separate from major roadways to provide maximum safety for users while also providing access to green space. The recommended alignments are coordinated with the Bike and Pedestrian Plans for the Circleville region to connect with a larger network.

POTENTIAL ANNEXATION AREAS

Washington Township, the City of Circleville, and Pickaway County have jointly entered into an annexation agreement to create a predictable process for annexation, the provision of services, and the protocol for land use and zoning decisions in three areas of the township. The annexation areas are illustrated on the map to the right and through the cross hatched areas on the Development Framework Plan Map. The three areas were selected without a particular phasing implied; however, Area 2 is likely the first area to experience significant change.

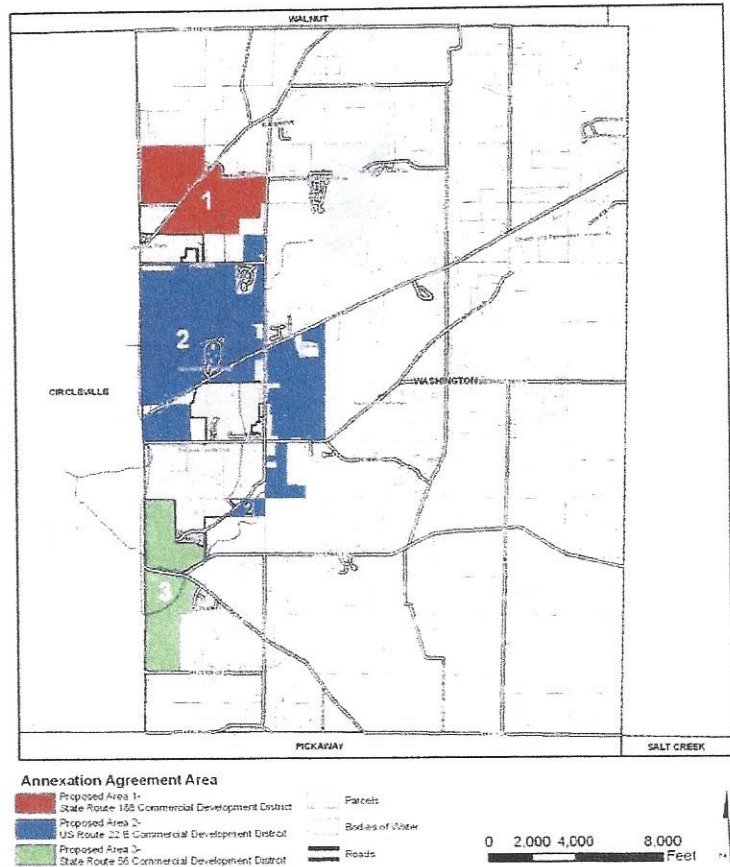
A cooperative agreement provides a valuable asset in helping the township maintain a role in all issues related to planning and development, especially in the

portions of the township with the highest probability for growth. Including this effort in the township Development Plan process helps to coordinate many of the important issues related to an agreement, such as land use, zoning, and future development between the development plan and the annexation agreement.

The primary components of the annexation agreement are:

- Identified annexation areas in three growth corridors of the township (see the map above).
- Criteria, which enable property owners to determine any future annexations
- A partnership in these areas between the township, city and county
- Criteria for the maintenance of the current township boundaries
- Criteria for the protection of township property tax revenues
- Criteria for the coordination of the provision of public services in the growth areas
- A process for joint planning & development decisions
- Criteria to promote jobs and new tax revenue opportunities in the development areas
- Criteria for joint approval for any tax incentives considered in the new areas

The areas are contiguous and exclude residential developed properties. The **Development Framework Plan Map** presents a broad recommendation for future land uses and road connections within the annexation



areas. However, this plan also recommends further efforts for master planning and the adoption of development standards and service demand forecasts for each of the areas to assist in the development process in these areas.

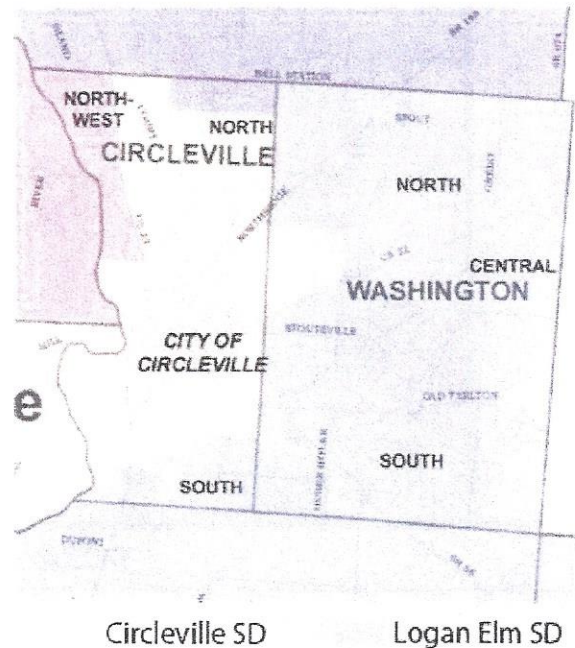
SEWER AND WATER UTILITIES

Sewer and water utilities are currently provided by the Earnhart Hill Regional Water and Sewer District, and the township is adjacent to areas serviced by the City of Circleville utility district. Residential water services are available throughout the township. There are not currently any sanitary sewer lines in the township. There are three small local systems that do not have additional capacity for growth, which should be connected to a centralized system when that becomes possible. Force sewer main extensions into the township from Clearcreek Township in Fairfield County are underway to provide services to the mixed-use development at the western terminus of the eastern section of Winstead Road. As a forced main, the system will be closed to tie-ins from surrounding properties. Developments with demands for high-volume water for production or fire suppression will require increased water services, and any development with residential densities over 1 unit per acre as proposed in some areas of the township (mostly within the annexation areas) will require sanitary sewer services.

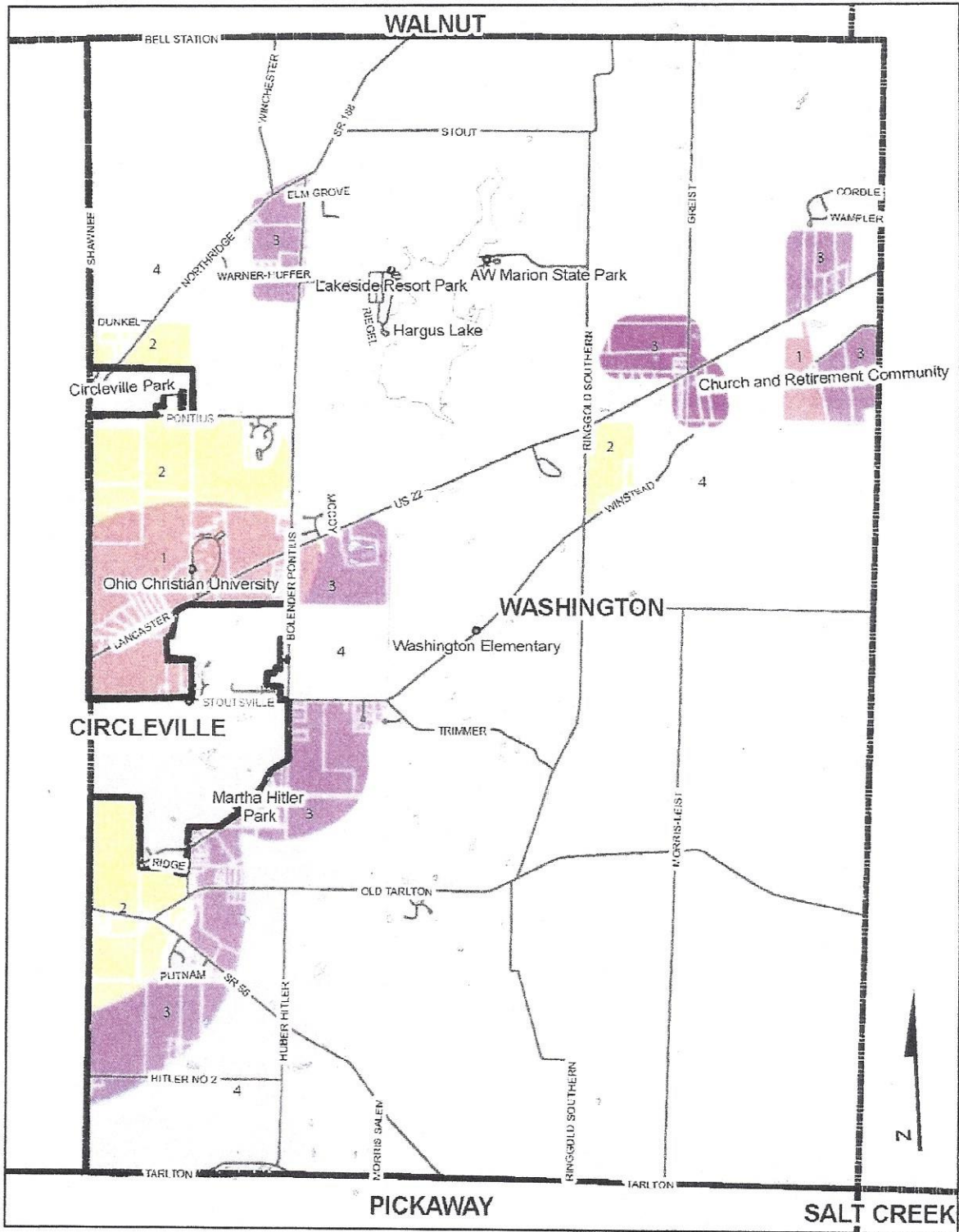
PUBLIC SCHOOLS

Residents of the township are within either the Logan Elm School District or the City of Circleville School District. The only school building located in the township is Washington Elementary (Logan Elm District) on Stoutsville Pike. The Circleville City Schools are currently constructing a new campus just to the west of the township. The new campus will include buildings for K-12 education and is within close proximity to the Ohio University Campus.

Residential growth within the township is anticipated to be most concentrated in Annexation Area 2 within the Circleville School District.



SCHOOL DISTRICTS



DEVELOPMENT PHASING PLAN

PHASING

Development in the township is largely influenced by growth in neighboring Circleville, the potential expansion of OCU, and a local retirement community. Anticipated development in Washington Township should be strategically phased to control growth and preserve the overall character of the township.

Phase I Development

Priority development areas include areas adjacent to OCU and the retirement community. Both existing developments show potential for expansion and act as anchors to attract similar and supportive uses and services.

Phase II Development

Developments occurring in Phase I catalyze Phase II development. Areas categorized for Phase II development include major intersections, land prime for future industrial and business growth, and land directly impacted by development occurring in the first phase.

Phase III Development

Phase III development is spurred by development in early phases, but also includes areas showing potential for smaller scale growth and development. Phase III development includes land ideal for village residential growth and land in territories included in the annexation agreements.

Phase IV Development

Phase IV development areas are areas targeted for long-range development planning. These areas include land, which will be ideal for development after the earlier phases draw close to completion. These areas may be ideal for expanding the village residential districts and can accommodate additional business growth.

PART III: IMPLEMENTATION

INTRODUCTION

As a non-home rule township in Ohio, there are certain functions Washington Township can complete independently and other which must be coordinated with other jurisdictions or services providers. This becomes very important in the pursuit to implement the recommendations of this Development Plan. The following sections present tools and approaches the township may pursue in the implementation of the plan's recommendations in coordination with other agencies and jurisdictions.

COORDINATION AND INTERGOVERNMENTAL AGREEMENTS

Coordination is an ongoing administrative effort that could result in regulatory actions or agreements at various points. This plan recognizes that agencies outside of the township regulate many elements of the community including sewers, water, transportation, schools, and stormwater. In fact, the township is restricted in its participation in the subdivision review (not zoning) process, which is under the purview of Pickaway County. With so many agencies working in Washington Township, the township has the ability to serve as a coordinator and to identify ways to make improvements in the community. One of the simplest strategies for implementing many of the recommendations is to communicate with the appropriate agencies, inside and outside of the township, and inform them of township policy and the needs of the community. Secondly, the township should make a concerted effort to employ an open exchange of information between agencies and coordinate with the county to track the status of essential services.

Annexation Agreement

The township officials have already taken great strides to ensure the township's voice is considered in development decisions. With prospects of the continued growth of the City of Circleville into unincorporated Washington Township, the Trustees and Zoning Commission decided it was an opportune time to consider a cooperative agreement with the city and county.

A cooperative annexation agreement provides a valuable asset in helping the township maintain a role in all issues related to planning and development, especially in the portions of the township with the highest probability for growth. Including this effort in the Township Development Plan process helps to ensure that many of the important issues related to an agreement, such as land use, zoning, and future development are factored into both documents in a coordinated way.

The State of Ohio established Annexation Agreements (ORC 709.192) to help facilitate cooperation between local governments regarding issues including economic development, joint provision of public services, and mutually beneficial planning and land use. This type of accord helps to ensure that any future growth by Circleville into the township is mutually agreed upon, protects residents' property rights, provides adequate public services and meets the highest standards possible for the area.

The process to formulate the Circleville-Washington Township Agreement consisted of regular working group discussions by officials of the local governments (township, city, and county) over a period of approximately 6 months. The group explored the essential components necessary for an agreement including what geographic area to cover, how services might best be provided, and how the partners could share in the responsibilities and benefits of the future growth areas.

The Annexation Agreement incorporates the following key components:

- Includes territory in three growth corridors of the township
- Enables property owners to determine any future annexations
- Creates a partnership in these areas between the township, city and county
- Maintains the current township boundaries
- Protects township property tax revenues
- Coordinates the provision of public services in the growth areas
- Establishes a process for joint planning & development
- Promotes jobs and new tax revenue opportunities in the development areas
- Requires joint approval for any tax incentives considered in the new areas

The *City of Circleville-Washington Township Annexation Agreement*" document was presented to the Washington Township trustees, the Development Plan Steering Committee and in a development plan public meeting for comments and resident's input. The agreement was also reviewed by the Circleville City Council's Committee-of-the-Whole, where it was moved on to City Council for action. Each of the parties have passed legislation to officially establish the Agreement.

Many of the agreement's terms will assist in growth management within the identified areas including provision of services and utilities. Furthermore, this development plan recommends that the city, county, and township join with the School District and OCU to complete an area plan for Annexation Area 1 to further refine the master plan for this area. The annexation agreement also sets the stage for the city or county to establish development regulations that can control development to an extent greater than the townships sole abilities.

Area Plans

Area Plans are geographically specific plans that can address a broad spectrum of issues and opportunities in a specific area of the city. Examples of locations where the township may want to complete Area Plans include annexation areas, corridors or gateways, and areas around Hargus Lake. Area Plans should be detailed and comprehensive, and they should identify preferred land use, alignments for transportation systems/networks, alignments and capacities for utilities and facility needs or demands, key players, actions to be taken by the township, actions by other governmental entities, actions by private/non-profit players, design guidelines, and financing/funding for capital improvements. It is recommended that the township prioritize an area plan for the **Annexation Area 2** immediately around the OCU Campus and adjacent to the new Circleville school campus site in Circleville Township.

DEVELOPMENT CONTROLS

Development Controls are the regulatory tools through which the **Development Plan** will be realized. The following tools are commonly used in communities working towards goals reflecting community character, quality of design, cohesion, and preservation. Taking the following action steps will ensure that the township's regulations reflect and support the vision and goals of the **Development Plan**.

Zoning Resolution

The **Zoning Resolution** is the primary regulatory tool the township has to implement the **Development Plan**. Updating and amending the **Zoning Resolution** to reflect the vision and goals of the **Development Plan** and incorporate standards as needed to implement the recommendations of this plan. The **Zoning Resolution** can be used as an effective tool to ensure that the rural character of the township is preserved and that development occurs in accordance with the township's vision.

Subdivision Regulations

The Pickaway County subdivision regulations help implement the recommendations of the development plan by indicating process and standards for the subdivision of land. This element works with the zoning resolution to ensure that development densities, configurations, and accessibility are consistent with the vision for the township. The subdivision regulations are enforced by the county and as such any updates or amendments needed to implement the plan must be approved and adopted by the county.

Corridor Design Standards

Corridor Design Standards can be incorporated into development regulations to control development along major corridors in the township. Guidelines should regulate development factors such as density, setbacks, parking lot placement, landscaping, and building design. These regulations can be effective in managing development along corridors in areas, which are to be preserved, and also along corridors which are predicted to undergo larger scale growth.

Special Development District Standards

With the completion of the Development Plan and the Annexation Agreement, the next step to manage development in the Annexation Areas is to enact development regulations for the areas. Because the city can regulate development in a different manner than the township, a special development district that can be enforced by the city with the special Joint Planning and Zoning Board established in the annexation agreement can serve as an advisory committee to implement the recommendations of the Development Framework Plan. The standards could regulate architecture, site design, land use, and density.

FARM LAND AND OPEN SPACE PRESERVATION TOOLS

Although farmland and open space are not interchangeable, many of the same tools can be used to preserve farmland and open space.

Fee-Simple Acquisition

Cities, counties, and townships can use a variety of funding sources, such as bonds, (sales taxes-cities and counties only) and property taxes to purchase local open space for parks, greenways, and trails. When the primary goal is active management of open spaces for recreational, ecological, or educational purposes, fee-simple acquisition and ownership is the best option.

Land Trust

A land trust is a private nonprofit organization—a 501(c)3—that may receive donations of land, interests in land known as conservation easements, stock, bonds, and cash. Donors may use these gifts as charitable deductions for federal income tax purposes. Some land trusts do acquire land in fee-simple. A land trust can allow public use of their managed land for recreational, agricultural, and educational uses. The township or other group could establish a local land trust, or one of the larger state or national trusts could be approached to assist in the township. The Nature Conservancy and Trust for Public Land both commonly purchase land and then sell it to local and state governments for parkland. The American Farmland Trust is also active in Ohio.

Conservation Easements

Conservation easements are one of the tools to conserve open spaces and agricultural land. This option is non-regulatory and voluntary. A conservation easement is a legally binding contract in which a landowner voluntarily restricts the rights to use and develop land as well as the right to sell or convey mineral rights. The conservation easement may limit the use of the land to natural habitat or water shed protection, or agricultural activities. A conservation easement may exist in perpetuity or for a designated time. The holder of an easement may be a land trust or a governmental entity (township or county). The holder must record the easement at the county and then it will run with the land. The land trust or government agency that holds the conservation easement has a legal responsibility to monitor the property and enforce the terms of the easement. The Development Framework Plan aims to offset expanding

development into agricultural regions, and conservation easements are a voluntary tool that can help achieve this goal. Transfer or Purchase of Development Rights

One method of protecting farm land or natural areas and balancing that with incentives for intensified development in the targeted Annexation Areas is to institute either a Transfer of Development Rights (TDR) or Purchase of Development Rights (PDR) Program. A TDR program would allow landowners in designated sending areas to sell or bank development rights that developers with land interests in designated receiving areas can purchase. This type of transfer would permanently protect the sending areas by relocating the development rights to the preferred growth areas within the township. The sending areas gain an increased development intensity and intensify growth in areas where services and infrastructure can be made available in a more economical and efficient manner. A TDR program offers the township an additional mechanism to protect a variety of sensitive features while providing help offsetting and perceived diminution in land development potential. While the concept of a TDR program has been around for many decades there are few communities that have fully implemented successful programs. Although when the market balance of demand and supply is right, this type of program can be successful.

A PDR is an option that rather than transferring development rights from one area to another just allows the purchase of the development rights for the permanent protection of the land from increased development. A PDR can function similar to a conservation easement, although it depends more on funding sources rather than donation from landowners. A PDR works when community resources are available and farmland is seriously threatened.

Modified Real Estate Taxation Systems

Many communities are enacting modified real estate taxation levels for agricultural or production land. This is an incentive program offered by the real estate taxing jurisdiction. The county would allow landowners to voluntarily opt to place the land in a Agricultural Preservation district which would effectively lower the taxable value on the property. Usually there is a timeframe attached such as 10-years. During that 10-year period, the landowner pays an amended tax based on the adjusted value lower than the market value with the condition that the land remains in agricultural production and is not subdivided or developed for commercial or residential development. Should the landowner decide within the period of adjustment to subdivide or sell the land for non-agricultural purposes, they would have to pay back the difference in taxes for the period the adjustment was granted.

At the end of the period the owner could opt to not renew the designation and develop the land as desired without repaying the adjustment. This approach allows for temporary preservation of agricultural land while providing a financial benefit to the landowner and still maintaining a longer-range option to

develop the land. This program would require support from both the county elected officials and land owners.

Conservation, Cluster, or Open Space Subdivisions

A Conservation Subdivision is a land subdivision pattern that sites homes on smaller than typical lots and places large open spaces into conservation easements. The pattern results in an equal number of buildable lots per acre by reducing the lot size. Addition of a conservation subdivision design would have to be approved at the county level as the county approves subdivisions in Washington Township. The advantages of conservation subdivisions are that they allow for development of rural land areas while preserving significant open spaces or agricultural areas to maintain function and character. The comparison of a traditional subdivision and a conservation subdivision of the same land area is provided on the following page.

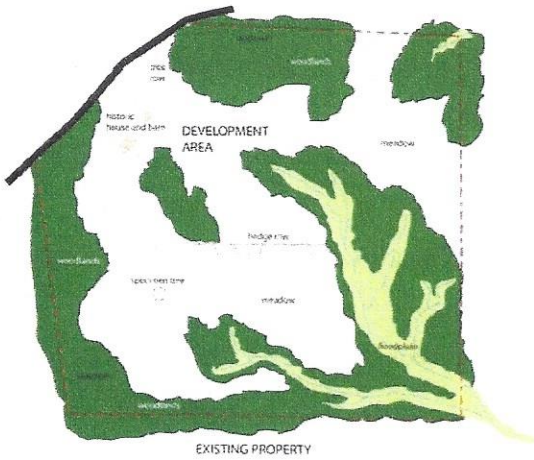
REGULAR MONITORING AND UPDATES

The township should monitor the progress of the plan recommendations and development occurring and regularly update the plan. A one, five, and 10 year schedule is ideal, with regular monitoring occurring annually, minor updates every five years, and a full update occurring every 10 years.

Amendments

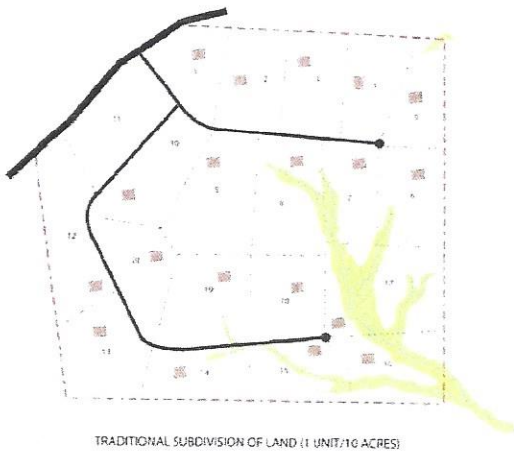
In some circumstances, outside of the regular monitoring or updating of the plan, there may be a need to amend the Development Plan or the Development Framework Map. It is important to point out that this plan is a community based statement of where we would like to be in the future and is the result of a detailed public process. Any amendment made to the plan should be held to the same high level of analysis and public scrutiny. Amendments to the adopted plan must follow the same review and adoption process as the plan itself.

TRADITIONAL AND CONSERVATION SUBDIVISION COMPARISON



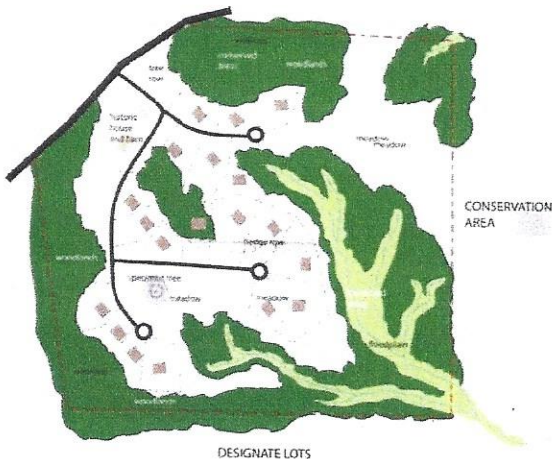
EXISTING PROPERTY

The existing property shown to the left is approximately 200 acres. The site contains an existing farm house and out buildings, a hedge row, a large specimen tree, and wooded areas with stream corridors and wetlands.



TRADITIONAL SUBDIVISION

In traditional subdivision, the site would be equally divided into the maximum number of minimum sized lots to create building lots. In this example, a 10-acre minimum lot size is used. The lot is subdivided into 20 equally sized lots, the land is cleared, and roads are constructed to provide access to each lot. The majority of existing features are lots.



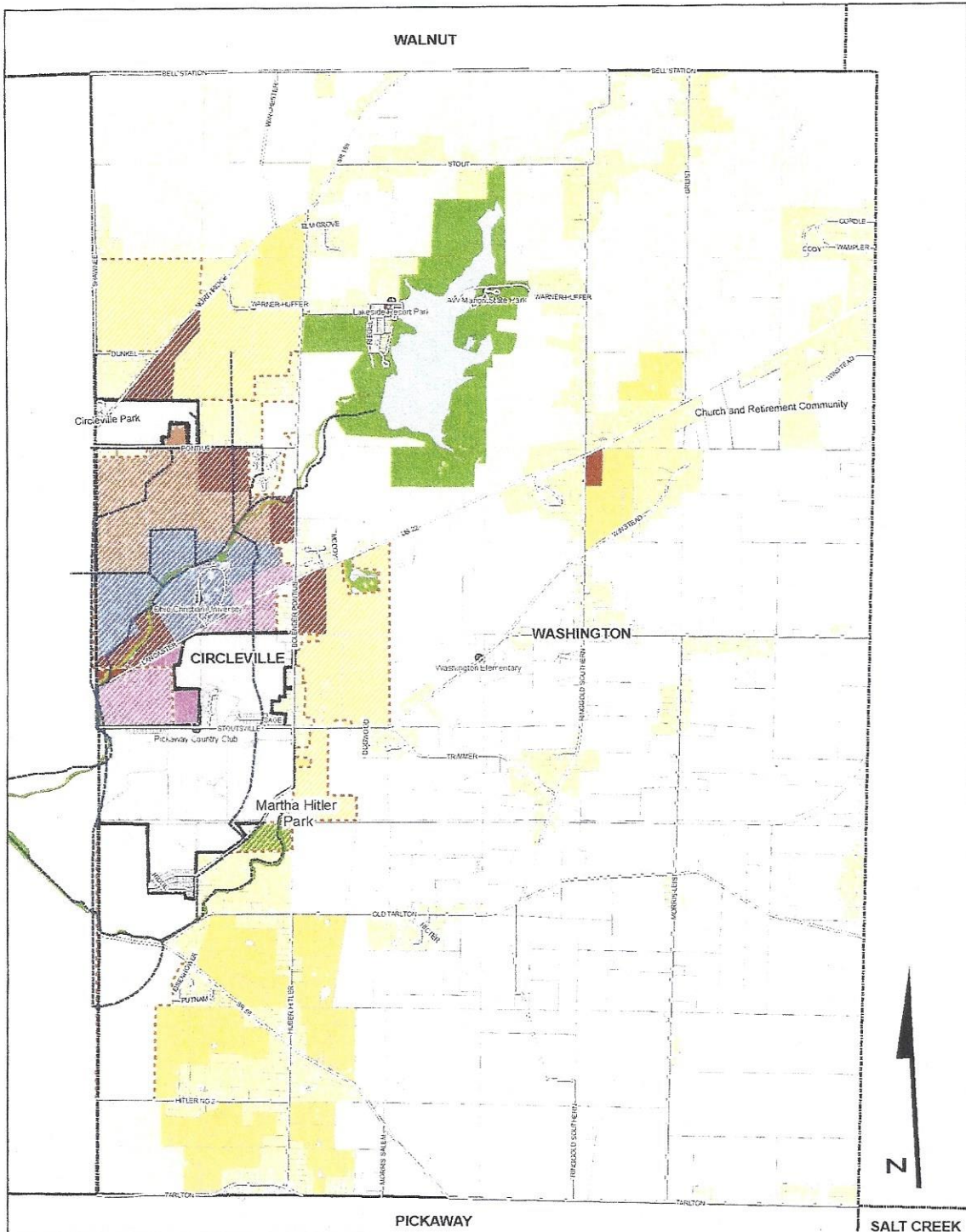
CONSERVATION SUBDIVISION

In the conservation subdivision, the valuable elements are identified and protected, and then appropriate locations for 20 building sites are identified, streets are designed to provide access to the buildings, and then the lot lines are drawn. Individual lots may be as small as 1/2 acre. The process preserves open spaces and site features, while allowing for development and reduced road maintenance.

RECOMMENDED WORK PROGRAM

The plan is the guidance system established by the community for development, however, in order to realize the future vision expressed in this document, implementation of the recommendations will be key. The following work program is suggested for follow up steps and implementation of the recommendations of this plan. This program should be reviewed annually and updated or amended as needed.

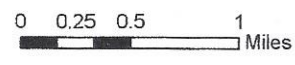
1. Prepare an area master plan for Annexation Area 2. Coordinate with OCU, Circleville, Circleville City Schools, Circleville utilities, Earnhart Hill, and Pickaway County Engineer to coordinate land use transportation, and utility provision within the master plan.
 - a. High Priority: Short-term (Year 1)
 - b. County Development and Planning (lead agency)
2. Revise township zoning standards to implement the conservation and development recommendations of the plan. Include optional incentive methods for conservation, and modified development densities and subdivision standards to better manage rural character while still allowing for managed development and growth in an agricultural environment.
 - a. High Priority: Short-term (Year 1)
 - b. Township Trustees: With assistance from Zoning Commission and County Development and Planning
3. Adopt a joint special development district to regulate development in Annexation Area 2. Include aesthetic controls, site planning elements, and access management regulations that complement the recommendations of the master plan.
 - a. Moderate Priority: Short-term following completion of items 1 and 2
 - b. Joint Planning and Zoning Review Board: Adoption will require action from township, city and county as part of the Annexation Agreement.
4. Joint Planning and Zoning Review Board should review all development proposals in Annexation Area 2 under the newly adopted standards for compliance with the master plan.
 - a. Moderate Priority: Mid-term following completion of items 2 and 3
 - b. Joint Planning and Zoning Review Board: Adoption will require action from township, city and county as part of the Annexation Agreement.
5. Evaluate plan and growth trends, consider creation of master plans and special development district for the other annexation areas.
 - a. Moderate Priority: Long-term based on changes in growth trends
 - b. Township Zoning Commission/Township Trustees/County Planning & Zoning



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**DEVELOPMENT
FRAMEWORK PLAN
Revised for Zoning
Commission**



- Annexation Agreement Area
- Agricultural
- Rural
- Rural Residential
- Conservation Resort
- Village Residential
- Campus
- Campus Support
- Campus Village
- Commercial Business
- Industrial Business
- Township Boundaries
- Bodies of Water
- Existing
- Proposed Greenway