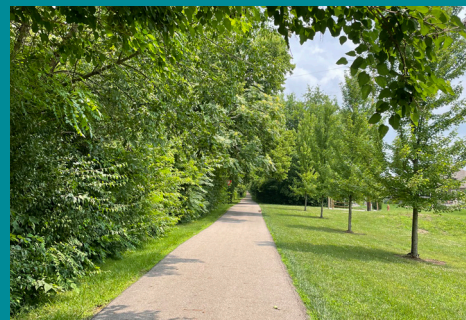




communities of Licking County

FRAMEWORK

shaping tomorrow together





FRAMEWORK

A UNIQUE COMMUNITY OPPORTUNITY



September 2023

Dear Community Members-

The Thomas J. Evans Foundation has had the unique opportunity of serving as the neutral convener of FRAMEWORK, an unprecedented public-private partnership undertaken by 15 Licking County jurisdictions, including county government, 6 business partners, and several listening partners. The jurisdictions represented on the Leadership Group are those that will likely be most immediately impacted by the anticipated growth in western Licking County. While this was the geographic focus, the policies, programs, and procedures recommended by FRAMEWORK can be applied to all jurisdictions within Licking County.

The purpose of the effort was to produce an inspiring and collaborative vision addressing economics, land use, character of place, transportation, housing, and other topics within Licking County with the final report informing specific community planning and development decisions going forward.

Eight generations of my family have lived and worked in Licking County since 1836. From the day of the Intel announcement on January 21, 2022, I have wanted to be of help in any way I can to make sure our communities are proactive to ensure that we enjoy living, working, and raising our families for generations to come. Licking County has been experiencing growth for decades but the Intel announcement created both excitement and a time of great uncertainty—on many levels—throughout our county.

The publication of FRAMEWORK is just the start. In this report you will find best practices to implement within individual comprehensive plans and zoning codes to reflect our desired outcomes, plans to increase our capacity to respond to and ensure jurisdictions benefit from growth, tools to bring fiscal resources to our communities and new ideas to harness our collective vision and translate it into actionable steps. We must think in strategic ways about growth - understanding both the economics and the impact it has on our sense of community.

FRAMEWORK

A UNIQUE COMMUNITY OPPORTUNITY

FRAMEWORK was a voluntary activity. Individuals chose to participate. We will have to choose to implement recommendations going forward. It will require continued collaboration and communication to ensure our community benefits from the work invested to date.

On behalf of the Evans Foundation, we would like to express our gratitude for the opportunity to serve as the neutral convener of this effort. We are grateful for the confidence the Licking County communities, the Leadership Group, and numerous external stakeholders have expressed to us during our journey over the past eighteen months. We thank each of the more than 4,000 individuals, corporations, and organizations who took their time to attend our public input sessions, participated online, or supported our effort in multiple other ways. Your involvement has helped arm our elected officials with information about your values and priorities as well as how the future of our communities should be shaped.

This initiative has quickly become a model for the State of Ohio. As a result of the incredible collaborative spirit of the participating jurisdictions and stakeholders and the extensive public input we have gained the support of Governor Mike DeWine and Lt. Governor Jon Husted and state agencies.

We have all leaned into this opportunity with great support from each other. It has been an educational and collaborative experience and one that has been fair and civil from the start. It has also been a heavy lift for the foundation. We have a very small staff and there is no way it could have happened without the unending and diligent work of Jennifer Roberts, Executive Director and Megan Evans, Assistant Director of the foundation. We all owe a debt of gratitude to this team. I also thank Jamie Greene, Principal of Planning NEXT and his amazing team for all their great work. They have been top rate.

This is an extremely important time within our county, and it will be important for all of us to work together and learn to work and think differently as we move forward. We hope that the FRAMEWORK effort will prove that we can come together to create positive change for our county...and make a great place even greater.

Most sincerely,



Sarah R. Wallace, Chair of the Board
The Thomas J. Evans Foundation

FRAMEWORK

A UNIQUE COMMUNITY OPPORTUNITY



Dear Licking County Residents,

When we assumed our roles as elected officials representing individual jurisdictions throughout Licking County we had no idea what the future held. We knew we cared deeply about our communities and believed we could provide strong leadership.

January 21, 2022, the day of the Intel announcement, our journey changed dramatically. While we were already experiencing significant growth in our county we became the focus of a global audience in ways we have not previously experienced.

The past year has been historic, coming together as 15 individual jurisdictions, working to launch a unified planned effort with unprecedented public engagement. We have chosen to work together to ensure there is continuity between townships, municipalities and county agencies and it is really exciting to know that we can all sit at the same table and have unified, productive discussions for a visionary approach for Licking County. That is not to say that we all agree on everything, but we are aligned on living and working in great places.

FRAMEWORK is a resource to help local governments address conservation and development in their communities. It is not a binding document, rather, it is an important guide that includes public input and technical analysis. It should be utilized to empower local jurisdictions to make informed decisions.

Additionally, what has really happened here is the networking between leaders getting to know each other, learning together, and exchanging information. We are now able to reach out to each other in times of need when we are grappling with issues that affect contiguous jurisdictions as well as our public schools. Continuous collaboration will be beneficial to all parties as we work to ensure collective success for the future.

Our commitment is to continue to collaborate and move forward into a year of implementation where we take the 14 FRAMEWORK Principles and utilize the planning tools presented in FRAMEWORK to shape development in a manner that truly reflects the desires of the citizens in our jurisdictions. It is our goal to have all communities benefit from growth while conserving the essence of what makes Licking County a great place to live, work, and play.

We know we have a great deal of work before us to leverage the technical content and recommendations resulting from FRAMEWORK. We are excited to continue to work collaboratively to ensure we are all proud of the places we call home over the next 5, 10, 20 years.

Together we all can accomplish more,

Bryn Bird,
Granville Township Trustee

Mark Van Buren,
Harrison Township Trustee

Dan Wetzel,
Jersey Township Trustee

Bill Bogantz,
Liberty Township Trustee

Troy Hendren,
Monroe Township Trustee

Randy Almendinger,
St. Albans Township Trustee

Jeff Sharps,
Union Township Trustee

Jim Jasper,
Village of Alexandria Mayor

Melissa Hartfield,
Village of Granville Mayor

Jim Layton,
Village of Hebron Mayor

Mark Johns,
City of Heath Mayor

Sean Staneart,
City of Johnstown Acting City
Manager

Jeff Hall,
City of Newark Mayor

Mike Compton,
City of Pataskala Mayor

Tim Bubb,
Licking County Commissioner

Resolution of Acceptance of the FRAMEWORK Final Report

WHEREAS FRAMEWORK was established with the essential purpose of providing an inspiring resource to assist local jurisdictions in making informed planning, conservation and development decisions, and

WHEREAS Licking County continues to experience unprecedented growth pressure emanating from an expanding metropolitan region and triggered by continued new development, and

WHEREAS (insert community name) recognizes the need to proactively manage our land resources, including conservation and new growth, while maximizing development opportunities, and minimizing resulting adverse impacts, and

WHEREAS (insert community name) agreed to support and participate in the FRAMEWORK planning process, and

WHEREAS (insert community name) participated on the Leadership Group, and

WHEREAS (insert community name) supports the ongoing participation in jointly managing the unprecedented growth expected in Licking County, and

NOW THEREFORE, (insert community name) acknowledges the following:

- To accept the FRAMEWORK final report as presented, and
- To acknowledge that we are experiencing rapid growth in our community and in order to shape our future we must collaborate, communicate, think and work differently, and
- To be mindful of the FRAMEWORK Principles that resulted from extensive public input, as local decisions are being considered, and
- To utilize the FRAMEWORK report in establishing priorities for (insert community name) that will help achieve the vision defined by public input.



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A map of Franklin County, Ohio, with a teal overlay. The map shows the boundaries of several townships: Monroe, Liberty, Jersey, St. Albans, Pataskala, Harrison, Union, and Granville. Major cities and towns are labeled, including Johnstown, Alexandria, Granville, Newark, Heath, and Hebron. Major roads like US-161, US-16, US-70, and US-140 are also shown. The text 'CHAPTER 1 Introduction' is overlaid on the map in white.

CHAPTER 1 Introduction

Introduction

FRAMEWORK was launched in 2022 to produce a collaborative vision among local jurisdictions, addressing economics, land use, character of place, and more.

The FRAMEWORK process was unprecedented in that it brought 14 jurisdictions and the Licking County Government, hundreds of stakeholders, and thousands of residents together to develop a strategic approach to managing change in their communities. FRAMEWORK serves as a guide for decision makers and the community regarding future development and quality of life. It is both comprehensive – taking a long-term view of a broad range of topics – and strategic – serving as an action plan to move communities forward. FRAMEWORK is organized to be user friendly and builds a story that reflects the consensus-based vision.

Organization of the Report

Following this chapter, the FRAMEWORK report is comprised of the following chapters.

Executive Summary

The Executive Summary presents the context that led to undertaking the FRAMEWORK process, including the reasons for initiating FRAMEWORK, the leadership and resources that supported the process, and an overview of implementation.

How Did We Engage?

The Planning Process underlies that FRAMEWORK is an iterative process, one that collects and tests insight in different forms throughout the process, built on significant leadership, stakeholder, and public engagement. This chapter summarizes that process, including an overview of the analysis and the resulting findings that provided context for drafting FRAMEWORK, and a list of the participants.

How Will We Grow?

Understanding the near-term future relative to development and growth provides the critical physical context for weighing options and their implications in the study area. This chapter introduces the study area and provides a description of all 14 local communities, detailed characteristics and analysis of the study area, maps documenting the analysis, and the Conservation and Development Map, principles, and character types that provide a roadmap for informing future growth and development decisions.



What Are the Economics of Planning?

Economic development and housing considerations that underlie FRAMEWORK are a critical piece of this process. This chapter documents and assesses the state of the housing market and the economic climate.

How Does Infrastructure Impact Planning?

The availability of supporting infrastructure is addressed in this chapter, reflecting constraints, opportunities, and influences for future development and growth.

What Should We Do?

Key to long-term success of FRAMEWORK is a focus on implementation. This chapter presents action priorities that could be undertaken by individual jurisdictions, a plan for reporting, monitoring, and evaluating success, and a structure for annual dialogue among the 14 participating jurisdictions and the county.

Appendix

The Appendix includes a glossary, a list of all participants and jurisdictions, and documentation developed during the FRAMEWORK process.

Additional Documents

Additional documents developed during the FRAMEWORK process can be found on the project website at frameworklc.org/resources, specifically: the case studies of relevant communities facing similar growth pressure, summary documentation of public participation, and the Baseline Findings Report.

Point of Contact

The point of contact for FRAMEWORK in the first year after adoption is the Thomas J. Evans Foundation, that will continue to act as the neutral convener. Following the first year, the participating jurisdictions will decide how to move forward with FRAMEWORK.

A map of Licking County, Ohio, showing various communities and their boundaries. The map is overlaid with a semi-transparent teal color. The text 'CHAPTER 2 Executive Summary' is prominently displayed in white in the upper left quadrant. The map labels include Monroe, Liberty, Johnstown, Alexandria, Granville, Newark, St. Albans, Jersey, Pataskala, Harrison, Union, Heath, and Hebron. Major roads like US-161, US-70, and US-16 are also visible.

CHAPTER 2 Executive Summary

Call to Action



Immediately following Intel’s announcement of its \$20 billion investment in Licking County, local leaders gathered to organize themselves to prepare for the opportunities, challenges, and the unknown. While Central Ohio and Licking County had been growing, Intel and associated development represented an unprecedented magnitude of growth with an aggressive timeline. With the leadership of the Thomas J. Evans Foundation, 15 Licking County local governments agreed to collaborate on an aligned approach to shaping the future. They were supported by a local cohort of businesses and organizations. The 15 local governments became known as the Leadership Group and their focus was to create a collaborative and aligned development approach for the 264 square mile study area.

The Leadership Group met monthly for a year and a half. Early on, they expressed the importance of a process that included insight from anyone who cared about this study area to have multiple opportunities to participate. This included the public as well as organizational stakeholders. Solid technical research to understand the current conditions and potential trends was also important to the Leadership Group. Ultimately, the Leadership Group desired insight and new tools to integrate into their individual policy and regulatory responsibilities. The process delivered just that through interactive monthly meetings, extensive public input, and the recommendations that are reflected in FRAMEWORK.

Managing Development

Prior to the announcement, many of the participating jurisdictions experienced a low volume of development activity and therefore had little need for enhanced land use and development tools. It became obvious that the magnitude, complexity, and pace of anticipated growth would require more strategic approaches. It is critical to note, in addition to policy challenges, all the jurisdictions are understaffed—with some not staffed at all—to meet the opportunities and challenges. Many jurisdictions also rely on the county to for certain permitting processes, such as building permits. There has been and will continue to be pressure on the elected and appointed officials to manage growth. Impressively, the elected officials participating in the FRAMEWORK process have “leaned in” to the uncertainty and unfamiliarity with curiosity and resolve.

Continued

Call to Action



It is important to note that these local governments participated voluntarily. They saw value in collaboration and committed resources. They understood FRAMEWORK would not replace their authority to legally manage land use in their jurisdiction. FRAMEWORK's purpose is to be: ***An inspiring resource to assist local jurisdictions to make more informed planning, conservation and development decisions.*** Nothing like this has ever taken place in Licking County.

A Need for Collaboration

Years before the Intel announcement, the conditions were set for significant economic development in this general area, especially as economic growth extended throughout the Columbus metropolitan area. Licking County has benefited from significant job growth of quality, in-demand jobs. Intel will be joining global businesses like Amgen, Meta, Google, Amazon, Microsoft, and businesses located on the Central Ohio Aerospace and Technology Center campus. This growth combined with the Intel investment in Licking County at their Ohio One site (which is anticipated to grow from \$20 billion to \$100 billion) served as a catalyst for this collaborative planning effort.

This is a Big Area

The study area is 264 square miles. Licking County is 687 square miles. For comparison, the City of Columbus is 223 square miles, which accommodates a population of over 900,000 people. The study area is big and could accommodate a significant amount of development. No projections suggest anything close to this magnitude, however this means it is easy to be less intentional with the consequential decisions. FRAMEWORK's conservation and development approach emphasizes efficient use of land resources, a finite resource.

The study area was identified with an interest in capturing the main transportation corridors, like State Routes (SR) 161, 16, 62, and 37, and those jurisdictions likely to be most immediately impacted by the effects of Intel and associated growth. The participating jurisdictions included Licking County, four cities, three villages, and seven townships.

What is FRAMEWORK?

FRAMEWORK is a consensus-based, multi-jurisdictional document that provides guidance and suggestions about the ways in which individual units of local government may cooperatively guide future growth and development consistent with a joint vision of the future.

FRAMEWORK is not a comprehensive plan nor is it a land use plan. It is not regulatory. It is a strategic policy document that provides guidance reflecting the insight and support of the 26-member Leadership Group representing all 15 participating jurisdictions.

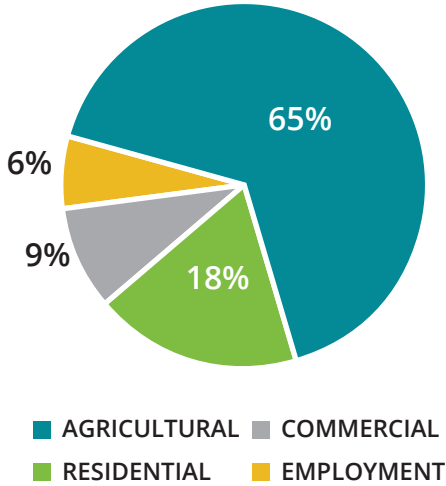
FRAMEWORK is a framework, a guide, a set of best practices, a set of recommended policies, and a tool that can be leveraged by local communities and the county to better plan and manage the future.

FRAMEWORK should be adopted by all jurisdictions as guidance as agreed to at the beginning of the FRAMEWORK process. It can inform and be a reference for the public, property owners, and the development, agricultural, and conservation communities.



What Did We Learn?

ZONING TYPES



The best planning initiatives—those that get implemented—are built on two key inputs: technical analysis of conditions and trends; and insight and intuition from diverse voices in the community. FRAMEWORK had both.

Existing Conditions and Trends

The land use in the study area is predominantly agricultural, which accounts for 55% of the land, but with another 30% residential. Commercial uses are limited to about 6% of the study area and employment uses occupy 4%. From a zoning perspective, 65% of the study area is zoned for agriculture (which permits residential), with 18% specifically zoned for residential uses. Commercial zoning is about 9% and zoning that supports employment uses (industrial, logistics, etc.) another 6%, both reflecting excess capacity in terms of available, zoned land.

Licking County has outstanding natural assets, such as woodlands, floodplains, and conserved properties, that comprise 28% of its land area. Based on analysis conducted for this project, the area has about 38% of available land that could accommodate new development, approximately 63,000 acres.

The study area serves as the economic engine of Licking County, as it contains the majority of the population, housing, and jobs. Current housing forecasts project that the county could attract nearly 10,000 new housing units over the next ten years.

Based on current densities within individual jurisdictions, which are as low as one home per 20 acres, the short-term forecast noted above would occupy one-third of available land. Given the low-density pattern to date and without any efforts to concentrate that residential development, an even more extensive amount of farmland would be impacted. **This clearly demonstrates that past practices when applied to this new growth pressure are not sustainable if there remains a desire to maintain a rural landscape and working farms.**

Community Engagement

A significant effort was made to make sure engaging in FRAMEWORK was a choice for anyone who lived, worked, owned a business, owned land, etc. in the study area. This included efforts such as targeted email campaigns, speaking at events, and printed material. Over 4,000 people participated—online and in-person—and contributed over 10,000 pieces of content. That content—ideas on the future, insights on specific communities, and answers to critical questions—informed the progress of an iterative process. One of the most significant contributions was nearly 2,000 first round ideas that were distilled into 14 principle statements.

The 14 principles serve as the bedrock of community priorities going forward. The principles are “statements of intent” that express values on how and where development should take place. Community sentiments used to create the statements included: preference for improved, authentic design; deliberate approach to conservation and environmental protection; interest in redevelopment and inward growth; consideration of mixed-use (including higher density) in strategic quantities; and more.

The community also provided important insight on areas in the study area that are special to them or areas that need some attention. They then applied recommended character types (see below) to areas that needed improvement.



What Are We Going to Do?

(approach to implementation)



FRAMEWORK emphasizes conservation and development and related physical aspects of infrastructure and transportation, as well as housing and economics. Implementation will take a different approach to managing the physical environment given the community values and research.

More Than Use

Traditionally, public sector land use and development planning has emphasized use of the land. There is growing recognition of the importance of the quality of place—the three-dimensional aspects—and how it motivates investment and emotional attachment to place. Communities that create attractive and authentic places tend to be more competitive in many ways.

Licking County could distinguish itself from Central Ohio and the region by creating the culture, tools, and practices to ensure the design of quality places. In addition to traditional design standards, quality places require consideration of natural landscape, rural character, and opportunities for conservation. At its heart, good planning is about outcomes that positively impact people.

The Gallup organization conducts research on well-being. One of their elements on the Well-Being Index is focused on how people feel about where they live. It turns out that 20% of individual well-being is dependent upon how people feel about the quality of place where they live. That is a major priority of FRAMEWORK and why making a great place is so important. A fundamental question before the leaders of the community is, “What will this place look like in 10 to 20 years?” Looking like every other developed area of the region engenders no affection or pride. With the order of magnitude of investment—and expectations from the State of Ohio and many others in the region—this should be a carefully developed place. *This is the only way to make a great place.*

Implementation Structure

FRAMEWORK has four major implementation components that will drive results that are deemed important to the community. They are intended to be used in an interrelated manner.

Principles: Fourteen statements of intent were distilled from the first round of engagement. They were tested with 100-plus stakeholders and the Leadership Group. The principles influenced the balance of the work. More importantly they will be touchstones for where and how development should take place in the future.

Conservation and Development Map: This map is intended to capture the sentiments of the principles in a geographic manner. It is intentionally labeled “Conservation and Development” to reflect the interest of first identifying the important natural assets before determining where growth should be directed. The map recommends a general pattern of conservation and development for the study area, with an emphasis on the next 10 years. Land consumption reflects a possible scenario of what could be developed based on current density and development patterns. This is not a land use map, rather a tool to convey the order of magnitude of potential growth.

The associated development pattern blends land uses to reflect general expectations regarding the direction that growth and development should take. Rural residential development focuses on available land. Conservation areas preserve the natural landscape, protect floodplains, and acknowledge conserved properties.

This is intended to be helpful to policy makers in establishing and managing conservation strategies and programs as development occurs. The map should be used in conjunction with the presented character types. It is important to note that changes in density and development practices can reduce the footprint, conserving additional agricultural land. In addition, implementation of transportation improvements will influence the pattern. Transportation improvements should be supportive but could also be disruptive without proper planning.

Character Types: A range of character types are provided which represent desirable places in the study area as well as aspirational places in other communities. Each type includes a description of character and intent; photos (preferred examples); a list of appropriate uses; physical attributes; building height range; building form attributes; street and block structure; transportation context; and open space forms. Individual communities can select the character types that are appropriate and integrate into their policies, zoning code, and development management practices. Managing character of development requires clear plans and rules (zoning); appropriate land (size, configurations, utilities, etc.); motivated and capable developers; willing sellers; and willing buyers/renters.

Implementation Structure: Inspiring action is the point of FRAMEWORK. Among other useful guidance provided is insight on the roles of local government, the role of collaboration, and a comprehensive outline of 70 best practices. The best practice information is organized by: Administration; Sustainability; Planning; Development Regulations; Conservation; Infrastructure and Transportation; Economic Development; Housing; Collaboration; and Education (K-12). It is the intention of FRAMEWORK that local governments can use this information—as well as other parts of this work—to review their current policies and practices and adapt and amend as needed.

Implementation Opportunities and Challenges



The Leadership Group fostered a collaborative atmosphere while doing everything asked of them as part of FRAMEWORK in fulfilling their obligations to their communities. They carefully reviewed complex data, gave insight on the engagement approach, and gave shape to a comprehensive and collaborative strategy for implementation. However, this plan may not be enough to create the kind of community they desire and the kind of community that helps realize the potential economic development activity.

Even with the momentum FRAMEWORK has created, there are critical aspects of the development process outside the authority of local governments. This has the potential to significantly complicate FRAMEWORK's implementation.

Provision of Public Utilities: The lack of a predictable provision of water and sewer is the most significant challenge. The current situation is likely to disrupt the most competent local government planning policies, possibly altering rational and well-conceived proposed development patterns. It seems unlikely—at this writing—that a regional approach can be conceived much less implemented. Several local jurisdictions are working together on plans to coordinate their planning policies and utilities. The lack of regional cooperation may reduce anticipated economic benefits. Ohio EPA is presently considering “rapid” approval of package plants (25,000+ gallons/day). This could help expedite approval for some much-needed housing, however, it is a “band-aid” for a challenge that deserves a systemic approach. The enforcement of proper decommissioning of the plant is a significant concern for this short-term fix.

Utilization of Economic Tools: The State has a set of complicated tools that are applied differently to each type of local government. While the arsenal of available tools is wide-ranging, they need to be deployed in targeted ways to ensure the benefits are maximized. This often includes cooperative relationships with developers to ensure local governments are not inundated with the infrastructure costs that they are unable to accommodate without significant revenue increases. Good examples exist in Licking County that can modeled.

Adequate Staff Capacity: Many jurisdictions had staff sufficient to manage modest growth but are not adequately staffed to manage the expected increase in development that will follow the Intel announcement. What many of the jurisdictions are—and will be facing—represents a significant change in volume and complexity. Much is at risk and addressing staff capacity is paramount, including private development activities and the ability for a jurisdiction to benefit from growth. Providing more efficient local procedures to be responsive to developer expectations (and criticisms) are key to ensuring future development meets local expectations in terms of quality and design.

Housing: The Central Ohio housing market has been—and continues to be—challenged in terms of delivering housing units that meet the quantity and variety of products needed by current and future residents. It is especially acute for affordable and workforce housing. Licking County mirrors this condition. It is reported that in the last 10 years, for every residential unit built in the county four jobs were created. Of the county's workers, 28% commute 25+ miles each day. Even with the county's economic success, building permit data is trending significantly down. It appears the issues above (provision of utilities, economic tools, and staff capacity) are impeding efforts to bring more housing online anytime soon. At some point this could have negative consequences on the aspirations of FRAMEWORK.

Transportation: Getting to, through, and around the study area is a major focus of many. Several studies are underway. A County-Wide Thoroughfare Plan was completed recently. The county's Long Range Transportation Plan is scheduled to be complete in mid-2024. An ODOT-led workforce transit plan is underway (focused in eastern Franklin County and western Licking County). While improvements to the road network are planned, in design, or under construction, there have been only initial efforts to consider alternative forms, such as public transit. Concurrently, while the county benefits from some exceptional bike trails, more can be done to expand this mode to connect communities, employers, and recreational destinations. Transportation investments and land use policies must be integrated, including opportunities to create transit hub(s). There is a special opportunity we must capitalize on now.

While the above can be very difficult for local governments to navigate, the Leadership Group members are determined to do their part to fulfill their responsibilities in creating policies to shape solid communities. They need support from Licking County, the State of Ohio, and the Federal Government for all levels of government to realize the extraordinary potential.

What Is Next?



What Is Next?

To realize the aspirations of FRAMEWORK a comprehensive yet flexible set of recommendations are provided. The jurisdictions vary widely in respect to development pressure, planning and zoning, infrastructure, etc. The leaders of the jurisdictions will work with their colleagues and constituencies to integrate appropriate FRAMEWORK recommendations into their plans, policies, and practices. This is likely to require adapting and/or amending policies and practices.

Spirit

Just as important as the technical aspect of moving forward is a community's attitude. Over 4,000 individuals contributed to the process. This included the public, subject matter experts, business and institutional leaders, non-profits, K-12 schools, state entities, and many more. The pervasive spirit was positive with a heavy dose of curiosity. This is not to say the spirit didn't include fear or frustration. It did. However, the spirit participants conveyed is noteworthy. Holding onto this—perhaps building on it—will be critical to effective implementation.

Momentum

Not only has the Leadership Group expressed their intent to use FRAMEWORK to shape their policies, but they also decided to continue working together in the next 12 months. The group desires to continue to support each other and gain additional insight to fine-tune their local development policies and programs. Momentum is essential in unprecedented collaborations like FRAMEWORK and efforts have been made to continue advancing the work in the next 12 months. This is encouraging for communities who desire to make a great place.

A map of Ohio counties with a teal overlay. A white outline highlights a specific region in the western part of the state, including parts of Monroe, Liberty, St. Albans, Granville, and Union counties. The map shows major roads, cities, and county boundaries. The text 'CHAPTER 3 How Did We Engage?' is overlaid on the map in white.

CHAPTER 3 How Did We Engage?

Introduction

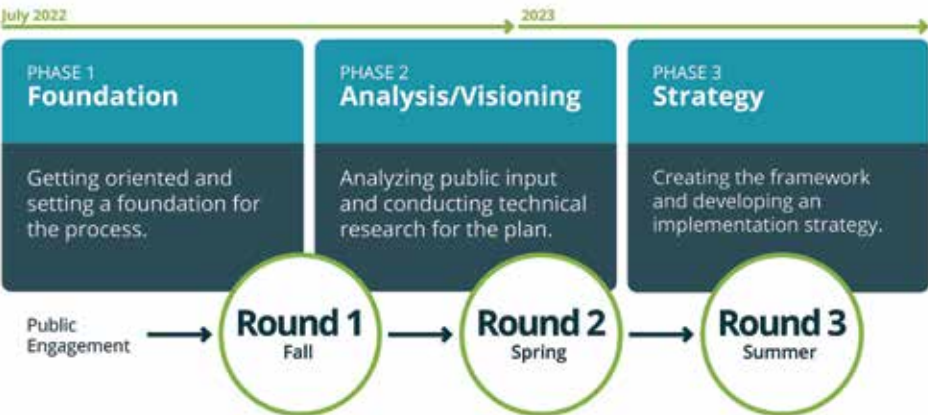
The Planning Process that underlies FRAMEWORK is an iterative one built on significant leadership, stakeholder, and public engagement. This chapter summarizes that process, including an overview of the analysis and the resulting findings that provided context for drafting FRAMEWORK, and a list of the participants.



What Process Did We Follow?

Baseline Trends

FRAMEWORK began in July 2022 with foundational work that included assessing current conditions to define and understand the planning baseline of the study area. The planning team reviewed comprehensive plans and zoning of the participating jurisdictions as well as surrounding jurisdictions to understand local growth policy. Additional technical research included a range of physical planning features, including existing land use, natural features and environmental constraints, population, housing, and economic conditions. A Baseline Trends Report was compiled to summarize the data and analysis.



What Process Did We Follow?

Engagement

Three rounds of engagement defined the process.

Round 1: Gathering Insight. Following the first phase of the process (getting oriented), the first round of engagement was held to gather insight from the public on how they were feeling about the future and what they thought was most important to Licking County as it planned for growth. The first round of engagement took place in fall 2022 and served as a basis for formulating initial policy direction, also building upon the baseline analysis. The result was a set of principles developed to inform FRAMEWORK and the remainder of the work.

Round 2: Focusing on the Future. The second round of public engagement was held in spring 2023 and continued to build upon the input received in the first round of engagement as well as information gathered from analysis. Members of the public were invited to share their ideas and thoughts on the current and future character of the study area. Using this input, the planning team was better able to understand and communicate what the public wanted to see as Licking County grows. The input from both rounds was then used to develop FRAMEWORK, including growth strategies, actions, and an implementation plan.

Round 3: Testing FRAMEWORK. The third and final round of public engagement was held in summer 2023 to test FRAMEWORK with the public and gather their reactions. Input from this round was used to refine and finalize the final report.





What Did We Learn?

Baseline

The 264 square miles that make up the FRAMEWORK study area occupies 38% of Licking County but contains 65% of the population, housing, and jobs in 2020—functioning as the county’s development and economic engine. Environmental constraints (floodplain, severe slope, conservation areas) have limited impact on the developability of land within the study area.

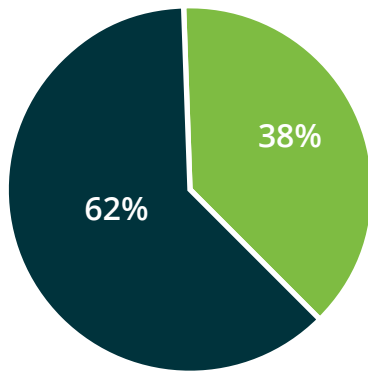
Licking County (and the study area) have traditionally benefited from modest population growth over the past 40 years, amounting to 1.17% annually. Intel and related development is expected to influence regional forecasts. The BIA of Central Ohio has forecast a need for 5,879 to 6,511 new housing units in Licking County to meet potential demand and 2,743 to 3,038 units of rental housing over the next 10 years.

A number of concurrent planning and engineering studies are underway in the county, including communities updating their comprehensive plans and studies assessing utility services, transportation improvements, and related plans.

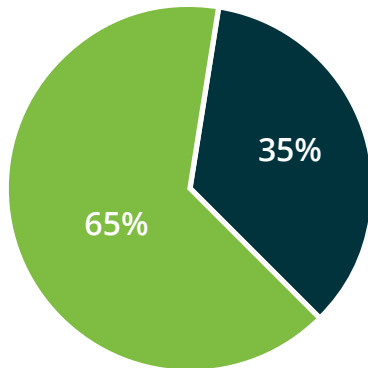
The extent of current and future utility service areas, and any major road improvements that may be proposed at the county level, will have a larger impact on development within the study area. A slight majority of the study area is comprised of agricultural uses (55%) reflecting the rural nature of the area.

Within the FRAMEWORK study area, development is generally concentrated in municipalities and villages, but large lot, lower density single-family homesites are scattered throughout the agricultural areas, consuming a significant amount of land. Industrial uses are concentrated in New Albany, Pataskala, downtown Newark, along SR 79 in Newark, Heath, and Hebron, and Etna Township, which is located south of the study area.

SHARE OF LAND

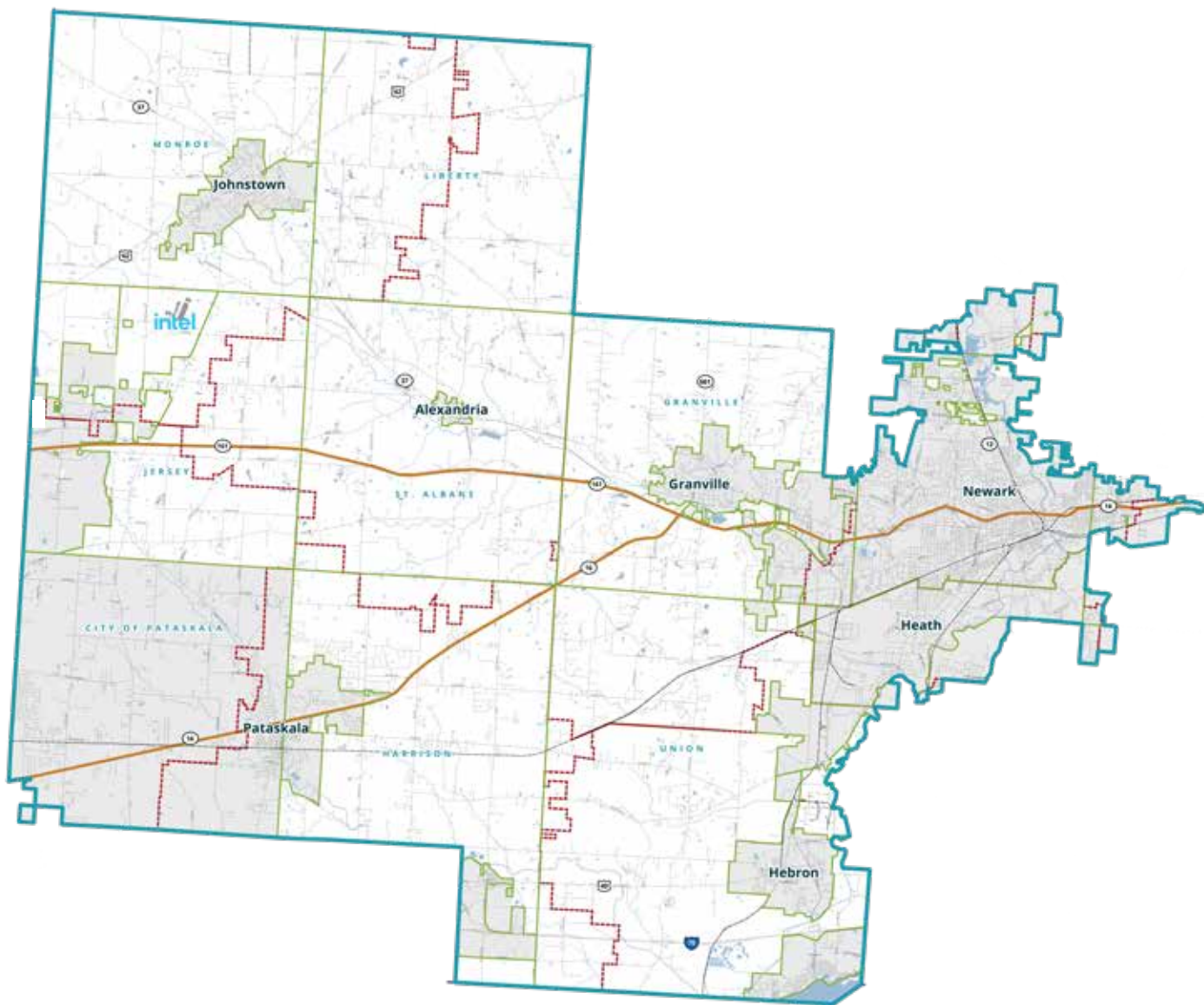











SHARE OF POPULATION, HOUSING, JOBS



■ STUDY AREA
■ LICKING COUNTY

DATA SOURCE:
U.S. CENSUS BUREAU



- | | |
|---|--|
|  Study Area |  Building Footprint |
|  Involved Jurisdictions |  Planning Corridor |
|  Licking County |  Roadway |
|  Incorporated Area |  Railroad |
|  School District Boundary | |

Case Studies

Four case studies were prepared to highlight lessons learned from comparable communities and economic situations. The case studies were important to the process because they transfer knowledge that can inform local decisions regarding growth, development, and planning policies. The four cities that are the subject of the case studies were chosen with input from the Leadership Group due to their relevance to the situation of Licking County.

Key Findings

All four city/county pairings in this case study experienced significant population growth after the introduction of their respective major corporations. However, each of the four experienced different developmental patterns.

Hillsboro/Washington County in Oregon had been largely agricultural before the opening of Intel in 1979. Today, the county's economy is dominated by the electronic sector. The county has seen inward focused, dense development as a result of strong transit investment and Oregon's Urban Growth Boundary policy.

Chandler/Maricopa County in Arizona saw a shift away from agriculture towards healthcare and social assistance, retail trade, and administrative services with the sector of professional, scientific, and technical services ranking sixth. Following the already established low-density, sprawl pattern of development in the greater Phoenix metro area, Chandler followed suit but eventually developed a builtup strip of downtown development.

Round Rock/Williamson County in Texas experienced a similar economic transition but did not see the same kind of dense development. New Dell employees pushed for downtown development combined with a more suburban character.

Marysville/Union County in Ohio remains largely rural, partly due to the fact that the Honda manufacturing plant is located six miles northwest of Marysville. The county economy is split between agriculture and industry, and density remains low despite substantial growth percentage-wise in the county.



Location	Company	Employees	Population 1980	Population 2020	% Growth	Persons/Sq Mile in 2020
Hillsboro, OR (Washington Cty)	Intel (1979)	22,000	27,644	106,477	285%	731/sq mile
Chandler, AZ (Maricopa Cty)	Intel (1980)	29,673	29,673	272,011	816%	415/sq mile
Round Rock, TX (Williamson Cty)	Dell (1994)	16,000	12,740	128,812	911%	373/sq mile
Marysville, OH (Union Cty)	Honda (1982)	4,200	7,403	25,571	245%	121/sq mile
Licking Cty, OH	Intel (2025)	3,000	120,981	178,519	48%	244/sq mile

What Did We Learn?

Case Studies

Hillsboro, Oregon
County: Washington County
Business: Intel

Findings

Intel opened its first facility in the city in 1979 and has since grown to three campuses, currently employing 22,000 people and an investment of \$19.3B.

Hillsboro has expanded rapidly since the 1980s, augmented by the presence and substantial investment of Intel in the city and county.

Hillsboro's transition from an agriculturally based economy to a technology dominated environment with a dense development pattern was a result of strong urban planning and Oregon's state-mandated Urban Growth Boundary.

Description

Hillsboro is the fifth largest city in the State of Oregon and is located on the west side of Portland. It is located within Washington County, the second largest county in the state. Density in Washington County in 2010 was 731 inhabitants per square mile, about three times as high as Licking County's 244 inhabitants per square mile, in the same year. The economy has historically been dominated by agriculture, lumbering, manufacturing, and food processing. Since the 1980s and 90s, the electronics industry has grown to dominate the county's economy with its largest player being Intel. Other notable companies with headquarters in Washington County included Nike, Leupold & Stevens, Columbia Sportswear, and Reser's Fine Foods. As of 2009, 58% of residents lived in a city, 36% outside a city but inside the urban growth boundary (UGB), and 6% resided in rural areas within the county. By contrast, in Licking County 62% of households fell within urbanized areas while 33% lived in rural areas.

Intel

Intel opened its first facility in the city in 1979 and has since grown to four campuses in Washington County. It currently employs 22,000 people across the campuses and has invested about \$19.3B. Intel is Oregon's largest private-sector employer and has its largest concentration of employees in Washington County, with the majority living in Hillsboro. In April 2022, Intel opened a \$3 Billion factory expansion at its Ronler Acres Campus in Hillsboro, adding 270,000 square feet of manufacturing space.

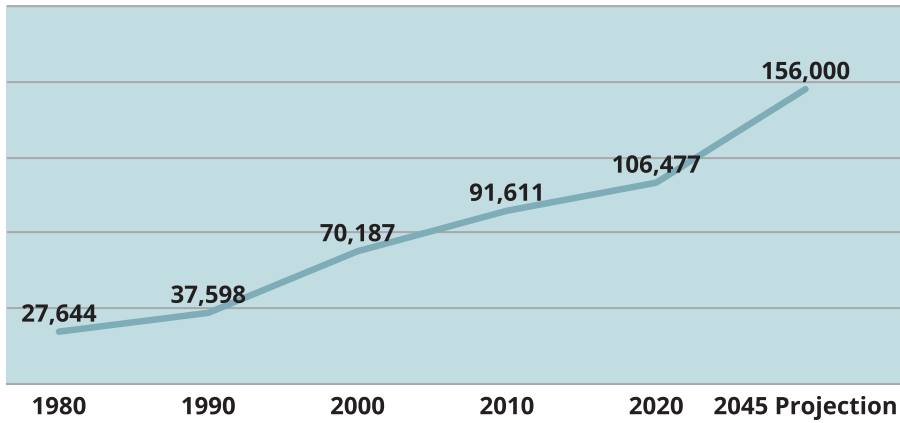
Growth Patterns

In 2020, Hillsboro was home to 106,447 people and covered a total area of 25.86 square miles. Washington County had a population of 603,514 in 2020. Hillsboro's population is expected to grow to 156,000 people by 2045, a 47% increase. Washington County has also grown significantly over time, adding 357,834 new residents since 1980, a 145% increase. As part of the Portland metro area, Hillsboro has benefited from a history of strong urban planning and transportation, including public transit in the form of trains, light rail and commuter rail that link to surrounding cities. Hillsboro is also serviced by the North Hillsboro Link, a shuttle service that provides employee transportation to the ever-expanding North Hillsboro Industrial Area.

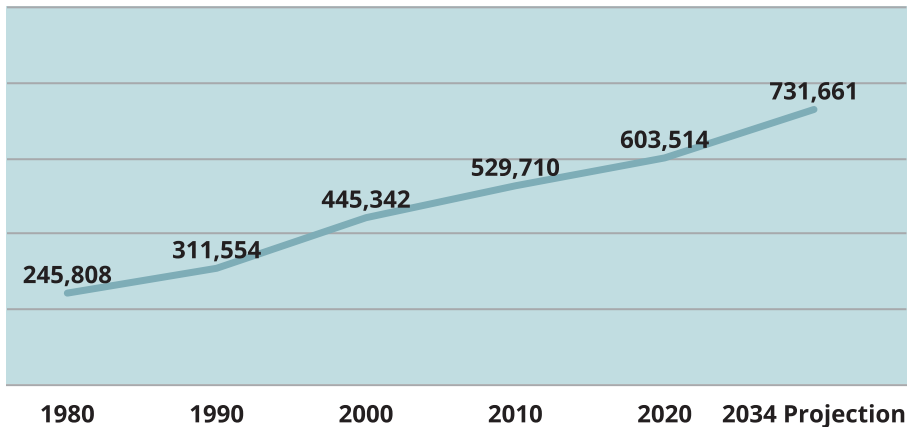
Existing Conditions

Cities in the state of Oregon are required to establish an Urban Growth Boundary (UGB) to promote the efficient use of land. Hillsboro is part of the Portland metropolitan area's UGB which effects their growth and encourages thoughtful planning. Every six years, the Metro regional government prepares a 20-year forecast of the region's population and employment growth and adjusts the UGB, if necessary. Over 3,500 acres have been added to the UGB around Hillsboro since the late 1990s. The expansions were a result of the city successfully demonstrating that land inside the UGB could not reasonably accommodate Hillsboro's forecasted residential or employment growth needs.

Hillsboro Growth Pattern (1980-2045)



Washington County Growth Pattern (1980-2034)



What Did We Learn?

Case Studies

Chandler, Arizona
County: Maricopa County
Business: Intel

Findings

Intel constructed its first facility in Chandler in 1980 and has grown to 12,000 employees and invested \$20B.

Maricopa County is the fastest growing county in the United States, with much of its population center in Phoenix and the adjacent suburbs.

Intel's investment helped to fuel the city's significant population growth. However, most of the growth in Chandler has followed a low-density, sprawling development pattern.

Description

Chandler is located in the southeast portion of Greater Phoenix. As of 2020 the county population was 4,496,588 or about 62% of the state's total, with about a third of that population living in Phoenix. The population density is 415 per square mile, making it on average twice as dense as Licking County. The largest sectors in the county are healthcare and social services, retail trade, and administrative services. Professional, scientific, and technical services rank sixth. The 2010 census revealed that of the 1.64 million households in the county, 96.5% fell within urbanized areas while only 2.4% were qualified as rural.

Intel

Intel constructed its first facility in Chandler in 1980, which helped to fuel the city's significant population growth. Intel has approximately 12,000 employees in Chandler and has invested approximately \$20B since 1996, currently investing \$450M annually. In 2019, Intel ranked eighth for largest employers, private or public, in Maricopa County.

Future Investments

In September 2021, Intel broke ground on two leading-edge chip factories in Chandler, increasing capacity at its Ocotillo Campus through a \$20B investment that brought Intel's total Arizona investment to more than \$50B. In August 2022, Intel announced that it would devote up to \$30B into the same Ocotillo Campus in a joint investment with Brookfield.

Growth Patterns

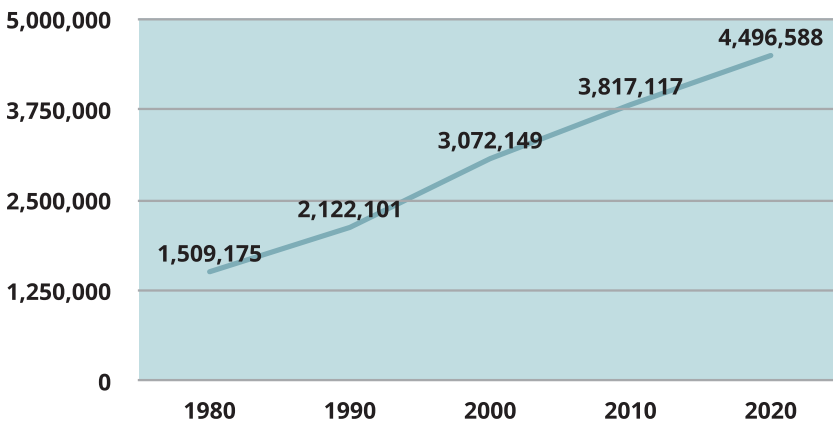
Between 1980 and 2020, Chandler added over 242,000 new residents, an increase of 816% over the 1980 population of 27,673. Neighboring cities like Gilbert and Mesa experienced a similar net growth in residents over the same period. In 2020, Chandler was home to 272,011 people while Maricopa County housed 4.497 million residents.

Maricopa is currently the fastest growing county in the US. The City of Chandler, which has developed rapidly since 1980, has grown into a largely auto centric environment with a low walkability score. It is important to note that the growth in Chandler is slowing compared to the 1980s and 1990s as the amount of developable land decreases.

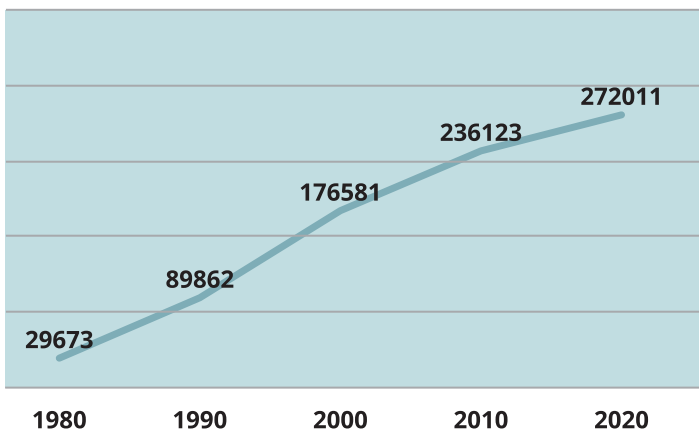
Existing Conditions

The amount of developable land is decreasing, slowing the growth of the city. Chandler also has no annexation opportunities.

Maricopa County Growth Pattern (1980-2030)



Chandler Growth Pattern (1980-2020)



What Did We Learn?

Case Studies

Round Rock, Texas
County: Williamson County
Business: Dell Computers

Findings

Dell established a new corporate campus in Round Rock in 1993, currently employing 16,000 people.

Round Rock, once a small suburb of Austin dominated by agriculture, has transformed into a rapidly growing city and competitive location for major tech companies.

The influx of employees has encouraged and supported some downtown development in a city that was previously a bedroom community and projections reflect expected continued strong growth.

Description

Round Rock is the 31st largest city in Texas with a population of 128,812, located 15 miles north of Austin. It's the largest city in Williamson County, which housed 609,017 residents as of 2020. The county was an agrarian community for most of the 19th and 20th century, being the largest exporter of cotton in Texas. The introduction of Dell Computer and retail and healthcare sectors have transformed the economic landscape of Williamson County. Once a bedroom community, the county now hosts major retail and commercial developments, colleges, and hospitals, decreasing its dependence on Austin. Much of this development has occurred since 1999.

Dell Computers

Dell initially announced that it would move the location of its world headquarters to Round Rock in 1993 and their campus opened in 1994. Today Dell employs 16,000 people and acts as a central player in the tech sector in Central Texas, generating annual revenues of more than \$90B. Dell and the City of Round Rock have a "Chapter 380" agreement that splits sales tax revenue from in-state sales 50/50 between Dell and the city. In the fiscal year 2018-19, the City of Round Rock collected a total of \$28.5M in sales tax from Dell.

Future Investments

In terms of related tech investment, Switch, Inc. announced a plan in 2021 to construct a 1.5 million square foot building next to Dell's headquarters in Round Rock. The company agreed to invest at least \$80M in improvements to real property and additions to personal property within the city by the end of 2026. Switch's data center currently under construction will be a minimum of 150,000 sq. ft. and will add 15 new jobs.

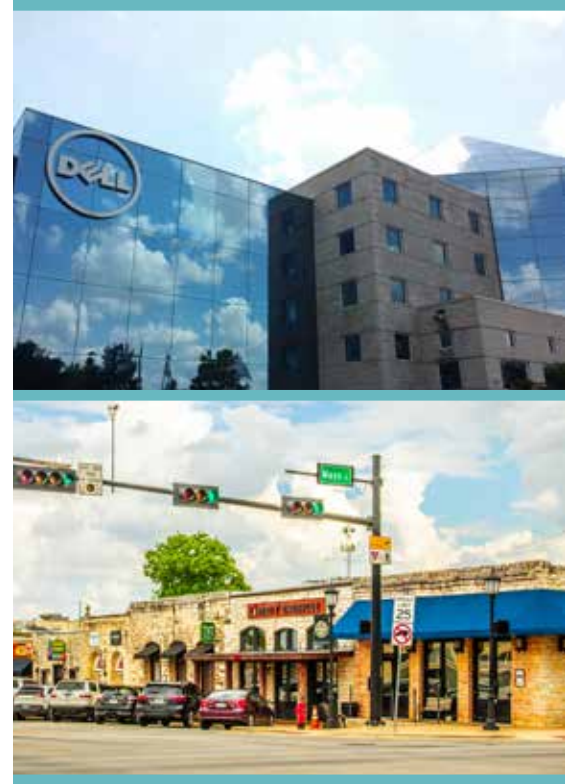
Growth Patterns

Before the introduction of Dell's headquarters in the city in 1993, Round Rock was a small suburb of Austin. The population, which was 12,740 in 1980, ballooned to 61,136 by 2000 and reached 128,812 by 2020, marking a 911% growth rate over that 40-year period. Williamson County experienced a similar exponential growth of 696%, expanding from 76,521 in 1980 to 609,017 in 2020. This rapid growth created demands on transportation that were met primarily by expanding roadways. In 2009 Williamson County released its latest Long Range Transportation

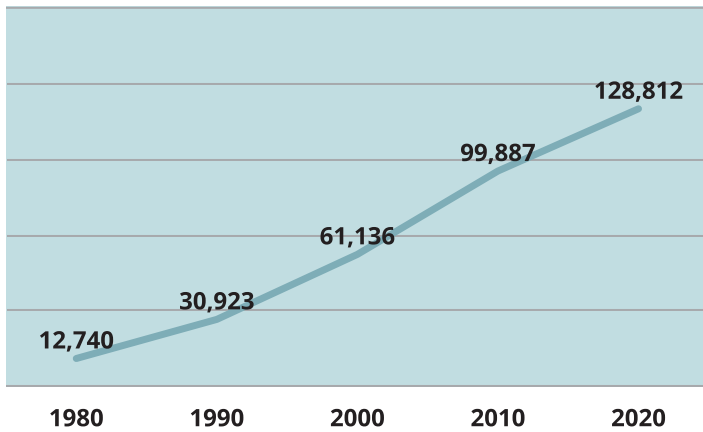
Plan, which proposed 100 miles on new roadways and 250 miles of roads receiving additional lanes for a total investment of approximately \$2.2B. There is some public transit throughout the county in the form of commuter rail and busing.

Existing Conditions

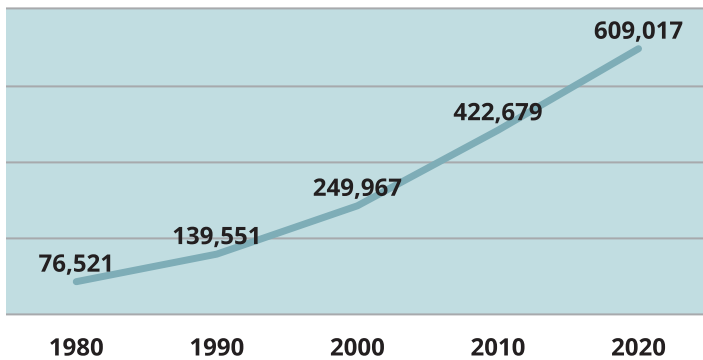
Today Round Rock is considered one of the best-planned cities in Texas, receiving accolades such as Money Magazine’s 2nd Best Place to Live in America. It is also statistically the safest city in Texas and 5th safest city in the US. Highly skilled employees and residents continue to bolster the economy and increase the demand for a strong downtown area and entertainment opportunities. Dell’s presence has also increased diversity of population, created chances for small-business suppliers to thrive, and improved Williamson County’s credibility as a business center, encouraging other tech companies like Apple, Google, IBM, and Samsung to establish themselves in the greater Austin area.



Round Rock Growth Pattern (1980-2020)



Williamson County Growth Pattern (1980-2020)



What Did We Learn?

Case Studies

Marysville, Ohio
County: Union County
Business: Honda

Findings

Honda built its first auto plant in 1982 six miles northwest of Marysville, employs about 4,200 people, and has made an estimated capital investment of \$4B. Marysville has experienced steady growth since 1980, as has Union County, which remains largely rural, with a population density half that of Licking County.

Description

Marysville is located about 30 miles northwest of Columbus in Union County; the county had a population of 62,784 in 2020. Agriculture dominates the economy and landscape of the county, with 230,000 of the 277,000 acres being dedicated to this sector. Industry is another major sector; in 2020 the estimated value of manufacturing operations was \$5.55B. Major corporations include Honda, Goodyear, and Scotts Miracle-Grow. Union County is more rural than Licking County; the 2010 census revealed that 4.8% of households were found inside urbanized areas, 42.9% were inside urban clusters, and the remaining 52.3% were classified as rural. The population density of the county in 2010 was 121 residents per square mile, half of Licking County's current density of 244 residents per square mile.

Honda

Honda built its first auto plant in 1982 six miles northwest of Marysville, near the intersection of US 33 and State Route 739. It is considered one of the most integrated and flexible auto plants in North America, with a plant size of 3.6 million square feet. The auto plant employs 4,200 people and has made an estimated capital investment of \$4B at the site. The largest Honda vehicle production facility in the US, it reached an assembly threshold of the 20 millionth Honda produced in Ohio in 2020.

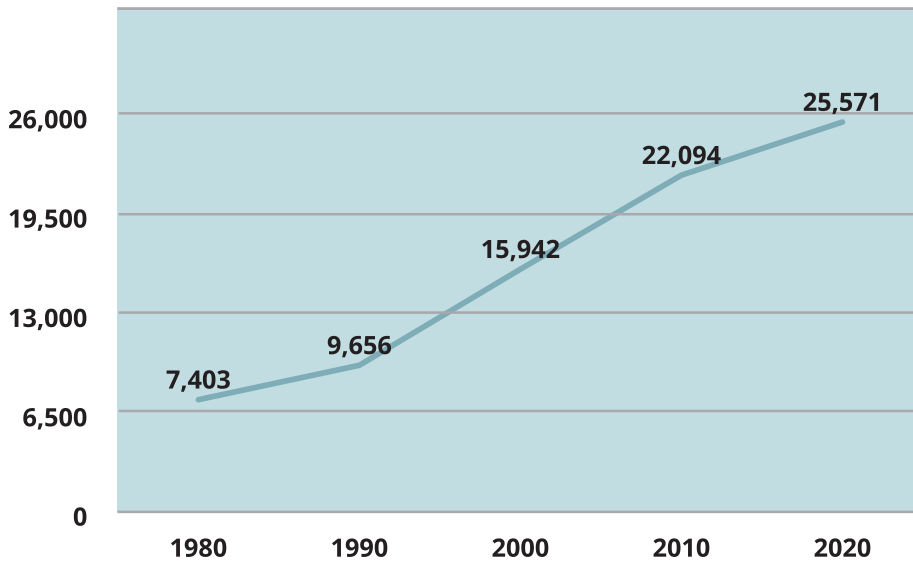
Growth Patterns

With a 1980 population of 7,403, Marysville grew by 246% over the past four decades and had a population of 25,571 in 2020. Union County had a population of 62,784 in 2020 and is the second fastest growing county in Ohio, having grown by 130% since 1980. The county is projected to grow to 77,360 residents by 2040, a 23% increase over 2020. As a result of expanding population and growing economic strength in the county, greater investment has been placed into transportation. As promoted on Union County's Economic Development website, "Already home to over 70 automotive suppliers and world-renowned automotive assets, the 33 Smart Corridor continues to attract attention from around the world. Recent investment in fiber and smart transportation infrastructure, totaling more than \$500M, has allowed the corridor to emerge as the nation's leader in the research and deployment of smart mobility technologies, including connected transportation infrastructure, traffic management and safety systems, CAV testing, queue warning and pedestrian safety, and data collection and commercialization."

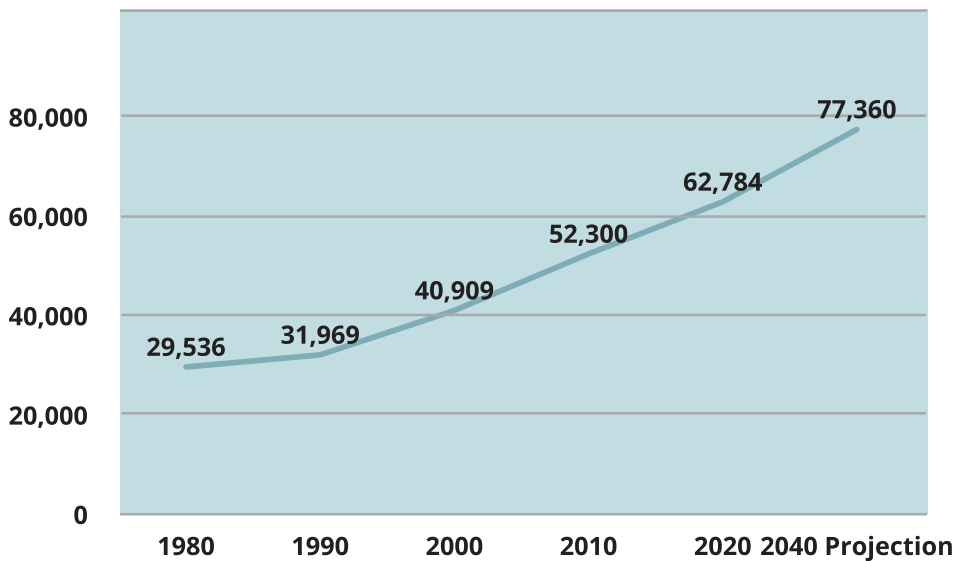
Existing Conditions

The automaker’s Marysville plant, which opened in 1982, is about 4 million square feet, employs more than 4,000 and sits on a campus of more than 8,000 acres. Honda, as of 2019, had invested \$11B into Ohio and had spent \$21B on overall US operations. In comparison, Intel will be investing \$20B in its initial opening in Licking County.

Marysville Growth Pattern (1980-2020)



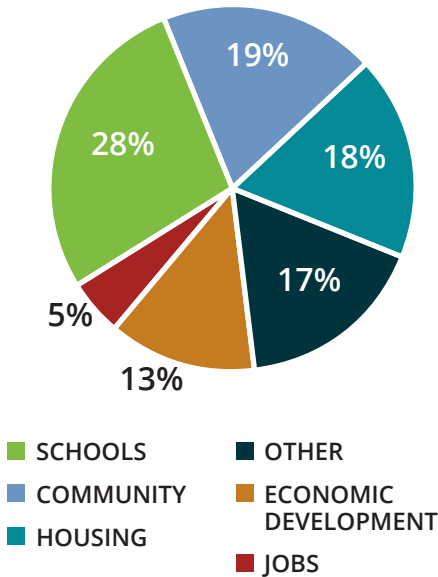
Union County Growth Pattern (1980-2040)





What Did We Learn?

**ROUND 1
ENGAGEMENT PRIORITIES**



Engagement

Round 1: Gathering Insight

The first round of engagement provided insight into what the community valued moving forward. The key question—This is a time unlike any other in Licking County. What is most important to you in the future?—allowed participants to imagine the future and think about what they thought would be most important as the county grows. Possible answers to the survey included economic development, housing, jobs, schools, sense of community, and other. Overall, more than 1,900 responses were analyzed. Schools received the most answers (28%) followed by sense of community (19%), housing (18%), other (17%), economic development (13%), and jobs (5%).

The following provides a summary of comments submitted for each answer.

Summary of Responses

Schools

Responders are concerned about schools having enough resources to adequately provide service to a large influx of students, including worries about overcrowding and maintaining adequate teaching staff.

Many commenters referenced children being future leaders, and the schools in the county being responsible for raising and training the next generation.

Higher property taxes to pay for schools and expansions are also a high concern. Commenters made many references to diversifying funding for schools.

Sense of Community

Commenters emphasized the importance of small-town feel, rural characteristics, and maintaining strong communities in the face of expansion.

Responders also said that sense of community leads to success of all the other topics, connects the other aspects of a strong community.

Relationships between community members were also important. People talked about the strength of generations of Licking County families and knowing their neighbors. Many saw these strong relationships as important to the safety of their communities.

What Did We Learn?



Summary of Responses continued

Housing

Affordable housing was important to many responders. People are worried about being able to afford a home for their family as well as workers being able to afford a place to live.

Many also commented about a lack of housing and not having enough housing to fill the need.

Comments also talked about diversifying the stock of available houses.

Economic Development

Responders said economic development leads to all the other topics, that it is a lynchpin to success in other areas.

Commenters were also worried about high property taxes and growing the business base.

Jobs

Many commented on improving the availability, variety, salary, etc. of jobs in the county, as well as jobs for their children and future generations.

Maintaining and increasing the number of well-paying jobs was also important to responders.

Other

Many people said all the responses were important and they did not want to pick just one. Comments also said all responses worked together; the county can't have one without the others.

Infrastructure was a popular response to this topic. Responders included roads, bridges, and utilities in this response.

Nature and the environment were also important to people. Some responders connected this to maintaining the rural characteristics of the county. Others were worried about the effect of increasing development on the quality of the environment.

Some other responses to this topic include loss of rural areas and feel, parks and green space, public safety, and taxes.

Round 2: Focusing on the Future

The second round of engagement asked the public to share insight into the current and future character of the study area. Participants were asked to place stickers on places reflecting one of two types of character:

“**Model**” character areas included places that are working well, reflect well on the community, and should be protected or maintained.

“**Opportunity**” areas included places that are weak and need to be improved or changed, places at risk or threatened and need attention, and places that have significant untapped opportunity.

Participants could also assign ideal character types, or character types they would like to see, to places that were identified as opportunity areas. Character types are described in Chapter 4: How Will We Grow?

Common themes heard about “model” areas were:

Green spaces/conservation: Areas with well-preserved green space and open space in locations like Granville and Pataskala. Comments about open space included mentions of larger lots, park spaces, trails, and agricultural land.

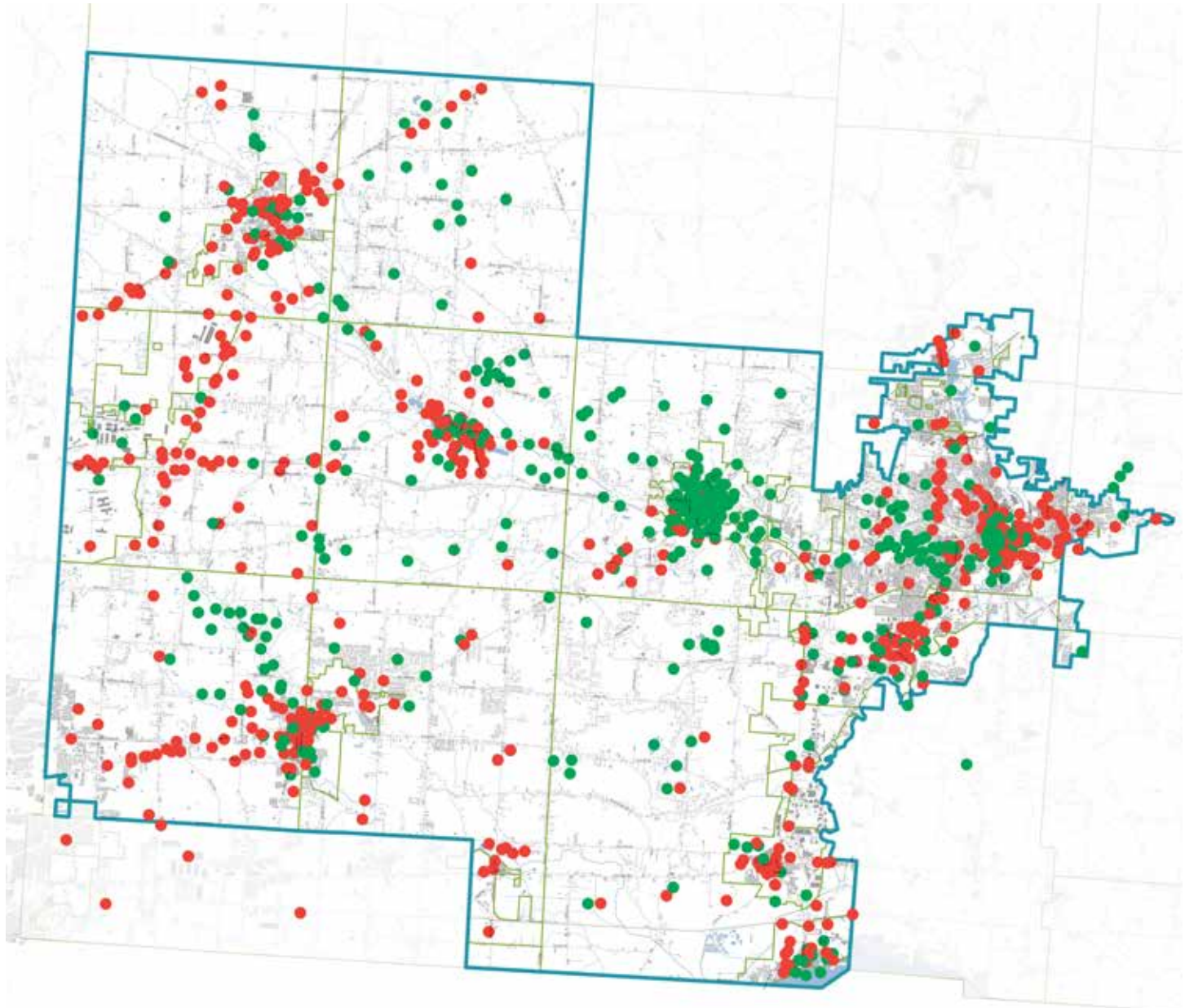
Sense of community: The strong sense of community in certain areas like Johnstown and Granville. Participants noted the welcoming feel of some communities, as well as noting that such places are desirable and attractive.

Walkability: Walkability in an area contributed to model character. Such areas include Pataskala, Johnstown, and Alexandria. Comments called out well-preserved sidewalks and street trees as contributing to a walkable area.

Preservation of character: Preservation of character as part of being an area with model character. Participants noted things such as preservation of small-town charm and preservation of historic character.

Downtown: Areas with strong downtowns and areas as places with charm and places people want to spend time. Comments attributed strong downtowns with small business, restaurants, and retail. Downtown Newark was referenced as a model of aesthetic restoration, walkability, and intentionality within the study area.

What Did We Learn?



Engagement Results

- Opportunity Areas
- Model Areas

Common themes heard about “opportunity” areas were:

Economic Development: The need to promote more commerce, develop commercial centers, increase the amount of local businesses, and increase businesses in general to benefit from a strong tax base.

Traffic: Specific areas of high traffic such as the SR 62/SR 37 interchange in Johnstown, SR 16 corridor in Pataskala, and Thornwood Drive in Newark. Participants pointed to the need for better traffic solutions in highly traveled areas as development grows.

Housing: More diverse housing in specific areas such as Granville, as well as higher quality housing and more affordable housing throughout the study area. Better planned, connected subdivisions were also called for.

Sense of Community: Lack of a strong sense of community such as Heath or parts of Newark. Participants called for more welcoming and inviting spaces that instill a sense of community in residents and visitors.

Collaboration: More collaboration among individual jurisdictions as well as among jurisdictions and the county as the study area grows. Comments pointed to a lack of collaboration in the past and the potential of areas in the future.

Downtown: Established downtowns to provide areas for economic development and gathering in individual communities. Participants thought some areas such as Johnstown and Alexandria had potential for strong downtowns in areas already established. Other areas, such as Heath, were identified as needing a downtown core.

What Did We Learn?



Round 3: Sharing Results

The third round of engagement shared results from the FRAMEWORK process, including the two previous rounds of engagement and asked the public to engage with and provide their reactions to the components. Participants reviewed the material at their own pace and provided comments as they moved along.

Comments are summarized below based on the topic they were provided for:

Engagement: Participants were thankful for the chance to engage with the content and thought the engagement process was well organized. They valued the multiple formats of engagement as well as the multiple rounds of engagement and felt they were being listened to throughout the process.

Technical Analysis and Land Use: Participants were interested in the housing and economic data presented. Many commented on the need for more diverse housing types and salaries. They wanted to see more information on transportation and how it would impact the area in the future. Participants included topics like trails and integrated public transportation options in their responses on transportation. They were surprised at the amount of land that was developable and the economic implications of that. Comments included concerns about taxes, density, and more.

Principles: Participants were supportive of the principle statements. This is especially true for the housing statement in which they mentioned the need for different housing types as well as diverse price points for homes and affordable/workforce housing. They were concerned about issues around affordability, including property taxes for existing residents and the cost of land. Some participants asked for more focus in the principles on preservation of greenspace like parks, trails, and wildlife habitats. They appreciated the focus on preserving agricultural land but wanted to see natural conservation called out more.

Character Types: Participants appreciated the variety of character types and were interested in how they could be used by developers and leaders. They continued to call out the need for a variety of housing types in the different character types to attract diverse employees.

Conservation and Development: Participants were concerned about increased industrial uses and how they would impact land in the conservation areas. They included concerns about the health of residents, proximity to homes and water supplies, and more. Some comments called for increased conservation areas, especially in places where agriculture and historic sites could be preserved. Participants appreciated the conservation and development map and realized the important role it could play in collaboration and growth moving forward.



Who Participated?

Participating jurisdictions:

- City of Heath
- City of Johnstown
- City of Newark
- City of Pataskala
- Granville Township
- Harrison Township
- Jersey Township
- Liberty Township
- Monroe Township
- St. Albans Township
- Union Township
- Village of Alexandria
- Village of Granville
- Village of Hebron
- Licking County Government

The Thomas J. Evans Foundation served as a neutral convener for FRAMEWORK, and provided leadership and staff support to the project. A Leadership Group was also formed to provide process guidance and substance; it included a designated elected official from each participating jurisdiction and leadership from private sector partners.

Private sector partners were:

- First Federal Savings
- Heath-Newark-Licking County Port Authority
- Licking Memorial Health Systems
- Park National Corporation
- Southgate Corporation
- Thomas J. Evans Foundation





Members of the public were involved throughout the process in the form of stakeholder interviews, in-person events, and online engagement. More than 4,000 people were engaged throughout the FRAMEWORK process.

Specifically:

More than 150 stakeholder interviews were completed with representatives from businesses, community organizations, schools, and more from across the FRAMEWORK study area (see Appendix for a complete list).

A stakeholder roundtable was also held in winter 2023 to gather insight and input from all stakeholders.

More than 4,000 community members participated in the three rounds of engagement, either through in-person events or through online activities.

Presentations were made by FRAMEWORK representatives at more than 50 meetings across the county throughout the process to spread the word and encourage people to get involved in the process.

A billboard located on SR 161 advertised the process to passing vehicles.

Businesses, non-profits, and “social connectors” shared information about FRAMEWORK with a reach of approximately 60,000 community members.

Several thousand impressions were created by LinkedIn and Facebook.

Thousands of direct and shared email notifications.

Extensive media coverage, including print, radio, and television.

5,000 rack cards distributed throughout the county to libraries, non-profits, and businesses.

Personal grass-roots outreach to community leaders, underserved populations, and “social connectors.”

NEIGHBORING COUNTIES

While leaders in Licking County organized FRAMEWORK to address the future, the neighboring counties of Knox and Fairfield launched significant processes. During the process, the FRAMEWORK team convened leaders from the other two counties to share lessons-learned and support each other in their unique efforts to shape the future.

Knox County

Knox County took a countywide approach to planning for growth expected from the Intel project in Licking County. Led by the Area Development Foundation, Knox County's economic development entity, a stakeholder group of nearly 25 organizations that represented manufacturing, education, government, transportation, and services was convened to lead the efforts. Organizations were chosen rather than individuals because they are the most likely impacted sectors in the county and will outlast individuals should they leave their positions.

The group took stock of existing planning, workforce, housing, and business development efforts and determined there was more to do, but it needed help. A professional planning firm was enlisted to create a growth strategy for the area of Knox County within a 45-minute drive from the Intel site. Initially focused just on potential growth from Intel, the group realized that it should take a wider view and focus the plan on growth in general. Through five stakeholder meetings and extensive data, the resulting plan attempts to estimate the amount of new housing units, business square footage, and jobs created Knox County should expect over the next ten years. Then, using a parcel analysis formula, a potential development map was created. This "heat map" allows the community to prioritize the development of the most likely growth areas.

As far as recommendations, the general vision is for the community to deploy development tools in advance of growth to maximize its positive impact on the community. For example, the plan recommends creating new community authorities, taking advantage of the Ohio Future Fund, creating a port authority and creating JEDDs, among others, before development happens. As for future planning, there is much more to be done. Some of the recommendations include writing a new county comprehensive plan, as well as GIS mapping all of the water and wastewater systems in the county. The plan did not involve public involvement because it is meant to be used by governments to create new programs and policies that require public input. In short, it could be considered "a plan for plans."

Fairfield County

Fairfield County has been experiencing significant growth as part of regional growth pressure that is affecting the housing market and increasing competition for economic development throughout the region. As a result, in 2022 the county initiated an update to its Comprehensive Plan to address these and other growth management issues. The project is being led by the county's Economic and Workforce Development Department with significant support from the County Commissioners. A representative steering committee was appointed to work with staff and the consultant team.

The process involved the gathering and analysis of existing conditions data, including a detailed dive into the economy and housing market. Development pressure has been emanating along the US 33 corridor and eastward from Pickerington, Violet Township, and Canal Winchester, as well as regional influences from Licking County at each of the four nearby I-70 interchanges north of the Fairfield County line. An assessment of the various utility systems indicated challenges to concentrating development in appropriate locations.



Lancaster area in Fairfield County





CHAPTER 4 How Will We Grow?

Introduction

Growth occurs at the parcel level within communities and within the FRAMEWORK geography. The way in which we all grow together to reach a unified vision of the future, while ensuring prosperity for all is fundamental to FRAMEWORK.

Each community can chart its own path, but doing so in collaboration will ensure all places equally benefit from the opportunities offered by a prosperous future and avoid adverse effects of noncollaborative decisions. Understanding the near-term future relative to development and growth provides the critical physical context for weighing options and their implications for FRAMEWORK.

This chapter introduces the FRAMEWORK study area, provides a description of all 14 local communities and the county, details the characteristics and related analysis and maps, and concludes with the Conservation and Development Map to provide a joint roadmap for success.



FRAMEWORK Area

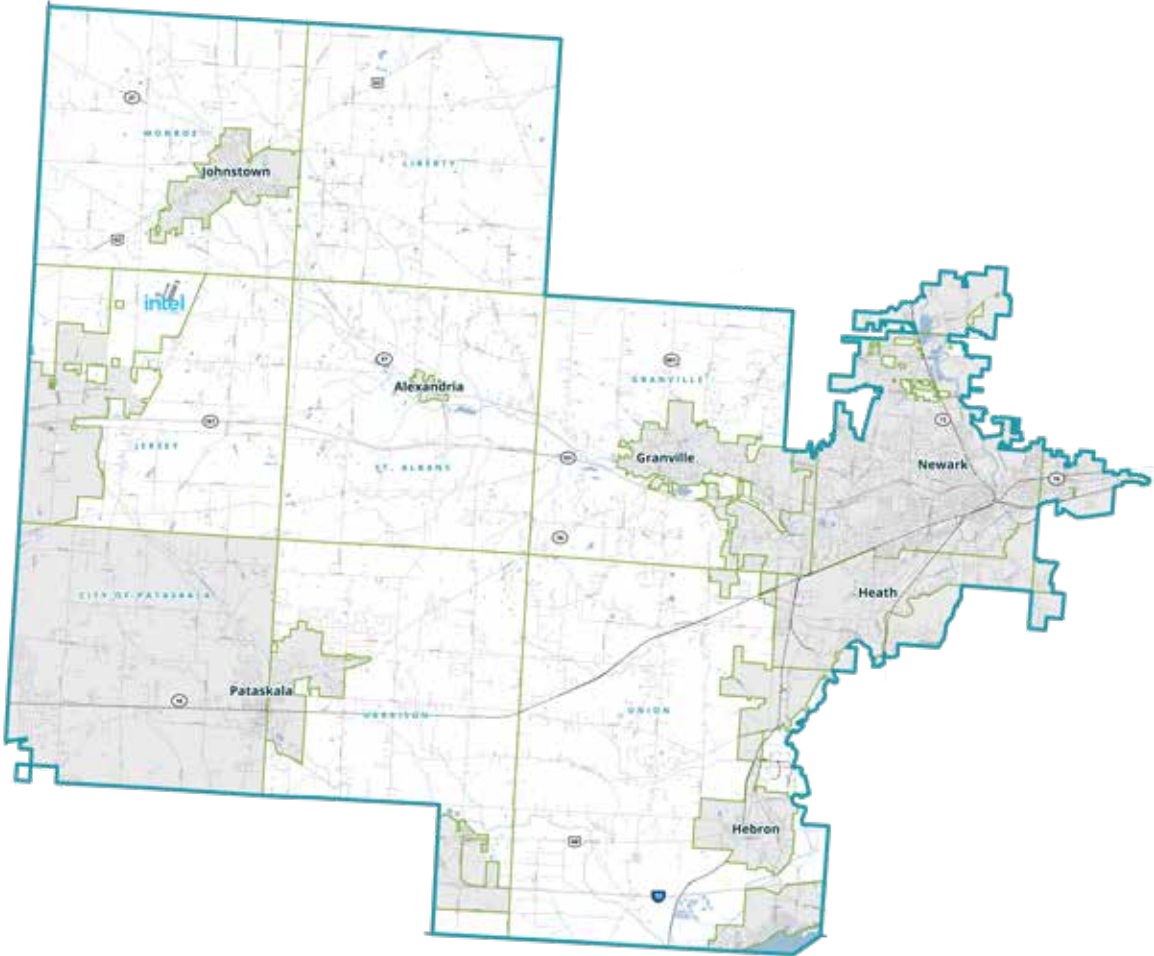
The FRAMEWORK study area plays a significant role in the development and economy of Licking County. It has historically captured most of the growth, partly due to its proximity and accessibility to Columbus and Franklin County. Its assets helped to drive much of this demand over time.

Participating Jurisdictions

An unprecedented collaborative effort.

The participating jurisdictions total 15, which includes Licking County Government. The participants were the cities of Heath, Johnstown, Newark and Pataskala; the villages of Alexandria, Granville, and Hebron; and the townships of Granville, Harrison, Jersey, Liberty, Monroe, St. Albans, and Union. A description of each is found in the Community Descriptions section in this chapter.

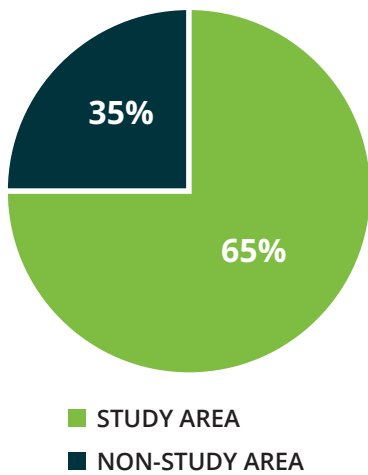
- Study Area
- Incorporated Area
- Railroad
- Involved Jurisdictions
- Building Footprint
- Roadway
- Licking County



FRAMEWORK Area

The FRAMEWORK Study Area by the Numbers *The economic and development engine of Licking County.*

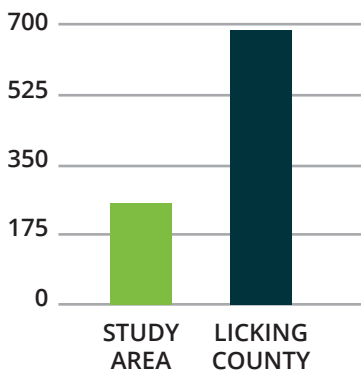
POPULATION, HOUSING & JOBS



The FRAMEWORK study area represents 38% of Licking County, but contains 65% of the population, housing, and jobs—functioning as the county’s development and economic engine. Combined with the availability of centralized utilities and closer commuting distance to Franklin County and its services, the study area can be expected to capture a large percentage of future growth that will occur in Licking County.

In terms of the individual jurisdictions that comprise FRAMEWORK, the largest jurisdictions are the cities and villages that together contain 67% of the population (89,360) reflecting their significant development role and influence. This includes Granville, Heath, Johnstown, Newark, and Pataskala. Economically, these jurisdictions contain 65% of the jobs (42,652). The townships comprise the remaining 33% of the population, but contain most of the land area, which reflects their historic lower density development pattern.

SQUARE MILES



FRAMEWORK AND COUNTY COMPARISON

	LAND		POPULATION		HOUSING		JOBS	
	SQ MILES	PRCT	NUMBER	PRCT	NUMBER	PRCT	NUMBER	PRCT
FRAMEWORK	264	35%	116,525	65%	46,731	65%	57,030	65%
BALANCE OF LICKING CTY	423	65%	44,703	35%	27,716	35%	22,634	35%
TOTAL	687	100%	178,519	100%	71,034	100%	88,197	100%
SOURCE: US CENSUS, 2020								

JURISDICTION COMPARISON

JURISDICTION	POPULATION 2020 DEC CENSUS	TOTAL HOUSEHOLDS 2020 ACS 5-YEAR EST.	HOUSEHOLD SIZE PERSONS PER HOUSEHOLD	HOUSING UNITS 2020 ACS 5-YEAR EST.	JOBS 2020 ACS 5-YEAR EST.
Alexandria	483	216	2.24	230	320
Granville	5,946	1,496	3.97	1,637	2,575
Granville Twp.	4,298	1,498	3.42	1,635	2,168
Harrison Twp.	8,049	2,465	3.19	2,494	3,927
Heath	10,412	4,266	2.44	4,653	5,189
Jersey Twp.	2,557	1,209	2.11	1,328	2,068
Johnstown	5,182	1,871	2.77	1,871	2,733
Kirkersville	471	206	2.29	222	254
Liberty Twp.	2,756	793	3.48	840	1,456
Monroe Twp.	2,571	932	2.77	945	1,227
Newark	49,934	19,336	2.58	22,170	23,798
Pataskala	17,886	5,749	3.11	6,021	8,357
St. Albans Twp.	2,059	879	2.32	955	976
Union Twp.	3,921	1,409	2.54	1,730	1,982
Total	116,525	42,325	2.75	46,731	57,030
Licking County	178,519	64,466	2.77	71,034	88,197

Building on FRAMEWORK Assets

Significant economic, education, agricultural, and residential assets define the FRAMEWORK study area.

The FRAMEWORK area contains a variety of economic, education, agricultural, and recreational assets that further define its character and quality of life. Among the most significant economic assets located in the study area are the Thornwood Drive/SR 79 industrial corridor linking Newark, Heath, Granville, and Hebron (between SR 161 and I-70) in the east and the New Albany (Beech Road) Industrial Park, as well as other employment concentrations and major employers (e.g., Amazon, Licking Memorial Hospital, Licking County Government, Axium Plastics, and Denison University).

Higher education institutions in the study area are Denison University in Granville, The Ohio State University at Newark, and Central Ohio Technical College in Newark and Pataskala. Licking County students are primarily served by ten school districts: some within the FRAMEWORK study area, some partially within the study area, and some outside of the study area. Numerous public parks are also scattered throughout the various jurisdictions.

Agriculture continues to be a dominant land use, representing 55% of the study area. Recreational assets include 17 county parks, several golf courses, the Newark Earthworks, and more than 45 miles of bike trails, including the T.J. Evans Trail and the Panhandle Trail. The study area is well served by major state routes, including 161, 16, 37, 13, 661, 310, and US 40 and I-70. Licking County students are primarily served by 10 school districts: some within the FRAMEWORK study area, some partially within the study area and some outside of the study area.



Community Descriptions

FRAMEWORK represents a consensus-based process reflecting the growth and development considerations of the following 14 local participating jurisdictions. The following is a description of each participant.

Alexandria

Founded in 1830, the Village of Alexandria is in western Licking County. It is a small village in the center of St. Albans Township and contains 25% of the township population. In 2020, the village had a population of 483 and a land area of 154 acres.

Granville

Founded in 1805, the Village of Granville is in central Licking County. The village is principally developed, compared to the rural patterns in the rest of the township. It has a strong small-town identity that the community prides itself on. In 2020, the village had a population of 5,946 and a land area of 4.8 square miles.

Granville Township

Established in 1805, Granville Township is in the middle of Licking County. It is primarily rural in character, with abundant agriculture and open space, due to its woodlands to the south and prime farmlands to the north. In 2020, the township had a population of 10,244 and a land area of 25.9 square miles, which includes portions of the Village of Granville within its boundaries.

Harrison Township

Established in 1816, Harrison Township is the oldest organized community in southwestern Licking County and developed around the railroad in the mid-nineteenth century. Harrison Township is dominated by agricultural uses (64%) that are spread throughout the jurisdiction. Single-family residential uses are scattered throughout the township as well, occupying an additional 32% of the area (this includes several large, platted subdivisions located east of Pataskala in the SR 16 corridor). The township benefits from a strong network of traffic corridors, including direct access to I-70. In 2020, the township had a population of 8,520 and a land area of 27.5 square miles which includes portions of the City of Pataskala and Village of Kirkersville within its boundaries.

Continued



Community Descriptions



Heath

Incorporated in 1952, the City of Heath is in central Licking County to the south of the City of Newark. Heath contains a significant amount of industrial and employment square footage in the county, as well as commercial and retail. In 2020, the city had a population of 10,412 and a land area of 11.1 square miles. The city is pursuing a major mixed-use development project west of Indian Mound Mall.

Hebron

Founded in 1827, the Village of Hebron is in south-central Licking County within close proximity of I-70. The village is primarily comprised of detached single-family units (58.4%), with about one third of the housing stock renter-occupied. It also benefits from a concentration of industrial and employment uses. Hebron has a business district to the north and a downtown with vacancies that are identified as opportunities to encourage neighborhood commercial development. In 2020, the village had a population of 2,326 and a land area of 2.9 square miles.

Jersey Township

Established in 1820, Jersey Township is located on the western edge of Licking County. The township is defined by a largely rural and agricultural development pattern that is interspersed by large lot, single-family homesites (25% of the total). Over 70% of the township area participates in the Current Agricultural Use Valuation (CAUV) program for tax purposes. In 2020, the township had a population of 2,557 and a land area of 27.2 square miles, which contains a portion of the City of New Albany within its boundaries. The Intel development is located within the township and a significant portion has been annexed into New Albany.

Johnstown

Founded in 1813, the City of Johnstown is in northwestern Licking County. In 2020, the city had a population of 5,182 and a land area of 2.9 square miles. The city is predominantly single-family residential in character, with a defined historic downtown and newer commercial development on its south end along the US 62 corridor and industrial uses on the north end, also in the US 62 corridor. The Intel development is in close proximity.

Liberty Township

Established in 1827, Liberty Township is in northwestern Licking County. It is largely low-density single-family residential and agricultural in land use. In 2020, the township had a population of 2,756 and a land area of 26.2 square miles and is east of the City of Johnstown.

Monroe Township

Established in 1812, Monroe Township is located on the northwestern edge of Licking County. In 2020, the township had a population of 7,753 and a land area of 26.8 square miles, which contains a portion of the City of Johnstown within its boundaries.

Newark

Founded in 1802, the City of Newark is in east-central Licking County. In 2020, the city had a population of 49,934 and a land area of 21.3 square miles. The city has been an economic and residential anchor of Licking County since its founding. Currently, it has limited area for growth through annexation, but has benefited from public and private investments, particularly in the downtown, which is experiencing a resurgence.

Pataskala

Founded in 1851, the City of Pataskala is in southwest-central Licking County. In 1996, the city was formed through a merger between the Village of Pataskala and Lima Township, creating a mix of urban and rural areas. In 2020, the city had a population of 17,886 and a land area of 29.0 square miles. Currently, the city is predominantly agricultural in character (58.6%) and another 26% is residential. The majority of development is scattered throughout the city reflecting a low-density development pattern.

Continued



Community Descriptions



St. Albans Township

Established in 1813, St. Albans Township is in west-central Licking County. The majority of the township is designated for agriculture. In 2020, the township had a population of 2,542 and a land area of 26.4 square miles, which contains the Village of Alexandria within its boundaries.

Union Township

Union Township is in south-central Licking County. It is mostly zoned as rural residential, with commercial uses clustered around the highways and other major roadways. Much of its development is constrained by extensive floodplains in the southern third of the township. In 2020, the township had a population of 9,130 and a land area of 42.3 square miles, which contains the Villages of Hebron and Buckeye Lake within its boundaries.

Existing Conditions

An assessment of existing conditions provides the context for identifying future growth opportunities in the study area.

Understanding existing conditions affecting the FRAMEWORK study area is critical to analyzing constraints and anticipating opportunities for development and growth. This section addresses environmental constraints, developable land, land use, planning and zoning, and current development pressures.

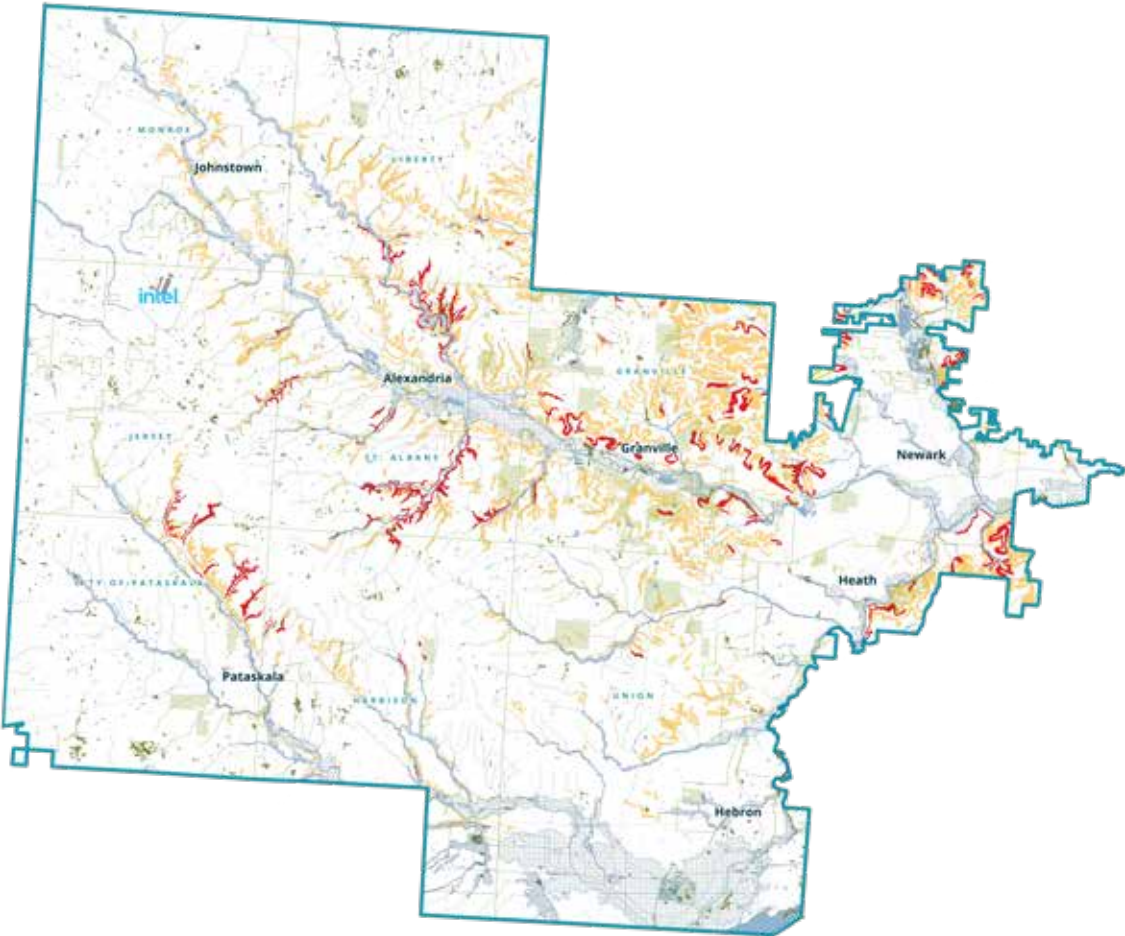
Environmental Constraints

The ability to accommodate new development is constrained by several physical factors, such as floodplains, significant slope, wetlands, open space, and conserved properties.

Continued

Natural Constraints

- Involved Jurisdictions
- Licking County
- 12-24% Slope 8%
- 25+% Slope 1%
- Protected Land 9%
- Flood Zone A 1%
- Base Floodplain 3%
- Wetland 5%



Existing Conditions



Overview

The environmental factors that constrain development are hydric soils, prime agricultural soils, floodplain, groundwater, slope, and conserved lands. In the case of the study area, hydric soils and prime agricultural soils are abundant—so while each is typically a constraint, given that abundance they become less of a hindrance to development (hydric soils and insufficient groundwater are limiting factors for on-site septic systems and wells, further enforcing the need for central utilities).

Floodplains

Only 4% (6,511 acres) of the FRAMEWORK study area is constrained by regulatory floodplains (FEMA) and are limited to the southern portion of Union Township in proximity to the South Fork Licking River watershed and Buckeye Lake.

Slope

Severe and steep slopes impact 13% of the area, principally located along the Raccoon Creek and South Fork Licking River riparian corridors (21,161 acres in total). A portion of Granville Township is impacted by a variation in slope, as well.

CONSTRAINED LANDS SUMMARY

CATEGORY	RESULT
TOTAL PLANNING AREA ACRES	162,781
CONSTRAINED LANDS ACRES	42,322
CONSTRAINED LANDS: % OF TOTAL PLANNING AREA	26%

Conserved Lands

Conserved lands are properties that have been permanently set aside under conservation easements, or as parks and similar recreational areas, whether publicly or privately owned. These total just over 9% of the area (14,650 acres). Most of the conservation easements are clustered within the Raccoon Creek watershed in Granville Township.

Prime Agricultural Soil

Prime agricultural soils are very extensive throughout the study area (89%), as they are throughout the county and Central Ohio. The richest agricultural lands lay near the two river watersheds running east and west. The eastern portion of the planning area has little prime farmland due to the development patterns of Granville and Newark. While prime agricultural soil is a valuable resource from an agricultural economy standpoint, it is not a constraint to development given its abundance. However, as lower density, large lot residential and related development occurs, a dispersed development pattern will inherently create conflicts affecting the viability of productive farmland.

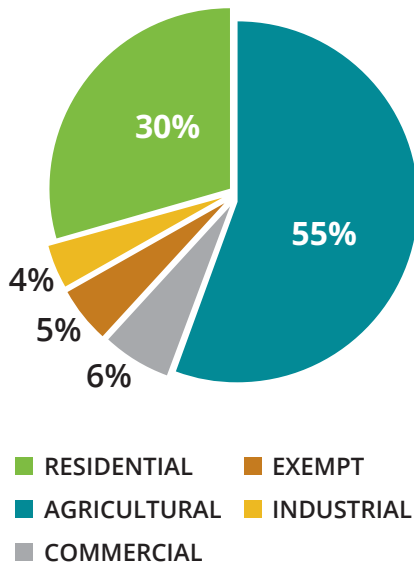
Groundwater Contamination

The eastern third of the area is highly vulnerable to groundwater contamination with shallow depths to the water table and compromised media. Jersey Township and the area have some of the least vulnerability to contamination. Both ends of this spectrum have implications on the number and locations of wells and septic fields.



Existing Conditions

EXISTING LAND USE



Land Use

The FRAMEWORK study area includes a significant amount of agriculture, but also includes a large amount of residential land uses that reflect its quasi-suburban to exurban development pattern. Commercial uses support those residential uses and employment (industrial) uses are growing.

Overview

In terms of the entire area and its landscape, the majority is comprised of agricultural uses (55%), principally productive farmland.

Residential

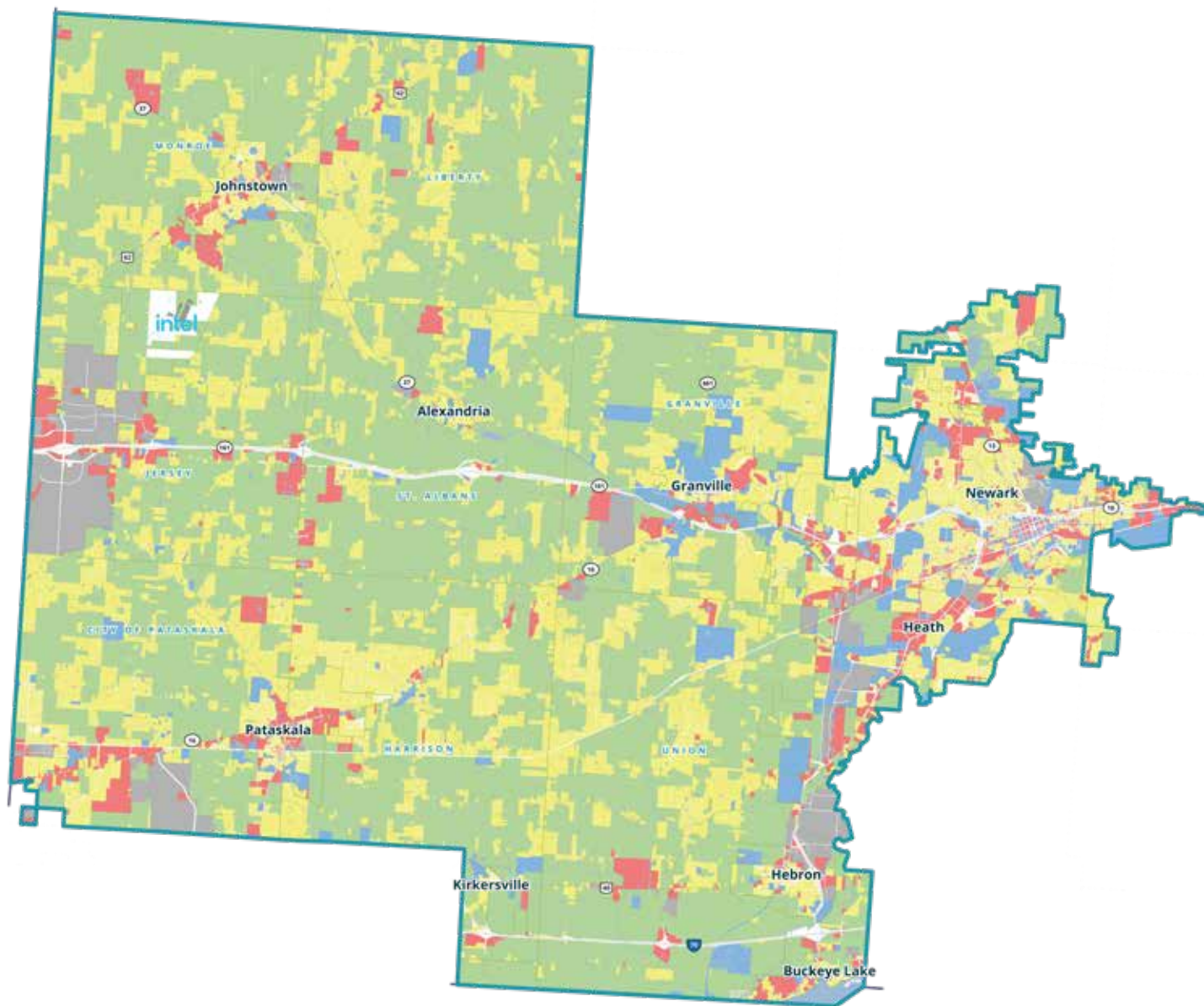
Residential uses occupy another 30% of the study area but are dominated by single-family homes on large lot parcels, extending along and occupying street frontage, and interspersed among working farms. Less acreage is occupied by residential uses within cities and villages but reflects a higher density pattern.

Commercial

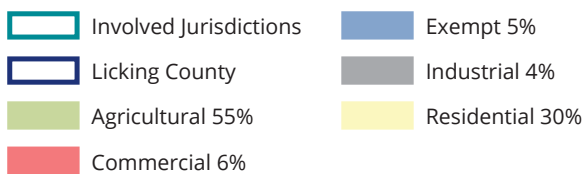
Commercial uses (6%) are equally dispersed throughout the study area. While concentrations can be found in cities and villages, there are concentrations along state routes and scattered sites in more rural parts of the study area.

Employment

Employment uses (4%) are reflected by industrial zoning and concentrated in New Albany, Pataskala, and in downtown Newark and along the SR79 corridor in Newark, Heath, and Hebron. There is also a concentration in the Granville area at the Owens-Corning property.



Existing Land Use



Existing Conditions

An impressive amount of local planning has been undertaken within the FRAMEWORK study area, in many cases anticipating the amount of significant growth pressure that is already exhibited in the area.

Planning and Zoning

Planning

Many local jurisdictions within the FRAMEWORK study area have adopted plans, many of which have been updated in just the last few years, some in response to regional growth trends. Many plans have included best practices for land planning, including mixed-use centers and transitioning residential densities in more agricultural areas. Others have supported commercial development along major corridors, which could encourage a sprawling pattern that further impacts adjacent properties.

STATUS OF LOCAL PLANS

JURISDICTION	COMPREHENSIVE PLANNING EFFORT
Granville Township	Plan adopted in 2012, update in progress
Harrison Township	Plan adopted in 2022
Jersey Township	Plan adopted in 2010, update in progress
Liberty Township	Plan adopted in 1993, update in progress
Monroe Township	Plan adopted 1997, update in progress
St. Albans Township	Plan adopted in 2022
Union Township	Plan adopted in 1998
Village of Alexandria	Plan adopted in 1995
Village of Granville	Plan adopted in 2012, update in progress
Village of Hebron	Plan in progress
City of Heath	None
City of Johnstown	Plan adopted in 2020, update in progress
City of Newark	Plan adopted in 2002
City of Pataskala	Plan adopted in 2021

ZONING TOTALS

ZONING CATEGORY	%
AGRICULTURE & RURAL RESIDENTIAL	64.0%
CONSERVANCY & OPEN SPACE	2.1%
COMMERCIAL	8.1%
HIGH-DENSITY COMMERCIAL	0.6%
INDUSTRIAL	6.2%
PUD	2.1%
LOW-MEDIUM RESIDENTIAL	13.2%
MEDIUM-HIGH RESIDENTIAL	2.9%
SPECIAL USE	0.8%

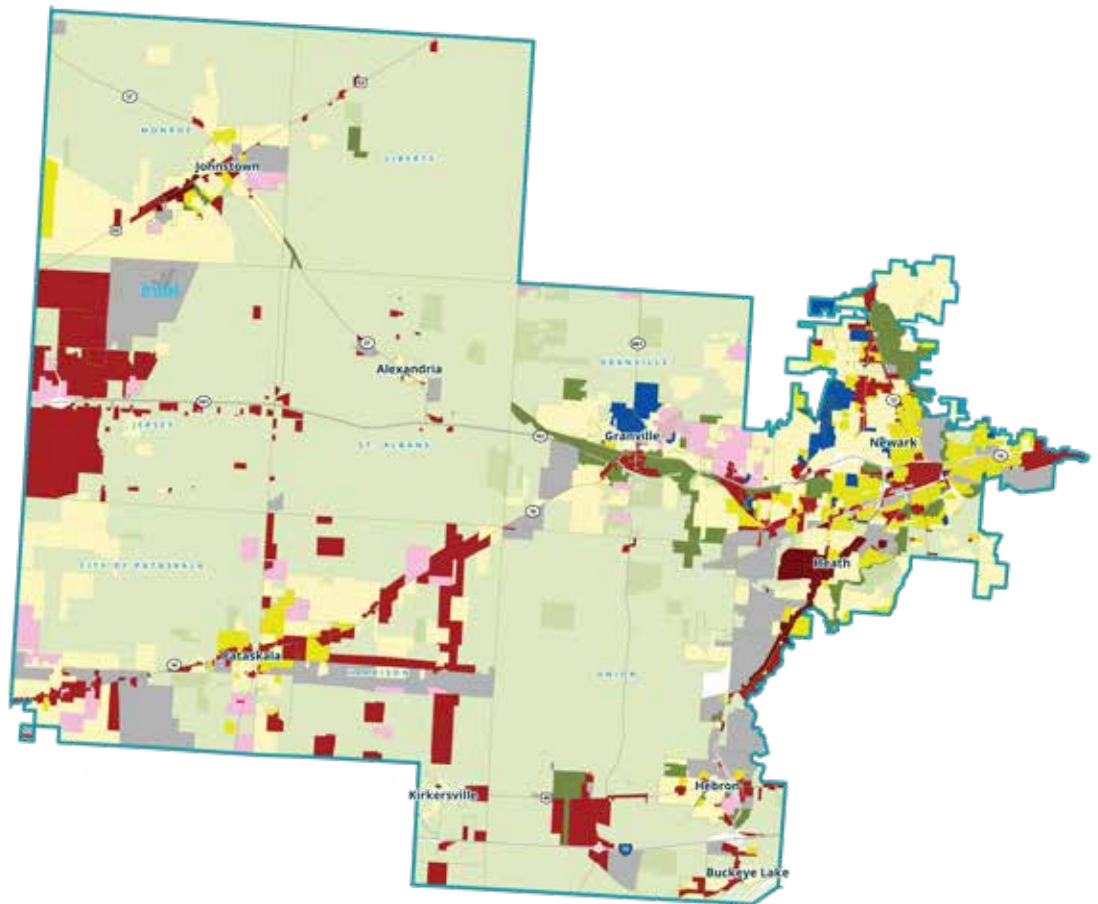
Zoning

The vast majority of the FRAMEWORK study area is zoned for agricultural uses (64%), which typically permits single-family residential development on large lots. An additional 18% of the area is zoned specifically for residential uses at varying densities. This includes 2% that is zoned under a Planned Unit Development (PUD) District. Nearly 9% is zoned commercial, and another 6% is zoned industrial.

Employment (Business or Manufacturing) zoning is concentrated in obvious locations, such as in New Albany, Pataskala, Johnstown, Granville and Granville Township, Newark, and significant portions of Hebron and Heath, and portions of Harrison and Union Townships. Commercial zoning has been applied in some concentrations, but also scattered along several corridors in a few townships.

Generalized Zoning

- Involved Jurisdictions
- Licking County
- Ag & Rural Residential
- Conservancy / Open Space
- Low-Medium Res (R-1)
- Medium- High Res (R-2)
- Commercial
- High Density
- PUD
- Industrial
- Special Use

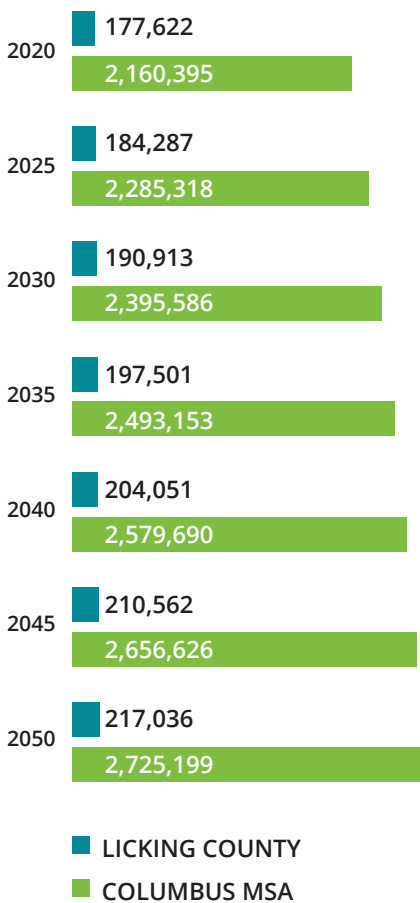


CHAPTER 4
HOW WILL WE GROW?



Forecasting Growth

Continued expected growth presents opportunities and challenges for each jurisdiction.



Current development pressures are significant at both the regional and local level. This is defined by population growth, increasing housing demand, and employment growth. Understanding the amount of land that is available to accommodate this growth is another important step in moving forward. Applying this analysis and the development forecast to each jurisdiction within FRAMEWORK establishes the foundation for understanding the growth management options available.

Current Development Pressures

FRAMEWORK continues to witness significant growth pressure as the Central Ohio region continues to expand, in conjunction with the economic development activity in the Thornwood Corridor, New Albany, and Etna Township.

Population

Although the third largest county in the six-county Columbus metropolitan area (MSA), Licking County remains relatively small in terms of population, housing, and jobs. This is partly because most of the regional population, housing, and employment is in Franklin County, which is the core of the region.

Licking County is adjacent to Franklin County and within a reasonable commuting distance of most employment centers, which provides the county with certain advantages. Licking County had a 2020 population of 177,622, which is 8.2% of the MSA, which has a population of 2,160,395. Over the past 40 years, the county has experienced steady population growth, growing from 120,981 to 177,622, which reflects an annualized growth rate of 1.17%.

Absent the impact of Intel, Licking County has been forecast to grow to 217,036 persons by 2050, an increase of 39,414 or 22%, according to the Mid-Ohio Regional Planning Commission (MORPC). This reflects a modest annualized rate of 0.07%, a decline from the historic trend of the previous 40 years of 1.17%.

Forecasting Growth



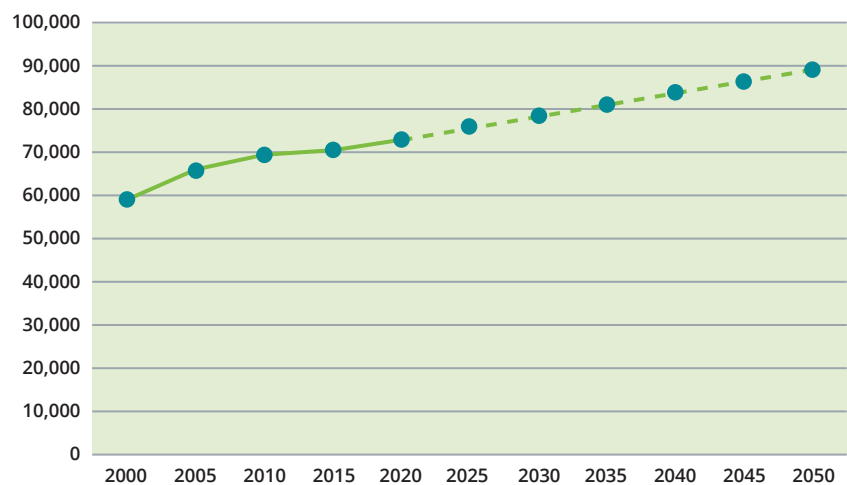
Housing

Housing units in the county increased 23% from 2000 to 2020, an increase of approximately 13,800 units. The county's 78,400 housing units account for 7% of the housing units in the MSA in 2020.

MORPC has forecasted an additional 23,300 units in Licking County by 2050, a 32% increase from 2020 numbers.

In 2020, 67,700 (86%) housing units were occupied and 80% were single unit structures. The housing stock in Licking County is on the older side, with a large majority of structures built between 1960 and 1999.

HOUSING UNITS BY YEAR 2000–2050



BIA Housing Needs Assessment

The Building Industry Association of Central Ohio (BIA) regularly issues a Housing Needs Assessment (Analysis of Housing Need for the Central Ohio Region, Vogt Strategic Insights, 2022) that forecasts housing demand based on historic trends, in this case the past two decades and the impact of COVID-19 on the economy. The current assessment was issued in 2022 and forecasts demand through 2032. The assessment addresses demand for a 10-county region around Columbus.

For the region, the assessment forecasts an employment increase of between 145,000 and 202,000 jobs, which serves as the basis for projecting new housing demand. For Licking County, the assessment forecasts a population increase of 13,018 persons, increasing from 181,384 to 194,402. This represents an annualized increase of 0.71%.

This translates into a projected housing demand of between 138,659 and 193,476 units (owner- and renter-occupied). For Licking County, the assessment forecasts housing demand of between 8,622 and 9,549 housing units. Of those, owner-occupied units would comprise 5,879 to 6,511 units and renter-occupied units would comprise 2,743 to 3,038 units.

Employment

Employment in Licking County has been greatly impacted by economic development growth within portions of the City of New Albany that annexed from Jersey Township, altering the employment landscape. In 2020, there were an estimated 66,378 jobs in Licking County. The majority were industrial jobs (34.8%) followed by office, retail goods, retail services, and jobs in other industries such as education and hospitals. Major employers in the county include Amazon and Licking Memorial Hospital. Prior to Intel, jobs in the county were forecasted to grow to 79,312 jobs by 2050, an increase of 19.4%. Given the additional investment already announced in New Albany, this forecast would be expected to be reached sooner than 2050.

Forecasting Growth

**DEVELOPABLE ACREAGES
BY JURISDICTION**

LOCATION	DEVELOPABLE ACRES
FRAMEWORK	62,153.70
Alexandria	21.50
Granville	529.60
Granville Twp	3,213.90
Harrison Twp	7,059.80
Heath	1,984.00
Hebron	747.00
Jersey Twp	8,283.20
Johnstown	538.20
Liberty Twp	6,124.20
Monroe Twp	8,031.60
Newark	1,878.90
Pataskala	8,090.10
St Albans	5,740.40
Union Twp	9,911.30

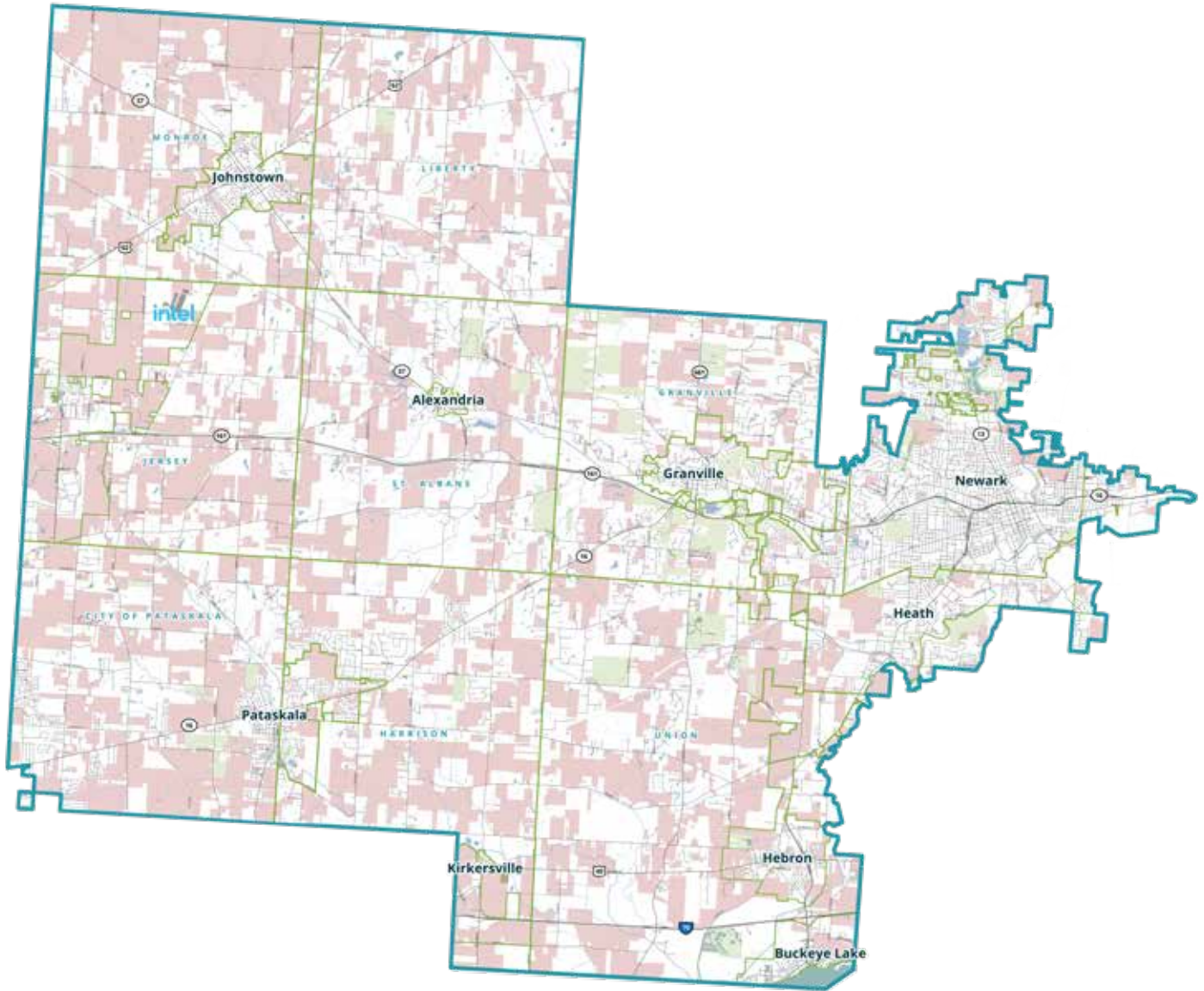
Growth Potential

About 39% of the FRAMEWORK area is available to accommodate future new development. But how much development can be expected over the next 10 years?







Developable Land

Having assessed constrained land, the next step in physical planning is to estimate the remaining land that is suitable to accommodate new development. Based upon GIS data from the Licking County Auditor’s Office, the criteria to identify development land were parcels five acres or larger, land not otherwise protected or conserved, properties with less than \$100,000 in improvements (as a proxy for “vacant” property), property largely free of significant slopes, and property located outside mapped flood zones.

The analysis identified 62,153.70 acres available to accommodate development, representing 38% of FRAMEWORK. It’s important to note that these properties are distributed throughout the area and may (or may not) benefit from road access or availability of public utilities. This represents the “ultimate” amount of land that might be available as the area continues to grow, but the impact could be greater as the availability of road frontage diminishes. This estimate does not include land that could be redeveloped, such as within the FRAMEWORK study area cities or villages.



Developable Land

- | | | | |
|---|------------------------|---|---------------------------|
|  | Involved Jurisdictions |  | Protected Lands |
|  | Licking County |  | Roadway |
|  | Open Water |  | Developable Land |
| | | | > Five Acres |
| | | | < \$100k Improved Value |
| | | | Considers 25% Sloped Land |
| | | | Considers Protected Land |
| | | | Considers Flood Zones |

Forecasting Growth

HOUSING FORECAST BY JURISDICTION

LOCATION	BIA FORECAST
FRAMEWORK	61,604
Alexandria	261
Granville	1,857
Granville Twp	3,712
Harrison Twp	3,081
Heath	5,278
Hebron	1,376
Jersey Twp	1,506
Johnstown	2,122
Liberty Twp	953
Monroe Twp	3,194
Newark	25,148
Pataskala	6,830
St Albans Twp	1,344
Union Twp	4,942

Development Forecast

An estimate was made to forecast the amount of future residential, commercial, and employment development that might occur over the next 10 years. The purpose was to provide a context in which communities should plan to manage that development potential.

For the purposes of this analysis, the proportion of the BIA housing forecast for the FRAMEWORK study area was proportioned to each jurisdiction based upon their current size (see accompanying table). To forecast the amount of land that would be consumed by each forecast, the existing density of residential development was calculated for each jurisdiction (the finding was that residential development has occurred at an exceedingly low-density in the rural portions of FRAMEWORK study area, far lower than minimum lot size requirements).

For example, the highest density was in Alexandria at 1.62 units per acre (comparable to a 35,282 square foot lot) and the lowest density was 0.05 units per acre in St. Albans Township (comparable to a 20-acre lot). As a result, the forecasted housing demand will occupy a larger amount of land in St. Albans Township than in Alexandria. **Critical observation is that increasing net residential densities will result in less land occupied by development, thereby providing a more efficient development pattern and an increase in preserved open space or agricultural land than what would otherwise occur.**

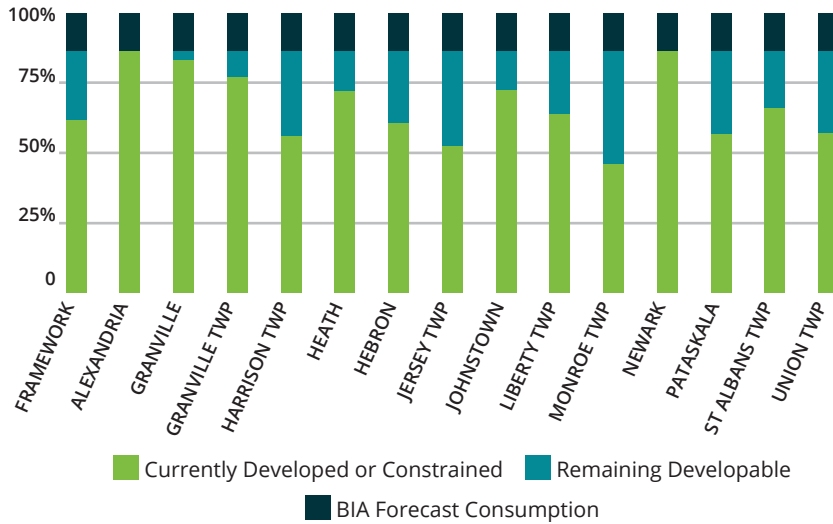
RESIDENTIAL DENSITY AND LAND CONSUMPTION

JURISDICTION	BIA FORECAST DWELLING UNITS	EXISTING DENSITY UNITS/ACRE	LAND CONSUMPTION ACRES
Alexandria	261	1.62	161
St. Albans Twp	1,344	0.07	19,200

To forecast commercial development, an assessment of the area found that currently, for every acre of commercial land use there are six acres of residential land use. To forecast employment uses, it was assumed that industrial zoning would grow by 50% but given that 25% of existing industrial zoning is vacant, the net increase would only be an additional 25%.

The findings show that the development forecast would consume 35% of the available developable land.

DEVELOPMENT FORECAST BY JURISDICTION



The findings identified the proportion of each jurisdiction relative to developed or constrained land remaining developable, and the BIA housing forecast based on current densities. Two key conclusions:

Cities and Villages

For most cities and villages, the forecast was consuming almost all available land within current corporate boundaries, presenting the options of reducing densities (and related redevelopment also reducing capital costs), or expanding through annexation and investing more in utilities and roads.

Townships

For townships, undeveloped land is abundant, but not necessarily the adjacent road frontage, which is necessary for development (e.g., access). At current densities, the forecasted development will consume a significant amount of road frontage, expanding the impact new development will have on the surrounding landscape, while impacting working farms. In most cases, the valued rural landscape will be irreversibly changed to one that is more suburban in character. The provision of public utilities would necessitate higher densities (to offset the public investment) thereby reducing land consumption and conserving farmland.

RESIDENTIAL DENSITY AND LAND CONSUMPTION COMPARISON BY JURISDICTION

LOCATION	BIA FORECAST CONSUMPTION	% OF DEVELOPABLE
FRAMEWORK	22,254.47	34.8%
Alexandria	21.26	98.9%
Granville	418.36	79.0%
Granville Twp	1,883.50	58.6%
Harrison Twp	2,139.44	30.3%
Heath	957.53	48.3%
Hebron	254.74	34.1%
Jersey Twp	2,336.07	28.2%
Johnstown	258.08	48.0%
Liberty Twp	2,253.36	36.8%
Monroe Twp	1,986.63	24.7%
Newark	1,847.95	98.4%
Pataskala	2,497.59	30.9%
St Albans Twp	2,269.51	39.5%
Union Twp	3,130.44	31.6%

Forecasting Growth

A significant amount of growth can be expected among local jurisdictions, maximizing development opportunities but raising policy questions regarding the form of future development (and the implications).

Developers Roundtable

A Developers Roundtable was held in spring 2023 to gather developers' perspectives on building and developing in Licking County. Participants shared that Licking County can be difficult to work with during the session. The time it takes to move from entitlement to completion is impacted by politics, slow approval processes and inspections, procedures, and extensive turnover in staff. In order to advance the quality and amount of housing necessary, Licking County needs to increase capacity at the county and jurisdiction levels from a staffing perspective. Municipalities need to be more creative and open and have a playbook of design types, codes, and processes to improve speed and the quality of experience working with local jurisdictions.

Growth Distribution

Mapping the development forecast for each jurisdiction within the FRAMEWORK area graphically captured the potential impact of this 10-year forecast in terms of the landscape. It clearly demonstrates that past practices when applied to this new growth pressure are not necessarily sustainable if there remains a desire to maintain a rural landscape and working farms.

The Growth Distribution Map reflected the development forecast to scale, with the most significant visual findings being the amount of unincorporated land within townships that would be consumed by new housing if past practices did not change. More importantly, the graphics depict total land consumption, not the actual pattern that would result if this development occurred along road frontages, thereby dispersing the impact further inside each township.

In conclusion, policy and regulatory changes would limit (or expand) the forecasted development footprint and the related impacts. Changes to consider would be to prioritize growth areas within existing land use maps, adopt zoning districts that incentivize mixed-use and higher density development (e.g., up to four units per acre), update subdivision regulations to support alternative development patterns (e.g., conservation subdivisions), and revisit county health regulations regarding on-site well and septic to determine if there are alternative approaches to the "standard" single-use placement.

Conservation and Development Map

Balancing the conservation of open spaces and agriculture, while responsibly managing future development to ensure a successful, shared vision for all.

Overview

The Conservation and Development Map presents a general pattern of conservation and development for the FRAMEWORK study area, especially focusing on the next 10 years of growth. It is not a land use plan, nor does it replace local comprehensive plans. It is intended to present a shared vision of a future that benefits all jurisdictions.

The development pattern blends land uses to reflect general expectations regarding the direction that growth should take (residential, commercial, and employment). Rural residential development focuses on available land and continues to reflect the current densities that have occurred in each jurisdiction. Conservation areas preserve the natural landscape, protect floodplains, and incorporate conserved properties (e.g., agriculture, open spaces, parks).

Development Areas

The map reflects development growth around many jurisdictions consistent with their adopted plans or short-term development expectations, including significant development relative to residential, commercial, and employment uses reflected in cities and villages. The development areas merge the residential, commercial, and employment growth identified in the Growth Distribution Map.

Rural Residential Areas

Rural residential development in jurisdictions is reflective of the potential impact of new housing without either public utilities or higher densities (e.g., four dwellings per acre) that would reduce the development footprint. As a result, significant loss will occur relative to agricultural land and open space.

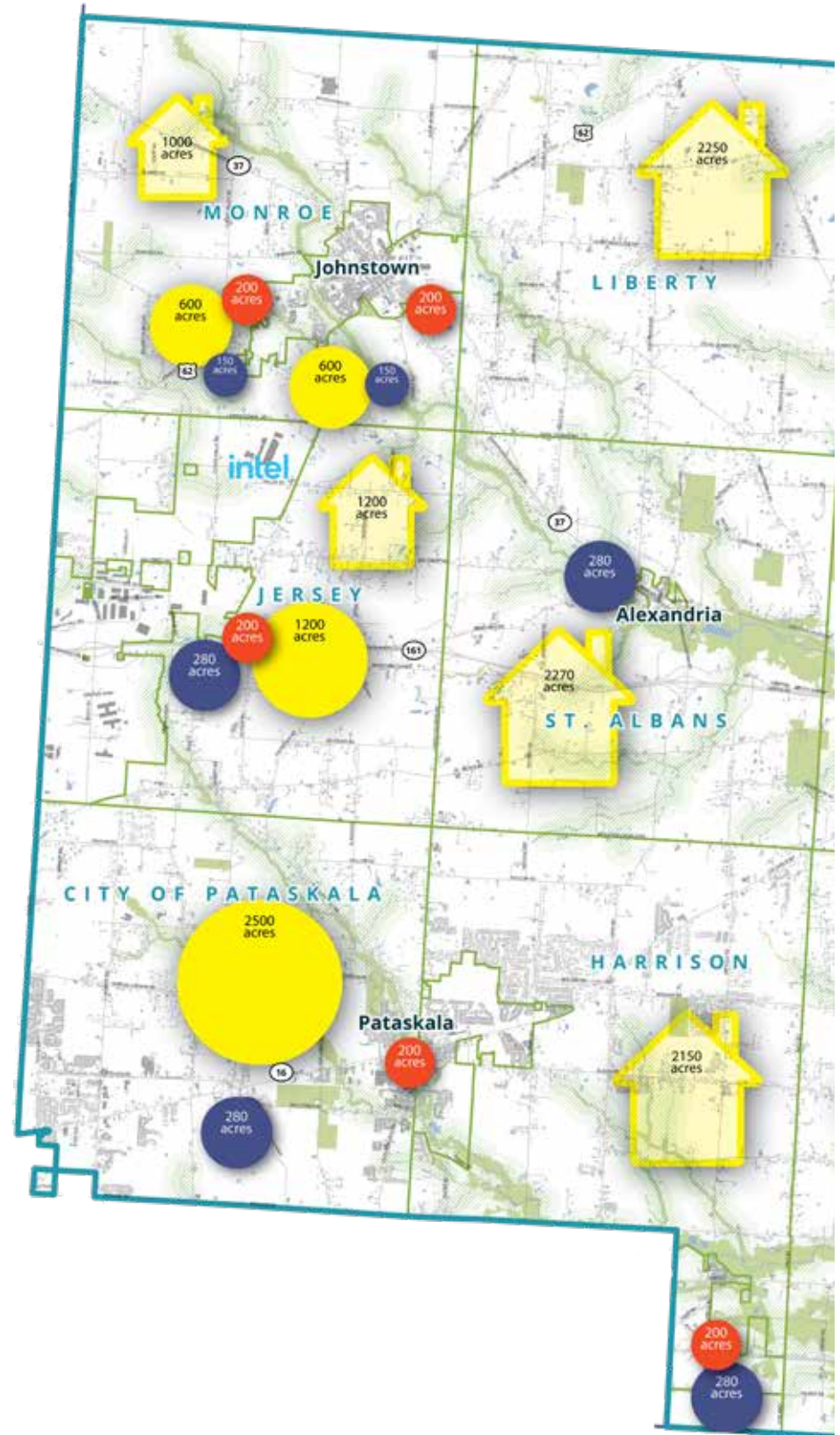
Conservation Areas

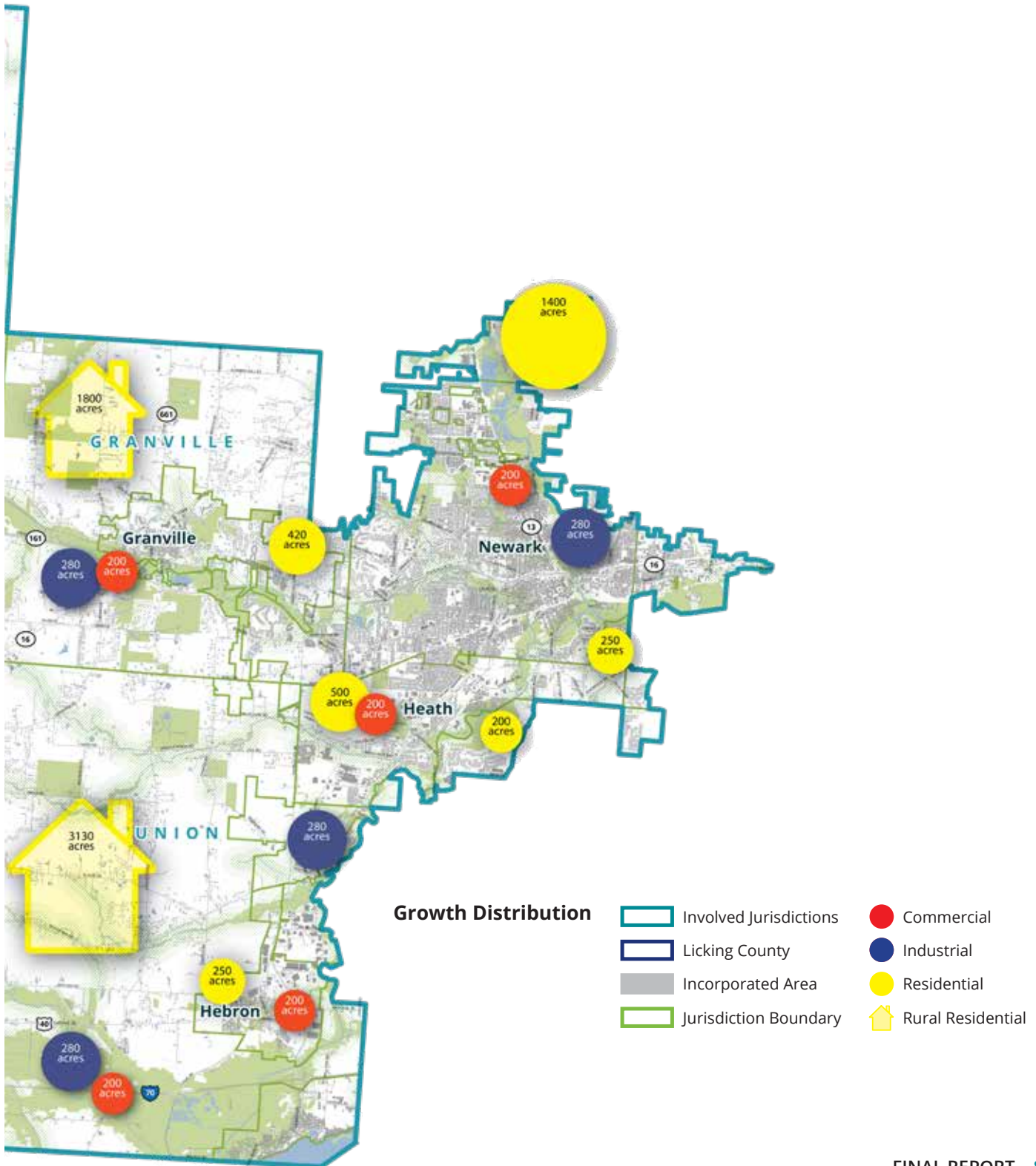
Conservation areas reflect the pattern of streams and valleys that define the rural aesthetic of the FRAMEWORK study area, while incorporating abundant conserved farmland and open space. These are an incredible resource that defines the character of the area, provides opportunities for open space and recreation, supports natural habitats, and manages storm water and water quality. Unless otherwise conserved, these areas will be lost or damaged.

CHAPTER 4 HOW WILL WE GROW?

Growth Distribution

Balancing the conservation of open spaces and agriculture, while responsibly managing future development to ensure a successful, shared vision for all.

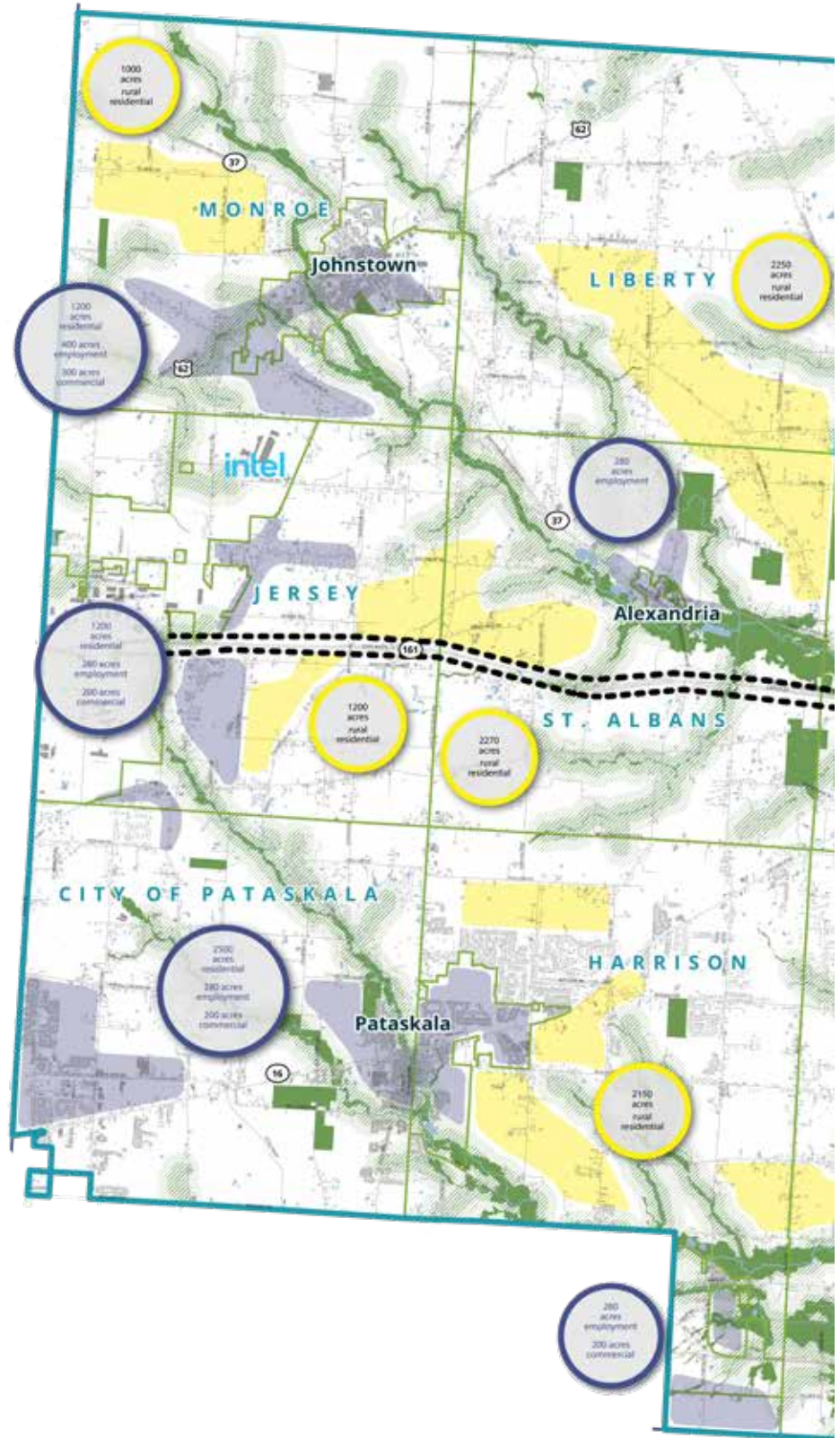


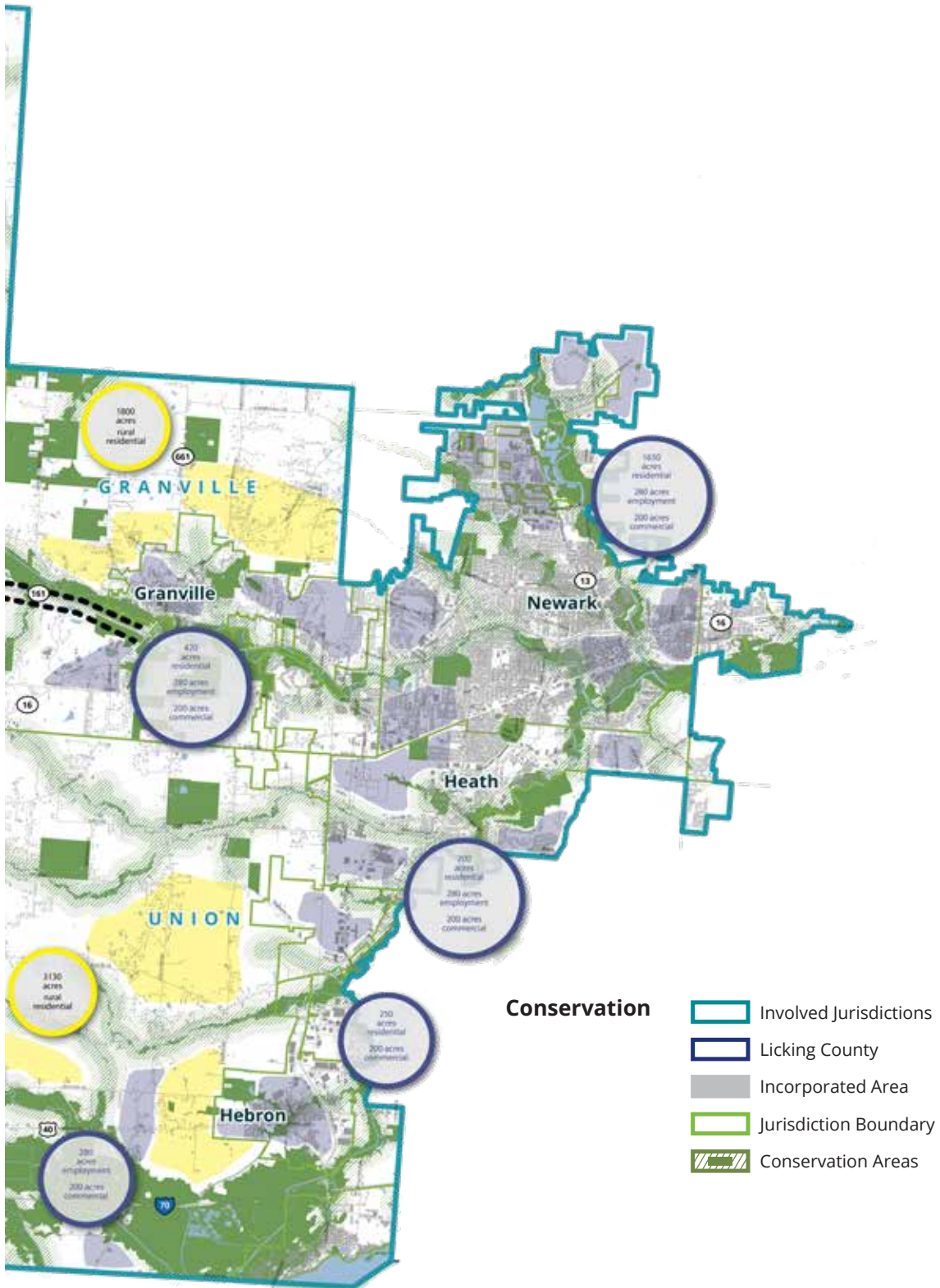


CHAPTER 4
HOW WILL WE GROW?

Conservation

The map depicts one possible future relative to conservation and development; changing density requirements will shrink the development footprint, conserving more agricultural land and open space than would otherwise happen.





Impacts

The Conservation and Development Map raises the following observations:

Density and Development Practice Changes

Changes in density and development practices can reduce the development footprint, thereby conserving additional agricultural land and open space. An illustration of this can be seen on the next page.

Impact of Future Utility Services

The provision of public utilities will either support or alter the development patterns reflected in the Conservation and Development Map. As a result, **the future is uncertain unless public utilities reinforce a concentrated development pattern, especially consistent with local land use plans.**

Role of Future Transportation Improvements

Implementation of transportation improvements will likewise influence the development pattern otherwise reflected in the Conservation and Development Map. A multi-modal facility in Jersey Township near the SR161 and Mink Road interchange would support higher densities and a mixed-use center. Constructing a connector between SR 161 and I-70, in the western part of the study area, would significantly alter the development pattern in positive and negative ways. Major transportation investments should be supportive where they are otherwise not disruptive.

Protecting Employment Corridors

The availability and concentration of employment uses in places such as New Albany and in the Thornwood Drive/SR 79 industrial corridor are important resources to ensure the continuation of a strong economy, as are emerging areas consistent with local comprehensive plans.

Aligning Local Plans and Codes

Local jurisdictions should consider ways in which their local plans and zoning codes should be modified to align with the Conservation and Development Map, so that all are mutually supported.

Density and Development Practice Changes Illustration

Typical Rural Residential Development

This illustrates the “business as usual” approach to subdividing land for single-family homes, where lots are created with road frontage and on-site well and septic (typically two acres in size to meet health codes). This approach transforms the rural character of the corridor into a low-density, rural neighborhood.

75 Homes - 150 Acres



Two Acre (2.0) Parcel Developable Land Building Footprint

Clustered Rural Residential Development

This illustrates a similar-sized concentration of single-family homes (with common open space) but in a platted subdivision that takes far less land out of agricultural production, based upon the availability of public or private utilities. This approach retains the majority of the rural character of this corridor.

75 Homes - 75 Acres



Two Acre (2.0) Parcel Developable Land Building Footprint

Traditional Neighborhood Development

This illustrates a traditional neighborhood of similar single-family lots (with common open space) in a platted subdivision. Smaller lots take far less land out of agricultural production and the grid street pattern clusters lots. This approach is based upon the availability of public or private utilities and retains more of the rural character.

75 Homes - 38 Acres



Two Acre (2.0) Parcel Developable Land Building Footprint

Principles

The following principles were generated using insight gathered from the public and other stakeholders during the first round of public engagement and were tested and refined with stakeholders and the Leadership Group. The principles serve to define the intent of FRAMEWORK by identifying key expressions which are forward-looking.

Communities benefit from growth and development.

A range of positive outcomes will be realized from community and county development. Growth and development generally provide a range of benefits to local communities, provided any potential negative impacts are addressed or offset. Benefits include more housing, additional retail, employment opportunities, and fiscal revenues that offset fiscal costs for public services and facilities. One of the cumulative effects is the stabilization, if not increase, of net fiscal benefit. Benefits must address broader housing choices for residents and targeted employment. Attention must be paid to the impact of rising development costs, including housing, on residents and ensuring that new housing opportunities meet local needs.

Development and change are proactively managed.

Communities currently manage growth and development in various ways but ensuring residents benefit from a proactive approach will be critical at all levels of local government. Adequate staff to manage the development process, actively engaging the public to ensure their voice is heard, and supporting well-trained, active civic leadership to safeguard the public interest. A county-wide system of development coordination through shared data, development case review, infrastructure joint planning and coordination, and joint service delivery can maximize limited resources.

Growth is focused inward toward communities and adjacent to existing development.

To balance the need for growth with conserving the base qualities of Licking County, future development should be focused inward within communities and adjacent to existing development. Focused growth will create more efficiently delivered public services.

Development and infrastructure are coordinated among jurisdictions.

Coordinating development approvals and infrastructure will reduce public expenses and help to ensure a cost-effective development pattern in the county. Seeking additional revenue sources may offset some costs, both in the short- and long-term.



Mixed-uses and appropriately scaled development is supported in strategic locations.

With the villages and municipalities, additional mixed-use development and higher densities are appropriate to both capture future development demand and provide stronger economies in these places, while reducing public infrastructure costs. Mixed-use development integrates residential and commercial uses, including offices, into single developments that meet a variety of economic and housing needs. In many respects, this reflects the natural function of local downtowns, but in a new form. New residential development can provide more housing options for young families, people living alone, and downsizing seniors. These are best located in walkable places near retail, health, and educational services.

Natural landscape and rural character are prioritized for conservation.

The study area benefits from a remarkable natural and rural landscape that reinforces the culture and attractiveness of this place. At a macro scale, stream corridors, floodplains, woodlands, and related natural features should be protected to the extent possible during the development process. As development occurs, its visual and environmental impacts should be minimized to ensure harmony between the two. Approaches include directing new development to existing communities with central services, conservation design approaches that cluster development and conserve open space, enhanced landscaping requirements, and architectural standards that complement the existing character.

Design quality is prioritized.

New construction should add to the quality of the built environment, while ensuring it is harmonious (respectful of) with the rural landscape that typifies Licking County, as well as the village-like character of its communities. Natural building materials, harmonious colors, landscaping, and similar features ensure new buildings enhance the existing character of local communities—this should be authentic to Licking County and not reflect the aesthetic of other communities in Central Ohio. Non-residential buildings, especially high-tech manufacturing and distribution facilities, can likewise employ design approaches and enhanced landscaping to ensure a compatibility with the unique character of this county. Development regulations can require open space dedications and landscaping requirements to conserve the natural environment and emphasize rural and small-town character.

Principles



Full range of housing choices are found.

Residents should be able to remain in their chosen communities throughout their lives, with housing options that respond to these varying needs (rental options, small starter homes, larger homes for growing families, empty nester housing, and assisted living). New residential development should diversify the housing options available to both current and future residents, including ownership and rental options that respond to shifting demographics. New housing should be located in close proximity to services, healthcare, schools, daycares, and parks, preferably in walkable places that reduce the need for driving. Design and densities of new residential development should be compatible with or enhance existing development patterns, especially in villages and cities, adding to existing traditional neighborhoods to holistically build community.

Net fiscal benefits resulting from development are realized, after careful analysis.

Net fiscal benefits are calculated by comparing the revenue generated by each type of development with the associated capital, operating, and maintenance costs. Without undertaking a detailed analysis, it is assumed that higher valued development generates sufficient revenues to cover public costs. Development rarely covers the upfront associated infrastructure costs and related operating and maintenance costs, and can create additional public demands for ongoing maintenance of public facilities. Maintaining public infrastructure will always remain a high priority for local governments. Local jurisdictions should consider fee structures, other financing mechanisms (e.g. TIFs, NCAs, etc.) and public improvement dedication requirements that address upfront infrastructure needs without impacting current taxpayers. Administrative fees should cover internal costs to manage development and enforce local regulations. Zoning codes can require development fees to offset some public infrastructure needs. Subdivision codes should mandate appropriate public improvement dedications for infrastructure, including parkland dedications. Traffic impact studies establish fee and improvement requirements relative to roads and sidewalks.

Agriculture remains a strong part of the local culture and economy.

Agriculture continues as a vibrant component of the county economy, cultural touchstone for many residents and visitors, and defines “rural” character. As new development occurs, it should be directed away from working farms and related operations to reduce potential land use conflicts. Farmland preservation efforts should continue to ensure family farms remain for future generations, such as using conservation easements to offset land value increases arising from nearby development. Farming related businesses, farm markets, fairs, and festivals together play a strong role in ensuring a vibrant agricultural sector.

Mobility options are widely available to connect workers and employers.

Transportation options are important to ensure people can access employment opportunities, health care, and other services. New mobility options are created and successful in meeting residents’ needs. Enhanced bus commuter options, including ridesharing and commuter lots will support additional transit service in the county. For local communities, building sidewalk networks, bike routes, and safe walks to school will support pedestrian options, that also enhance public health and recreation. New development in and adjacent to existing communities will further support these networks.

Economic sectors are diverse and sustain local growth and workforce development.

Manufacturing, warehousing, distribution, retail services, healthcare, education, tourism, and government have been traditional economic sectors in the county. High-tech manufacturing offers a potential new sector to grow that responds to a changing global and national economy, taking advantage of recent investments in Central Ohio. The county and local communities can position themselves to maximize these opportunities and the related development that can be attracted to provide housing for new workers, retail and other services, health care, and recreation.

Conditions support an expanding and highly skilled workforce.

The educational system in place in the county is well positioned to enhance the current and future workforce necessary to support a changing economy. Resources and facilities should be positioned to optimize opportunities offered by new companies, as well as ensuring employment success for current and future residents. Coordinating with regional partners will help the county ensure further success.

Strong collaboration among community institutions ensures success, especially K-12 schools.

The county benefits from a range of strong and successful partner institutions, such as educational, government, healthcare, foundations, and the non-profit sector, that together can further recent successes. Building upon current partnerships, the county should consider other options for coordinating work programs, investments, and maximizing opportunities that arise, both foreseen and unforeseen. In the educational arena alone, the local public school districts, C-TEC, Ohio State Newark, COTC, and Denison University provide a strong foundation for training of a highly skilled workforce.

Character Types

The form in which new development should occur in FRAMEWORK communities is as important as density.

In collaborating on this initiative, consideration was made to the character of new development to ensure that growth is both compatible and complimentary to existing communities. When developing the character types, conversation and research included precedents in Orange Township, Ohio and Franklin, Tennessee. Evans Farm, located in Orange Township, Ohio, is designed in the new urbanism development style, with homes built around a walkable community and near businesses, restaurants, and open space. Westhaven, located in Franklin, Tennessee, is a 1,500-acre master-planned community with a mixed-use town center. As a result of the collaboration and research, a series of Character Types were developed for FRAMEWORK as a planning tool to organize future development by relevant narratives, land uses, images, and plan views.

The Character Types can inform local planning and zoning decisions, in terms of updating local land use plans and as communities consider development proposals. The types provide baseline guidance in terms of development character and if applied uniformly across FRAMEWORK, would ensure consistency as new private investment occurs over the next few years.




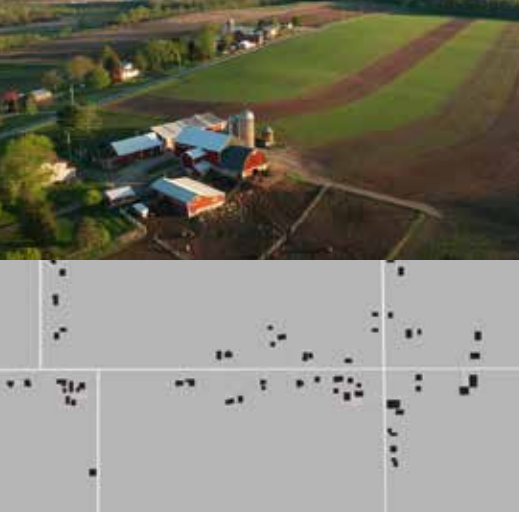
Evans Farm, Orange Township Ohio



Westhaven, Franklin, Tennessee







Character Types

Type	A Open Space and Conservation	B Traditional Agriculture
Description	<p>Areas intended for recreation or land that is permanently protected as a natural area. These areas may be improved with amenities and other enhancements based on community desire. These areas feature large open parcels or wooded areas, as well as regional greenways, trails, and bikeways.</p>	<p>Areas that are primarily in agricultural use and may also include single-family residential, agriculture-related buildings, civic uses and specific small-scale retail. Buildings are generally set far back from the roadway on large lots (over two acres). Traditional agriculture aesthetic is maintained. These areas may not be served by municipal water and sewer utilities.</p>
Primary Use	Parks and open space	Agricultural
Secondary Use	Civic/Institutional	Rural single-family residential, Civic/Institutional, Commercial, Light industrial
Photos and Pattern		

C Mixed Rural	D Suburban Residential	E Suburban Mixed
<p>Blend of agricultural land and residential, commercial (including cottage industry) and light industrial development. These areas are largely agricultural in character but may see more large lot subdivisions, lot splits, and very limited suburban style patterns in the rural setting. Buildings setbacks and lot size may vary more widely than in Traditional Agriculture. These areas may not be served by municipal water and sewer utilities.</p>	<p>Single-family homes arranged along curvilinear streets with few intersections, along long blocks, and limited connectivity between neighborhoods and other non-residential areas. Land will either 'front' or be adjacent to shared natural areas. Building and lot size may range in size and density. Generally sits adjacent to already developed areas.</p>	<p>Primarily single-family residential with a higher percentage of attached units than Suburban Residential, with some connectivity between neighborhoods and other non-residential areas. May also have small-scale multi-family residential. Building and lot size may range in size and density.</p>
<p>Agricultural, Rural single-family residential</p>	<p>Single-family residential, Multi-family residential</p>	<p>Single-family residential detached and attached, multi-family residential</p>
<p>Commercial, Light industrial, Parks and open space</p>	<p>Civic/Institutional, Parks and open space</p>	<p>Commercial, Office, Civic/Institutional</p>
		

Character Types

Type	F Traditional Neighborhood	G Employment Center
Description	Primarily residential areas feature a mix of housing types on small lots with a single-family neighborhood appearance. Traditional neighborhoods have a street network of small blocks, a defined center and edges, and connections to surrounding development. These neighborhoods can include appropriately scaled nodes of small-scale retail and/or office uses.	Employment-oriented uses are characterized by light industrial-style development and office. Large footprint structures, offering flexible space to accommodate market demand for various users. Buildings are oriented to the street and can be adapted to support different uses such as light manufacturing, high-tech industries, and research and development. Buildings are set far back from the roadway and landscaping and buffering are used to minimize impacts on surrounding areas.
Primary Use	Single-family residential detached and attached, Multi-family residential	Light industrial, Office, Commercial, Logistics, Flex-office
Secondary Use	Commercial, Civic/Institutional, Parks and open space	Civic/Institutional, Parks and open space, Surface parking, Service
Pattern and photos	 	 

 Community/Village Center	 Commercial Center	 Downtown Core
<p>Traditional activity centers with a mix of small-scale commercial, office, and residential uses. They may be located in either incorporated or unincorporated areas. These areas may also include institutional and public facilities. Buildings are set closer to the road on smaller lots but setbacks and lot size may vary. Streets accommodate moderate traffic at slow speeds and may include on-street parking and feature amenities for pedestrians and cyclists such as wide sidewalks, street trees, benches, and bike facilities (multi-use trails and bike racks).</p>	<p>Commercial and retail development that is characterized by buildings on or along major roadway corridors, serves a regional market and may be anchored by a large commercial use or employer. Surface parking lots accommodate customers and should include efforts to provide landscape features and amenities that improve the aesthetics of the architecture. Landscaping and buffering are used to minimize impacts on surrounding areas.</p>	<p>The historic, civic, and cultural centers of urbanized areas. Buildings are located very close to one another and in some cases are adjoined. Street pattern is a grid with short blocks and frequent intersections. Streets accommodate moderate traffic at slow speeds and may include on-street parking and feature amenities for pedestrians and cyclists such as wide sidewalks, street trees, benches, and bike facilities (multi-use trails and bike racks).</p>
<p>Vertical mixed-use, Residential, Commercial, Office</p>	<p>Regional-scale Commercial, Mixed use, Office</p>	<p>Commercial, Civic/Institutional, Surface parking</p>
<p>Civic/Institutional, Parks and open space</p>	<p>Civic/Institutional, Multi-family residential</p>	<p>Office, Multi-family residential, Parks and open space</p>
		
		

Detailed implementation best practices are summarized in Chapter 7: What Should We Do?, but the following presents a series of specific tools and techniques that could be considered by individual jurisdictions as they consider the implications of the preceding analysis.

Preserving agricultural land and the natural landscape for future generations.

As development occurs in the FRAMEWORK study area it will be important to balance that with the ongoing sustainability of an agricultural community and economy. To do that will require deliberate actions on the part of the county and individual jurisdictions. Planning policy and zoning may need changed to focus new development away from preferred agricultural concentrations, for instance. Conservation easements and an active and well-funded land trust may be needed as well. Preservation investments should be strategic to create larger concentrations of preserved farmland, reducing potential development impacts and limiting road and utility investments and maintenance costs.

Agricultural preservation zoning. A zoning district that identifies agricultural land uses, including supporting uses, as permitted, and prohibiting other uses. Single-family residential is included as a secondary use, but at a very low-density (e.g., 10-acre minimum lot size). Should be placed on properties farthest from development pressures and with owner support.

Conservation development zoning and platting. Requires that a portion of a residential development be set aside as permanent open space, such as in a recorded easement. Ownership could remain with a “forced” homeowners association or transferred to an appropriate public or private conservation entity. The open space could be used as a park, meadow, orchard, small-scale farm, etc. Local zoning and county platting processes should be aligned to ensure a streamlined review process.

Conservation easements. Farmland and other natural areas (e.g., stream corridors, major woodlands, wetlands, species habitat) can be permanently conserved through the purchase or dedication of an easement. These mechanisms provide tax benefits, as well. The holder of an easement should be a public or quasi-public conservation entity.

Land trusts. Serving as conservation organizations, land trusts (e.g., Licking Land Trust) play an invaluable role in the acquisition of conservation land, but as importantly, the ongoing maintenance, as well as ensuring appropriate public access.

Managing residential densities to ensure appropriate development transitions.

Residential densities are managed in a hierarchy to provide development transitions between more developed locations and the rural countryside where agriculture and open space dominate. A series of districts provide this transition, while providing guidance as to the provision of utilities or on-lot septic and water. More dense neighborhoods also necessitate the need for public parks and other amenities.

Very low-density residential zoning. This district should have a minimum lot size that is the lowest of the range provided in a jurisdiction, especially townships, and should serve as a transition to predominantly agricultural areas (see Agricultural Preservation Zoning). The minimum lot size should be five acres. Platted subdivisions and the provision of public utilities is highly unlikely.

Low-density residential zoning. This district serves as a transition from suburban areas and less dense, more rural areas. This would be appropriate within townships, as well as the edge of cities and villages. The minimum lot size should be two acres and a maximum of five acres should be considered, especially when deployed consistent with the Very Low-Density Residential District Zoning noted above.

Suburban residential zoning. This district builds community within a more suburban/urban context, facilitating neighborhood development and the supporting amenities (e.g., sidewalks, parks, bike paths, etc.). Densities can range from four dwelling units per acre to one-acre lots. These districts can be adjacent to more highly developed areas (e.g., multi-family, commercial, and office). Suburban Residential Zoning is appropriate in townships where public utilities are provided, as well as large portions of cities and villages, often adjacent to downtowns.

Multi-family zoning. This district provides for single- and multi-story multi-family housing, whether owner- or renter-occupied. Densities are higher than Suburban Residential Zoning and these developments are often adjacent to more commercial locations or serve as a transition between suburban residential and commercial areas. Along with the provision of public utilities, these developments typically include a range of amenities (e.g., clubhouse, pool, tennis or pickleball courts, biking facilities, etc.). Some developments respond to specific markets (e.g., empty nesters, 55 and older, independent living, etc.).

Mixed-use zoning. The most intense category of zoning that integrates residential uses is Mixed-use, which provides for a vertical or horizontal mix of uses within the development. The typical example in Central Ohio is a multi-story building with ground floor retail and offices, and upper floors of residential. Building heights begin at two stories and can be higher, depending on local character. While typically found in city and suburban locations, Mixed-use can also be appropriate for individual sites in villages (as well as blocks), and portions of townships served by public utilities and transportation.

Best Practices: Tools and Techniques



Aesthetics: Mitigating development impacts while promoting authentic character.

The FRAMEWORK study area, similar to most of Licking County, is defined by an outstanding natural landscape and viewsheds. This character, dominated by working farms, heavily wooded stream corridors, and hillsides could be irreparably changed by growth depending on the degree to which coordination and collaboration occurs among jurisdictions.

Consistent development standards along the SR 161 corridor. This corridor serves as a front door to the county and crosses multiple jurisdictions. It is the focus of much development pressure, which will alter the rural character and viewsheds if not properly managed. An overlay zoning district that addresses setbacks, architecture, landscape, signs, and lighting—adopted by multiple jurisdictions—would ensure existing aesthetics are integrated into new development.

Regulating billboards. Billboards along major corridors in rural areas change the day- and nighttime aesthetics. Under the Ohio Revised Code, townships cannot prohibit billboards, but they can (and are) regulated. Consistent standards, such as through the SR161 overlay suggested above, should limit the number, height, lighting, and separation between these structures, thereby minimizing their visual impact.

Development lighting. Not always recognized as a potential issue when rural areas transition to more suburban or urban is the impact that on-site building and parking lighting can have on the night sky, as well as impact adjacent properties. To reduce these impacts, zoning codes should include standards such as downlighting, screening of lighting sources, and prohibiting uplighting to reduce glare and light trespass offsite and above a site.

Coordinating utility investments key to responsible development patterns.

The provision of public utilities is a major driver of the urbanization of Licking County. While communities can benefit from growth, it should occur in the locations, densities, and character consistent with local plans (and FRAMEWORK). The planning and construction of public utilities should also be consistent with these policy documents.

The need for countywide coordination. Licking County can play a role in coordinating the various service providers to ensure compatible and complimentary service delivery in those portions of the FRAMEWORK study area in which such development is appropriate. Extending utilities throughout the area is counter to FRAMEWORK and the unprecedented collaboration of this effort.



Local participation in utility planning and execution. Along with countywide coordination, local jurisdictions should be allowed to participate with service providers in the planning and execution of utility extensions. Otherwise, conflicting utility extensions running counter to local planning and zoning regulations would be a wasteful use of public dollars, which would include the improvement of public roads and other facilities. These are two sides of the same coin and must work “hand in glove” to the benefit of all.

Utility system design must take into account local plans. When designing sewer trunks and water mains, future land use plans must be incorporated into the engineering analysis to forecast future demand. If not and assuming the “market” will respond is a risk that local utilities are wise not to undertake. Again, safeguarding limited public resources is critical.

Preserving natural features and viewsheds: State Route 161 at State Route 37, looking west.



Building local capacity in the shadow of unprecedented growth and development. Local governments in FRAMEWORK are staffed to manage a slower pace of development than has been occurring recently and that will only increase in the future—given the growth pressure facing Licking County. It is important for leaders to consider allocating additional funds to increase staff capacity and training appointed officials to ensure new development is efficiently managed and fully meets the expectations of each jurisdiction.

Increase staff capacity in the areas of planning, zoning, building, and engineering. These public staff are charged with administering locally adopted rules and regulations. Their ability to respond to inquiries, manage the workflow, inspect new developments, and support appointed boards and elected officials can be hampered by the amount of unprecedented development occurring in the county. Responsible leadership should allocate the resources to staff up as appropriate, including raising development fees to offset initial costs.

Additional local capacity options. The Mid-Ohio Regional Planning Commission (MORPC) will be launching new resources to member jurisdictions to update comprehensive plans, zoning codes, and development standards. The Consultant Services program will facilitate access to specialized consultant services and expertise and the Planner Pool will provide a flexible group of available planning professionals for short-term assignments.

Training staff and appointed boards. The appointed boards (planning commissions, rural zoning commissions) play a key role representing the public interest and safeguarding adopted public policy as part of the development review process. While representing a variety of perspectives, they can benefit most when educational opportunities are provided to keep up with current best practices, etc. Local examples include the annual Central Ohio Planning and Zoning Workshop and board membership in the Ohio Chapter of the American Planning Association, as well as training offered by the Licking County Township Association or the Ohio Township Association. Jurisdictions should offer funding to support these opportunities.

WHAT ABOUT THE SCHOOLS?

While FRAMEWORK is focused on approaching growth and development from the perspective of local governments, it is abundantly clear that schools are fundamental to realizing the full potential of the extraordinary private and public investment in Licking County. Schools ranked first as the highest priority during the round 1 engagement process when participants were asked “What is most important to you?” receiving 28%.

During the FRAMEWORK process all 10 of the superintendents who lead K-12 districts in Licking County met with the project team (multiple times) to share their insight and perspective on the dynamics they experience—and expect to experience—related to growth and development. It is important to keep in mind that Licking County was experiencing considerable growth before the Intel announcement and the districts were already working to address it.

Local schools are not responsible for development approvals. They are left to manage the consequences of private interests and public policies and practices, especially the potential consequences of jurisdictional annexation for housing development purposes. The rate of change many districts are experiencing, and the practical realities of the timing and politics to secure capital resources for facilities, can cause significant challenges in meeting the needs of children. A critical component in mitigating this risk and ensuring school districts can be thoughtful and strategic in their planning is strong collaboration between governmental jurisdictions and school district officials as development decisions are being made.

It is commonly understood in community planning and economic development that the success and attractiveness of any community is dependent on the quality of the K-12 schools that serve it. More can be done to strengthen collaborative progress in making the best communities possible in the FRAMEWORK study area and beyond.

Districts

Licking County students are primarily served by 10 school districts: some within the FRAMEWORK study area, some partially within the study area, and some outside of the study area.

In 2021-2022 the districts ranged in size from Northridge Local Schools, the smallest at just over 1,000 students, to Newark City Schools, the largest with just over 6,000 students. The geographic range of square miles covered by each district varies greatly with the smallest, Heath City Schools with just over 9 square miles, to the largest, Northridge which covers over 125 square miles.

Many of the districts serve multiple jurisdictions, some as many as eight, crossing village and township boundaries. Without strong communication with local government, it is nearly impossible for school leadership to anticipate development growth and plan for corresponding expansion of their facilities.

Action Items

The implementation tables in Chapter 7 of this report contain dozens of potential projects, policies, and programs local governments can choose to act upon. These represent the fundamentals of community planning. Six of the actions focus on collaboration between local governments and school districts and begin with basics of regular communication and sharing in advance of consequential decisions.

- Conduct school district specific meetings (all units of local government and superintendent) on regular basis.
- Support school districts' efforts to secure additional funding (OFCC).
- Work with schools to ensure they are, at a minimum, net-neutral when economic development tools are used.
- Provide leadership on the timing and type of infrastructure needed for expanding school facilities.
- Collaborate with schools to review fiscal implication of the distribution of revenue generated by new developments.
- Assist in the exploration of funding tools.







CHAPTER 5
**What Are the Economics
of Planning?**

CHAPTER 5
WHAT ARE THE ECONOMICS
OF PLANNING?

Introduction

Economic, fiscal, and housing considerations that underlie FRAMEWORK are a critical piece of this process. This chapter documents and assesses the state of the housing market and the economic climate.



Research and Findings

The research undertaken to support FRAMEWORK focused on both housing and economics as the two are strongly interconnected and provide an important policy perspective for considering the various ways in which local jurisdictions can manage continued growth and development pressure. Fundamental to supporting economic growth is ensuring a skilled workforce, today and in the future. Attracting that workforce is dependent on the availability of a variety of housing options, as well as strong schools, local services, and the overall appeal of the place.

Economics

The county's employment growth has been historically slow but accelerated in the last four years and now exceeds the growth rate of the metropolitan area.

Licking County's Economy

Licking County's economy (as measured by the GDP) was approximately \$6.9 billion in 2021. The private sector represents \$6.2 billion, or 90%, of the total economy, up from 87% in 2010. The county's economy lagged the state until 2015. It has now accelerated past the Columbus metro area in terms of GDP.

Employment

In 2021, Licking County hosted a little over 100,000 jobs with over 23,000 self-employed workers. The county has added more than 29,000 jobs since 2011 and 83% of that increase has been from wage and salary employment. Self-employment represents 23% of the employment base, like the Columbus metro area. It is important to note that Licking County did not suffer a net job loss in 2020.

Continued

Research and Findings



The county's employment growth has been historically slow but has accelerated in the last four years and now exceeds the growth rate of the metro area.

- The transportation/warehousing sector has been the leading sector and now represents 11% of the economy.
- Manufacturing is up 63% since 2011 and is the largest single sector contributor to economic output at 15%.
- Retail, the previous largest sector, has decreased by 4%.
- Office-based jobs, in contrast, have grown by almost 5,000 jobs during that same period, which has important considerations for land use.

The county is substantially more dependent on transportation/warehousing and manufacturing than the Columbus metropolitan area and has less presence in industries such as professional technical services, finance, and corporate office jobs.

Wages

Wages in Licking County are 16% lower than in the state and 22% lower than the Columbus metro region. Wages have grown 31% since 2011, lagging the growth rates of the metro (35%) and the state (36%). The wage gap between Licking County and the metro has increased from approximately \$9,800 in 2011 to more than \$14,000 in 2021. On an inflation adjusted basis, Licking County wages in 2011 are equivalent to \$44,700 in 2021, meaning real wages have increased by more than \$2,600 since 2011. The two largest employment sectors—transportation and warehousing and manufacturing—pay annual wages at approximately 50% of area median income for a two-to-three-person household. Manufacturing jobs tend to pay a higher average wage, the volume of logistics jobs brings this combined average down significantly.

Housing

Intel, and other employment development, will cause an increase in demand for housing but is not likely to overwhelm the housing system, however, housing needs exist regardless.

Based on existing trends and commuting patterns, it is highly unlikely that the projected Intel jobs will directly lead to 3,000 new households and that all the new households created will be in Licking County. Licking County currently imports workers from outside the county to meet its job needs, with only 35% of all workers living and working in Licking County. Approximately 33,000 employees work in Licking County and live outside the county, compared to 27,000 that live and work in the county and 49,000 that live in the county but work elsewhere.

Intel, and other industrial development, will cause an increase in demand for housing but is not likely to overwhelm the housing system. A key updated 2022 forecast from the Building Industry Association (BIA) shows a lower level of demand (between 8,620 and 9,549 units) than the previous 2018 forecast (between 11,000 and 12,430). Intel's projected 3,000 jobs is only 25-30% of the projected housing demand for the county, if 100% of those workers decided to live in Licking County and they were all new to the area.

The status of housing in the county has three different but interrelated considerations that will require different solutions. Those considerations are the following:

More units are needed to meet demand from existing and new residents. Licking County's recent permitting levels are well below forecasted demand and its historical average. Housing has not kept pace with job development. Licking County has a historic average of 1.71 jobs per housing permit. In the last decade, the ratio has jumped to 3.64 jobs per housing permit. A 1 to 1 ratio is considered balanced but very few places achieve it. The vast majority (61%) of new units required are needed for prospective new residents with incomes higher than \$100,000.

continued

The housing stock needs to be diversified. The housing stock needs a much better mix of units and options for the population range going through different life stages like creating families, downsizing, and retirees. Of the 73,000 units that make up the county's housing stock, 82% are single-family homes or duplexes and 20% of that stock is 74 years or older.

Housing costs need to be addressed. Rents are rising faster than incomes. The median monthly rent in Licking County is \$865 and fair market monthly rent is \$1,032. About 67% of rental units will have rents that are at least 44% higher than the median, putting many units out of reach for lower income levels.

Home values are also increasing. In October of 2022, the median sales price of a home was \$310,000. 76% of owned housing units are for incomes above \$100,000. There is a need for more housing stock at all price points and for all incomes. Home values are making it hard for existing residents to move up or down in housing. For example, seniors on a fixed income cannot afford to step down into smaller homes and free up existing stock. 68% of the population is at the age considered empty nesters or retirees while 29% are at the age of having families and 3% are starting households.

Affordability issues for buyers and renters pose a challenge in the county. For those with less than the current median household income of \$71,058, deep subsidies will be required to support rent or construction. For those with incomes between \$50,000 and \$100,000, a variety of public-private partnerships will need to be developed to provide support to keep these units at approachable ranges.

Fiscal Perspective

At a fundamental level, land use planning is a resource management question. Land within a jurisdiction is a finite resource and is the underlying basis for ascertaining fiscal health and well-being of each community.

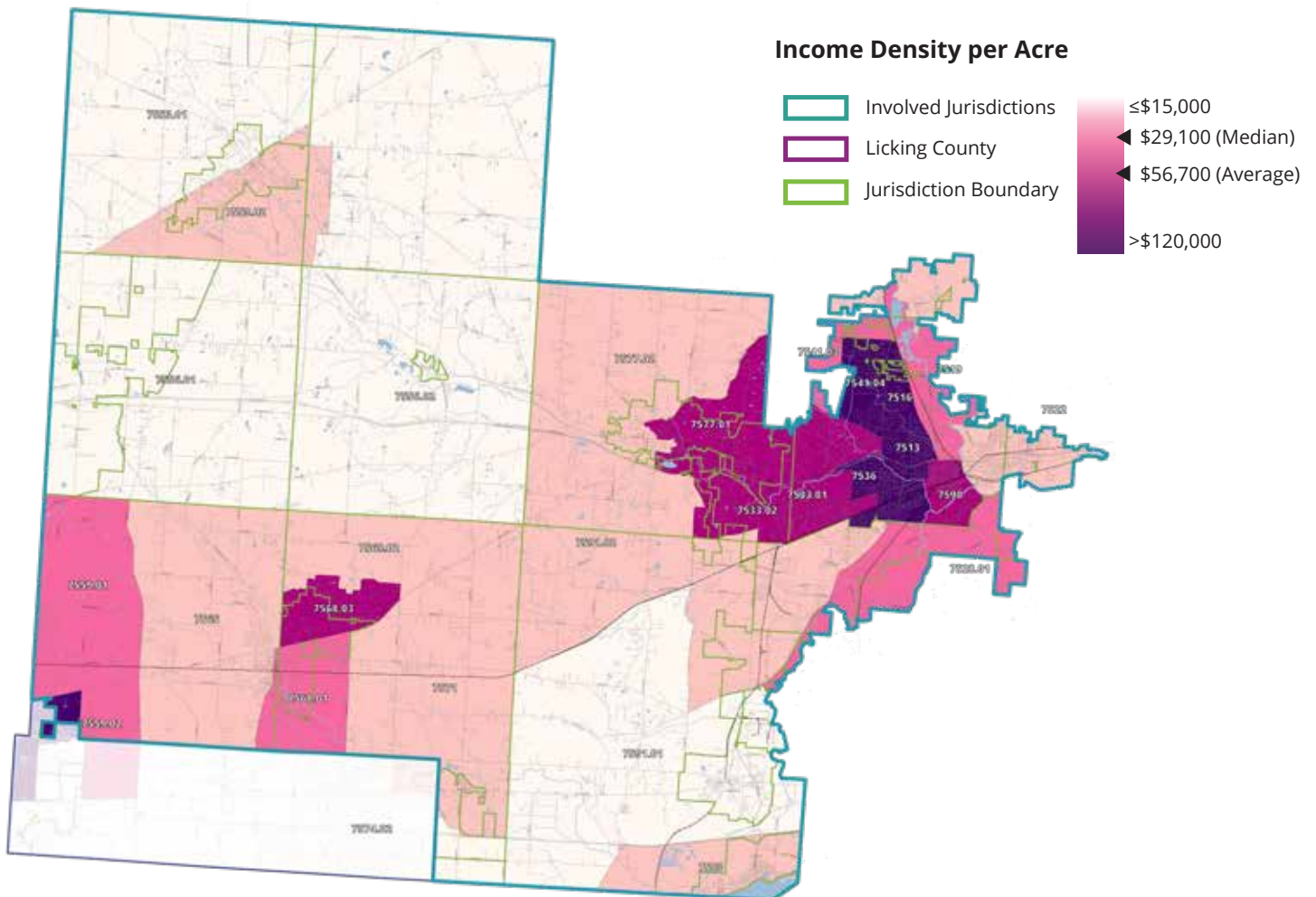
The various communities of Licking County have access to different revenue sources including income taxes for cities (generated from domiciled jobs or residents) and sales taxes (generated by location of buyer or seller) for the county. However, property taxes remain the bedrock revenue source for local communities, in particular townships.

Revenue productivity as utilized in FRAMEWORK measures the amount of tax revenue generated. The study area for FRAMEWORK has a total net property value of about \$10 billion. The more than 52,000 parcels have a range in value from \$0 to \$34 million. Average parcel value equals \$193,413. One of the dilemmas of looking at revenue productivity through the lens of parcels is that larger parcels tend to have more value as evidenced by the Assessed Net Property Value Map.

Measuring revenue productivity through value per acre provides a different perspective. Geographically, the revenue generation capacity across the study area shifts from the large parcels across the FRAMEWORK region to the denser communities on the eastern border. Value per acre ranges from under \$10,000 to over \$800,000. The average value per acre is \$615,000 with a median value of \$380,000. The average value per acre is more than three times higher than the average value per parcel. This helps demonstrate the value of density in terms of revenue productivity.

Sales and income taxes are also important sources of revenue for local governments. Because of data limitations it was not possible to tie revenue generation to specific uses.

The Income Density per Acre Map shows income density by census tract. Income density is calculated by (per capita income * population) / acreage within a census tract. This provides indicators of sales tax potential and resident income tax generation. It does not show income tax potential by place of work which has data limitations preventing a detailed analysis. The median income density per acre is \$29,000 with the average being \$56,700. The highest income density is over \$190,000. Again, this map shows the power of density in terms of revenue productivity per acre of land.



Strategies

Managing land use relative to revenue productivity should continue to be a priority.

With the anticipated growth, managing land use from the perspective of revenue productivity is an important consideration—as noted previously current growth patterns will absorb a large amount of land area.

This emphasizes the need to consider alternative forms of future development, such as mixed-use and higher densities, to conserve land, maximize revenues while minimizing public infrastructure costs (capital, operating, and maintenance), and conserve farmland.

At the same time, continued support to the Heath-Newark-Licking County Port Authority is vital to ensuring an ongoing availability of vacant land, appropriately located and with supporting infrastructure, to ensure the county is positioned to respond to attractive development opportunities.

Build a workforce that can support both large and small businesses.

Workforce efforts in Licking County should ensure that skill sets match employment opportunities at both large and small businesses. Oftentimes, training programs focus on major employers and the related skill sets necessary to attract and support such companies, however there is ample need relative to mid- to small-sized businesses also struggling to attract a skilled workforce. Consideration should be made to ensure that resources are maximized to meet the variety of skill sets necessary to build a strong and successful workforce in Licking County.

Getting the right mix of uses and densities can be challenging.

Creating the right mix of uses and densities is complicated because of the competing financial models of the different types of governmental entities involved (as defined by the Ohio Revised Code). These revenue productivity measures can help guide levels of density and uses.

- The county depends upon the sales tax and a modest real estate tax for funding county services, especially in the area of human services, as well as borrowing and user fees to fund certain capital improvements.

-
- Townships rely upon the real estate tax to fund services, including road maintenance, but the addition of a Joint Economic Development District (JEDD) or a TIF can expand the revenue stream in cooperation with a municipality.
 - Cities, villages, and townships rely upon an income tax and real estate tax, as well as user fees and bonding to provide services and facilities. Tools such as a new community authority and tax increment financing (TIF) can provide a new revenue stream, but upfront infrastructure costs must still be born by the local government authority.

Leveraging financial resources should remain a high priority.

With a limited amount of flexible (non-voter) debt available at the county level (\$17 million based on 2022 county bond disclosures), working together to leverage the various sources of revenue will be key to finance the infrastructure and amenities needed and desired.

Innovative tools are key to solving fiscal challenges.

Tools such as JEDDs alter the revenue structure to the benefit of townships (by adding the municipal income tax as a new revenue stream) in exchange for other benefits for the corresponding municipality (e.g., income sharing).

Union Township stands as an excellent example of creatively applying a JEDD, in cooperation with the City of Heath, to facilitate economic development while adding the Heath municipal income tax as a new revenue stream, covering Heath's administrative costs and sharing that revenue, while also agreeing to a growth boundary that benefits each jurisdiction.

Support the merging of water and wastewater providers.

The provision of public utilities is a critical component of economic development. The timely availability, capacity, and cost effectiveness of water and wastewater treatment is a major input to private investment decisions. Combining some of the existing operations and smaller systems into larger, more regional distribution entities should provide cost savings, dependable service delivery, and responsiveness to development inquiries. It is appropriate for the county to work with the various systems in FRAMEWORK to identify and facilitate appropriate mergers.

CHAPTER 5 WHAT ARE THE ECONOMICS OF PLANNING?

Strategies



Revisit incentive policies to emphasize job creation that will allow workers to afford an increasingly expensive housing market.

While broad segments of the workforce need to be represented in the county-wide labor pool, through retaining and attracting a range of companies, heavy emphasis on certain segments will not support the local workforce in terms of housing affordability. In particular, logistics and large format retailers don't offer a wage scale that ensures workers can afford housing, whether owner- or renter-occupied.

Work with entities (existing and new) to solve the “missing middle” housing market.

The broad housing market and ongoing metropolitan construction trends are not delivering housing in the middle of the market for existing and future residents. The county should work with non-profit entities to acquire sites (e.g., such as a local or regional housing authority or non-profit), finance housing development and/or local or regional non-profit that could manage the housing development process. Only through government intervention can this crucial segment of market rate housing be delivered for young families and professionals, empty nesters, and others.

While conversations regarding growth often focus on the physical attributes, development character, and impacts on infrastructure, there is a fiscal component that should play a role in establishing growth and development priorities within a community, whether at the county, township, city, or village level.

Fiscal Dimensions of Growth

The fiscal context generally focuses on tax revenues generated by specific land uses and densities, and the corresponding expenses to provide public services and infrastructure, including operating and maintenance costs. For FRAMEWORK, an analysis is not part of the work program, but the following discussions provide some insight into this dimension.

Local Fiscal Structure. Under the Ohio Revised Code, revenue streams are provided specific to each level of local government for the purposes of providing services, facilities, and infrastructure to support individual communities. One result of this structure is that land use policies can be influenced by the revenue source specific to each level. Other public entities have their own revenue streams (e.g., school property tax, social service agencies have sales tax and/or voter-approved levies).

GOVERNMENT LEVEL	DOMINANT REVENUE STREAM	LAND USES THAT GENERATE THE MOST REVENUE
County	Sales Tax	Retail and Services
City/Village	Income Tax (Personal and Corporate)	Office, Medical, and Heavy Manufacturing
Township	Property Tax	Large Commercial Land Users (Warehouse and Distribution, Manufacturing)

From a county-wide or regional perspective, taking fiscal considerations into account when considering long range planning and development policies is more complicated because of the public fiscal structure. And economic incentives typically respond to this structure, such as property tax or income tax abatements or reductions linked to specific land uses and business types. As noted below, residential development typically doesn't cover the cost of public services expected by residents, unless the per home value is exceedingly high generating above average property taxes. Some communities choose to provide incentives for residential development (e.g., property tax abatements for owner-occupied housing) to incentivize private investment and meet local housing needs. Further, new community authorities may be deployed to manage public and private infrastructure investments, which necessitate an annual property charge that generates necessary revenues for financing, operating, and maintenance costs.

CHAPTER 5 WHAT ARE THE ECONOMICS OF PLANNING?

Strategies



Cost of Community Services. Cost of Community Services Studies (COCS) have been an analytical tool used by the American Farmland Trust (AFT) to estimate the fiscal contributions of existing land uses by comparing working agricultural and open lands to residential, commercial, and industrial land uses. Cases studies have been prepared by AFT across the U.S. to assist rural towns and counties that would benefit from fiscal impact analysis in preparing comprehensive plans but lack the resources for more in-depth studies. Also, COCS tends to be prepared for more rural communities, some on the suburban fringe of metropolitan areas.

Since 1980, AFT has completed at least 151 studies across the country. Their findings indicate that the median cost to provide public services is highest for residential development and lowest for business development, with agricultural falling between those two categories. This is based upon the higher demand for public services necessitated by residential uses with lower levels demanded for businesses and agriculture. Increasing densities and higher home values can offset public costs through higher revenues (higher home values) or more efficient service delivery (concentrated development).

More specifically, for each dollar of revenue raised the median cost to provide public services was \$0.30 for business uses, \$0.37 for agriculture, and \$1.16 for residential uses. In 2003, AFT prepared a study for Knox County, which found the cost to provide public services was \$0.38 for business uses, \$0.29 for agriculture, and \$1.05 for residential uses.

Insight 2050, MORPC, and Urban Land Institute, Columbus District. In 2015, the Mid-Ohio Regional Planning Commission (MORPC) and the Columbus District of the Urban Land Institute (ULI) funded a study to evaluate various development patterns at the regional level. The analysis studied various impacts resulting from four scenarios (past trends, adopted local plans, focused growth, maximum infill) assessing projected population growth through 2050. Fiscal dimensions were evaluated, among a host of other impacts.

Among the impacts documented, the study found that the higher the density the less the fiscal impacts were having a negative result on the region. Specifically, capital and ongoing operations and maintenance costs on infrastructure were reduced as density increased, from \$16.4 billion to \$13 billion, a savings of 21%.

Perhaps more importantly, the study documented savings for individual households relative to the cost of automobile transportation and home energy and water costs as density increased. The annual estimated cost was \$13,100 per new household under Past Trends with a reduction to \$6,800 for the Maximum Infill scenario. The study reflected the common belief that as development patterns increase in density, cost savings are a benefit to homeowners through reduced driving, increased walkability, and a reduction in energy and water consumption based on smaller home sizes.



Source: American Farmland Trust, 2016

Tools

Local Economic Development Tools

Local governments have at their disposal a variety of economic development tools to attract and retain private investment that generates jobs and tax revenues. The following highlights certain specific tools that are especially relevant to FRAMEWORK. The Ohio Department of Development and JobsOhio offer a variety of tax incentives, grants, and loans that are not addressed here, as does the federal government.



TOOL	DESCRIPTION	RELEVANT LAND USES AND RELATED POWERS
State of Ohio Grant, Loan, and Infrastructure Programs		
629 (Roadwork Development) Grant Program	Created to support and promote economic development and job creation by providing grant assistance for public roadway improvements, including engineering and design costs, for eligible projects.	Manufacturing, research and development, technology, corporate headquarters, and distribution activity.
SiteOhio Certification Program	Designed to increase Ohio's portfolio of available industrial, manufacturing, and commercial locations, by certifying and marketing "eligible" sites across Ohio based on site characteristics and community assets.	Commercial, industrial, and manufacturing uses; eligible projects do not include sites and/or facilities intended primarily for residential, retail, or government use.
Brownfield Remediation & Building Demolition and Site Revitalization Programs	Remediates brownfields and demolishes structures, including commercial and residential buildings; demolish commercial and residential buildings and to revitalize adjacent, non-brownfield properties, subject to available state funding.	Commercial, residential, and mixed-use.
166 Direct Loan Program	Provides low interest loan financing assistance to businesses for the allowable costs of eligible projects; typically, businesses must commit to create new or preserve existing jobs.	Eligible projects include those related to industry, commerce, distribution, or research activities.
Ohio Enterprise Bond Fund	Provides revenue bond financing whereby the Ohio Treasurer of State issues bonds, the proceeds of which are loaned to businesses for allowable costs of eligible projects; provides long-term, fixed-rate, one-time project financing for qualifying businesses that create or preserve employment.	Eligible projects include those related to industry, commerce, distribution, or research activities.
State Infrastructure Bank Loans	Provides loan financing assistance for the purpose of fostering the economic development and creation of public transportation facilities that contribute to the multimodal and intermodal transportation capabilities.	Not restricted to specific uses.
State Infrastructure Bank Bonds	The purpose of the SIB Bond Program is essentially the same as the SIB Loan Program, to develop projects such as state and federal roadways and multimodal and intermodal transportation capabilities.	Not restricted to specific uses.

CHAPTER 5

WHAT ARE THE ECONOMICS OF PLANNING?

Tools

TOOL	DESCRIPTION	RELEVANT LAND USES AND RELATED POWERS
Local Property Tax Programs		
Enterprise Zone (EZ)	Providing real property and/or personal property tax incentives to eligible employers (i.e., enterprises) expanding or locating in Ohio; EZs are designated areas (i.e., zones) of land with single, contiguous boundaries within which enterprises may apply to local governments and receive financial incentives in the form of abated (i.e., exempted) taxes otherwise due on eligible new investments; school districts have approval authority for full abatements pending when the district was created.	Manufacturing, office, and similar commercial projects.
Community Reinvestment Area (CRA)	Locally administered real property tax abatement program benefiting property owners who renovate existing buildings or construct new buildings; pre- and post-1994 CRA areas, with school district approval required in post 1994 areas for abatements greater than 50%.	Revitalization of existing housing stock, renovation of commercial and industrial structures, and to attract new-build developments, and, with a September 2021 law change, now megaprojects (a project with at least \$1B in capital investment or \$75M per year in new payroll).
Tax Increment Financing (TIF)	An infrastructure financing tool that helps fund public infrastructure improvements that “directly benefit” private development in connection with commercial development, but in limited circumstances (parcel TIFs located in impacted cities and incentive district TIFs) they may serve residential development, Payment In-lieu of Taxes (PILOT) payments made to school districts.	Funds public infrastructure, such as parking garages.

TOOL	DESCRIPTION	RELEVANT LAND USES AND RELATED POWERS
Local Special Purpose Districts		
Joint Economic Development Districts (JEDD)	Special-purpose districts created by contract among a combination of municipal corporations and townships; allows for the levying of an area-wide income tax (employees, residents, and businesses) and the provision of municipal services in unincorporated township land; townships otherwise are prohibited under Ohio law from levying income taxes.	All forms of development (industrial, commercial, residential, public, etc.).
New Community Authorities (NCA)	The New Community Authority (NCA), sometimes called a Community Development Authority (CDA), makes available new taxing authority as well as serving as a stand-alone entity which may issue bonds to support development; an NCA may earn income from community development charges (aka an additional property tax), of which the obligation to pay is recorded in covenants running with the land in the district.	Along with creating new financing sources to support development, an NCA may finance and operate a range of community facilities, including public buildings and plazas, auditoriums, day care centers, recreation halls and educational facilities, hospital and telecommunications facilities, cultural facilities, parks and open space land, lakes and streams, community streets, off-street parking, bikeways, lighting facilities, water and wastewater, and energy facilities including gas or electric lines or installation.
Transportation Improvement Districts (TID)	A TID is a multi-jurisdictional, hybrid organization that combines the powers of government entities with the flexibility of private corporations; TIDs may draw financial support from varied sources; TIDs have authority to issue revenue bonds with a maturity of up to 30 years; they may establish and collect tolls or user charges; and TIDs may accept grants from federal, state, and local government subdivisions, transit authorities and commissions, and port authorities; private entities may support TIDs by making contributions to them; TIDs also may derive revenue from the purchase and sale of land, even if a TID purchases land for investment purposes rather than because it is necessary for a TID project.	TIDs have wide latitude to enhance transportation infrastructure; TIDs may purchase, lease or appropriate land; they may drive and oversee every aspect of improvements, including construction, repair and maintenance of new and existing transportation infrastructure; TIDs may construct or improve streets connecting to the interstate highway system without first obtaining approval from political subdivisions where the work will take place.
Special Improvement Districts (SID)	A SID may be created within the boundaries of any one municipal corporation, any one township, or any combination of contiguous municipal corporations and townships.	SIDs may adopt a plan for public improvements or public services for the SID; they can collect contributions from participating property owners and businesses to provide such services.

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WHAT ARE THE ECONOMICS
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Tools

TOOL	DESCRIPTION	RELEVANT LAND USES AND RELATED POWERS
Local Special Purpose Districts		
Community Improvement Corporations (CIC)	A CIC is a limited-purpose entity that assists local economic development efforts; CICs have wide authority to borrow money, make loans, purchase, or otherwise acquire, and to sell or otherwise dispose of, real property, and to enter into contracts with political subdivisions.	CICs play a key role in industrial development, such as owning and operating industrial parks.
County Land Reutilization Corporations (Land Banks)	More commonly known as county land banks, to cleanse title and return to productive use, real property that has languished in abandonment and tax delinquency; the value provided by county land banks to an economic development practitioner is in their broad powers to acquire and dispose of real property, free of the public bidding processes and minimum purchase price requirements otherwise imposed on political subdivisions.	Not restricted to specific uses.
Port Authorities	Port authorities possess a multitude of powers which enable them to fulfill their economic development and job creation missions; powers include acquiring property, issuing revenue bonds, facilitating economic development transactions, receiving state and federal grants and loans, issuing general obligation bonds (under very limited circumstances); levying voted property tax, and engaging in extraterritorial activities.	Many port authorities were created as economic development tools to stimulate job growth and economic development in their communities.

A map of Ohio counties with a teal overlay. The map shows county boundaries and names: MONROE, LIBERTY, GRANVILLE, ST. ALBANS, HARRISON, PATASKALA, UNION, and HEATH. Major cities like Johnstown, Alexandria, Granville, Newark, Pataskala, and Hebron are labeled. Highway shields for 37, 161, 79, 16, 140, and 70 are visible. The text 'CHAPTER 6' is overlaid on the map.

CHAPTER 6

How Does Infrastructure Impact Planning?

CHAPTER 6 HOW DOES INFRASTRUCTURE IMPACT PLANNING?

Introduction

The role of infrastructure in driving the development pattern cannot be understated.

The opportunity arises when the planned extension of utilities and investments in transportation facilities support the intended growth pattern of local comprehensive plans. When those investments occur in a policy vacuum relative to local plans, then both infrastructure investments and adopted public policy can be compromised, with the result being unintended sprawl that is challenging for local governments to manage or the waste of public resources.

This chapter of FRAMEWORK summarizes the known information regarding utilities (water and sanitary sewer) and transportation to the extent that has been shared with this planning effort. This is not a complete picture because this report has been prepared with limited information that is not otherwise publicly available. As more is shared in the coming years, public planning and policy making may be forced to pivot in response to uncoordinated efforts by others.



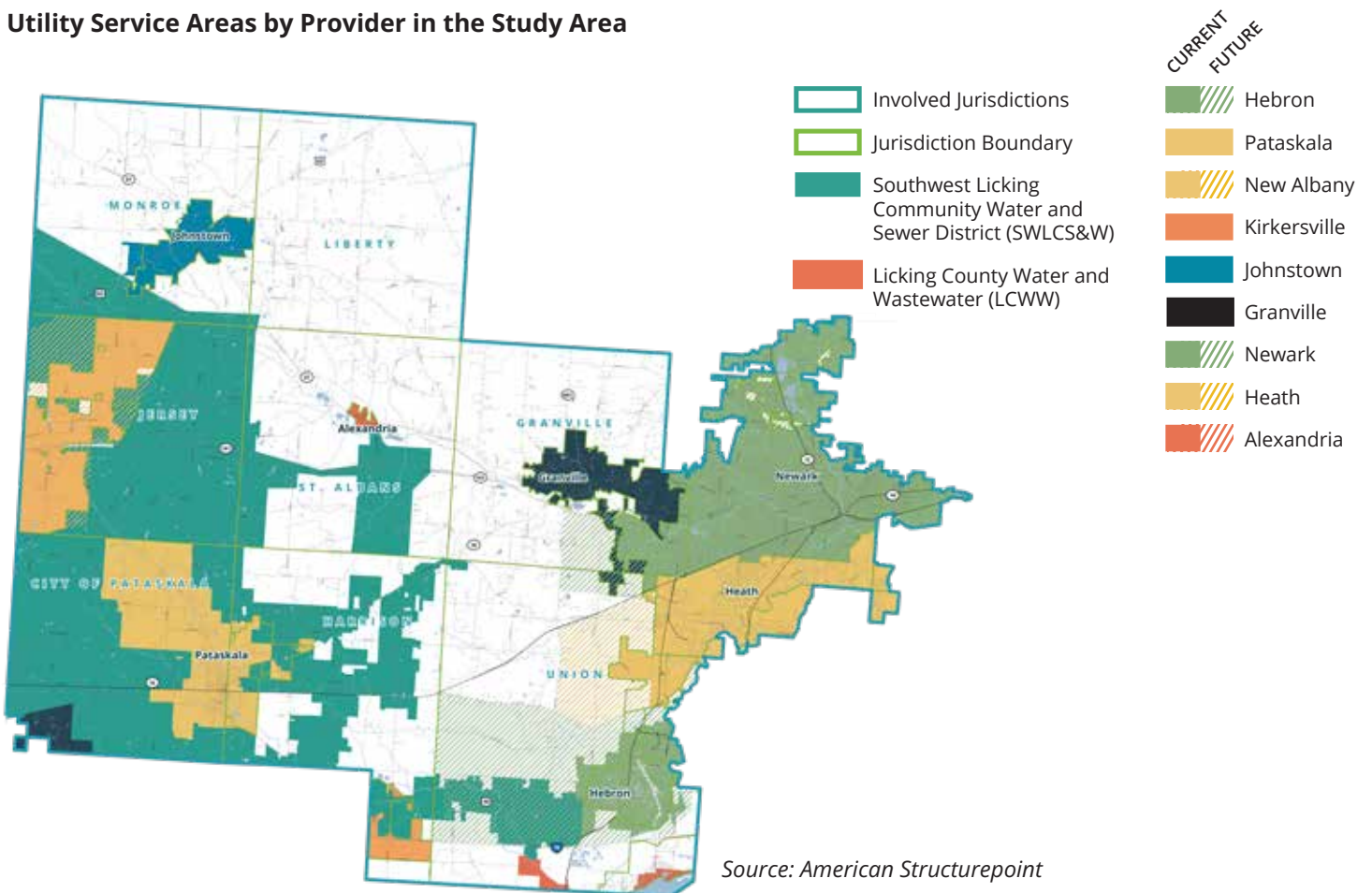
Utilities

Service Areas

Within the FRAMEWORK study area, no single entity manages the provision of water and sewer services. There are ten different utility providers each with their own service areas. These are the Cities of Heath, Hebron, Johnstown, New Albany (via Columbus), Newark, Pataskala, and Reynoldsburg (via Columbus), the Village of Alexandria, the Village of Granville (which provides water service to the Village of Alexandria), and the Southwest Licking Community Water and Sewer District (which services parts of Pataskala as well as Etna and Harrison Townships). This information is based upon a study prepared by American Structurepoint, Inc. for GROW Licking County, LCATS, and the Licking County Commissioners.

Each entity provides utility services within a specific geographic area. Southwest Licking Community Water and Sewer District was granted a significant service area expansion by the Licking County Commissioners in late 2022, as part of a 20-year agreement. The expansion increased the district's service area from 8,769 acres to 18,223 acres, more than doubling the service area. This expansion included an additional 11,702 acres in Jersey Township, 3,439 acres in St. Albans Township, and 3,041 acres in Monroe Township.

Utility Service Areas by Provider in the Study Area



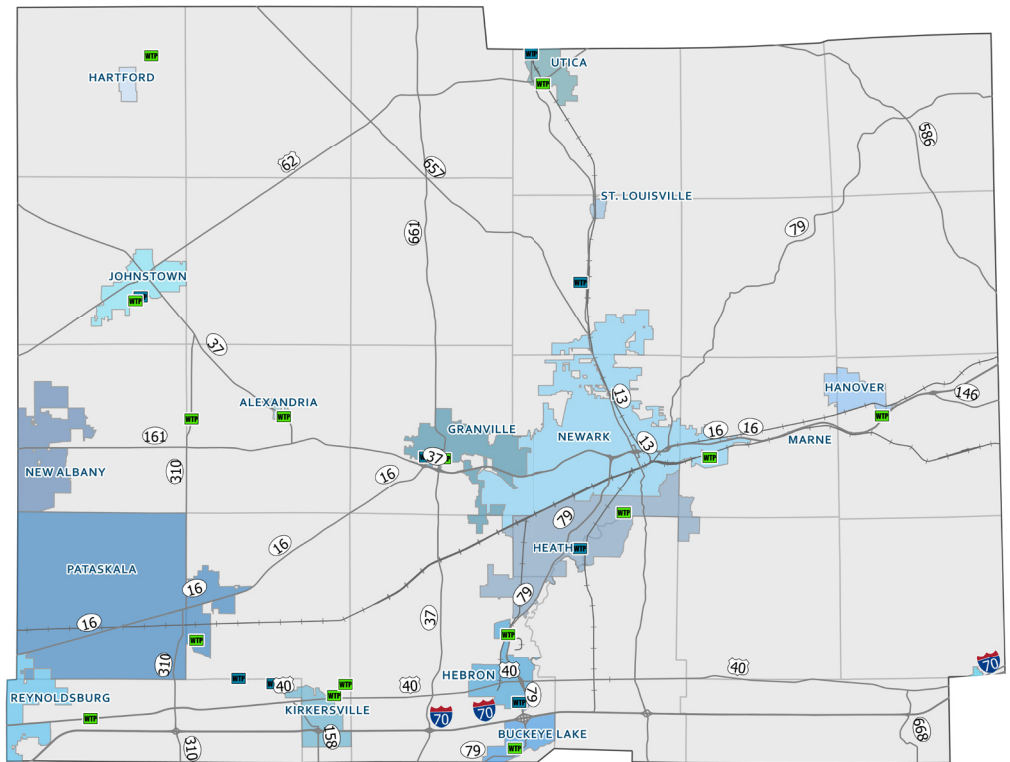
Utilities

While there are several wastewater and water facilities within the county, there is more capacity to generate water than to manage wastewater.

Facilities and Capacity

The county has more available water capacity than sanitary sewer capacity based on the study prepared by American Structurepoint, Inc. The county is served by 15 wastewater treatment plants (with 24.5 million gallons per day [MGD] design capacity and 4-6 MGD available capacity) and nine water plants (with 28.8 MGD design capacity and 10.8 MGD available capacity). A majority of these facilities are located within the FRAMEWORK study area. Additional water supplies include the City of Columbus, Del-Co, Aqua Ohio, and Muskingum County.

In early 2023, Southwest Licking Community Water and Sewer District acquired 100 acres in St. Albans Township for the purpose of constructing a wastewater treatment plant to service part of Jersey Township.



Wastewater and water treatment facilities in Licking County
 Source: American Structurepoint, Inc.

WTP Wastewater Treatment Plants **WTP** Water Treatment Plants

Planning Considerations

As noted earlier, the provision of utility services is a key determinant of the character and direction of new development. Without services, development must rely upon on-site wastewater treatment (septic systems) and wells, which necessitates a lower density pattern that consumes an inordinate amount of rural and productive agricultural land.

With the provision of public utilities, a more suburban and/or urban pattern results that if properly managed would reinforce the economic and social role of existing communities and otherwise concentrate new development in places where it can be supported with additional public services, while still protecting some rural land and working farms.

Locally adopted comprehensive plans should provide policy guidance that ensures the appropriate balance between development and conservation, with the support of public utilities. If not, then sprawl will permanently alter the landscape of Licking County.

As noted in Chapter 7: What Should We Do?, a county-level perspective and coordination of long-term utility planning would benefit all jurisdictions, ensuring that each can manage its growth path, while ensuring public dollars are not misspent on uncoordinated infrastructure investments.

Long Range County Utilities Assessment

During the FRAMEWORK process, a utilities assessment was initiated by the Licking County Commissioners, GROW Licking County, and LCATS regarding both their water and wastewater systems. American Structurepoint, Inc. was selected to prepare the assessment.

Transportation



Licking County Thoroughfare Plan

Both short- and long-term transportation priorities are critical to ensuring a multi-modal system is developed to move people and goods in the FRAMEWORK area that responds to economic and growth needs.

The Licking County Area Transportation Study (LCATS), working with the City of Newark, is in the process of updating the Thoroughfare Plan for Newark and the unincorporated area of Licking County (including review of access management standards) with the assistance of Columbus-based Burgess & Niple, Ltd.

The draft Thoroughfare Plan contains an updated functional classification map that increases the number and density of arterial roads (major and minor) to better accommodate development. Further, there has been an effort to help plan for growth in and around Newark.

To accommodate various modal users (e.g., biking, walking) the plan will include standards for complete streets, including proposed cross sections.

Licking County Transportation Improvement District (TID)

Intel-Related Road Improvements

The Licking County Transportation Improvement District (TID) is managing road improvements in the western portion of the FRAMEWORK study area associated with the Intel development. These improvements are focused on new pavement and drainage improvements to support additional vehicle and truck traffic, and not widenings or intersection improvements. The cost has averaged \$2 million per mile, for a total of \$24 million to date that is funded by the state.

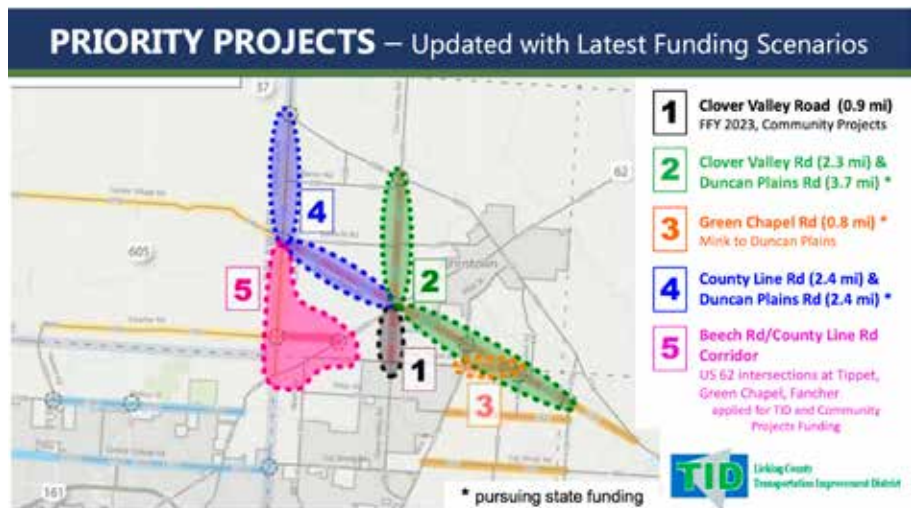
The TID has also identified the need to consider developer contributions to these and other related road improvements and the need for additional funding streams from TIFs, JEDDs, or impact fees. Also important is to program context sensitive design into road improvement projects to consider improvements to the public realm (as seen in New Albany

1. **Clover Valley Road (0.9 miles):**
Funded in federal fiscal year 2023.
2. **Clover Valley Road (2.3 miles) and Duncan Plains Road (3.7 miles):**
Pursuing state funding.
3. **Green Chapel Road (0.8 miles), Clover Valley to Duncan Plains:**
Pursuing state funding.
4. **County Line Road (2.4 miles) and Duncan Plains Road (2.4 miles):**
Pursuing state funding.
5. **Beech Road/County Line Road Corridor, US 62 intersections at Tippet, Green Chapel, Fancher:**
Applied for TID and Community Projects funding (ODOT).

and other communities) and to meet federal funding requirements for road projects (e.g., multi-modal facilities, bike and pedestrian facilities, landscaping, and lighting).

While TIFs and JEDDs can be negotiated on a project basis with developers (to reimburse a portion of developer-funded infrastructure improvements), impact fees provide a long-term revenue stream that is collected by project at the time of building permit issuance. Impact fees must be based upon a detailed study that estimates the financial impact (and thereby contribution) by land use and a measurable size of development (e.g., housing unit, X amount of commercial square footage, etc.). However, under home rule authority in Ohio, only municipalities can enact an impact fee. Enabling legislation for counties, and perhaps townships, is necessary to extend this funding tool to those levels of local government.

The state has earmarked \$20M for local road improvements related to the Intel development. The following are priority projects identified for which funding is secured or is being sought.



Transportation



Thornwood Drive Corridor

In addition to the Intel-related road improvements, the Cities of Newark and Heath are promoting improvements to Thornwood Drive, which serves as a key industrial and employment artery in the eastern portion of the FRAMEWORK study area. Thornwood Drive links SR 161 to I-70 and would provide direct access to the east for employers and manufacturers in New Albany (and elsewhere). Thornwood Drive provides the shortest and fastest route to I-70 when moving east. The TID has identified seven major projects, five of which total \$105 million. These projects are:

1. Thornwood Crossing and SR 161 interchange (\$18 million)
2. Thornwood and Cherry Valley bridge (\$13 million)
3. River Road to Faye Drive (\$7 million)
4. Panhandle Road to the railroad crossing (\$3 million)
5. City of Heath railroad to Lees Road (\$1 million)
6. Lees Road to Beaver Run intersection (to be determined)
7. Refugee Road improvements in Pataskala and Etna Township (to be determined)

Ohio Department of Transportation (ODOT)

20-Minute Travel Time Group Study

An initial study focused on the SR 161 corridor to evaluate routing between Intel, Columbus, and the OSU campus has been conducted. The 20-minute travel time assessment was built on the study and managed by ODOT. Township comprehensive plans served as the land use input to the traffic analysis. Trip generation that underlies the study considered land use and traffic capacity analysis.

ODOT Transit Study

ODOT is funding a transit study to investigate ways of extending bus service to Intel and the larger business area. This study was beginning as of this writing.

Central Ohio Workforce Transit Plan

Engineering company WSP, working with ODOT, is in the process of completing a Central Ohio Workforce Transit Plan to improve transit in Central Ohio and connect the workforce to jobs. The Transit Plan will keep workers moving without adding additional pavement, where possible, and make transit a more convenient and viable option with equitable access for all.

Thornwood Corridor Economic Impact

The corridor contains 1,000 acres of which 500 are currently available. Total industrial space is about 10 million square feet. Corridor businesses employ 8,500 with an annual payroll of \$355M.

Business parks:

- McMillen Business Park
- Central Ohio Aerospace & Technology Center
- Mid-Ohio Industrial Park
- Seminary Ridge Business Park
- Newark Ohio Industrial Park

The plan will produce three products: It will site a mobility hub in New Albany, near the Intel plant, and identify what belongs at the hub; develop a transit service plan that ignores the county boundaries and provides service to multiple economic hubs; and identify bus rapid transit routes and related capital improvements. These three major components will be integrated and advanced together to ensure success.

Other plan components will include digging into state and federal regulations regarding cross-county transit operations, defining roles and responsibilities for agencies and funding options, and recommending implementing agencies and funding options. Preliminary goals of the Transit Plan are to improve transit to connect the workforce to jobs, use the transportation network more efficiently, reduce pollution and carbon emissions, support economic development.

Metropolitan Transportation Plan – Launch LCA

Launch LCA is the next Metropolitan Transportation Plan (MTP) for the Licking County Area Transportation Study (LCATS) and is being prepared by ms consultants, inc. Launch LCA will lead the Licking County area towards a more livable transportation network by guiding federal and state transportation dollars. LCATS is responsible for spending transportation dollars in accordance with community values and best practices in transportation planning, which are included in an MTP.

In addition to producing a new MTP, the project will propose a countywide bike trail network, provide new data on where sidewalks and crosswalks should be improved, provide scenarios of likely future trends to test the resiliency of various investments like highway, transit, and multimodal improvements, and prepare a transportation policy scan to see how communities within the LCATS service area are preparing for growth.

The MTP could play a valuable role as communities negotiate development projects to ensure supporting infrastructure and other transportation-related enhancements are consistent with MTP recommendations.

Strategies



Utilities

Coordinate long-term utility master planning at the county level.

Licking County Water and Wastewater Department, an existing county agency that manages county owned utilities, would take the lead in coordinating utility master planning among all the various providers. The process, which should be collaborative, would reach agreement on service area boundaries consistent with locally adopted comprehensive plans. A joint agreement would be executed among the providers, local governments, and the Licking County Commissioners.

Coordinate area-wide utility master planning with local comprehensive plans to ensure both are mutually supportable.

As part of this collaboration, the geographic extent and timing of utility investments should coincide with locally adopted comprehensive plans and a consensus regarding local preferences regarding “opening” land for development. Managing growth should not be focused solely on the availability of central utilities, but also the ability of local governments to provide all the necessary services (e.g., safety, health, schools, etc.).

Time the investment in utilities with the anticipated growth expected by each jurisdiction.

Local jurisdictions should have a clear say on the timing of growth, in consideration of other service demands, but also in the elected roles as local leaders. Answerable to the residents, local elected leaders should have the ultimate say when development happens in a particular area.

Transportation

Facilitate aesthetic considerations in planning and designing arterial improvements.

The character of major and minor arterials is an important aesthetic consideration to ensure growth and development reflects Licking County's unique character. Just as the City of New Albany promotes an authentic character in its public realm, improvements in Licking County should also fulfill a similar objective, which may emphasize a rural setting (wider right-of-way, open swales, larger building setbacks, lighting limited to intersections, and bike and pedestrian facilities integrated with adjacent development). Directional signage should reflect an aesthetic unique to Licking County, as well.

Support development of a transit hub to serve regional employment, provided it is integrated with an anchor for mixed-use development in Jersey Township.

A transit hub can serve to connect workers to employment centers, reducing commuting, but can also serve as a catalyst that serves mixed-use development. When integrated into a denser mixed-use development, the hub can connect residents to nearby employment sites, as well as those located along the transit system.

Continued

Example of arterial character as an aesthetic.



Strategies

Transportation

Continue to work with transportation service providers to ensure development integrates with and is supportive of a multi-modal transportation system.

There is a direct relationship between land use and transportation. The character and density of land uses generates traffic demand, while the transportation system should be designed to support that demand in ways that minimize congestion, while providing multiple ways to manage the demand (e.g., vehicle, transit, walking, and biking).

Local jurisdictions should continue to work with infrastructure managers (e.g., County Engineer's Office, Licking County TID, LCATS, and COTA) and transportation service providers (e.g., Licking County Transit and ridesharing companies) to ensure new development integrates with and supports a multi-modal transportation system.

This can include:

Paying the fair share of transportation improvements. Ensuring development pays its fair share of infrastructure costs directly related to the transportation impacts generated by the development.

Integrating transportation facilities into developments. Ensuring transportation facilities are appropriately integrated into development, such as incorporating a transit center into the design of a mixed-use, multi-story building situated within a larger development or constructing bus stops, bike trails, and bike racks adjacent to and within developments.

Concentrating density to support transit. Where density is expected, especially in a mixed-use development, it should be concentrated in a well-defined geographic area to ensure transit can provide support, through the generation of trips and passengers going to and leaving the site.

Continued



Strategies



Transportation

Requiring the development of a sidewalk system. In the developed portions of the FRAMEWORK study area a bike and pedestrian network should be constructed, both within individual developments and linking to adjacent developments.

Minimizing curb cuts to reduce congestion and conflict points. Requiring cross-access easements on adjacent commercial properties to reduce the number of driveways (curb cuts) on public streets.

Requiring vehicle, pedestrian, and bike connectivity among adjacent parcels. Requiring stub streets in residential subdivisions to ensure internal roadway connections among adjacent properties. Similar connections should be made for the sidewalk system and any internal paths or bike trails within developments.

Right-size parking requirements. Jurisdictions should review parking requirements in their zoning codes to ensure that standards are not delivering excessively large and underused surface parking lots. This will improve the physical environment and reduce stormwater facilities. In addition, parking should be located behind buildings, with those buildings placed closer to streets and connected to a sidewalk system—for the purpose of promoting walkability.

A map of Ohio counties is shown with a teal overlay. A white title box is centered on the map, containing the text 'CHAPTER 7' and 'What Should We Do?'. The map labels several counties: MONROE, LIBERTY, GRANVILLE, ST. ALBANS, JERSEY, PATASKALA, HARRISON, UNION, and HEATH. Major cities like Johnstown, Alexandria, Granville, Newark, Pataskala, and Hebron are also labeled. Highway markers for 37, 161, 79, 16, 140, and 70 are visible.

CHAPTER 7

What Should We Do?



Introduction

While this chapter focuses on local government, cooperation with state government is essential for the success of FRAMEWORK. The State of Ohio contributes funds and sets policies for transportation, natural environment, utilities, among others.

Key to long term success of FRAMEWORK is a focus on implementation. While FRAMEWORK represents an unprecedented collaborative planning effort in Licking County, it will not have a positive impact in the long term unless participating governments take actions that ensure the vision contained here is implemented. That implementation will take the form of new policies and strategies, programs, guidelines, and other efforts that inform growth and the development process. In addition, conserving open space, ensuring a wide housing stock, and delivering a range of employment opportunities for all residents is key to mutual success.

This chapter summarizes the roles of each unit of local government (county, township, city, and village) under the Ohio Revised Code. It presents a vast array of proven best practices that have been successful in a variety of communities across the state. And the chapter presents a plan for reporting, monitoring, and evaluating success, including a structure for annual dialogue among the 15 participating jurisdictions, as well as expanding that conversation to the balance of Licking County.

The Roles of Local Government

Under Ohio law, units of local government have various functions and authorities in managing growth and development, which are summarized below and in an accompanying summary table.

In addition to such legal authorities, units of local government can enter into collaborative Intergovernmental Agreements (IGA) to jointly undertake a variety of services, such as joint provision of services (e.g., water, fire protection, etc.), policy coordination and information sharing, joint review of development, and Joint Economic Development Districts (JEDD).

In addition to serving as a guide and resource to local governments, FRAMEWORK can also be valuable in private and institutional decision making. This includes the K-12 school districts that serve the community.

County

Authority to adopt and implement subdivision regulations for the creation of parcels to support development; health regulations for managing on-site water and wastewater facilities; thoroughfare plan and access management standards to manage the public road network; engineering standards for the review and approval of public improvements relative to development; building codes to regulate residential and commercial development; stormwater regulations to manage on- and off-site drainage related to development; provide water and sanitary sewer services; incentives to support economic development; and adoption of sales taxes and fees to raise revenues for public services and facilities.

Townships

Authority to regulate the use and intensity of development through zoning resolutions; design guidelines for informing public and private development decisions; code enforcement; incentives to support economic development; and adoption of property taxes and fees to raise revenues for public services and facilities. Under the Ohio Revised Code, townships have the ability to enact limited home rule.

Cities and Villages

Home Rule Authority applies under the Ohio Constitution for cities and villages. Authority to adopt and implement subdivision regulations for the creation of parcels to support development; code enforcement; thoroughfare plans and access management standards to manage the public road network; engineering standards for the review and approval of public improvements relative to development; capital improvement planning; building codes to regulate residential and commercial development; stormwater regulations to manage on- and off-site drainage related to development; provide water, sanitary sewer, and stormwater services; incentives to support economic development; and adoption of property and income taxes and fees to raise revenues for public services and facilities.

While the Implementation Matrix focuses on local government, cooperation with State government is essential for the success of FRAMEWORK. The State of Ohio contributes funds and sets policies for transportation, natural environment, and utilities, among others.



Summary Table

IMPLEMENTATION SUMMARY TABLE			
SERVICE	COUNTY	CITY/VILLAGE	TOWNSHIP
Development Policy and Regulations			
Comprehensive Plan	●	●	●
Zoning	●	●	●
Design guidelines for informing public and private development decisions	●	●	●
Subdivision regulations for the creation of parcels to support development	●	●	
Building codes (residential and commercial)	●	●	
Code enforcement	●	●	●
Infrastructure			
Capital Improvements Plan	●	●	
Thoroughfare Plan	●	●	
Access management standards	●	●	
Road maintenance	●	●	●
Engineering standards for the review and approval of public improvements relative to development	●	●	
Utilities			
Production and distribution of public water	●	●	
Collection and treatment of sanitary sewer services	●	●	
Health regulations for and enforcement of on-site water and wastewater facilities	●		
Collection and management of stormwater	●	●	
Stormwater regulations to manage on- and off-site drainage related to development	●	●	●

IMPLEMENTATION SUMMARY TABLE

SERVICE	COUNTY	CITY/VILLAGE	TOWNSHIP
Incentives			
Incentives to support economic development	●	●	●
Incentives to support housing development (workforce and/or affordable)	●	●	●
Revenues			
Adoption of sales tax	●		
Adoption of income tax		●	
Adoption of property tax	●	●	●
Adoption of fees and charges	●	●	●

The Role of Local Collaboration

As Lt. Governor John Husted said during a July 17, 2023 press announcement, “Those who collaborate best are the ones that win.”

FRAMEWORK is built upon an unprecedented degree of collaboration among 15 local jurisdictions in Licking County all facing similar growth pressures as the Central Ohio region continues to expand. Moving forward, collaboration could only grow in importance as growth pressure continues (or even increases with additional development pressure). Collaboration among units of local government can take various forms. It can be as simple as information sharing among neighboring jurisdictions and can lead to joint physical planning and infrastructure coordination, as well as joint regulation of development to ongoing service delivery and facility sharing. Ohio law provides each type of local government with great latitude to undertake further collaboration and there are good examples in Central Ohio and throughout the state.

While the best practices presented in the next section provide a full menu of proven strategies to manage growth, the following presents a somewhat “deep” dive in the realm of collaboration.

Information Sharing

In times of significant growth pressure, communities can be inundated with development inquiries and actual proposals. These will impact the subject community but may also impact adjacent communities. New development concepts that have not already occurred in each community may raise a host of issues and questions, some already dealt with by a neighbor. At the same time, infrastructure investments (e.g., sewer, water, roads, parks) will undoubtedly impact adjacent communities. Sharing such information on a regular basis among adjoining communities could help inform local decision making, including staff, planning and zoning, commissioners, and elected officials. This can occur as a monthly or quarterly meeting hosted on a rotating basis by each participating community.

Joint Review of Development Applications

Another means of information sharing would be the formal review by an adjacent jurisdiction of a development application in the neighboring jurisdiction. This could be limited to property that abuts the joint political boundary or within a given distance (e.g., 500 feet). The joint review step provides the neighbor with the opportunity to share their non-binding

perspective on the development proposal. While zoning codes stop at the political boundary, the impacts of actual development can reach further into adjacent communities. The non-binding review could rest with staff or at the planning and zoning commission level.

Accord Bodies

Accords have been used in Franklin County for several years in key locations where neighboring jurisdictions share similar concerns regarding sound planning, significant infrastructure needs, and managing ongoing growth pressure (e.g., Big Darby Accord, Rocky Fork-Blacklick Accord). These accords have been established to ensure a consistent application of mutually agreed upon development standards as zoning applications proceed in each individual jurisdiction.

In the local examples, each participating jurisdiction appoints a representative to serve on the Accord Panel. The panel provides an advisory, non-binding recommendation on all zoning and site plan approval applications in terms of conformance with the applicable adopted plan and development standards. The recommendation is forwarded to the relevant planning and zoning commissions. Staff from each participating jurisdiction are present at each meeting.

Joint Review of Residential Development (Townships and County)

The review of residential development proposals located within townships involves a multiple-step process that can be very lengthy from a time perspective. This includes the zoning process at the township level, the subdivision platting process at the county level, and the review and approval of associated public improvements by the County Engineer.

To shorten the process and more importantly, ensure consistent standards from a township and a county perspective, Licking County through the Regional Planning Commission and each township could consider a joint review process of residential development proposals. This would begin with a joint staff review and the concurrent submittal of the relevant subdivision documents for parallel review and approvals. This may involve a development plan under a township's zoning resolution and a preliminary plat under the county subdivision regulations.

Continued

Best Practices

Best practices are proven policies, regulations, programs, and/or strategies that have been implemented by local and state governments to address a particular growth or development priority or initiative. In Central Ohio, most communities have deployed one or more of these best practices.

The existing processes are complicated and have multiple tiers. Given housing demand, both existing and forecasted, it would behoove the county to consider leading the design of a coordinated process and test case with one township to determine whether it could be duplicated in other townships under significant growth pressure.

The following menu of best practices is presented as a toolkit to provide guidance to Licking County jurisdictions as each considers implementation actions consistent with FRAMEWORK and in the spirit of collaboration. These best practices are useful to jurisdictions in the balance of Licking County. The intent is to ensure that planning, development, and future growth are managed in a consistent manner among the jurisdictions to ensure that all benefit from this cooperative precedent. As FRAMEWORK evolves, additional best practices may be identified. **The following is suggestive and not prescriptive.**

The tables are organized by category (administrative, planning, development regulations, infrastructure, economic development, and collaboration). Potential roles by unit of local government (county, city, village, and township) are noted in recognition of requirements of the Ohio Revised Code. Supporting qualifications and related direction are provided under the Perspective column. Notes at the end identify the agency acronyms used throughout.

ADMINISTRATIVE					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
1. Provide staff support at LCPC to assist townships and villages with a variety of planning-related services (plan updates, code updates, development review).	●				Consider cost sharing to offset personnel costs through local contributions, development fee increases (ex. Franklin County Department of Economic Development and Planning, Columbus Neighborhood Design Center).
2. Consider utilizing the Planner Pool and Consultant Services program currently under development at MORPC	●	●	●	●	This MORPC program will offer additional staff and technical assistance services to support local governments' efforts to update their comprehensive plans, zoning codes, and development standards to create neighborhoods that provide more housing and transportation options for residents; the Planner Pool will provide a flexible group of available planning professionals for short-term assignments and the Consultant Services program will facilitate access to specialized consultant services and expertise.
3. Provide local funding to offset costs for updating local plans and codes to ensure consistency with FRAMEWORK.	●				Consider a funding match requirement.
4. Increase internal capacity to manage planning and development at all levels.	●	●	●	●	Fund a planner(s) position to provide support to local jurisdictions at the LCPC.
5. Establish coordination meetings among neighboring jurisdictions in which administrative staff can share development, zoning, platting, and infrastructure updates.	●	●	●	●	These meetings, which could occur quarterly, provide a venue for information sharing and discussion regarding development pressure, projects, and infrastructure investments.
6. Plan for future public facility needs in anticipation of future growth, including site acquisition in advance of facility construction.	●	●	●	●	Continuing growth will place pressure on local government facilities, as services and supporting staff needs increase. Jurisdictions should consider undertaking long range space planning to anticipate future demand and identify potential locations for acquisition, prior to the need for actual construction.
7. Increase development fees to compensate for added staffing requirements.	●	●	●	●	Development fees should offset the personnel costs of local governments in administering zoning and building codes.
8. Support training opportunities for planning commissioners, zoning commissioners, zoning inspectors, and elected officials.	●	●	●	●	Provide funding to attend Central Ohio Planning and Zoning Workshops. Fund membership in the American Planning Association (APA) or the Ohio APA Chapter.

Continued

CHAPTER 7

WHAT SHOULD WE DO?

ADMINISTRATIVE					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
9. Consider establishing formal relationships among adjacent jurisdictions to share growth, development, and infrastructure information.	●	●	●	●	MORPC staffs various committees representing members that share this information on a regular basis.

SUSTAINABILITY					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
1. Create a joint sustainability advisory committee among all jurisdictions.	●	●	●	●	The committee would research, assess, and recommend sustainability strategies appropriate for Licking County that conserve land, while supporting sustainable development practices (e.g., MORPC model watercourse guidelines and protections, Sustainable Columbus 2030 plan).
2. Protect and preserve natural resources to support a healthy and resilient county.	●	●	●	●	Promote strategies, programs, and funding to protect valuable open spaces, floodplains, natural features, and prime agricultural soils.
3. Improve quality of life for all residents by creating sustainable and equitable communities .	●	●	●	●	Improve transportation and mobility options, prioritize and fund capital improvements that support transportation options, increase access to parks and trails.
4. Promote robust, inclusive, and sustainable growth and development .	●	●	●	●	Promote sustainability practices among local communities and businesses, maximize infill and redevelopment along existing infrastructure, and increase availability of affordable/ workforce housing near job centers.

PLANNING					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
1. Support FRAMEWORK implementation by local jurisdiction acceptance of the document and integrating pertinent implementation actions in each jurisdiction's day-to-day policy, regulatory, and administrative functions.	●	●	●	●	Establishes a common, coordinated policy foundation to jointly manage growth while supporting implementation actions.
2. Update local plans to ensure compatibility with FRAMEWORK and provide parcel-based land use, development, and character policy direction; establish a 10-year horizon to direct growth to appropriate locations.		●	●	●	
3. Coordinate planning policies among the cities, villages, and townships at their joint boundaries.		●	●	●	Growth and development don't necessarily recognize local political boundaries. Cities, villages, and townships should work together to coordinate their planning policies along shared political boundaries to ensure a smooth transition among adjacent jurisdictions.
4. Prepare design guidelines to supplement zoning codes that implement the character recommendations of FRAMEWORK (see Pattern Book under Development Regulations pg 150).	●	●	●	●	LCPC could lead this project with local participation, ensuring a base of consistent guidelines that could be augmented by each jurisdiction.
5. Establish a Design Center .	●				The design center would provide design guidance to local governments, property owners, and developers; it would be an administrative unit within County Government, proximate to development review activities (ex. Columbus Neighborhood Design Center).
6. Incentivize mixed-use development .	●	●	●	●	Target incentives and provide zoning flexibility to facilitate mixed-use development (at various scales) to protect the natural environment, reduce sprawl and public costs, greater livability, and as an economic driver; update subdivision regulations in response to higher density, mixed-use development, and to coordinate joint development plan review (ex. Columbus Traditional Neighborhood Development (TND) zoning districts).
7. Consider establishing New Community Authorities (NCA) to guide larger scale, mixed-use development while providing additional development-specific funding concurrent with larger development proposals.	●	●	●	●	NCA's have become instrumental in coordinating and managing larger scale development, while providing new funding sources for infrastructure costs (ex. New Albany, Columbus)

CHAPTER 7

WHAT SHOULD WE DO?

DEVELOPMENT REGULATIONS					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
1. Update zoning regulations to ensure development will comply with the policy and direction established in FRAMEWORK and individual comprehensive plans.		●	●	●	
2. When considering zoning applications in the participating communities, the staff report, recommendation of a planning or zoning commission, and final action by the township trustees or city or village council should cite consistency with FRAMEWORK as a criteria for approval.		●	●	●	Referencing FRAMEWORK support of a proposed development will ensure this collaborative effort remains a priority among local jurisdictions.
3. Consider establishing consistent development standards along the SR 161 corridor as a zoning code amendment by multiple jurisdictions.	●	●	●	●	Address architecture, materials, setbacks, lighting, landscaping, screening, outdoor storage, etc.
4. Update county subdivision regulations to ensure consistency with FRAMEWORK, support alternative development approaches, and coordinate with township zoning requirements.	●				Coordinate subdivision regulations and local zoning codes to ensure administrative consistency and joint review.
5. Create county-specific Design Guidelines including a Pattern Book that would coordinate development standards across jurisdictions.	●				Purpose is to provide inspiration and guidance for housing and commercial types consistent with the character of individual communities; example site layouts (e.g., 20-unit subdivision) should be included; local participation and adoption of this policy document would support implementation.
6. Support township rezoning applications by the LCPC when such applications are supported by both the township comprehensive plan and FRAMEWORK.	●				Under the Ohio Revised Code the LCPC provides non-binding recommendations relative to zoning applications. Consistent support by LCPC when those applications are supported by both the local comprehensive plan and FRAMEWORK is critical to ensuring long term implementation of this collaborative planning effort.
7. Consider a joint review process between township zoning (planned districts and PUDs) and the county platting process requirements.	●			●	Coordinated review and approvals would facilitate the development process and ensure consistency among township and county requirements.
8. Consider mixed-use zoning districts that provide a feasible alternative to standard single-use districts.		●	●	●	Would provide for a more efficient and productive use of land, reduce automotive trips, and create a stronger local market for goods and services.

DEVELOPMENT REGULATIONS					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
9. Prepare model residential conservation development standards for local zoning codes and county subdivision regulations.	●				LCPC could facilitate this process, working with local jurisdictions and county agencies (ex. Delaware County various township codes – Concord, Genoa, Kingston, Trenton, etc.; Model Conservation Code, Community Planning Program at Cleveland State University; Aurora, Ohio Conservation Development code; The Homestead, Aurora, Ohio).
10. Consider increasing residential densities in exchange for conserving farmland.		●	●	●	Increasing densities in residential zoning districts, consistent with the availability of central utilities or LCHD requirements (well and septic), would conserve farmland.

CONSERVATION					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
1. Prepare a county-wide Open Space Conservation Plan to reduce development impacts on the natural ecosystem, protect surface water quality, conserve farmland, and identify land conservation opportunities.	●				Coordinate with Licking Park District, LCSWCD, Licking Land Trust, Granville Open Space.
2. Work with LPD to identify, acquire, and conserve valuable natural resources and open spaces .	●	●	●	●	Target outstanding examples of natural corridors and floodplains, mature woodlands, significant wetlands, and recognized species habitats.
3. Prepare model agricultural protection techniques to reduce impacts on working farms.	●				LCPC could facilitate this process, working with local jurisdictions and county agencies (e.g., LCSWCD, Farm Bureau; Ohio State University Fact Sheet, Agricultural Zoning, CDFS-1266-99).
4. Prepare model environmental protection techniques and requirements that may be adopted by individual jurisdictions (e.g., floodplain, woodland, wetland model regulations and design guidelines).	●				LCPC could facilitate this process, working with local jurisdictions and county agencies (e.g., LCSWCD).
5. Consider adding land dedication requirements for public park land, school sites, and other public facilities when supported by a local comprehensive plan.	●	●	●	●	When identified in a comprehensive plan, a community can require a land dedication requirement for public facilities. Such dedications should also be required as part of a subdivision plat.
6. Consider whether county floodplain regulations require strengthening to protect private property and the public in response to climate changes.	●				LCPC should facilitate this process; consider conservation easements (and/or local zoning requirements) that ensure permanent protection of the 500-year floodplain.
7. Continue to support local non-profit land trusts to acquire land for conservation.	●				A land trust can provide financing options to acquire and manage land for conservation (e.g., Licking Land Trust) .

CHAPTER 7

WHAT SHOULD WE DO?

INFRASTRUCTURE AND TRANSPORTATION					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
1. Prepare capital improvement plans (CIP) at the local jurisdiction level to anticipate potential infrastructure demands driven by short and mid-term development expectations.		●	●	●	Most Ohio cities prepare and adopt a capital improvement plan and one-year budget to allocate and implement infrastructure funding on an ongoing basis.
2. Undertake county-wide utility master plan to coordinate future service delivery among all the various local service providers, including the county.	●				Given the number of providers and overlapping service areas, it makes sense to coordinate a unified plan that minimizes public investment and maximizes development opportunity consistent with locally adopted comprehensive plans.
3. Consider consolidating smaller utility systems to provide cost savings, staffing efficiencies, and other public benefits.	●	●	●	●	Working together, smaller systems and local governments, working with the county utility department, could consider consolidations to improve operational efficiencies, cost savings, and improved funding opportunities (e.g., grants and loans).
4. Ensure regulations and standards are sufficient to ensure adequate handling of stormwater , especially during peak conditions.	●	●	●		Local and county regulations should incorporate up-to-date standards for the management of stormwater, given climate impacts.
5. Prepare and/or update local transportation plans to anticipate potential road network improvements, including maintenance priorities.	●	●	●	●	LCATS should lead, with support from the LCEO. Consider both a county-wide transportation plan and individual plans for each local jurisdiction, ensuring coordination across boundaries.
6. Prepare model access management standards and facilitate adoption at the local level; including the requirement for common access drives for low-density single-family lot developments.	●	●	●	●	Oversight by the LCEO.
7. Implement Active Transportation Plan .	●	●	●	●	LCEO should coordinate.
8. Work with COTA, LCATS, and the transit study to facilitate multi-modal investments that reduce automobile use and related road investments.	●	●	●	●	Mobility hub at Mink and SR 161 could serve as a development driver that supports a mixed-use concentration.
9. Continue efforts to improve Thornwood Drive as part of the SR 79 corridor from Newark to I-70, which is a major employment corridor for the county and the state.	●				Newark and Heath to jointly lead this effort.

INFRASTRUCTURE AND TRANSPORTATION

TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
10. Continue conversations regarding a I-70 and SR 161 connector , identifying and understanding growth and development implications.	●				LCEO, LCTID, and ODOT, plus local jurisdictions.
11. Support multi-modal transportation solutions to link residences with employment centers.	●				LCT leads; work with MORPC and COTA to expand transit services.
12. Preserve right-of-way for some type of regional transit model (e.g., bus rapid transit, etc.) along SR 161.	●				This would fall under the LCEO right-of-way requirements but should be coordinated with the local jurisdictions (zoning) that most likely will benefit from a future network, once identified and prioritized; ODOT state right-of-way requirements would also apply.
13. Promote multi-use trails through regulations and planning	●	●	●	●	County and city subdivision regulations should be updated to ensure bike access is provided within residential developments, linking to a variety of destinations (including employment centers); see Active Transportation Plan.
14. Investigate health code flexibility and alternatives that support single-family lots smaller than two acres while still protecting the public health and safety.	●				LCHD lead.
15. Coordinate parkland set aside requirements via county subdivision regulations and local zoning codes.	●	●	●	●	Coordinate with LPD, municipal parks departments, TJEF.
16. Adopt impact fees to generate revenues that can fund various infrastructure projects that are development-related (e.g., road improvements, sidewalks, recreational paths, parks and recreation facilities, equipment, and public buildings).	●	●			Under home rule provisions in the ORC, municipalities may adopt impact fees, so counties (and by inference, townships) require enabling legislation. Impact fees are collected at the time of building permit issuance and the fee is based upon a detailed study to justify the amount charged per residential unit and size of non-residential uses.

CHAPTER 7

WHAT SHOULD WE DO?

ECONOMIC DEVELOPMENT					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
1. Adopt a full range of targeted economic development incentives compatible with adopted comprehensive plans and FRAMEWORK.	●	●	●	●	GROW LC lead and facilitate with support from the HNLCPA; coordinate with Jobs Ohio.
2. Consider establishing special authorities after careful research and a strategic approach to ensure the tools are best suited for a particular economic goal and serve to meet long term local needs. These include Joint Economic Development Districts (JEDDs), New Community Authorities (NCAs), and Tax Incrementing Financing (TIF) districts.	●	●	●	●	Establishing a special authority is only the first step in a longer economic strategy. Research and strategic planning are critical to ensure a given authority or economic tool will meet locally defined needs, both short and long term. Establish with specific accomplishments expected in near term.
3. Consider establishing Joint Economic Development Districts (JEDDs) that facilitate well-managed development with utility services, consistent with adopted comprehensive plans and FRAMEWORK.		●	●	●	Provides for added local revenues for townships via municipal income tax rates, could result in agreements regarding growth patterns.
4. Support a range of housing development that will attract a skilled workforce.	●	●	●	●	Facilitates economic development by ensuring the local workforce is near employment centers.
5. Identify resources and funding to facilitate redevelopment and reinvestment in urban locations.	●	●	●		State funding and legal mechanisms, land banks, tax incentives, etc.
6. Protect employment corridors as the economic base of FRAMEWORK and Licking County and serve as a basis for duplication in those jurisdictions with compatible uses, utilities, and transportation infrastructure.	●	●	●	●	The county has been very successful in building a strong economic base, focusing on traditional and cutting-edge manufacturing. New development adjacent to these locations should be complimentary so as not to adversely impact a successful economic climate.

HOUSING					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
1. Support and facilitate new housing products that meet local needs throughout the county.	●	●	●	●	Licking County remains under pressure to ensure housing availability for current and future residents of the full housing spectrum. Local governments should continue to support development of a full range of housing options within each community.
2. Support higher residential densities that provide workforce housing options, whether owner or rental, in strategic locations.	●	●	●	●	Reasonable higher densities will reduce development costs and provide the opportunity to integrate affordable/workforce housing within larger residential developments.
3. Support accessory dwelling unit regulations and design guidelines in city and village neighborhoods that provide affordable/workforce housing options.		●	●		Zoning regulations could be amended to provide this housing option under the review authority of a planning commission.
4. See design guidelines/pattern book under Development Regulations. (pg 150)					
5. Facilitate a Neighborhood Demonstration Project(s) .	●				Under GROW LC leadership, these projects could take various forms to demonstrate best practices in private development (e.g., off-set development fees) and to motivate “risk taking” for creative development practices, consistent with FRAMEWORK; HNLCPA could provide support.
6. Host a Housing Conference .	●				Under GROW LC leadership, work with local, state, and national officials and associations (ULI, CNU) design and conduct an inspiring and practical convening of developers, property owners, builders, elected and appointed officials, design and planning professionals, and key county leaders; HNLCPA could provide support.
7. Continue to support local non-profit land trusts to acquire land for conservation; explore opportunities to expand missions to address affordable/workforce housing.	●	●	●	●	Land trusts can provide financing options to acquire land to develop workforce housing (ex. Licking County Land Bank).

CHAPTER 7

WHAT SHOULD WE DO?

COLLABORATION					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
1. Issue annual implementation progress reports and conduct annual meetings among the jurisdictions to report results and share support needs.	●	●	●	●	TJEF could initially facilitate with support from local jurisdictions.
2. Consider accord bodies (like those in Franklin County) that jointly review development projects, in each case providing a formal recommendation regarding zoning applications to ensure consistency with the pertinent joint plan; recommendations are forwarded to each jurisdiction's respective planning or zoning commission.		●	●	●	Requires support by adjacent jurisdictions, as well as staffing support (ex., Rocky Fork Blacklick Accord, Big Darby Accord, City of Columbus, and other jurisdictions).
3. Establish regular planning and development coordination meetings among local jurisdictions to share information, provide project updates, and coordinate joint efforts to manage growth.					TJEF could facilitate in year one of implementation, support report 2023/2024.
4. Identify ways in which service delivery can be shared among jurisdictions to reduce public costs, while improving service delivery.	●	●	●	●	Many jurisdictions are already implementing this best practice in a variety of service areas.

EDUCATION (K-12)					
TOOL	COUNTY	CITY	VILLAGE	TWP	PERSPECTIVE
1. Conduct school district specific meetings (all units of local government and superintendent) on regular basis.	●	●	●	●	Stronger collaboration and communication could benefit all institutions and the residents.
2. Support school districts' effort to secure additional funding (OFCC).		●	●	●	The quality of education can be compromised with inadequate facilities and the reputation can suffer. This is an economic development issue.
3. Work with schools to ensure they are, at a minimum, net-neutral when economic development tools are used.	●	●	●	●	Crafting TIFs, JEDDs and CRAs should be undertaken with early collaboration.
4. Provide leadership on the timing and type of infrastructure needed for expanding school facilities.	●	●	●	●	Information and coordination is essential for efficient construction and safeguarding community resources.
5. Collaborate with schools to review fiscal implication of the distribution of revenue generated by new developments.	●	●	●	●	A common understanding of how revenue is generated and how it is distributed.
6. Assist in the exploration of funding tools .	●	●	●	●	The school leadership can assist local officials appreciate the fiscal impact of growth on schools.

Acronyms

CNU = The Congress for New Urbanism

COTA = Central Ohio Transit Authority

GROW LC = Grow Licking County Community Improvement Corporation

HNLCPA = Heath-Newark-Licking County Port Authority

LCEO = Licking County Engineer's Office

LCHD = Licking County Health Department

LPD = Licking Park District

LCPC = Licking County Planning Commission

LCSWCD = Licking County Soil and Water Conservation District

LCT = Licking County Transit

MORPC = Mid-Ohio Regional Planning Commission

OFCC = Ohio Facilities Construction Commission

TJEF = Thomas J. Evans Foundation

ULI = Urban Land Institute, Columbus District

YEAR 1 - FRAMEWORK Implementation Support

The Thomas J. Evans Foundation has agreed to continue to serve as the neutral convener for FRAMEWORK through the first year of implementation and will continue to collaborate with Planning NEXT.

Project Coordination

Quarterly Leadership Group Meetings

- Facilitate multi-jurisdictional communication, collaboration and education
- Evaluation of cross-cutting topics and support the jurisdictions with implementation

Maintenance of www.frameworklc.org

- Ensure best practices and technical data are available to the project team and the community at large

Preparation and distribution of FRAMEWORK Report to the Community

- A public update on how FRAMEWORK has impacted our local communities identifying actions taken by jurisdictions to help ensure growth happens in a manner that is consistent with the 14 Principles defined by FRAMEWORK's broad-based public input

We are extremely grateful to the original business partners who have again agreed to pay 65% for the cost of this year 1 implementation support and to the Licking County Commissioners for funding the 35% balance.

A map of Licking County, Ohio, with a teal overlay. The map shows various communities and townships. Communities labeled include Johnstown, Alexandria, Granville, Newark, Heath, and Hebron. Townships labeled include MONROE, LIBERTY, GRANVILLE, ST. ALBANS, JERSEY, PATASKALA, HARRISON, and UNION. Major roads like US-161, US-79, US-16, US-140, and US-70 are also visible. The title 'Acknowledgements & Appendix' is centered over the map in white text.

Acknowledgements & Appendix

Acknowledgements

Offering acknowledgements for a project like FRAMEWORK is risky because there were so many unique opportunities for people to participate. It is easy to omit important partners but we felt it was worth the risk in order to show the breadth of support we received throughout the project. Please accept our apologies for any omissions, this project was the result of an army of more than 4,000 dedicated and thoughtful residents and leaders.

Leadership Group

This team of 15 representatives came together monthly to learn, share, and collaborate in a manner that has not historically been done in Licking County. We can't express enough gratitude for these individuals who have shown up and been open to working in a different way.

- Granville Township – Township Trustee Bryn Bird
- Harrison Township – Township Trustee Mark Van Buren
- Jersey Township – Township Trustee Dan Wetzel
- Liberty Township – Township Trustee Bill Bogantz
- Monroe Township – Township Trustee Troy Hendren
- St. Albans Township – Township Trustee Randy Almendinger
- Union Township – Township Trustee Jeff Sharps
- Village of Alexandria – Mayor Jim Jasper
- Village of Granville – Mayor Melissa Hartfield
- Village of Hebron – Mayor Jim Layton
- City of Heath – Mayor Mark Johns
- City of Johnstown – Acting City Manager Sean Stanart
- City of Newark – Mayor Jeff Hall
- City of Pataskala – Mayor Mike Compton
- Licking County Government – Commissioner Tim Bubb

Business Partners

The business partners not only funded 65% of the cost of the project but also invested their time to learn alongside the leadership group each month. This project would not have been possible without their financial investment and their advocacy along the way.

- Sarah Wallace, Board Chair, The Thomas J. Evans Foundation
- Sally Heckman, President & CEO, First Federal Savings
- Rick Platt, CEO, Heath-Newark-Licking County Port Authority
- Rob Montagnese, President & CEO, Licking Memorial Health Systems
- Matt Miller, President, Park National Corporation
- Rob O'Neill, President, Southgate Corporation

Acknowledgements

Listening Partners

The listening partners participated alongside the leadership group learning and advocating for the project. Their participation allowed for collaboration and support from their respective organizations.

- Jennifer McDonald, President & CEO, Licking County Chamber of Commerce
- Alexis Fitzsimmons, Executive Director, Grow Licking County
- Scott Ryan, Chief of Community Engagement, Ohio Department of Development
- Jennifer Roberts, Executive Director, The Thomas J. Evans Foundation
- Megan Evans, Assistant Director, The Thomas J. Evans Foundation

Event Sponsor

Thank you to MPW Industrial Services for sponsoring our Stakeholder Event in January 2023.

In-Kind Support – Facility Use

The generous support of the following organizations who hosted events allowed us to keep the project costs to a minimum. We are especially grateful to Licking Memorial Health Systems who hosted our monthly leadership group meetings.

- Central Ohio Technical College
- Denison University
- Licking County Library – Downtown Branch (Newark)
- Licking County Library – Mary E. Babcock Library (Johnstown)
- Licking Memorial Health Systems
- Pataskala Grace Church
- The Ohio State University at Newark

Community Connectors – Grassroots Marketing

FRAMEWORK community engagement information was distributed during each round of engagement to local churches, businesses, libraries, non-profits, civic organizations, K-12 school districts, Denison University, Ohio State Newark, and Central Ohio Technical College. We are extremely grateful to all of the community members who shared information with their friends, family, and colleagues. **The following list is just a sampling of shares that we received in both print and social media (Facebook and LinkedIn) that we were able to quantify the reach. Thousands more shares occurred over the course of the project.**

- Businesses large and small shared with thousands of employees. A few examples include: Athletico Physical Therapy, First Federal Savings, Matesich Distributing Co., TrueCore Federal Credit Union, Park National Bank
- Coldwell Banker, Real Estate monthly by Jim Bidigare (featured in multiple editions 2,000+ distribution)
- Facebook Page: Granville In the Know 4,400+ followers
- Facebook Page: Intel Mega Project (Johnstown/New Albany) (Jersey Twp/Monroe Twp) 6,100+ followers
- Facebook Page: Liberty Township 475+ followers
- Facebook Page: Licking County Board of Developmental Disabilities 4,000+ followers
- Facebook Page: Mark Van Buren Harrison Township Trustee 540+ followers
- Individual School Districts shared on social media and emails to thousands of staff and families
- Licking County Aging Partners: 1,800+ distribution
- Licking County Chamber of Commerce: 2,000+ distribution

- Licking County Community Center for 60+ Adults: 1,200+ distribution
- Licking County Food Pantry: 300+ distribution
- Licking Memorial Health Systems Community Connections (featured in two editions 55,000+ distribution)
- Welcome Intel! Newsletter (featured in multiple editions 600+ distribution)
- Young Leaders of Licking County: 400+ distribution

Community Outreach Presentations

Thank you to the many local organizations that hosted FRAMEWORK representatives and allowed for presentations to their membership. Many of these groups hosted multiple events. Without this support we would not have been able to reach the broad base of community members.

- Alexandria Buckeyes
- Canal Market District
- Central Ohio Chapter of the American Institute of Architects
- Central Ohio Technical College Alumni Council
- COTC and Ohio State Newark
- Denison University
- Granville Chamber of Commerce
- Granville Chamber of Commerce Board of Trustees
- Granville Chamber of Commerce Economic Development Committee
- Granville Farmers Market
- Granville High School - Granville vs. Watkins Football Game
- Granville Kiwanis Club
- Historic Hudson Community Association
- Johnstown Bankers, Realtors, Title Companies
- Johnstown Chamber of Commerce
- Johnstown High School - Johnstown vs. Heath Football Game
- Leadership Ohio
- Licking County Chamber of Commerce Groundhog Breakfast Economic Forecast Panel
- Licking County Chamber of Commerce Leadership Class
- Licking County Chamber of Commerce Local Leaders Events
- Licking County Chamber of Commerce Workforce & Education Roundtable
- Licking County Extension Educators
- Licking County Foundation Panel with Lark Mallory, Affordable Housing Trust
- Licking County Library Staff Strategic Planning Retreat Panel
- Licking County School Superintendents hosted by LCESC
- Licking County Soil & Water Conservation District Board of Directors
- Licking County Township Trustees at Van Buren Acres
- Licking Memorial Health Systems
- Monday Talks
- MORPC/LCATS Panel on Housing
- Newark Area Financial Planning Group
- Newark Kiwanis Club

Continued

Acknowledgements

Community Outreach Presentations *continued*

- Newark Lions Club
- Newark Rotary Club
- Newark-Heath Rotary Club
- Ohio Business Roundtable – Licking County Workforce Development Meeting
- Otterbein Senior Living
- Pataskala Chamber of Commerce
- Pataskala Chamber of Commerce Economic Development Committee
- Pataskala Rotary Club
- Professional Agrarian Event hosted at The Hartford Fairgrounds
- The South Licking Watershed Conservancy District
- Utica Town Hall

Columbus Metropolitan Club

The Columbus Metropolitan Club hosted a panel on February 22, 2023 discussing FRAMEWORK. As a result of their extensive membership and online broadcasting of the panel we were able to reach a broad base of interested residents from throughout the region. Thank you to Doug Buchanan, Jr., Vice President of Programming, for his coordination.

Media Coverage

We are grateful to the many print, radio, and TV reporters who covered FRAMEWORK. This list may not be inclusive but represents the many individuals who have provided coverage throughout the process.

- Taylor Bruck, Multimedia Journalist, Spectrum News 1 Ohio
- John Bush, Reporter, Columbus Business First
- Maria DeVito, Reporter, Newark Advocate
- Sarah Donaldson, Digital News Reporter, NBC4i
- Dave Doney, News Director, WNKO / WHTH
- Robyn Haines, Reporter, Daytime Columbus, NBC4i
- Ben Lanka, Editor, Newark Advocate
- Kevin Landers, Reporter, WBNS 10TV
- Kent Mallet, Reporter, Newark Advocate
- Carol Rich, Writer, Building Insider, published by BIA of Central Ohio
- Andrew Welsh-Huggins, AP Reporter

Event Volunteers

Grassroots awareness was a huge part of our effort. The following individuals helped to canvas residents at farmers markets, football games, and welcomed guests at events.

- Sam Lloyd, Digital Personal Banking Manager, Park National Bank
- Matia Matthews, Senior Retail Business Development Officer, Park National Bank
- Carrie Lonzo, Program Director, Licking County Chamber of Commerce
- Keith Lonzo, Project Manager, Robertson Construction

- Todd Roberts, Consulting Data Architect, Fiserv
- Hayley Feightner, Assistant Director, GROW Licking County
- Jayme Blackstone, Career Development Coordinator, C-TEC
- Jennifer Roberts, Executive Director, The Thomas J. Evans Foundation
- Megan Evans, Assistant Director, The Thomas J. Evans Foundation
- Julie Deibel, Accountant, The Thomas J. Evans Foundation

Project Endorsers

Thank you to the organizations who have tirelessly advocated for and shared information and have been willing to serve as project endorsers.

- Granville Area Chamber of Commerce
- GROW Licking County
- Johnstown Chamber of Commerce
- Licking County Chamber of Commerce
- Pataskala Chamber of Commerce
- Young Leaders of Licking County

External Information Sources

While FRAMEWORK has been a vehicle to allow Licking County residents to have a voice in the future of the county, we are appreciative of the following external stakeholders who have provided information and have been willing to serve as a resource for the project team.

BIA of Central Ohio

- Jon Melchi, Executive Director, Building Industry Association of Central Ohio

Mid-Ohio Regional Planning Commission

- William Murdock, Executive Director
- Kerstin Carr, Chief Regional Strategy Officer and Senior Director of Planning

City of New Albany

- Jennifer Chrysler, Director of Development
- Joseph Stefanov, City Manager
- Stephen Mayer, Planning Manager

Intel

- Emily Smith, Public Affairs Director (Ohio), Global Public Affairs and Sustainability
- Kevin Hoggatt, Director of State Government Affairs for Ohio

The New Albany Company

- William Ebbing, President and CEO
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- Meghan Wadsworth, Assistant Policy Director, Economic Development
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- Scott Ryan, Chief, Community Engagement, Ohio Department of Development
- Lydia Mihalik, Director of Ohio Department of Development under State of Ohio

United States Representative Troy Balderson
Teri Geiger, Chief of Staff for Congressman Troy Balderson
Ohio Senator Tim Schaffer
Ohio State Representative Thaddeus Claggett
Ohio State Representative Kevin Miller

Ohio Department of Transportation

- Jim Gates, Administrator
- Jackie Annarino, Ohio Mega Sites Project Manager

The Thomas J. Evans Foundation

The Thomas J. Evans Foundation served as the neutral convener for the project. This project would not have been possible without the leadership and hard work of this team.

- Sarah Wallace, Board Chair
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- Megan Evans, Assistant Director
- Julie Deibel, Accountant

Planning NEXT

The leadership group is grateful for the extensive industry knowledge and expertise in planning and design that Planning NEXT brought to the table and for their willingness to listen to the thousands of residents in our county. This is truly a project informed by residents and is NOT the result of a plan pulled off the shelf and delivered to us.

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- Vince Papsidero, Principal Planner
- Bailey Morlan, Planner
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Organizational Stakeholders and Engagement Participants

Organizational Stakeholders

FRAMEWORK was a truly expansive project in our community that engaged hundreds of individuals with targeted expertise. The subject matter experts represented a broad range of individuals covering transportation, sewer and water, housing affordability advocates, developers, land health and preservation, economic development, education, health and wellness, public services, non-profit sector, planning firms supporting individual jurisdictions, and other elected officials.

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Scott Beery, Licking Valley Local School District
Jamie Beier Grant, Montrose Group
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Commissioner **Rick Black**, Licking County Government
Councilmember **Beth Bline**, City of Newark
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Trustee **Bill Bogantz**, Liberty Township
Alan Brown, Verdantas
Chad Brown, Licking County Health Department
Jeff Brown, Granville Exempted Village School District
Commissioner **Tim Bubb**, Licking County Government
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Kerstin Carr, MORPC
Shannon Caudill, Kane Learning
Mayor **Mike Compton**, City of Pataskala
Jesse Coppel, Johnstown Chamber of Commerce
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Jennie Dawes, Licking County Foundation
David Deibel, Licking County Land Bank
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Vince Ghiloni, Ghiloni Custom Builders
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Dr. **Mark Gleichauf**, Lakewood Local Schools
Councilmember **Ryan Green**, City of Johnstown
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Tim Hall, M/I Homes
Valerie Hans, Harrison Township
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Scott Hartley, North Fork Local School District
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Matt Hill, Licking County Area Transportation Study
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Mayor **Jim Jasper**, Village of Alexandria
Mayor **Mark Johns**, City of Heath
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Councilmember **Kim Keethler Ball**, Village of Granville
Greg Ketter, Licking County Land Bank
Rita Kipp, League of Women Voters
Jim Kiracofe, Licking Park District
Jared Knerr, Licking County Engineer
Herb Koehler, Village of Granville
Larry Kretzmann, Southwest Licking Community Water and Sewer District
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Kevin Zeppernick, Thrive Companies

Engagement Participants

Below are individuals we captured that attended our FRAMEWORK engagement events throughout the project. In addition to individuals listed below, we had nearly 4,000 community members provide insight through a variety of mediums including virtual participation and community event attendance.

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Chris Bailey	Phil Burgel	Michael DiCarlantonio
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Bob Bevard	Jim Clever	Bill Emery
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• Glossary

Additional supportive references for this report can be found at www.frameworklc.org.

Glossary

Accord Bodies: An Accord Body is a locally used type of Intergovernmental Agreement to coordinate planning and development review among multiple local jurisdictions under an Advisory Panel. Each jurisdiction appoints representatives (typically residents or property owners within the geography) who review development applications and forward a recommendation to the relevant local government. Examples are the Rocky Fork Blacklick Accord (Columbus, New Albany, and Plain Township) and the Big Darby Accord (Columbus, Hilliard, and Prairie Township).

Billboards: Billboards are a sign structure, considered off-premises as it does not communicate a message related to the site upon which the billboard is placed, and typically found along limited access highways. Billboards are regulated under a community's zoning code.

Capital Improvement Plans (CIP): A CIP is a tool for local governments to organize and plan their capital investments over a five-year period, which includes infrastructure, building, and equipment investments. Plans identify known or potential funding sources and the timeframe for implementation of the improvement, phases (e.g., engineering, construction, etc.). They are approved by the legislative authority and a one-year CIP budget is also approved as part of the annual budgeting process.

Character Type: For the purposes of FRAMEWORK, character types are a planning approach that provides richer description of a board category of land uses, delineated by a descriptive narrative, primary and secondary uses, density, architectural character, and development pattern.

Conservation: The act of conserving land or a natural asset, such as the regulatory floodplain, mature woodlands, and prime farmland. The conservation action may be permanent through ownership, easement, or regulatory actions (e.g., floodplain regulations).

Conservation Easement: A conservation easement is a voluntary legal agreement between a landowner and a land trust or government agency that permanently limits uses of the land to protect its conservation values. Easements typically include maintenance provisions to ensure long-term viability of the natural asset. Easements may be purchased or donated (with associated tax benefits).

Design Center: A design center is a professionally staffed unit of local government, academic unit, or other non-profit that provides design services to member entities and local governments, private sector, or other bodies with an interest in planning, design, and development. Examples include the Columbus-Neighborhood Design Center (funded by Columbus and Ohio State) and the Kent State University Cleveland Urban Design Collaborative.

Design Guidelines: Design guidelines are prepared and adopted by local government to augment their zoning codes to emphasize "how" development should occur relative to aesthetics, site design, signs, and other considerations. Examples include the Columbus Downtown Design Guidelines and the Short North Design Guidelines, New Albany Design Principles, Anderson Township Ohio Design Guidelines, and MORPC's Central Ohio Greenways Urban Greenway Design Guide.

Appendix

Developable Land: Land that is free of natural constraints (e.g., floodplains) and which can support new construction, setting aside issues of zoning, utility provisions, and related factors.

Development: The actions to develop ground with buildings and land uses for the purposes of housing people, providing services, and manufacturing goods. Development includes the secondary structures and services necessary to support development, such as infrastructure, recreational facilities, buffering, screening, and landscaping.

Economic Development Incentives: Incentives are tax or funding tools provided under the Ohio Revised Code to allow units of local government the ability to attract private investment.

Infrastructure: This is a general term that includes all the structures, facilities, and services that support development, provided by the public and private sectors. Examples include roads, bike facilities (lanes, trails, racks), sidewalks, transit, stormwater facilities, water treatment and distribution, wastewater collection and treatment, parks, fire, police, emergency services, libraries, schools, and government offices.

Intergovernmental Agreements: An agreement among two or more local jurisdictions for the purposes of providing services (singly or jointly), operating joint facilities, providing joint review and planning of development, or other purposes deemed in the public interest. Examples include townships or villages within the utility service area of another jurisdiction.

Joint Economic Development Districts (JEDD): A JEDD is a special-purpose district created by contract among a combination of municipal corporations and townships; allows for the levying of an area-wide income tax (employees, residents, and businesses) and the provision of municipal services in unincorporated township land; townships otherwise are prohibited under Ohio law from levying income taxes.

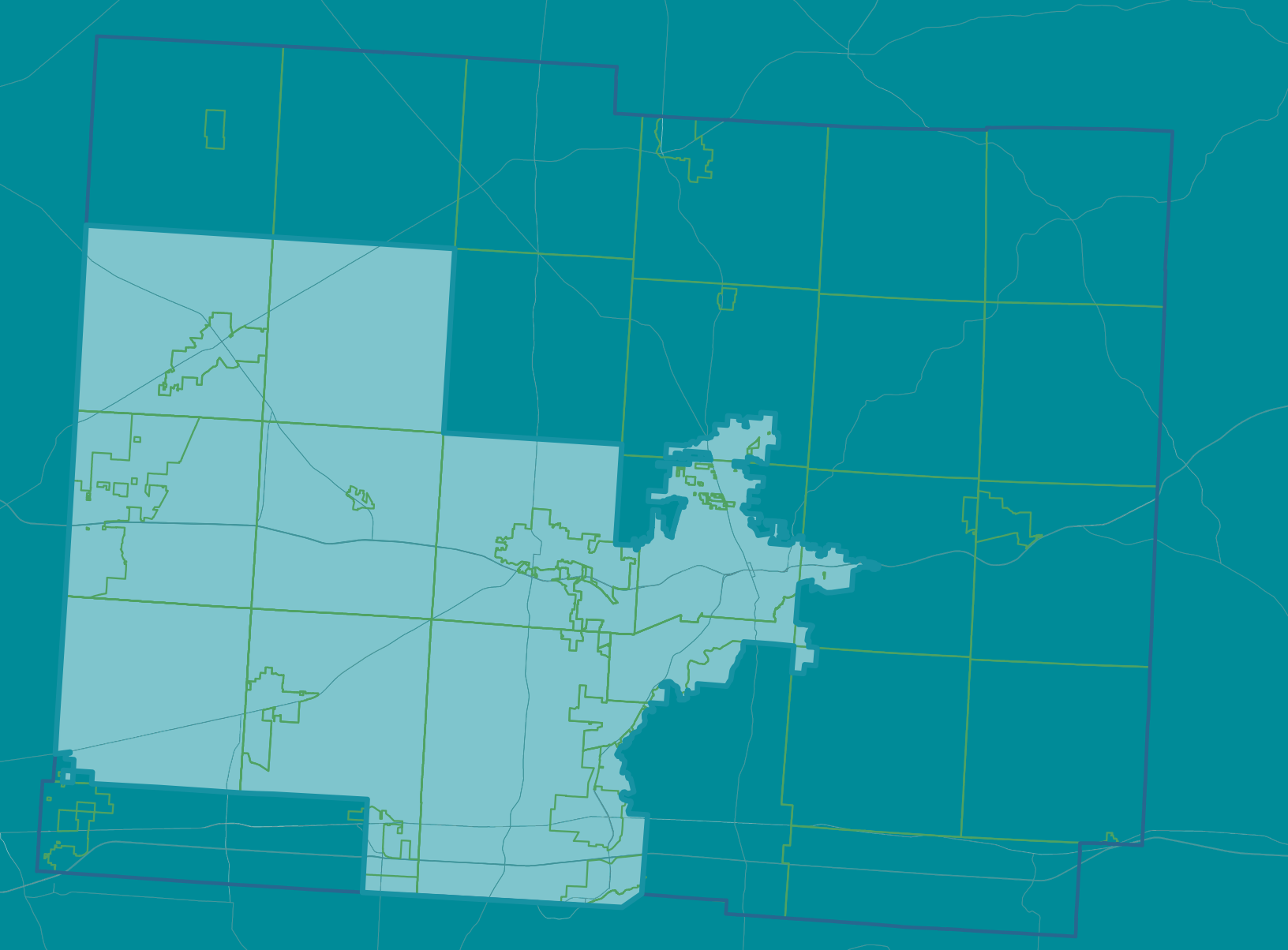
New Community Authority (NCA): A New Community Authority (NCA), sometimes called a Community Development Authority (CDA), makes available new taxing authority as well as serving as a stand-alone entity which may issue bonds to support development; an NCA may earn income from community development charges (aka an additional property tax), of which the obligation to pay is recorded in covenants running with the land in the district.

Non-profit Land Trusts: Land trusts are non-profit entities created to conserve open space and/or farmland either through easement, ownership, or another mechanism to ensure protection. Trusts ensure ongoing maintenance of conserved open space. Funding can come from a variety of sources (e.g., local property tax levies, local, state, and federal grants, and private funds). Local examples include the Licking Land Trust.

Pattern Book: A pattern book is a book of architectural designs, styles, and materials that provide enough information to inform the design process and local review and approvals for new construction in a community. The book ensures such new construction fulfills the design priority and goals of the community.

Tax Increment Financing (TIF): Tax increment financing is an infrastructure financing tool that helps fund public infrastructure improvements that “directly benefit” private development in connection with commercial development, but in limited circumstances (parcel TIFs located in impacted cities and incentive district TIFs) they may serve residential development, Payment In-lieu of Taxes (PILOT) payments made to school districts.

Zoning: Zoning is a police power extended to units of local government under the U.S. and Ohio constitutions in which the use of land, intensity of development, aesthetics, and various site improvements are regulated to protect the general welfare.



communities of Licking County

FRAMEWORK

shaping tomorrow together

Participating Jurisdictions:

- Granville Township
- Harrison Township
- Jersey Township
- Liberty Township
- Monroe Township
- St. Albans Township
- Union Township
- Village of Alexandria
- Village of Granville
- Village of Hebron
- City of Heath
- City of Johnstown
- City of Newark
- City of Pataskala
- Licking County Government

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