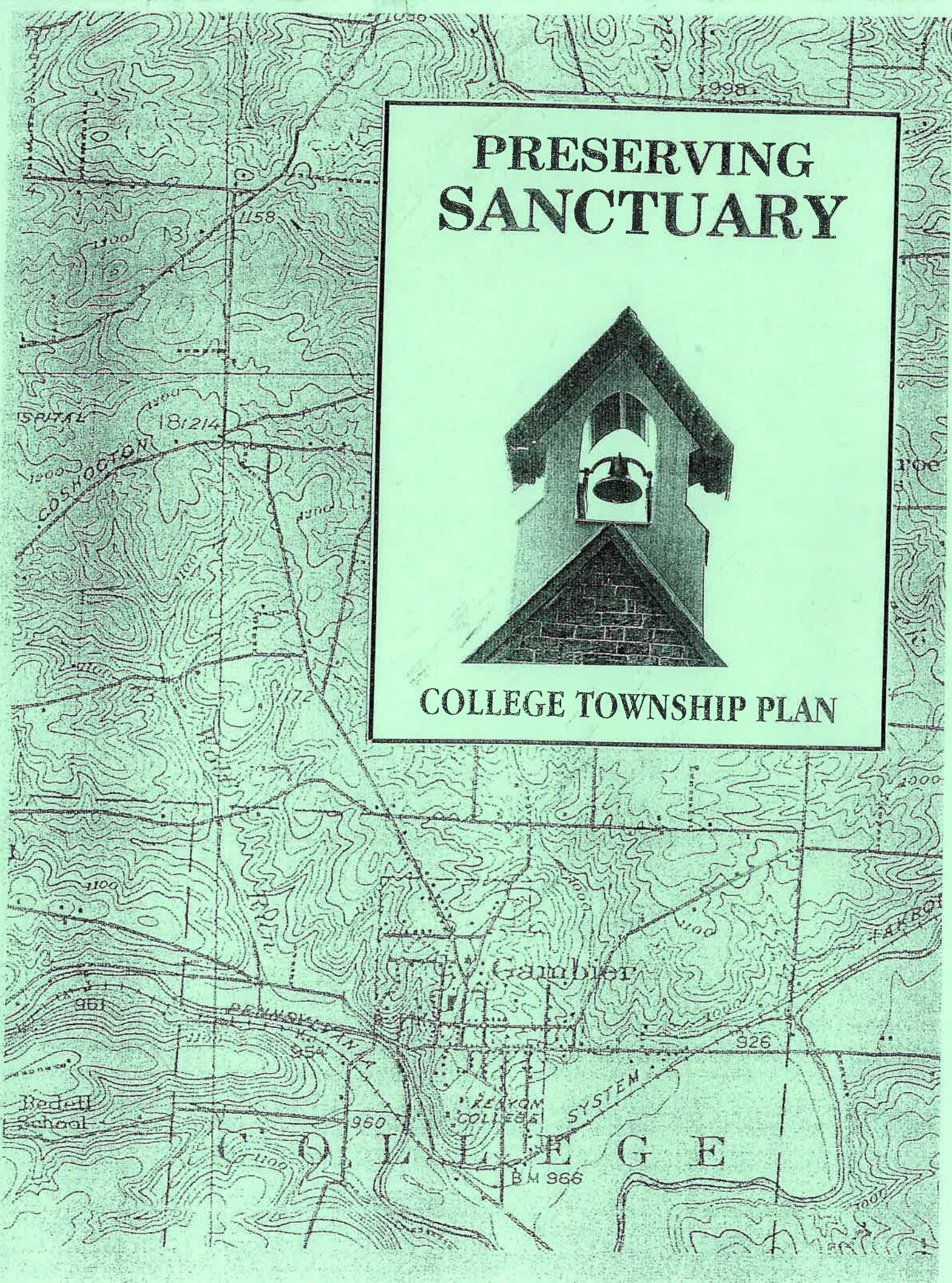


PRESERVING SANCTUARY



COLLEGE TOWNSHIP PLAN



COLLEGE TOWNSHIP PLAN

DECEMBER, 2004

Hill Grove School

Cambien

REXSON
COLLEGE

SYSTEM

BM 966

WILLIAMS

JAMES L. HARTZLER AICP

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(740) 587-3471 • FAX (740) 587-3476 • [jhartz @ nextek.net](mailto:jhartz@nextek.net)

December, 2004

Board of College Township Trustees
P.O. Box 528
Gambier, Ohio 43022

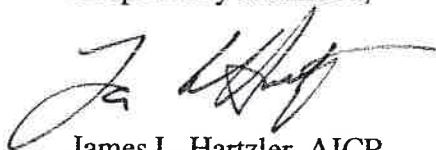
Dear Members of the Board:

The enclosed document is the final report of the COLLEGE TOWNSHIP PLAN. Over the past months, our efforts have been focused on the identification and analysis of the factors that affect (and are affected by) growth patterns in the Township. The crux of the planning process is the formulation of basic components of the Plan, as cited in PART THREE; these are the recommended courses of action that will "make the Plan work." A separate set of recommendations have been offered for the Village of Gambier.

The major point is that there is much to be done to preserve the sense of *sanctuary* that is the defining characteristic of College Township today. *We should in no way underestimate the importance of the decisions that will be made in the next few years.*

It has been my distinct pleasure to assist the Township with this endeavor. I wish to thank the members of the College Township Planning Task Force who participated in this effort. I further wish you the best of good fortune and success as you move toward implementation of the COLLEGE TOWNSHIP PLAN.

Respectfully submitted,

A handwritten signature in dark ink, appearing to read 'J. Hartzler', with a stylized flourish extending from the end.

James L. Hartzler AICP

MEMBERS OF COLLEGE TOWNSHIP PLANNING TASK FORCE

**Barry Bowden
Linda Cookman
Kirk Emmert
Doug Givens
Jamie Gump
James Ingerham
Jean Keller
Joseph Klesner
Frank Lane
John Lutton
Magic McBride
Rob McDonald
Doug McLarnan
Florence Schermer
Ben Schumaker
Susan Spaid
Thomas H. Strome
Hal Walker
Roger Yarman**

Specific acknowledgement should also be given to **Randy Pore** of the **Knox County Regional Planning Commission**, and **Darrel Severns** of the **Knox Soil & Water Conservation District**, who offered invaluable assistance, input and support for this project.

The vintage photographs in this report were used with permission of the **Greenslade Special Collection and Archives, Kenyon College, Gambier, OH**. Special thanks to **Tom House** and **Carol Marshall** for their assistance.

COLLEGE TOWNSHIP PLAN

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INTRODUCTION

The COLLEGE TOWNSHIP PLAN is an update of the AREA PLANNING STUDY (*Burgess & Niple; May, 1996*) which identified planning issues in College, Harrison and Monroe Townships, including the Village of Gambier. While the physical setting of College Township has changed little since 1996, the forces which potentially will impact development have evolved considerably. This update uses some of the most relevant information from the previous report, while focusing attention on College Township and the Village, and updating key findings so as to provide a firm basis for zoning and development decisions. One of the primary assumptions of the COLLEGE TOWNSHIP PLAN is that this is a unique area from an environmental, cultural and social perspective, and these qualities should be preserved.

At its most basic level, the process of planning involves three (3) basic questions:

Where Are We Now?

Where Do We Want To Be?

How Do We Get There?

The COLLEGE TOWNSHIP PLAN is structured around the answers to these three questions.

- **PART ONE** provides an overview of existing conditions within the planning area, and identifies the factors which have impacted the evolution of the Village and the Township. PART ONE culminates in a listing of major factors and trends that affect planning in College Township.
- **PART TWO** references the *objectives* which serve as a basis for the planning process. These objectives - along with a concept for future land use - respond to "*Where Do We Want To Be?*", in the planning process.
- **PART THREE** of the COLLEGE TOWNSHIP PLAN identifies the PLANNING COMPONENTS that work toward implementing the planning concepts identified in in **PART TWO**.



A detailed topographic map of the Gambier, Ohio area. The map features contour lines indicating elevation, with labels such as 1086, 1070, 1000, 950, and 900. A grid system is overlaid on the map. Key locations marked include Hill Grove School, Monroe Mills, Gambier, and College. A road labeled 'ROAD 18/21' is shown. A river or stream labeled 'FARROW' is visible in the lower right. A large area is labeled 'COLLEGE' at the bottom. A specific point is marked 'BM 966'. The text 'PART ONE' is prominently displayed in the upper center, with 'EXISTING CONDITIONS / ISSUES' below it. A note '(Where Are We Now?)' is also present. The map includes various other labels like 'HOSPITAL', 'COSHOOTON', 'PENNSYLVANIA', 'REYNOLDS COLLEGE', and 'BEDD'. The map is oriented with North at the top.

PART ONE

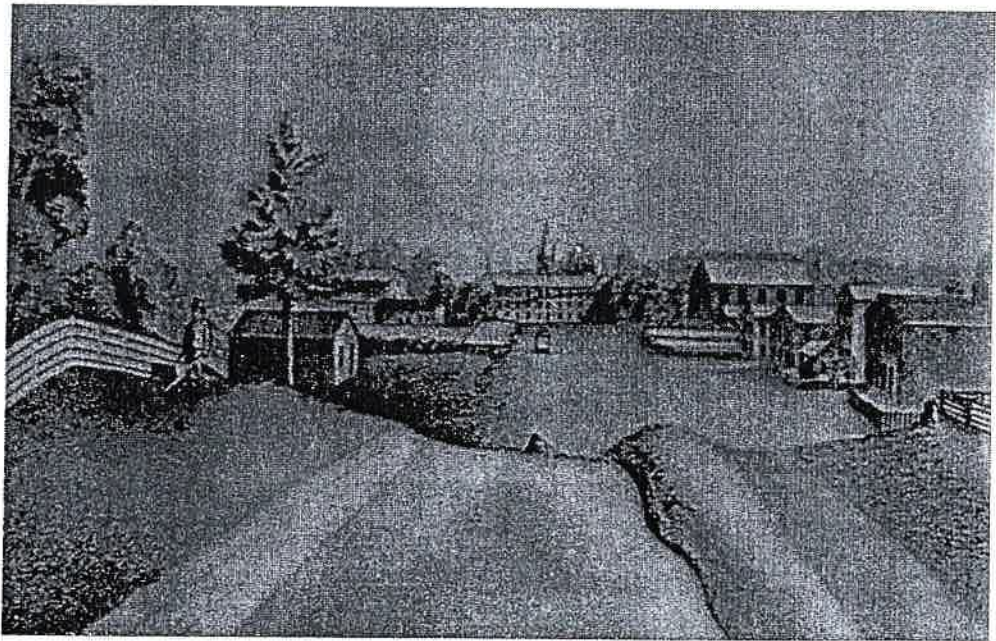
EXISTING CONDITIONS / ISSUES

(Where Are We Now?)

HISTORIC CONTEXT

- The development patterns of any region reflect the paths of the rivers, streams and valleys that form its physical environment. The watershed of the Kokosing River is the dominant feature of central Knox County. As the Kokosing flows east-southeast from Mount Vernon, the topography becomes more pronounced, as the river enters an Ohio landscape of different glacial origins. The area comprising College Township today is characterized by topography and slopes quite different from those in western Knox County.
- The Adena and their successors were drawn to the fertile lowlands of the Kokosing. The river and its tributaries were paths for early trade between native American cultures. Central Knox County had become a marketplace for trade long before white settlement.
- French trappers, following the Kokosing and its tributaries, likely passed through what is now College Township in the mid-1700's. According to local lore, John Stilley - as a captive of hostile Indian tribes - followed Owl Creek (later known as the Kokosing) from its confluence upstream to the Mount Vernon area around 1779.
- Mount Vernon was established in 1805 - two years after Ohio statehood. Early roadways to the east followed the path of the Kokosing through College Township. Today, SR 229 generally traces these "first generation" paths through the area. The rich lowlands of the area began to be cultivated - primarily by squatters - as early as 1812. Nonetheless, by 1830, only a small portion of the bottom lands had been cleared.
- In 1823, Ohio Episcopal Bishop Philander Chase founded Kenyon College in Worthington, Ohio, using funds he had solicited from American and British benefactors (streets in present day Gambier still carry the names of these early donors). Kenyon was the first men's college west of the Allegheny Mountains, and the first private college in Ohio. In 1825, Chase relocated Kenyon to its current site, on 8000 acres he had purchased from a Pennsylvania land dealer. According to legend, upon viewing the site for the first time, Chase said, "Well, this will do."

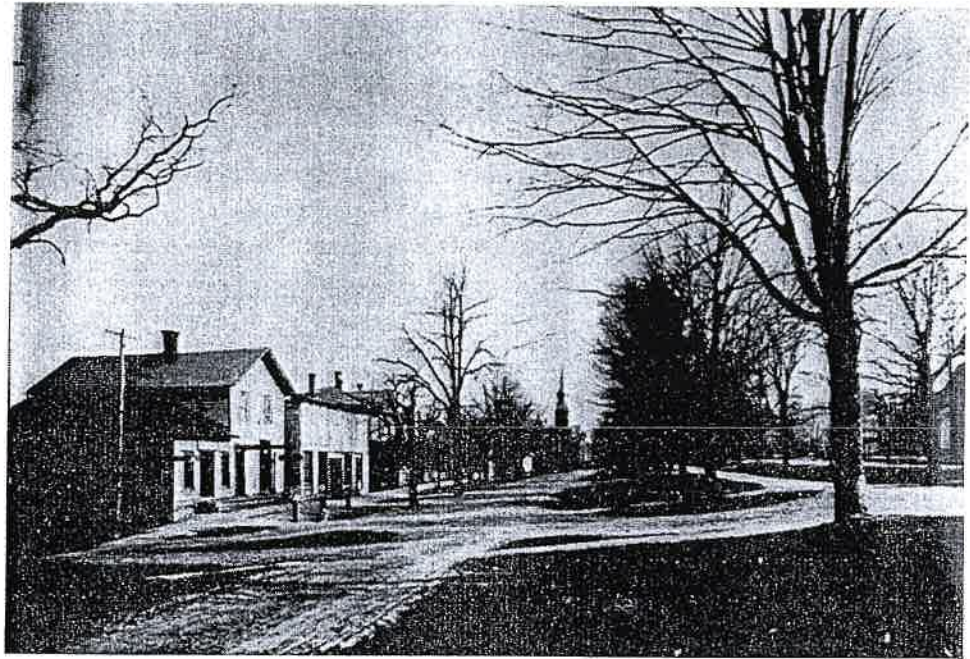
- Construction of the Kenyon campus, on the crest of “the Hill”, was initiated soon thereafter. By 1829, the massive stone walls of “Old Kenyon” formed the focus of the fledgling campus. Reportedly, some early settlers, noting the Anglican Tudor style of Old Kenyon, thought Chase was trying to establish a home for British nobility in Knox County.
- From its inception, the Village of Gambier was the creation of Kenyon College. The first crude buildings in Gambier were constructed concurrently with those of the College, primarily to house the first students and laborers. The Village was not established as a separate entity until 1875.



"Gambier About 1935" / Sketch by Charles E. Douglas (Kenyon College Class of 1837)

- Philander Chase envisioned Kenyon as “a retreat of virtue” separated from “the immoral vices of the surrounding world.” According to one historic record, Chase at one time proposed enclosing “the Hill” with a high board fence and placing a keeper’s lodge at the bottom on the road to Mount Vernon. In 1831, Chase - opposed to the development which he felt was encroaching on the area - resigned his position as head of Kenyon College, and sold most of his holdings. The southern half of Chase’s property - comprising 4000 acres - became College Township.

- The fortunes of Gambier have always been intimately tied to those of Kenyon College. During several historic periods, the College faced major crises that threatened its continued existence. In 1890, enrollment at Kenyon had declined to 33 students. By 1920, the college had recovered to a point of national academic prominence, with an enrollment of close to 300. In the late 1930's, Kenyon College established the first college airport in the United States; Port Kenyon was located on the southeast edge of Gambier, in the flood plain of the Kokosing.



Gambier Village Center / circa 1910

- By the 1960's, it became clear that Kenyon was facing another financial crisis. During the decade from 1966 to 1976, under the leadership of President William Goff Caples, Kenyon regained financial solvency, primarily through an aggressive program of enrollment growth and expansion. During this decade, student enrollment at Kenyon increased from about 750 to 1,450. Part of this expansion was the admission of women, initially through the Coordinate College. Most of the residential facilities constructed on north campus were a part of this effort. In 1972, Kenyon College became a true coeducational institution.

- The aggressive physical expansion of Kenyon during this era is evident in other areas of Gambier as well. Farr Hall - the dominant building in the village center - was completed in 1966. New single-family residential dwellings - on lots sold to faculty by the College - were developed along Kokosing Drive and Woodside Drive, as well as other locations. Between 1960 and 1980, the population of Gambier increased by over 60%. This was the last period of significant growth in College Township.

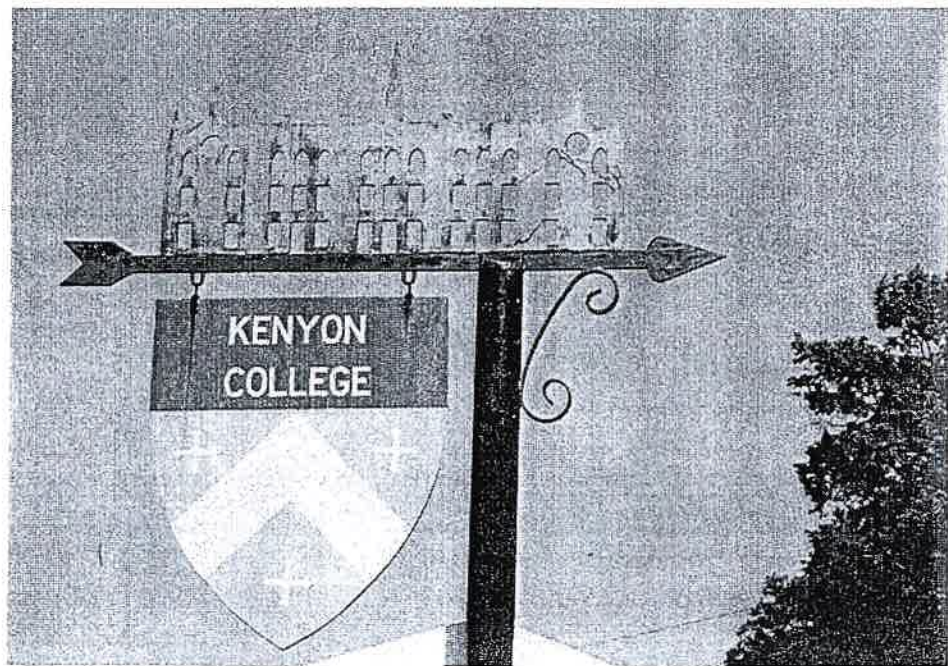


Gambier Village Center / circa 1946

DEMOGRAPHIC / MARKET FACTORS

TABLE ONE shows key demographic data for Gambier and College Township according to the 2000 Census; College Township data includes the Village of Gambier. For comparative purposes, similar data is shown for Knox County and three (3) adjacent townships. It should be noted that Census data for college communities is sometimes less accurate than that for the general population. These inaccuracies tend to be more apparent in those cases similar to Gambier where the student population dominates a small community. TABLE TWO portrays population growth for College Township and Gambier over the past fifty years.

- The dominance of Kenyon College is easily discernible from Census data, specifically in age and education levels. The inclusion of the substantial Kenyon student population skews all age cohorts in College Township and Gambier toward the 15-24 age group. Nonetheless, the relatively low share of population in the 5-14 (elementary and middle school) and 25-44 age cohorts is striking.



- The influence of Kenyon College is also discernible in labor force data. Over 50% of the labor force in College Township is employed in the education

TABLE ONE**DEMOGRAPHIC PROFILE / 2000 CENSUS
College Township and Selected Communities**

	KNOX COUNTY	COLLEGE TOWNSHIP
2000 POPULATION	54,500	2,247
AGE		
% <5	6.2	2.1
% 5-14	14.2	5.2
% 15-24	16.1	63.6
% 25-44	26.7	10.0
% 45-64	23.0	12.7
% 65+	13.9	6.3
MEDIAN AGE	36.5	21.0
POPULATION 25+	34,485	740
% H S GRADUATE >	81.8	87.6
% BACHELOR >	16.7	47.2
% OF LABOR FORCE in		
AGRI, FORESTRY, MINING	3.2	.5
CONSTRUCTION	7.7	3.0
MANUFACTURING	23.0	8.5
WHOLESALE/RETAIL TRADE	13.0	6.0
FINANCE, REAL EST, INSURANCE	4.6	2.2
PROFESSIONAL, MGMT	4.4	3.2
EDUCATION & SOCIAL SERVICE	23.5	52.5
ARTS, ENT, FOOD SERVICE	6.5	8.2
OTHER	14.0	16.4
MEDIAN HH INCOME	\$38,877	\$51,964
HOUSING		
OCCUPIED HSG UNITS	19,975	421
% OWNER-OCC	75.7	64.6
% RENTER-OCC	24.3	35.4
% HSG STOCK <1960	47.2	47.3
% HSG STOCK 1980-2000	27.2	20.8
MEDIAN VALUE/OWNER-OCC HSG	\$92,100	\$127,200
% OWNER-OCC HSG <\$100,000	58.8	41.2
% OWNER-OCC HSG \$200,000+	6.3	9.2
MEDIAN CONTRACT RENT	\$446	\$510

TABLE TWO

POPULATION GROWTH COLLEGE TOWNSHIP and VILLAGE OF GAMBIER

	1950	1960	1970	1980	1990	2000
College Township	1,290	1,416	1,854	2,363	2,421	2,247
Village of Gambier	1,037	1,290	1,571	2,056	2,073	1,871
Balance of College Tp.	253	126	283	307	348	376



Gambier Village Center / circa 1962

field, while agriculture employs less than 1%. The percentage of the labor force engaged in manufacturing and wholesale/retail is about 12% in College Township, compared to 36% in Knox County.

- Historically, upscale residential growth has been drawn to areas on the east side of Mount Vernon. Median household income and median value of owner-occupied housing in all of the cited townships are significantly higher than for Knox County. The movement of upscale "rural lifestyle" housing outward through Pleasant Township toward more rural areas of College and Harrison Township has been particularly apparent since 1990.
- This pattern of relative affluence is reflected in consumer behavior. Separate market data shows that households in the 43022 ZIP code (which includes most of Harrison Township) spend more than the 43050 ZIP code (Mount Vernon) in virtually all retail categories, including vehicle loans, home loans, investments, home improvement, lawn and garden, major appliances, dining out, sports equipment, travel, personal computers and apparel. The median household income in the 43022 ZIP code is higher than that for the State of Ohio (\$51,500 compared to \$45,600). Nonetheless, residents in 43022 generally spend slightly less than Ohio residents in most consumer categories.
- Roughly half of the housing stock in College Township was constructed prior to 1960.
- As TABLE TWO shows, College Township has experienced a stable or very slow increase in population over the years. Many of the variations in population totals may be attributed to changes in the Kenyon student population.
- Probably the most notable period of growth occurred from 1960-1980. A significant portion of this growth was due to expansion of Kenyon student enrollment. Nonetheless, during those twenty years, Gambier's population increased by 60%, and College Township increased by 67%.. By way of comparison, during the same period, Pleasant Township's population increased by 27%, while Monroe and Harrison Townships grew by roughly 18%.
- Today, there is ample evidence of housing constructed during this period, particularly in Gambier along Kokosing and Woodside Drives, and in other

locations on the edge of the Village. During this era, Kenyon faculty members were required to reside in close proximity to the campus.

- The relatively low rate of growth in College Township since 1980 is reflected in TABLE ONE data. While 21% of existing housing was constructed after 1980 (and less than 17% was within the Village of Gambier), newer housing in the three adjacent townships comprised 30% of existing housing in Pleasant and Monroe Townships, and over 40% in Harrison Township to the east.
- During the period since 1990, the development of housing has significantly affected other townships to the east of Mount Vernon. The growth of Apple Valley in Howard Township has been a dominant force in establishing Knox County's image for "rural lifestyle" housing. During this period, Pleasant Township's population grew by 62%, while Monroe and Harrison Township displayed growth rates of 17% and 27% respectively.
- During this same 1990-2000 period, the Census recorded that College Township and Gambier actually lost population, by 7% and 10% respectively. Although the actual magnitude of this decrease may be suspect due to the discrepancies in the Census, it is safe to assume that College Township and Gambier have maintained a pattern of population stability that is somewhat unique, given the Township's location *vis-à-vis* Mount Vernon's growth to the east.

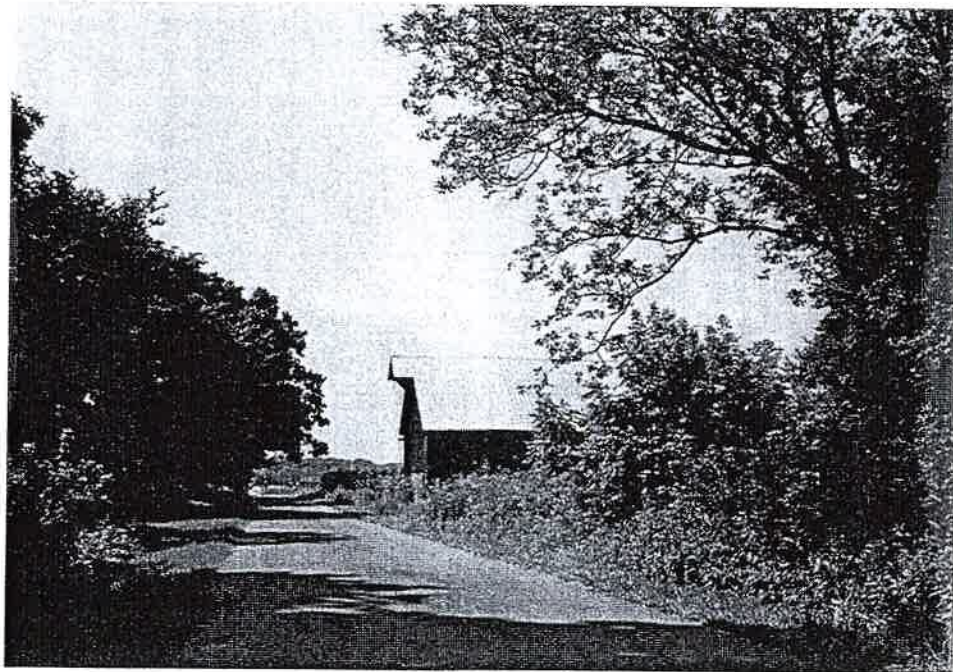
ENVIRONMENTAL OVERVIEW

The **AREA PLANNING STUDY** (May, 1996) contained a comprehensive review of environmental factors within the College, Monroe and Harrison Township Study Area. The dominant environmental findings of that study are incorporated by reference in this update, and are summarized below. **MAP ONE** through **MAP FIVE** portray the most prominent environmental factors

Physical Environment

College Township lies near the terminal extent of Illinoian glacial activity. The striking landscape that first attracted Philander Chase in the 1820's was formed by glacial runoff and sedimentation. The topography of College Township is rather young by geologic standards, and is characterized by steeper slopes with large underlying deposits of gravel and glacial till in the river bottoms.

As white settlement occurred, the forests which covered the uplands were converted to agricultural use. Woodlands continued to dominate the steeper slopes and other areas judged marginal for agricultural purposes. In particular, these woodlands provided a substantial habitat for diverse animal and plant communities.



The 1996 AREA PLANNING STUDY identified three (3) State of Ohio Endangered or Threatened Plant Species which may be present in the study area:

- Woodland Bullrush (*Scirpus Expansus*)
- Rock Harlequin (*Corydalis Sempervirens*)
- Lesser Bladderwort (*Utricularia Minor L.*)

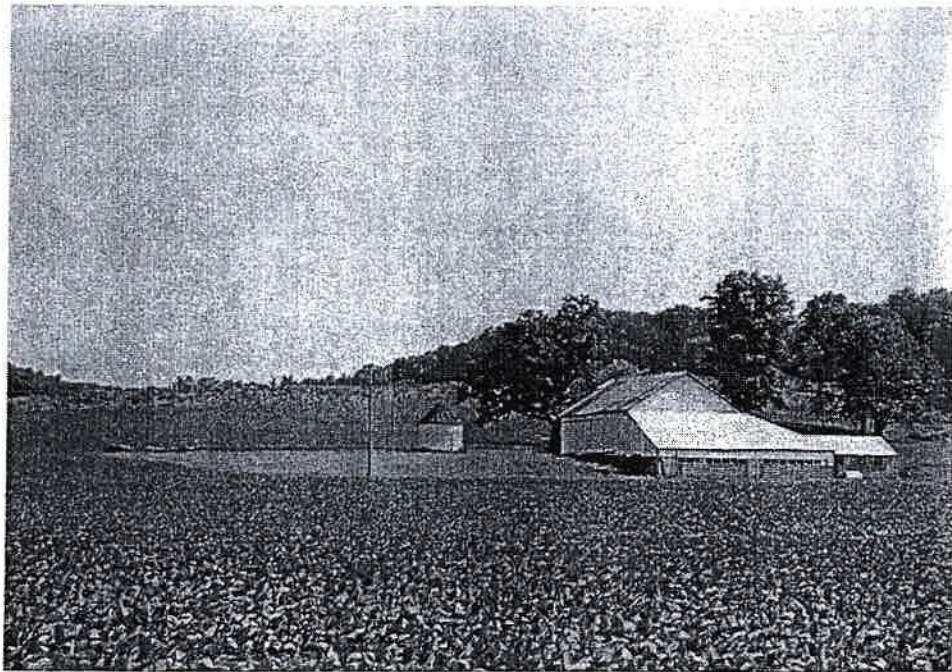
In addition, it was noted that the study area was within the range of two (2) animal species currently on the Federal Endangered Species list - the Indiana Bat and Bald Eagle. No documented sightings of these species have been made within College Township.

Prime Farmlands

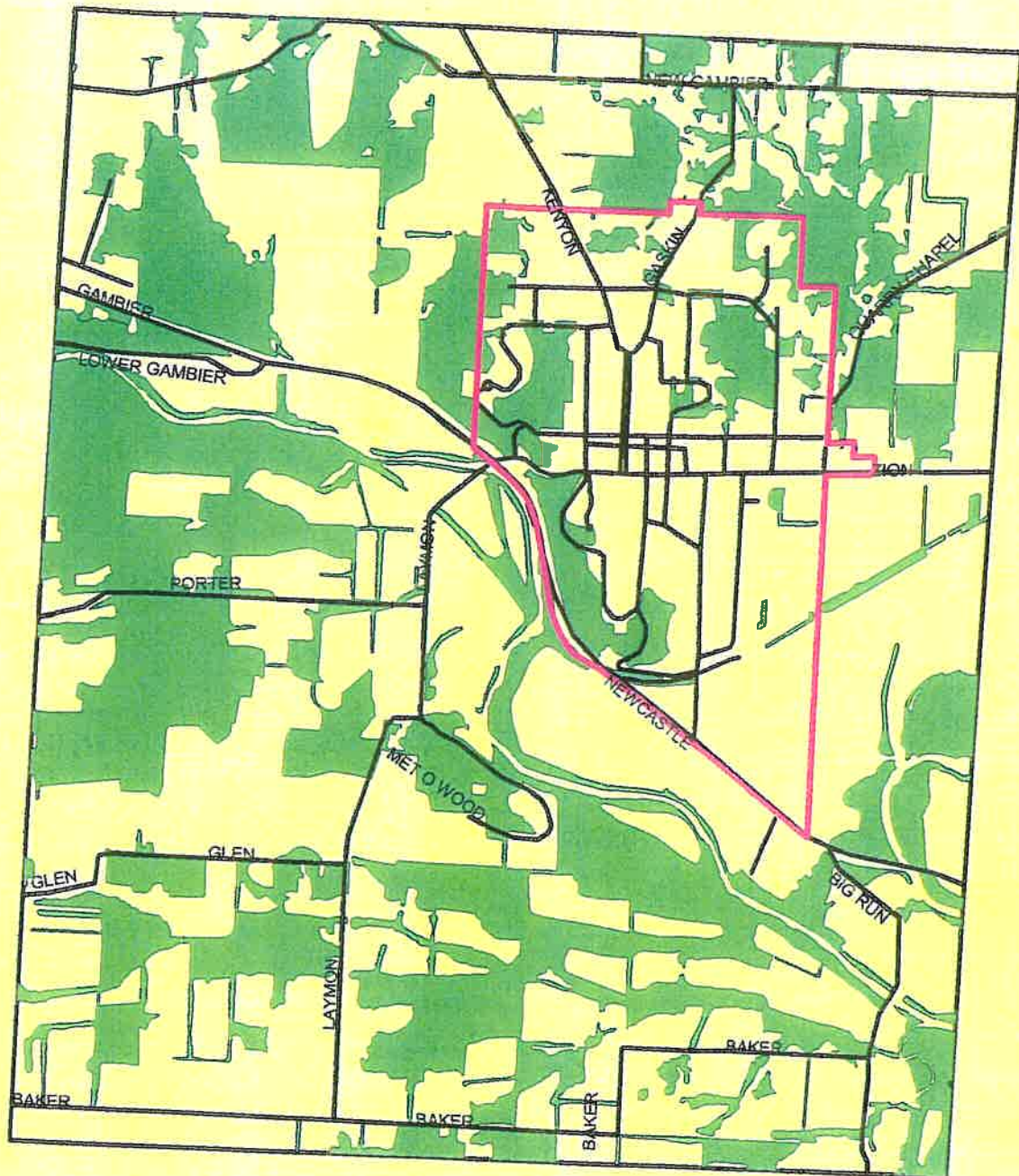
The US Department of Agriculture defines *prime farmland* as

the land that is best suited for food, feed, forage, fiber and oilseed crops... Prime farmland produces the highest yields with minimal inputs of energy and economic resources, and farming it results in the least damage to the environment.

It is estimated that approximately 50% of the land area in College Township is comprised of prime farmland soils. The largest concentration of such lands is along the Kokosing River lowlands, and in the relatively level area southeast of Gambier and between the flood plain and Zion Road.







MAP ONE



MAP SOURCE:

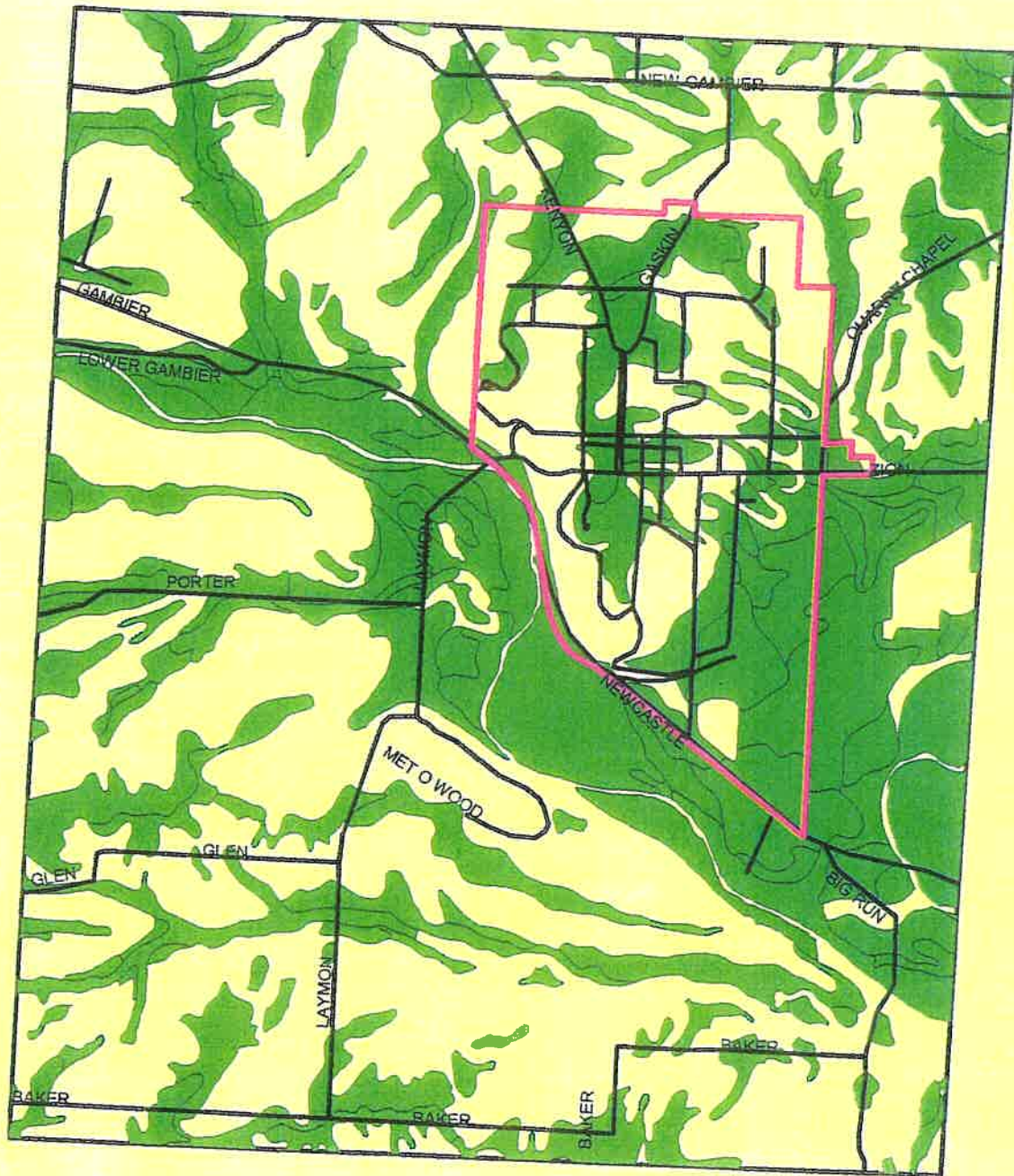
Knox County GIS System, with cooperation of Knox County Soil and Water Conservation District (SWCD)

-  Gambier corp limits
-  Roads
-  Forested
-  College twp border

College Township Forested Land







MAP TWO



MAP SOURCE:

Knox County GIS System, with cooperation of Knox County Soil and Water Conservation District (SWCD)

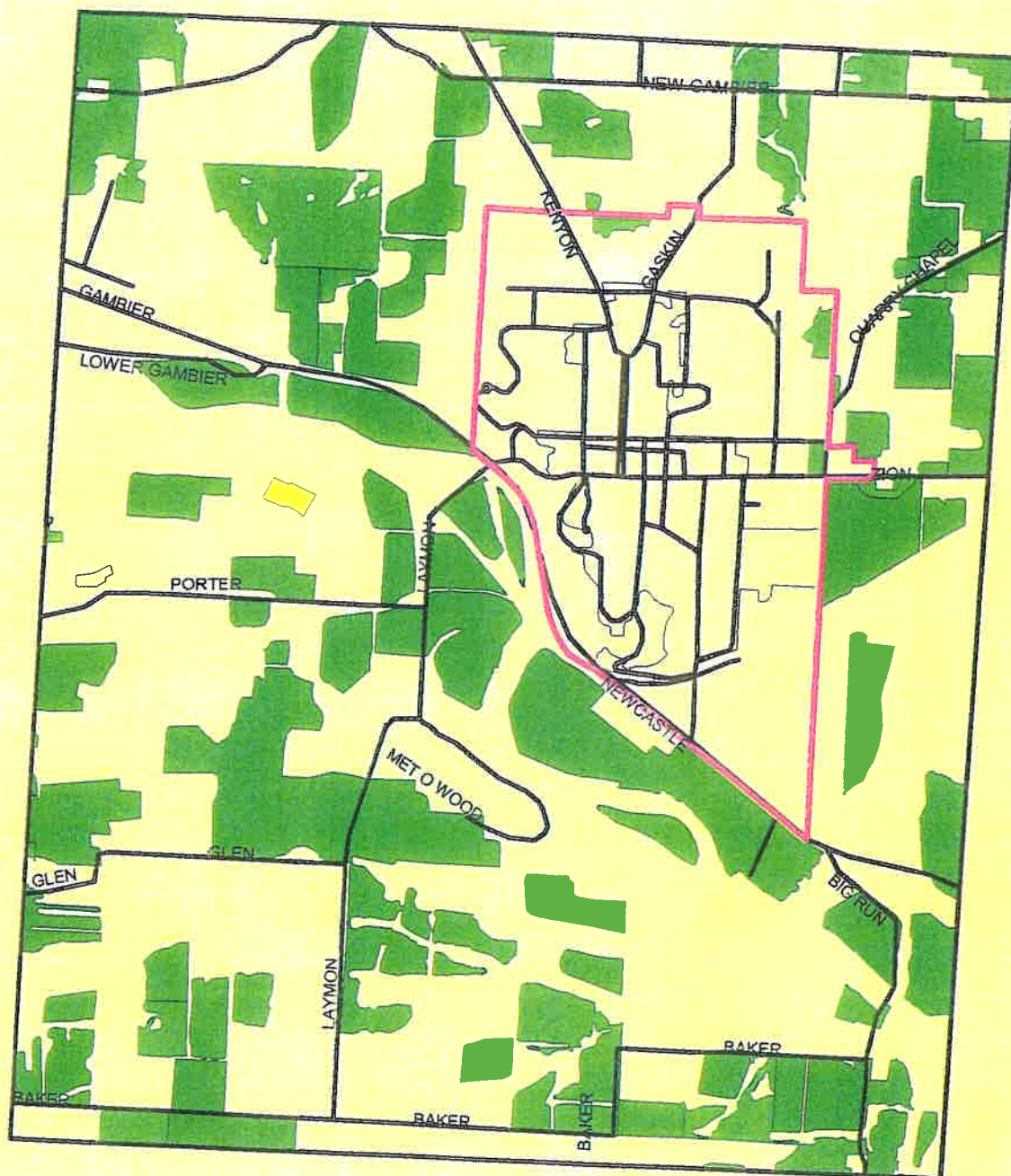
-  Gambier corp limits
-  Roads
-  prime farmland soils.shp
-  College twp border

College Township Prime Farmland

0.5 0 0.5 1 1.5 Miles



MAP THREE



MAP SOURCE:

Knox County GIS System, with cooperation of Knox County Soil and Water Conservation District (SWCD)

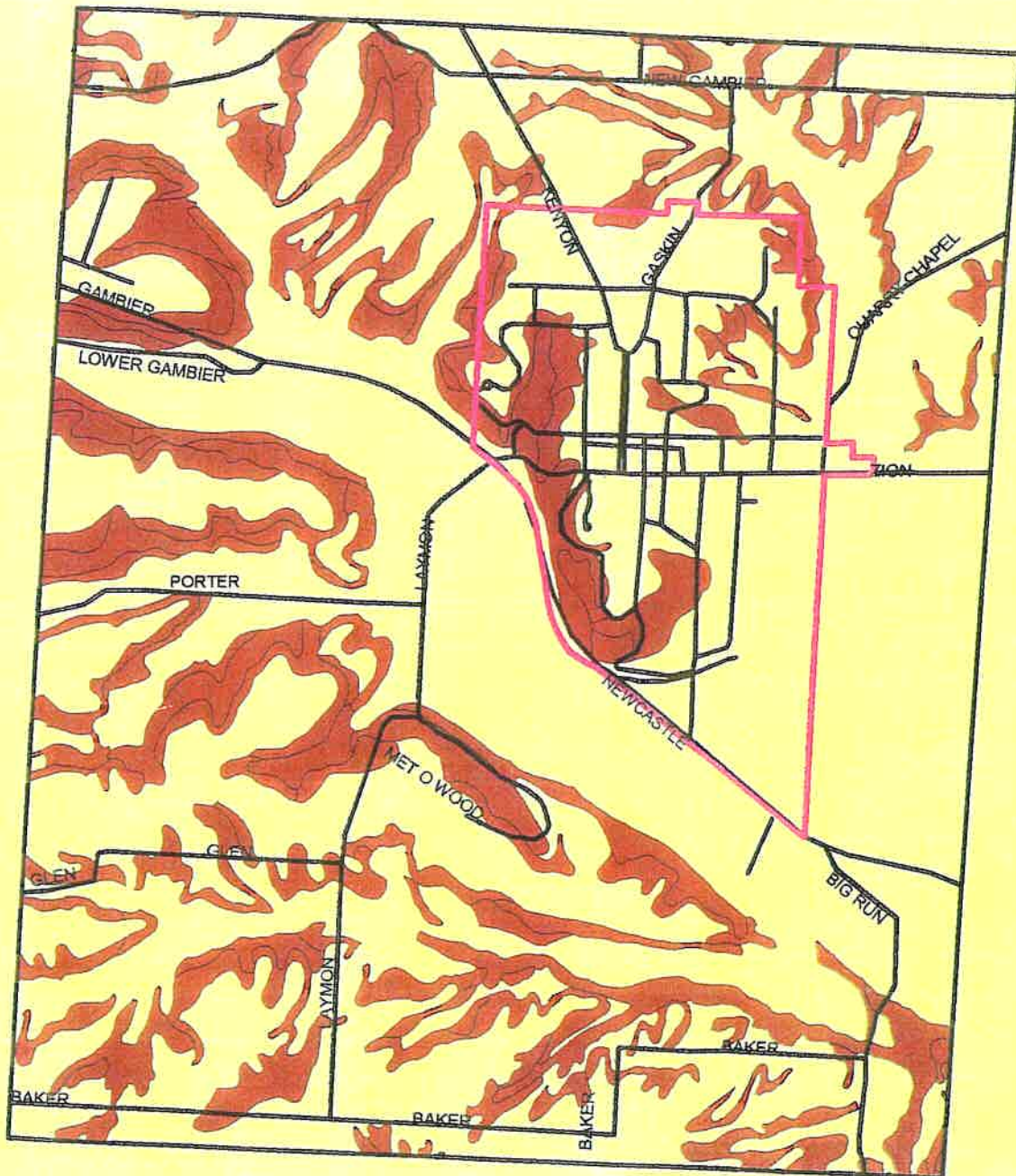
- Gambier corp limits
- Roads
- College twp border
- Agricultural
- cropland
- pasture
- orchards
- 1221

College Township Agricultural Land Uses

0.5 0 0.5 1 1.5 Miles







MAP FOUR



MAP SOURCE:

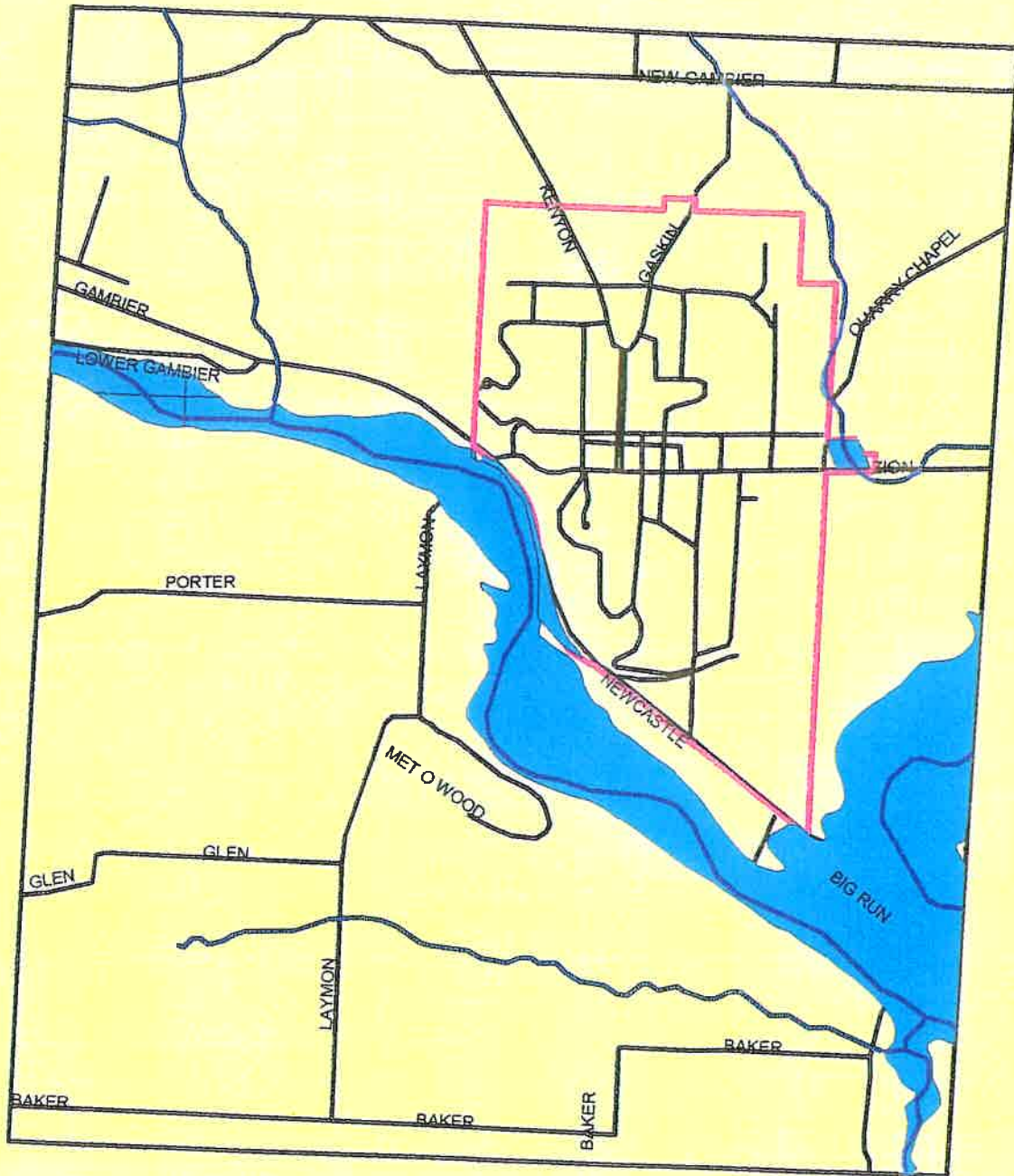
Knox County GIS System, with cooperation of Knox County Soil and Water Conservation District (SWCD)

-  Gambier corp limits
-  Roads
-  College twp border
-  soil slope > 12%.shp

College Township
> 12% Slope








MAP FIVE



MAP SOURCE:

Knox County GIS System, with cooperation of Knox County Soil and Water Conservation District (SWCD)

-  linear water.shp
-  100 year floodplain.shp
-  Gambier corp limits
-  Roads
-  College twp border

College Township 100 Year Flood Plain

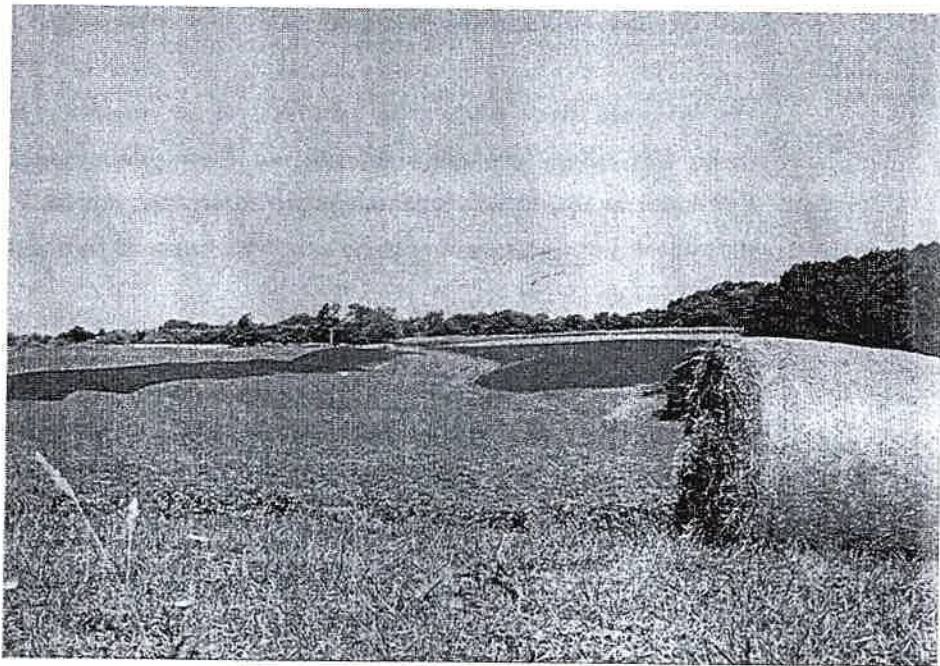
0.5 0 0.5 1 1.5 Miles



Topography

The forested slopes forming the "edge" of the Kokosing River lowlands are a prominent physical feature of College Township. It is estimated that about 20% of College Township is characterized by slopes of over 12%, i.e., over 12 feet of vertical drop for every 100 feet of horizontal distance.

Initially, steeper slopes limited agricultural activity. By the 1950's, contour plowing and other techniques allowed for crop production on slopes. Since that time, most of the steeper slopes have reverted to "second growth" woodlands. Today, it is generally recommended that wooded areas having over 12% slope be preserved for prevention of erosion.



Although the presence of such steep slopes does not mean that development cannot occur, slopes in excess of 12% substantially increase the costs for construction, utility installation, streets and other appurtenances. In addition, serious erosion and slippage problems may occur. In particular, southwestern College Township consists primarily of soils in the Wooster-Loudonville-Canfield Association. Although these soils are suitable for development in relatively level areas, they are unsuitable for intensive development on steeper slopes due to erosion hazards.

On-site private water and septic systems installed on steep slopes are particularly subject to malfunction.

Groundwater

The unconsolidated glacial drift which forms the base of the Kokosing River is one of the highest producing aquifers in Ohio. Abundant potential water yields - cited as more than 100 gallons per minute (gpm) - are possible from this high quality aquifer. Nonetheless, the geologic structure of this aquifer makes it particularly susceptible to degradation from surface pollution.

Surface Water

Several tributaries - Wolf Run from the north and Big Run from the south - merge into the main trunk of the Kokosing in College Township.

The 100 year flood plain is the area likely to be inundated by the 100 year storm event. In College Township, the 100 year flood plain encompasses approximately 570 acres in the broad lowlands adjacent to the stream. Despite the threat of periodic flooding, these lowlands comprise some of the highest yield farm fields in the region.

Mineral Resources

Sand and gravel deposits are the result of glaciation or deposition by streams, and are abundant within the lowlands of the Kokosing River. Although there are presently no active mining operations in College Township, there are several abandoned quarries, and it is likely that significant sand and gravel deposits still exist.

Surface mining in Ohio is under the authority of the Ohio Department of Natural Resources (ODNR), as well as local zoning authority. Significant changes to Ohio's Surface Mining Law (ORC 1514) were adopted in 2002.

EXISTING LAND USE

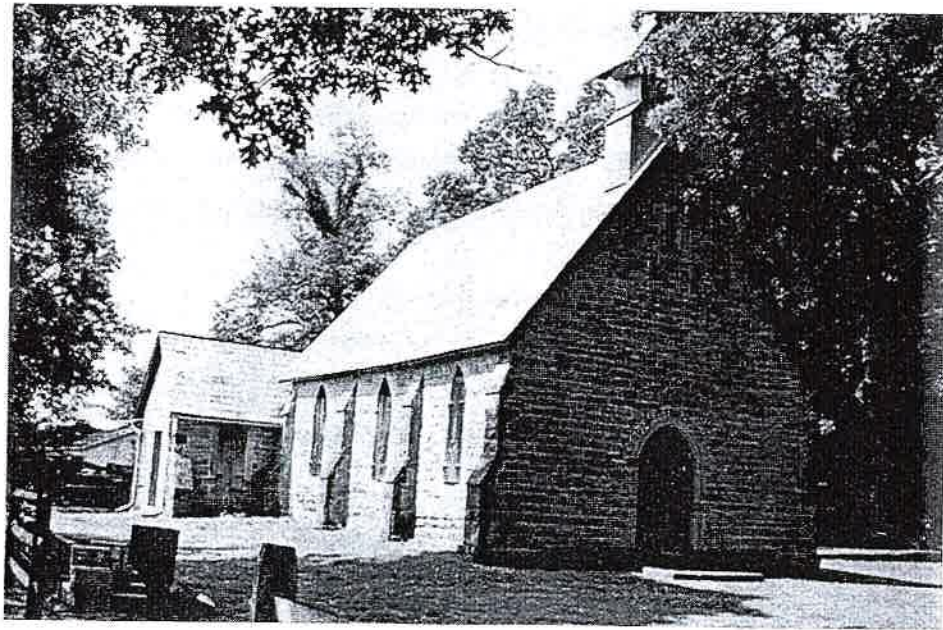
MAP SIX portrays - in general form - current land use within College Township and the Village of Gambier.

College Township

Over 90% of the land area of unincorporated College Township is devoted to agricultural or open space uses. Land devoted to residential use (consisting primarily of older farmsteads and newer "rural estate" dwellings) comprise most of the remaining lands. These residences are typically on large (2-10 acre and larger) lots along existing roadways. Met-O-Wood (*aka* Metcalf Subdivision) - a circa 1960's development - is the sole example of a rural subdivision within the Township. The overall density in the unincorporated area is quite low - just under 24 acres per dwelling unit.

Other notable development within the Township consists of:

- The Stone Quarry Chapel - located in the northeastern corner of the Township - is a circa 1862 church constructed by the same artisans who built early Kenyon College buildings. Stone Quarry Chapel is listed on the National Register of Historic Places.



- Tomahawk Golf Club is a public course on Quarry Chapel Road.
- The Kokosing Gap Trail is the premier “rails-to-trails” facility in Knox County. The trail follows the abandoned railroad along the Kokosing River from Mount Vernon to Danville, through College Township and Gambier.

Gambier

Existing land use in Gambier can be aggregated into five (5) major categories:

- **Open Space / Undeveloped**

Approximately 35% of the land area of Gambier is undeveloped or otherwise devoted to open space uses. (The Community Park on Meadow Lane and Oak Grove Cemetery are included in this classification). Generally, undeveloped land occurs on the perimeter of the Village; the presence of these lands creates the image of a “greenbelt” around the village. Much of this land - particularly to the south and west - is constrained by flood plains or topography.

- **Historic / Institutional**

The Kenyon College campus dominates Gambier, as it has historically. Over 30% of the land in Gambier is owned outright by the College, and over 90% of that land is exempt from local property taxes. The campus can be perceived as several centers of activity, separated by Gambier’s Village Center:

- The historic main campus is located south of the Village Center. This area is on the National Register of Historic Places and contains most of the buildings that comprised the College before 1960.
- The area “down the hill” from the main campus (sometimes referenced as “south campus”) contains most of the recreational and maintenance facilities. The traditional historic context that defines Kenyon College is largely absent from south campus. (In the 1800’s, this was Gambier’s industrial area)
- Much of “north campus” - including numerous residence halls - resulted from the substantial expansion of the College in the mid-late 1960’s. Nonetheless, numerous examples of Kenyon’s “trademark” historic Tudor-Gothic architecture (e.g., Bexley Hall) are found here. Generally, the

MAP SIX EXISTING LAND USE

Agriculture

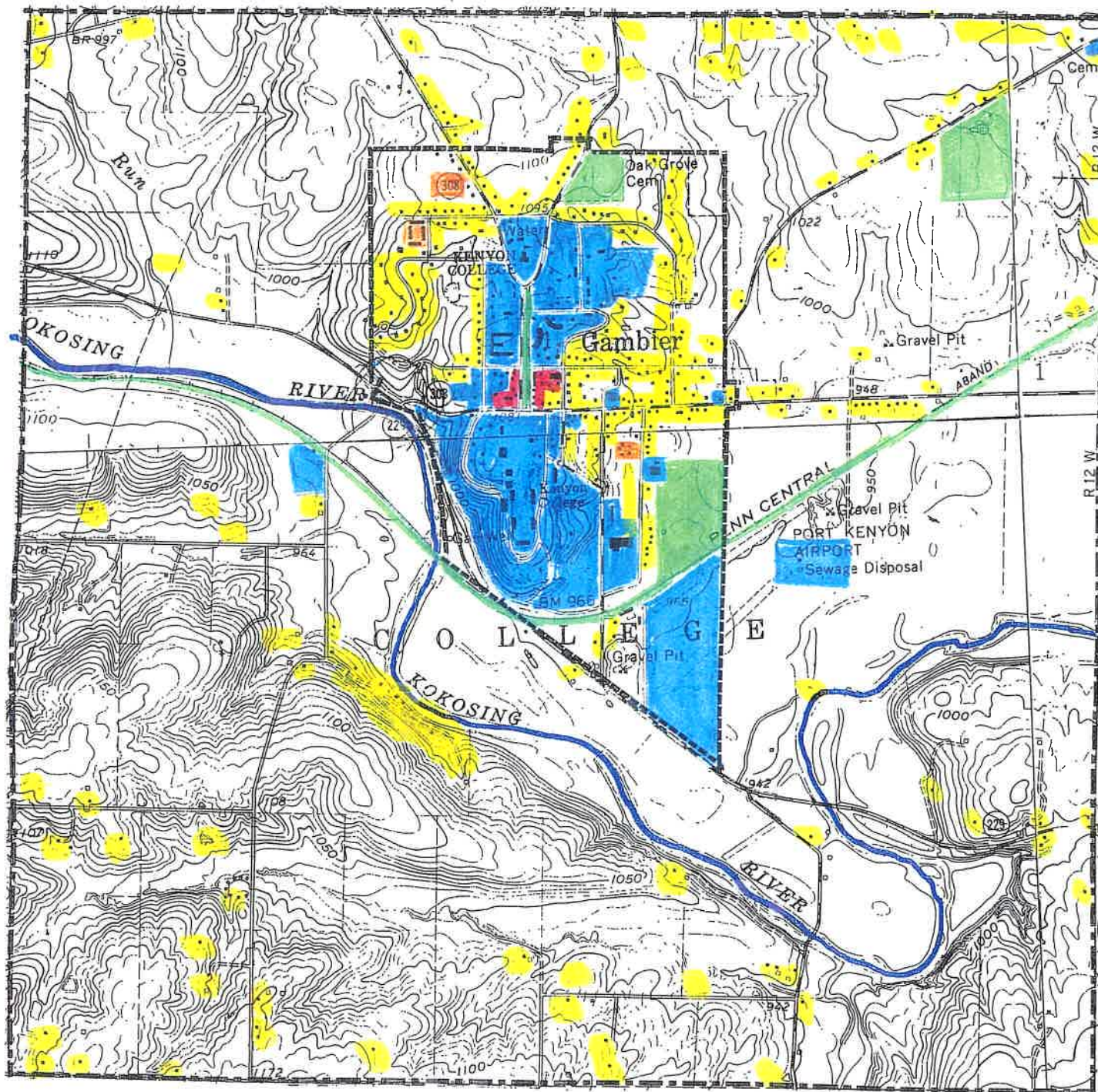
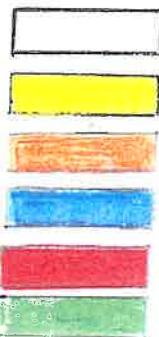
Single Family Residential

Multi-Family Residential

Public Service / Institutional

Village Center (Mixed Use)

Recreation / Dedicated Open Space



interface between the College and the Village is less defined on north campus.

Together, the north, main and south campuses comprise about 30-40% of the total land area of the Village.

- **“Old Village” Housing**

This category consists of those (non-College) areas of the Village built prior to 1950. Most of these areas were developed on relatively small lots laid out in a modified grid pattern. Although older housing predominates, these areas are typically characterized by “mixed use”, i.e., churches, schools and small businesses - all at a small “neighborhood” scale - can also be found.

- **“New Village” Housing**

These areas were developed primarily during Kenyon’s “growth period” of the 1960’s; Kokosing Drive and Woodside Drive are notable examples. Contemporary housing during this era was generally developed according to a standard “suburban” model, with larger lots, curvilinear streets and limited connections to adjacent areas.

- **Village Center**

Gambier’s small Village Center is essentially one block long, from Wiggin Street to Brooklyn Street. Despite its size, the Village Center contains many of the uses traditionally associated with such locations (bank, post office, small market) as well as other uses typically associated with a college environment (large bookstore, casual eating) Most of the property within the Village Center is owned by Kenyon College.

PUBLIC UTILITIES

The only centralized public utility systems in College Township are in the Village of Gambier. The systems are unique in that they must efficiently accommodate dramatically lower user patterns during the summer months, when Kenyon College is not in session. Kenyon College represents about 75-80% of consumption of both systems.

Sanitary Sewers

The Village constructed its first sanitary sewer system in 1936; like many similar systems constructed during this era, it was a primary treatment system constructed as a WPA (Works Project Administration) project. In 1966, the system was upgraded to secondary treatment. In 1996-97, the wastewater facility was expanded and upgraded to meet more stringent treatment standards.

The current facility - located in the southeastern portion of the Village just south of the Kokosing Gap Trail - discharges into the Kokosing River. The system has been specifically designed to treat design flows effectively with and without Kenyon College flows. The system is designed to treat .45 million gallons per day (mgd) with a peak daily flow of 1.0 mgd. Even assuming industrial/business usage, this system capacity is well within thresholds for a population of more than 3,500 persons.

The wastewater collection system essentially covers the present incorporated Village. Since construction in the 1930's, remedial work and upgrades have been performed on an as-needed basis. Currently, it is estimated that approximately half of the system - primarily on and adjacent to the Kenyon campus - is of original vintage. Infiltration and inflow (I/I), commonly a major concern in older systems, is not of such magnitude to limit the efficient functioning of the system.

The potential area that could effectively be served (by gravity) by the current Village wastewater system is quite extensive, encompassing the north and east sides of the Village, and adjacent areas of College Township. In the past, Gambier has taken a stance of not providing utility services to areas outside the Village limits.

Water

The central water system serving Gambier was originally constructed by Kenyon College to serve the campus. The source wells were located near the athletic fields in the south portion of the Village. In the mid-1970's, the Village of Gambier acquired the system. Within the next several years, many of the existing water lines were replaced, the system was expanded to serve the remainder of the Village, and a new 250,000 gallon storage facility was constructed on Chase Avenue. The existing wellfield was abandoned, and an agreement to purchase water from Mount Vernon was negotiated. Bulk treated water enters the Village system through a master meter located near the SR 308-SR 229 intersection.

In recent years, the major issue related to the water system involves a major discrepancy between the amount of bulk water purchased by the Village (as registered by the master meter) and the amount of water actually used by customers (as measured by the individual user meters). It is relatively common to encounter some degree of "line loss" in such systems; losses of 15%-20% are not uncommon. In Gambier's case, losses in the range of 57% were experienced in early 2004.

There are numerous potential causes for losses of this magnitude, including meter malfunction, obsolete individual meters and/or major leaks in the system. Currently (partially because of this problem) Gambier supports relatively high consumer water rates.

FINANCE

College Township

The sources of revenue for townships in Ohio are limited by state law. The principal forms of tax revenues are as follows:

- **Real Estate (Property) Taxes** are also used by counties, municipalities and special districts (e.g., schools, park and fire districts). Property owners pay annual taxes on the basis of the value of the property (as determined by the County Auditor) and the number of *mills* (.001 of each dollar of assessed value). Total property taxes are therefore shared by these entities; typically, the share that is received by townships is relatively small.

Property taxes consist of *inside* (unvoted) millage and *outside* (voted) millage. According to Ohio law, total inside millage in any district cannot exceed 10 mills.

In Ohio, voted millage may be requested by townships for current expenses (up to 2 mills), roads, recreation, fire, police and open space preservation. In 1976, the Ohio legislature passed HB 920, which prohibited a taxing authority from receiving more money from an outside (voted) levy than it received in the first year of the levy. Inside millage is not subject to this requirement.

- **Estate Taxes** are collected by the municipality and/or township or residence of the deceased. Since Ohio increased the estate credit from \$25,000 to \$338,333, the significance of this source has dramatically declined.
- **Tangible Personal Property Taxes** - collected on business property and property owned by public utilities - is of minor significance in College Township.
- **Motor Vehicle License Fees** are a portion of those fees collected by the State of Ohio, which are granted to townships.
- **Gasoline Taxes** - A portion of these taxes are granted to townships for roadway maintenance and improvements. For most rural townships, gasoline taxes are a major revenue source.

- **Fees and Permits** consists of zoning, liquor and cigarette license fees.
- **Local Government Fund (LGF)** - The State of Ohio provides funds to townships, counties and municipalities under a complex distribution calculation. Originally, this fund was established to reimburse local entities for revenue which was lost by state mandates. In recent years, the Ohio legislature has cut LGF funding to balance its own budget. In College Township, LGF funding has declined by over 11% (approximately \$1,775) since 2001.

In 2003, College Township operated on a budget of \$335,600. This budget includes \$178,000, for fire department operations. According to the Knox County Auditor, the inside (unvoted) millage in College Township totals 9.3 mills and is shared as follows:

- College Township - 2.5 mills
- Knox County - 3.4 mills
- Mount Vernon Schools - 3.4 mills

Currently, property owners in College Township pay approximately 43 mills of outside millage. The only outside millage collected by the Township is for fire operations. A basic breakdown of College Township revenue sources is portrayed below. A separate listing for fire operations is also provided.

TOWNSHIP		FIRE	
General Property Tax	\$33,000 (21%)	General Property Tax	\$ 44,500 (25%)
Tangible Personal Property	\$ 2,900 (2%)	Tangible Personal Property	\$ 5,700 (3%)
Estate Tax	-0-	Contracts (Monroe Tp.)	\$ 44,000 (25%)
LGF	\$13,900 (9%)	Contribution (Kenyon)	\$ 70,000 (39%)
Permits / Fees	\$ 2,500 (2%)	Other	<u>\$ 13,700 (8%)</u>
Interest	\$ 5,200 (3%)	TOTAL	\$177,900
Motor Vehicle License Tax	\$ 6,100 (4%)		
Gasoline Tax	\$53,300 (34%)		
Local Grants	\$15,000 (10%)		
Other	<u>\$25,800 (16%)</u>		
TOTAL	\$157,700		

As noted above, traditional sources of township revenue have decreased over the years. Mandates by the State of Ohio have been a major cause for this trend. The State is in the process of gradually reducing and/or eliminating personal property taxes. In the initial period of this process, the State sought to reimburse local

governments for this reduced revenue, but those reimbursements have been steadily reduced. Estate taxes are gradually being phased out, and some predict that the declining LGF fund will eventually be eliminated.

For most townships, road maintenance is the principal expenditure item. In College Township, low population density and the dominance of agricultural land use has historically minimized this expenditure. There are only 8.5 miles of townships roadways in College Township.

The primary sources of township revenue do not appreciably increase as new residential property is developed. Only two (2) types of taxes directly relate to population growth (property taxes and motor vehicle registration) and the amount of additional actual revenue that the township receives from each is relatively minor. The HARRISON TOWNSHIP COMPREHENSIVE PLAN, completed in June, 2004, estimated that a new \$100,000 home contributed only \$84 in additional township revenue.

At the same time, the cumulative effect of new residential development, over the course of time, imposes increased demands for township services. This is especially true for fire and EMS services, since the tax revenues received for voted fire levies does not increase. This issue was analyzed in the Knox County Cost of Community Services Study, completed by the American Farmland Trust in October, 2003. This study showed that taxes on new rural residential growth were not adequate to pay for the services used by those residents. Specifically, when the total service package (i.e., road maintenance, schools, fire protection, etc.) was considered, for every \$1 in new taxes paid by homeowners, \$1.05 in services was consumed.

In essence, the structure of township finance means that new residential growth, particularly in relatively undeveloped areas such as unincorporated College Township, does not pay its own way. Changing this condition would require significant action by the Ohio legislature (various methods such as "impact fees" have been proposed) but is not likely in the foreseeable future.

Village of Gambier

The total municipal budget for the Village of Gambier in 2003 was just over \$1.8 million. Consistent with Ohio law, budget activity is organized around distinct funds for streets, water, sewer, etc. Most spending activity occurs from the *general fund*. Total revenue received in the general fund in 2003 totaled almost \$594,000; total funds available in the general fund (including past balances) totaled \$764,726. The major revenue sources for the general fund were as follows:

Local Income Tax	\$469,657 (79%)
Local Government Fund (LGF)	\$ 53,381 (9%)
Fines, Tickets, Court	\$ 23,755 (4%)
Inheritance Tax	\$ 17,756 (3%)

It should be noted that the Village of Gambier does not receive revenue from local real estate taxes.

Similar to College Township, Gambier is subject to future potential decreases in several revenue sources, particularly the LGF and inheritance (i.e, estate) taxes.

As shown above, the principal source of revenue for the Village is the *income tax*. Although this is typical for most municipalities, the presence of a large major employer means that, relative to other small communities, this revenue source is particularly important, and will continue so.

Unlike College Township, this principal revenue source is directly related to growth. This means that residential growth (particularly if new residents are self-employed or otherwise work within the Village) can be structured to appreciably increase overall revenues.

FIRE SERVICES

Fire protection is one of the primary services provided by College Township. The College Township Fire Department serves College Township, the Village of Gambier and - on a contract basis - Monroe Township. The department is staffed by 35 firefighters, including a chief, two assistant chiefs, and a medical director. The fire department is housed in a 1979 facility located on Brooklyn Street on the east edge of the Village Center. This location is near ideal, in close proximity to the highest building density and greatest concentration of older structures within the community. The Village of Gambier carries an ISO rating of 4, considered excellent.

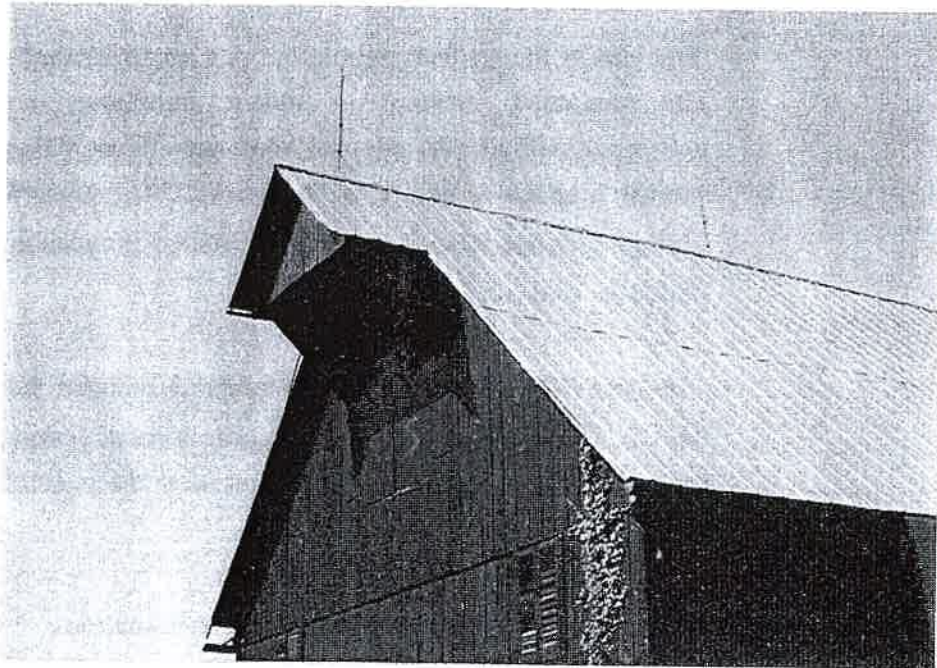
The fire department operates directly under the authority of College Township, and the fire department budget appears as a separate fund (see FINANCE above). The fire department budget in 2003 was just under \$180,000; the primary revenue sources were several outside (voted) levies, a contract with Monroe Township, and an annual contribution by Kenyon College. The service contract with Monroe Township increases the service base of the department to around 4,700 persons, allowing for efficiencies of scale and a generally more effective level of service.

The major issue facing the College Township Fire Department is its volunteer status. Generally, rural and semi-rural fire departments have been moving toward "paid" status. This trend is a result of many factors, most of which are irreversible. Although it is beyond the scope of this plan to recommend when and how such a change should occur, it is reasonable to assume that it will occur within the planning time frame.

From a planning perspective, this evolution of the department centers on issues of facilities and finance. When the change to "paid" status occurs, it is likely that additional facility space will be required. Expansion of the existing facility, or new construction on a different site have been discussed. At the same time, it is important that a solid revenue stream for future fire department operations be secured.

DEVELOPMENT TRENDS / FACTORS

- There is an intense and well-grounded interest among most segments of the community in protecting and preserving the unique rural character of the College Township landscape. Similar sentiments exist in many rural areas; what is uncommon in College Township and Gambier is the acceptance and support of efforts to actually bring such sentiments into practice.



- Kenyon College has been proactive in the preservation of the surrounding landscape around the Village. This has been done primarily through the actual purchase of land, both as a part of its present and proposed educational programs, and as a measure to protect “the Hill” from inappropriate development. The following chart portrays the ownership of land by Kenyon College in the unincorporated area. Both tax exempt and non tax exempt parcels are reflected.

TOTAL ACRES / UNINCORPORATED TOWNSHIP	= 3,408
ACRES OWNED BY KENYON COLLEGE	= 562 (16.5%)
TAX EXEMPT	= 322
NOT TAX EXEMPT	= 240

- Kenyon College was instrumental in establishing a separate private entity - the *Philander Chase Corporation* - to promote local land preservation. Since its inception in 2000, the Philander Chase Corporation has acquired fee simple

ownership, negotiated and purchased development rights and acquired conservation easements for numerous land parcels. The focus of the corporation's activities is College, Monroe, Pleasant and Harrison Townships.

- According to local realtors, residential properties in Gambier/College Township sell for 15-25% higher than comparable properties in adjacent areas. Such higher comparative values mean that development opportunities not feasible in other areas may be "do-able" in the Gambier area.
- The size of the student population at Kenyon dramatically impacts Gambier. The substantial increase in student enrollment in the mid-late 1960's profoundly affected the physical landscape of the Village. In recent years, the student population has risen to over 1,570. According to printed reports, College officials intend to decrease student population to 1,520. (*The Kenyon Collegian*: April 29, 2004)
- In April, 2004, Graham Gund Architects released the **KENYON MASTER PLAN**. The Plan (presented in a graphic format) portrays a series of proposed physical changes for the Kenyon campus in the next 25 years. The Plan calls for:
 - the demolition or relocation of 31 buildings
 - construction of additional residential and academic structures
 - formation of a new academic quadrangle ("West Quad") west of the library with underground faculty parking
 - location of new large surface parking areas at the far south end of campus (near to the new athletic/recreational complex) and on Brooklyn Street west of Ward Street
 - demolition of existing and reconstruction of new structures in the village center, creating more retail space and student housing.

Generally, the Plan envisions the shifting of all academic buildings to the south and main campuses, the dispersion of the student population from north campus to the Village Center and south campus, and an intensification of use of the historic main campus. Ironically, the Plan does not directly reference a proposed student population of the College.

The **KENYON MASTER PLAN** has been approved by the Board of Trustees, but “no definite decisions were made about the timing of any implementation of the Plan” (*The Kenyon Collegian*: April 29, 2004)

- Since the early 1960’s, Gambier and College Township have been part of the Mount Vernon Schools. The historic (circa 1904) Wiggin Street School housed students K-12 prior to school consolidation. In the late 1960’s, the school was converted to house elementary students. Currently, approximately 200 elementary students K-5 attend the Wiggin Street School, a figure that has remained relatively constant over the past decade. Over 50% of the student population is from outside College Township; a significant portion results from incoming open enrollment.

The school functions in a manner consistent with an almost idyllic “neighborhood elementary school”, and is cited by many residents as a major attribute of the community. Nonetheless, analyses by the State of Ohio portrays significant building deficiencies in the Wiggin Street facility. While the long term suitability of the specific building for school purposes is questionable, most would acknowledge the overall importance of maintaining an elementary school in Gambier.

- Unincorporated College Township is unsuited for intensive commercial and/or industrial growth. SR 229 is the sole primary highway in the area. Virtually all developable sites having commercial potential with frontage along SR 229 are in the flood plain or in areas having slope limitations. In the past, most industrial development was tied to the railroad on the south side of Gambier. In the past, commercial demand in the area has been accommodated by the Gambier village center, and by the abundance and availability of sites in nearby Mount Vernon. Due to these factors, as well as strong opposition expressed by residents to rural freestanding commercial or industrial development, College Township has taken a strong stance against such growth in the township.

(Where Do We Want To Be?)

(Where Do We Want To Be?)

Hill Grove School

Alonzo
Mills

Gambier

Bedford
herald

KEAYON
COLLEGE

ALLIE G E

966 M

OBJECTIVES

Objectives are statements that set a desired future direction for the community, and begin to answer the question "*Where Do We Want To Be?*". They stem from the planning issues identified in the first phase of the planning program. These objectives form the rationale for the concepts and ideas that will form the framework for the Plan. The land use and natural resources goals and objectives identified in the 1996 **AREA PLANNING STUDY** are still relevant to the College Township/Gambier community, and are hereby incorporated in this document by reference. In addition, this Plan incorporates the goals cited in Chapter 7 of the **KNOX COUNTY COMPREHENSIVE PLAN (1998)**.

LAND USE PLAN CONCEPT “PRESERVING SANCTUARY”

Sanctuary is defined as “a place of refuge and protection.” A sense of sanctuary was sought by Philander Chase when he chose the site for Kenyon College. Today, College Township and Gambier retain much of the character that defines a sense of sanctuary in the contemporary world. Maintaining this character has been cited by residents as the primary issue for the community. Therefore, in a very real sense, the overall principles which define the future of College Township can be summarized in the phrase *preserving sanctuary*.

Preserving sanctuary involves not only controlling future growth and preserving valuable remnants of the past, but also promulgating methods and tools to make such a stance economically and politically viable in a contemporary world. It means accounting for the true costs of development, while promoting efficiencies in public operations so we can focus our efforts. It means capitalizing on community assets in a way that promotes long term opportunities. It means creating true “win-win” cooperative scenarios between the Township, the Village and Kenyon College.

The concept of preserving sanctuary is consistent with the Land Use Goals expressed in the 1998 KNOX COUNTY COMPREHENSIVE PLAN.



circa 1920

The future land use concept for College Township and the Village of Gambier is shown on **MAP SEVEN**. This future land use pattern is focused on a target date of 2015. It is based on existing development, the objectives cited above, and projections of future growth trends. Of course, the land use pattern portrayed in the Plan *is not* intended to show in detail how any specific property is to be developed.

College Township

In the unincorporated area of College Township, residents have expressed support for maintaining rural character by promoting a pattern of minimal growth and preservation of open space resources. It should be noted that such a stance may at times run counter to the desires of individual property owners (or their heirs) to maximize the return for sale of property, particularly for “suburban type” residential use.

Nonetheless, the relatively undeveloped physical character of College Township, and the dominance of agricultural use indicates that such a “minimal growth” position is viable. Moreover, from the perspective of township finance, new residential growth simply does not pay for itself, and imposes future service costs on existing residents. The Plan strongly recommends that College Township enact measures to effectively limit future growth.

From a planning perspective, the unincorporated Township should be perceived as two (2) distinct areas or “zones”, as shown on **MAP SEVEN**:

- The **Farm/Estate Conservation Zone** encompasses most of the southern and western portions of College Township, including the flood plain of the Kokosing River. The presence of the flood plain, steep slopes and areas of soils subject to erosion, slippage, etc. effectively limit the potential for intensive new development. Due to these factors, an aggressive program of growth control is reasonable.
- The **Upland Controlled Growth Zone** comprises most areas north and east of Gambier. Generally, slopes and other limitations to development are less severe. Virtually all of this area is within the potential Gambier sanitary sewer service area. Any new growth that occurs within the Upland Controlled Growth Zone should be carefully planned and executed to reflect the principles of conservation design.

The Plan further recommends continuance of discouraging commercial or industrial development within the unincorporated Township. Future commercial and/or industrial development should be directed toward areas which can be served by public utilities.

The Kokosing River corridor is recognized as a unique and sensitive natural resource which requires special attention. It is recommended that riparian buffer measures be enacted to maintain and preserve the river and adjacent lands.

Village of Gambier

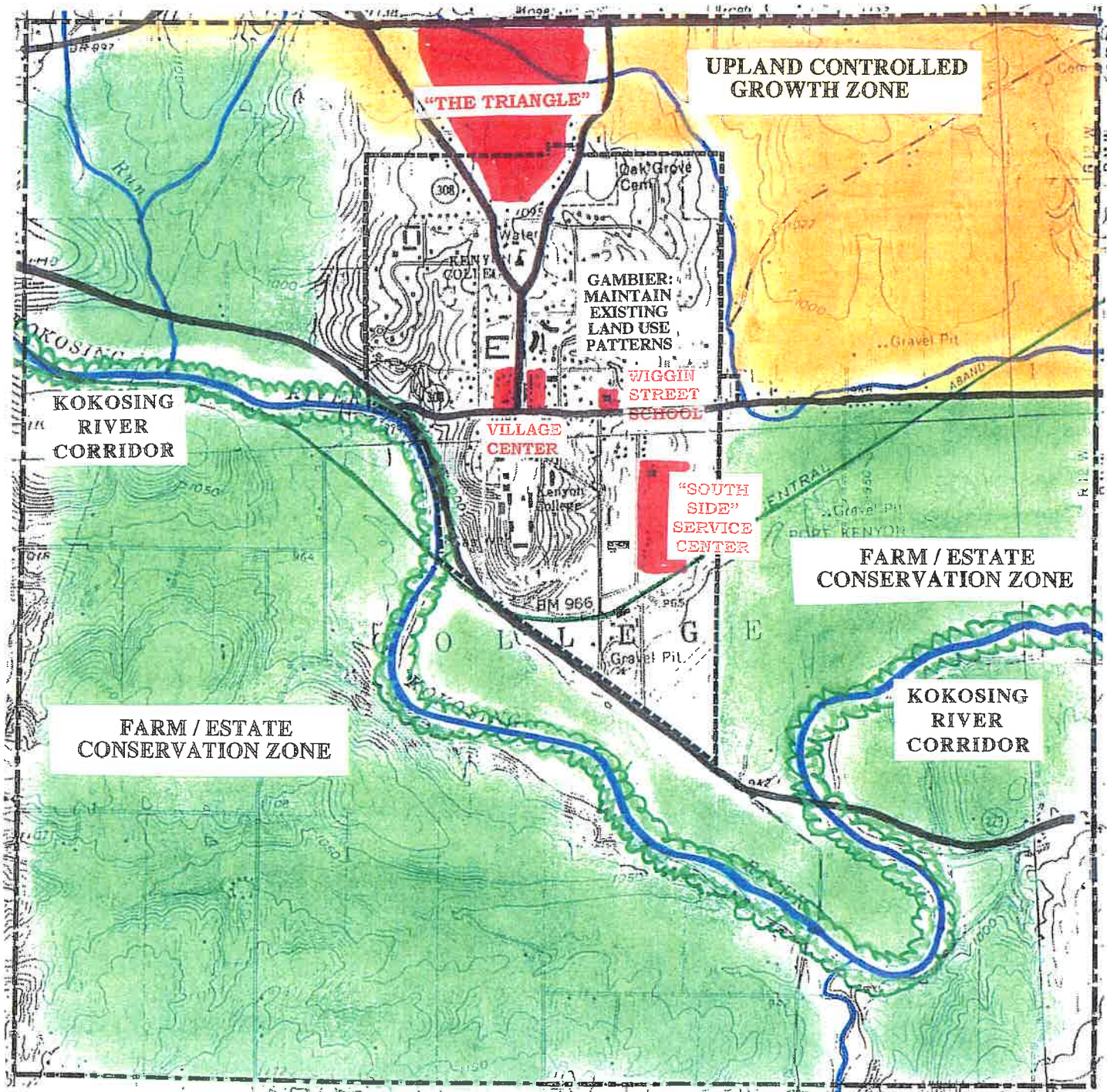
In the Village of Gambier, the Plan recommends a future land use pattern not appreciably different from what exists today. The five (5) basic land use categories identified in **PART ONE** will continue to exist in their present relative positions.

Most residents of Gambier would likely desire a "no growth" or very low growth stance toward future development. It should be noted that such a position is less viable - in the long term - for the Village than for College Township. The current population of the Village is well below efficient public service thresholds, and in the future, the public costs associated with maintaining the Village's current size and service levels will increase significantly.

Nonetheless, there would appear to be substantial public support for *severely limiting* new residential growth within the Village. Therefore, the Plan does not identify a specific future growth target, but rather advocates that any new residential growth be carefully considered according to the following principles:

- Any residential growth within the Village should be in relatively small groupings of dwellings, carefully and sensitively integrated within the existing physical fabric. **VILLAGE OF GAMBIER PLAN COMPONENTS #3 and #4** address these principles. Particular attention should be given to any proposed residential growth in areas dominated by older/historic structures.
- A significant share of whatever residential growth occurs could be accommodated through new infill housing. **VILLAGE OF GAMBIER PLAN COMPONENT #3** addresses this principle.
- Residential growth that is of significant scale and/or size should be processed using *planned unit development* procedures. It should be emphasized that planned unit development should be regarded more as a *process* than a *product*. Residential structures developed under PUD procedures may look

MAP SEVEN FUTURE LAND USE CONCEPT



not unlike traditional development. Nonetheless, the use of PUD procedures allows for more local input into the development process and - if properly administered - should lead to a product that is better integrated into the surrounding area.

The Plan further recommends that the Village concentrate its near term efforts on correcting current infrastructure problems (specifically the water system), and focusing on four (4) key areas where significant land use changes are likely within the planning time frame. These areas are:

- **The Village Center**
- **Wiggin Street School**
- **“South Side” Service Center**
- **“The Triangle”** (formed by Chase Avenue, Gaskin Avenue and New Gambier Road.)



A detailed topographic map of the Gambier, Ohio area. The map features contour lines indicating elevation, with labels such as 1000, 1100, 1200, and 1300. A grid of roads is overlaid on the terrain. Key locations marked include Hill Grove School, Gambier, and Resnon College. A river, likely the Akron River, is shown flowing through the lower right portion of the map. The text 'PART THREE COMPONENTS OF THE PLAN' is prominently displayed in the upper center, with the subtitle '(How Do We Get There?)' below it. The word 'COLLEGE' is partially visible at the bottom, and 'AKRON' is visible on the right side near the river.

PART THREE

COMPONENTS OF THE PLAN

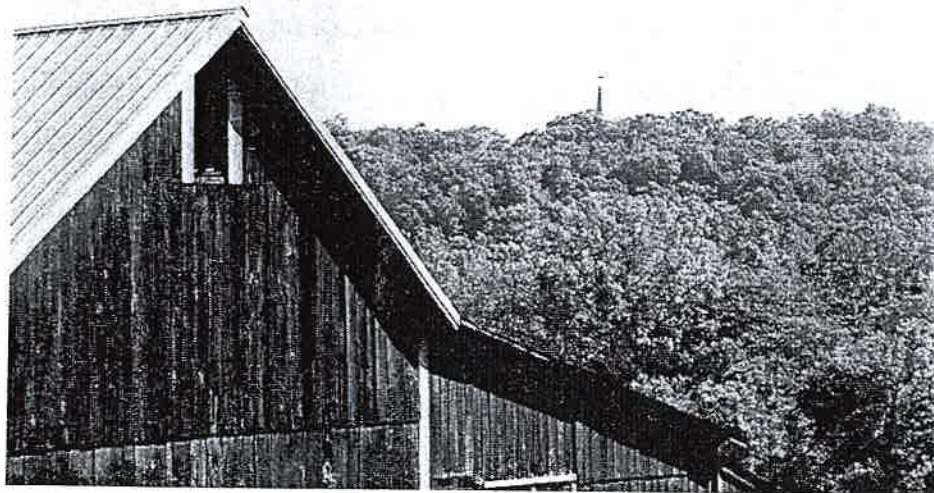
(How Do We Get There?)

PLAN COMPONENTS

The final phase of the planning process identifies actions and recommendations that work toward the goals identified in **PART TWO**. Taken together, these plan components form the comprehensive strategy for addressing growth in College Township over the next ten years. Nine (9) plan components are identified for unincorporated College Township and seven (7) separate components are proposed for the Village of Gambier.

The basic underlying objective of all of the plan components is that of *preserving the sense of sanctuary* that currently defines College Township as a very special place. The Plan is based on the assumption that - working together - the Township, Village and Kenyon College leaders can proactively move toward this end.

The components that comprise the **COLLEGE TOWNSHIP PLAN** are described on the following pages.



**COLLEGE TOWNSHIP
PLAN COMPONENT #1**

**DEVELOP ZONING DISTRICTS REFLECTING THE
FARM/ESTATE CONSERVATION ZONE AND THE UPLAND
CONTROLLED GROWTH ZONE**

The primary legal means by which any township can influence physical development is through its zoning authority. The FARM/ESTATE CONSERVATION ZONE and UPLAND CONTROLLED GROWTH ZONE should not be interpreted as zoning districts in and of themselves. Nonetheless, the amendment of the College Township Zoning Resolution and the creation of new zoning districts incorporating these two "zones" is the logical next step. These new districts should incorporate the following standards:

FARM/ESTATE CONSERVATION ZONE

- overall density limit of one dwelling unit per twenty (20) acres or minimum lot size of twenty acres
- large range of farm-based (home) occupations as conditional uses
- large setbacks from roadway
- driveway spacing requirements

UPLAND CONTROLLED GROWTH ZONE

- overall density limit of one dwelling unit per ten (10) acres, unless platted as a PUD
- allow increased density (1 du / 3 ac) for PUDs using conservation design principles
- buffering of development from roadway
- driveway spacing requirements

Both of these areas use the concept of *overall density limits*. Ohio law clearly authorizes townships to regulate the *density* of development. In most rural Ohio zoning codes, this is accomplished through minimum lot size. Typically, the minimum lot size is determined largely by the approval of a home sewage disposal system by the local health department. Many practitioners claim that such a system promotes an inefficient, wasteful and unimaginative pattern of development. Control of density can also be accomplished by specifying an overall maximum density limit, expressed in terms of dwelling units per acre (du/ac) or acres per dwelling unit (ac/du).

As an example, an overall density of five (5) acres per dwelling unit could be met either by a single house on a five acre lot, or the same house on an acre lot, with the remaining four acres left as permanent open space. The maximum number of houses allowed on any tract would be determined by the size of the tract, e.g., the development of a 100 acre tract could support twenty new residences, but the actual size of the individual lots could vary, so long as the overall density limit was retained.

In this manner, a single development could contain a mixture of housing types, while preserving open space for other purposes. The use of overall density limits basically allows a "clustering" of units and is a basic principle of *conservation development*.

The concept of overall density limits is applicable for the zoning districts designed around the **FARM/ESTATE CONSERVATION ZONE** and the **UPLAND CONTROLLED GROWTH ZONE**.

**COLLEGE TOWNSHIP
PLAN COMPONENT #2**

**USE *RURAL RESIDENTIAL* (RR) DISTRICT AS “RELIEVER”
(Optional)**

The development and incorporation of the zoning districts above represents a very aggressive position toward growth limits in the Township. Indeed, this places College Township at the forefront of growth management efforts in Knox County. When enacting such measures, some communities choose to enact an additional zoning district which authorizes limited development with more permissive standards. This provides a property owner in a more restrictive district the option of seeking the rezoning of his/her specific parcel. The inclusion of such a district (sometimes called a *reliever district*) essentially functions as a “safety valve”.

In the current College Township Zoning Resolution, the R-1 and R-2 Districts essentially function as “reliever” districts; a review of the zoning map shows how various parcels have been rezoned into these classifications to accommodate specific cases. If the Township desires to maintain this practice, a reliever district could be constructed to more carefully control and limit its use. The Rural Residential (RR) District - which would be a replacement for the existing R-1 and R-2 Districts - provides an example.

It is envisioned that the RR district would be used to accommodate growth in particular circumstances, such as to allow for limited homesites within a family where the original parcel was owned by the family. The RR District would include the following standards:

- overall density limit of one dwelling unit per three (3) acres
- setback and buffering requirements
- required site plan review of proposed project
- evidence of special or unique conditions necessitating the use of the RR District

Before rezoning a property into the RR District, the Rural Zoning Commission and the Trustees would require evidence that the above factors were applicable. In particular, the last two standards provide a level of protection that the existing R-1 and R-2 Districts don't have.

**COLLEGE TOWNSHIP
PLAN COMPONENT #3**

**USE OF PLANNED UNIT DEVELOPMENT (PUD) AND
CONSERVATION DESIGN PRINCIPLES IN AREAS SUBJECT
TO GROWTH**

The principles of planned unit development (PUD) and conservation design should be used in the **UPLAND CONTROLLED GROWTH ZONE** and any areas subsequently zoned Rural Residential (RR).

Planned unit development (or PUD) became accepted as a viable approach to development in the 1970's. During the 1980's and 1990's, PUD was authorized by the Ohio Revised Code for townships, although its use in rural areas not served by public utilities is quite limited.

Under traditional standard zoning, an applicant must show only that the basic development standards of the zoning district are met. It is not necessary to show the overall pattern or design of the proposal and - even if such a plan were shown - standard zoning requirements would not allow for modification. Flexibility of design is discouraged, and *mixed use development*, incorporating various housing densities and /or different land uses on a single site, is problematic.

Under PUD, a developer submits a Development Plan, which shows exactly what is proposed on the site (layout of streets, location of particular uses, building "footprints", basic utility layout, etc.). This plan becomes the basis for zoning approval of the project. Under the PUD approach, the Development Plan - as approved - becomes the basis for the zoning for the project; stated simply, "what you see is what you get."

The PUD approach enables a developer to utilize greater flexibility of design, and may allow greater density on particular portions of a tract. The local community gets a more definitive "up-front" portrayal of the project, and is in a better position to evaluate - and address - impacts of the proposed development.

The Ohio Revised Code (ORC) 519.021 authorizes several methods by which planned unit development can be incorporated into the township zoning structure. One of the basic tenets of the PUD process is the use of established standards by which the Township can evaluate and approve/reject the specific PUD proposal; the findings of an adopted plan can be used in this regard.

Conservation design is - in essence - a modern version of what used to be called *cluster housing*. Most conservation design developments will be processed as PUDs. Conservation design requires that the design of a new residential subdivision begin with the identification of the land to be preserved, given the natural amenities of the site. These amenities might include woodlands, open pasture, areas of severe slope, stream corridors, etc. Then, given the total number of units that would be allowed under conventional zoning (using overall density limits), housing units are "clustered" in the remaining areas of the development.

Given that the clustered areas of the development are built at a higher density, one major problem concerns on-site septic and well systems. The extensive use of conservation design in rural areas not served by public water and sewer is still uncommon.

**COLLEGE TOWNSHIP
PLAN COMPONENT #4**

**UTILIZE *SPECIAL USE (SU)* DISTRICT TO CONTROL
PARTICULAR ACTIVITIES**

Zoning is not effective in the outright *prohibition* of particular land uses. In fact, zoning requirements which seek to prohibit particular uses (e.g., adult entertainment, mobile homes, landfills, etc.) are subject to legal challenge and have been commonly overturned. Generally, the courts have determined that simply not allowing for specific uses in a zoning code can be interpreted as an attempt at prohibition.

On the other hand, zoning can be very effective in strictly *controlling* particular uses, and the objectionable impacts of those uses. One method of accomplishing this is by declaring particular land uses as *special uses* (sometimes also called *exceptional uses*) and establishing their presence in a special zoning district.

The greatest authority any township has in controlling development activity is through the rezoning process. Under the proposed approach, an applicant requesting establishment of a permitted use in the Township would require rezoning of that location into the Special Use (SU) District. At the time of rezoning, the applicant would be required to provide a site plan, an identification and analysis of any adverse impacts, and the development of methods to address those impacts. If such evidence did not demonstrate that the particular use should be accommodated on the site, the application would be denied.

The COLLEGE TOWNSHIP PLAN recommends that this approach be used to control the location of particular uses, such as commercial/industrial development, quarrying operations, wind farms, etc. A Special Use District would be established in the College Township Zoning Resolution. A number of uses that the Township would identify would be specified as permitted uses within the Special Use District, along with appropriate standards and criteria.

**COLLEGE TOWNSHIP
PLAN COMPONENT #5**

**CONTROL OF DEVELOPMENT ACTIVITY ALONG THE
KOKOSING RIVER CORRIDOR**

The Kokosing River corridor is the premier natural feature in College Township. The **KNOX COUNTY COMPREHENSIVE PLAN** states on p. 98

The Kokosing and Mohican River Corridors should be viewed as a linear feature that presents substantial environmental assets and important passive recreational opportunities throughout Knox County. Geographically, these corridors should be considered the centerpiece of a coordinated open space system and "greenway".

The maintenance of existing agricultural uses along the corridor - if properly managed - probably represents the best potential for preservation of this unique resource.

The standards of the zoning district reflecting the **FARM / ESTATE CONSERVATION ZONE** (see **PLAN COMPONENT #1** above) should be structured to provide an adequate base level of protection for the Kokosing River corridor. In addition, the Plan recommends the establishment of a Flood Plain (FP) Overlay Zoning District which would require proof of compliance with current Knox County Flood Plain Regulations for development within the 100 Year flood plain.

In addition, the Township should consider an additional level of regulation on the actual Kokosing River corridor. Some communities have established special *riparian buffer overlay districts*, which place additional limits on any development activity within a specified distance from the stream bank. In the case of the Kokosing River corridor, such a buffer should extend a minimum of 200 feet from the stream bank. **APPENDIX A** provides a basic sample model for such an overlay district.

**COLLEGE TOWNSHIP
PLAN COMPONENT #6**

**DISCOURAGE NEW COMMERCIAL AND/OR INDUSTRIAL
DEVELOPMENT WITHIN THE UNINCORPORATED TOWNSHIP**

In the past, due to the dominance of agriculture as well as other factors, College Township has sought to discourage new freestanding industrial or commercial development within the unincorporated Township. The Plan recommends that this stance be continued. Within the planning time frame, the Special Use strategy, as described in **PLAN COMPONENT #4** above, is the most viable method for implementing this stance.

To the greatest extent possible, future commercial and/or industrial growth should only be considered in areas where such uses can be adequately and efficiently served by public services, utilities and infrastructure.

Notwithstanding the above, it is important for College Township to accommodate small home-based businesses and home occupations in the zoning code. In some cases, such home occupations effectively may allow for the continuation of existing farmsteads. Such home-based businesses should be subject to performance standards, including the following:

- the home-based business is operated by the residents of the property
- the home-based business is secondary and clearly accessory to the primary residential use of the property
- limitations on outside employees and hours of operation
- control of adverse impacts usually associated with typical businesses, i.e., noise, traffic, etc.

**COLLEGE TOWNSHIP
PLAN COMPONENT #7**

CONTINUE TO ENHANCE FIRE / EMS SERVICES

The effective and efficient provision of fire and emergency medical services (EMS) is one of the most important roles for township government, particularly in rural areas. In College Township, the substantial presence of numerous older and/or historic structures reinforces the importance of fire protection. Generally, small college communities tend to be "high end" users of such services.

The Plan recommends that College Township retain control of this function and continue to enhance the level of service. Within the planning time frame, three (3) initiatives work toward this objective:

- **Lay groundwork for transition of current volunteer department to paid status.**

A detailed analysis of facility needs (including costs) should be completed. This analysis should look at a range of alternatives, including reuse/expansion of the existing facility.

- **Keep Fire / EMS services in Village Center**

The existing location is considered near ideal for current and anticipated service levels. If the above study recommends new facilities, a site in the Village Center should be assumed.

- **Formalize Kenyon College contribution to Fire / EMS services.**

In the past, Kenyon College has contributed generous amounts to the College Township Fire Department, and such contributions have become an integral part of the department budget. This arrangement should be negotiated into a formal contract, allowing a more reliable projection of future revenues and expenditures.

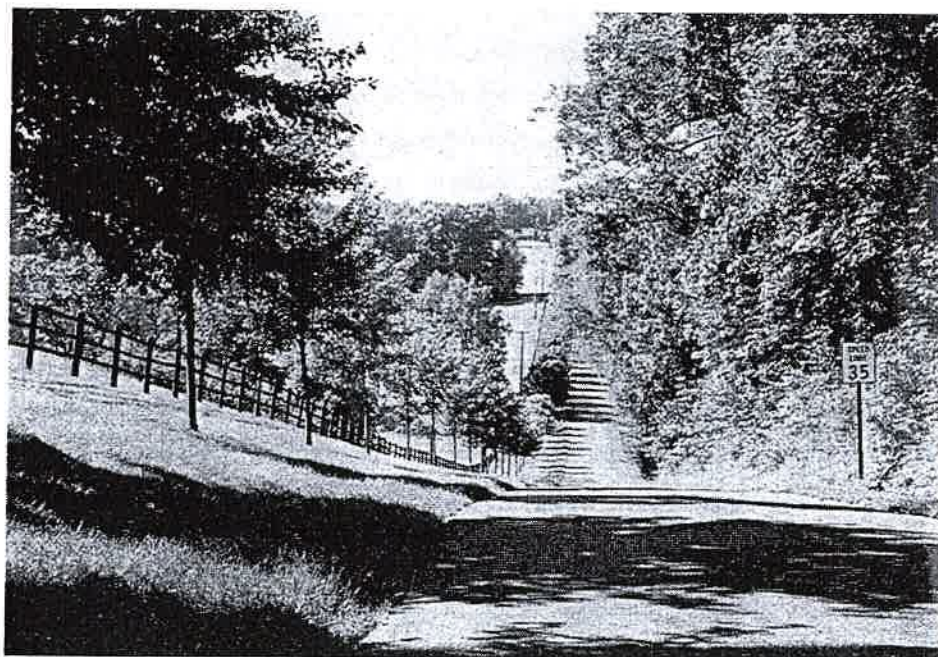
**COLLEGE TOWNSHIP
PLAN COMPONENT #8**

MAINTAIN ROADWAY CHARACTER AND FUNCTION

Typically, roadway maintenance and upgrades are primary expenditures for townships. College Township has a particularly advantageous position related to this position. In addition to having a relatively small number of roadway miles (8.5), the limited volumes of rural and agriculture-related usage tend to minimize maintenance requirements.

Given these conditions, the maintenance of current roadway character and function is clearly within the public interest. *The low-growth policies of the COLLEGE TOWNSHIP PLAN, including limitation of commercial and/or industrial growth, work toward this end.*

In addition, the Plan recommends that overall management of roadway function and access be reflected in the development standards in the zoning code. Future new roadway access points should be minimized, through driveway spacing requirements and other methods. Setbacks on County and Township roadways should be a minimum of 250 feet from the roadway center line. College Township should also consider landscaping or "buffering" requirements for any new roadway development.



**COLLEGE TOWNSHIP
PLAN COMPONENT #9**

SUPPORT OPEN SPACE/FARMLAND PRESERVATION EFFORTS

The KNOX COUNTY COMPREHENSIVE PLAN, under the Land Use Goal titled **Protect Knox County's Farmland and Rural Character**, proposed the *Knox Rural Design Initiative (KRDI)* as a policy initiative (see pp. 98-101 of the KNOX COUNTY COMPREHENSIVE PLAN.) KRDI included the following components:

- 1a. Voluntary Farmland Preservation Efforts: Purchase of Development Rights
- 1b. County-Level Regulatory Farmland Preservation Efforts
- 1c. Township-Level Regulatory Farmland Preservation Efforts

The COLLEGE TOWNSHIP PLAN recommends that the Township adopt a separate resolution supporting KRDI. It should be noted that - through the efforts of the Philander Chase Corporation and the Owl Creek Conservancy - College Township is already at the forefront of efforts advocated by KRDI. In the future, College Township should continue efforts to preserve farmland and open space.

Generally, the Plan recommends that preservation efforts be targeted toward high concentrations of prime farmland and areas particularly vulnerable to inappropriate development. In the real world, land availability and the ability to "structure a deal", may alter these priorities. Given these factors, it is difficult to target such efforts. Nonetheless, it would appear such efforts should be focused on the northern and eastern portions of the Township, as well as the Kokosing River corridor, and its tributaries.

Ohio law specifically authorizes townships to propose voted levies for the purposes of open space preservation. Such levies can be sought for both the unincorporated and incorporated areas of the township. Although the perceptions of such levies is negative in most areas, the past support for open space efforts in College Township is unique, and may warrant consideration of this approach in the future.

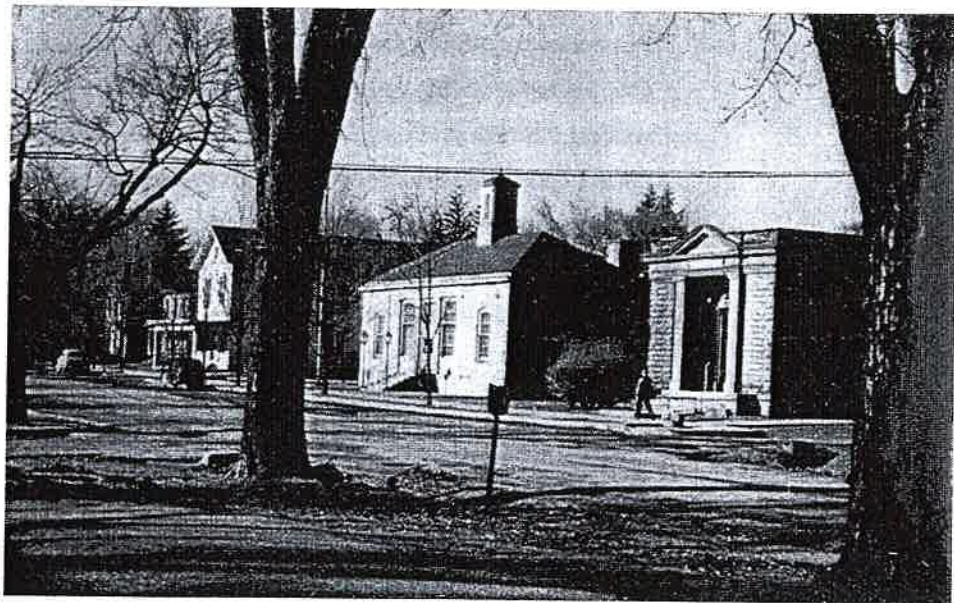
**VILLAGE OF GAMBIER
PLAN COMPONENT #1**

FOCUS ON FOUR (4) KEY VILLAGE AREAS

The COLLEGE TOWNSHIP PLAN proposes a future land use pattern in the Village that is not dramatically different from that which exists today. During the next 10-15 years, the focus of Village leaders should be directed toward several specific areas or sites where development or redevelopment is likely to be “in play”.

Village Center

Gambier’s Village Center is unique among small villages. The primary customer base is Kenyon College students and staff, a population that is largely absent during the summer months. Kenyon College owns over 90% of the town center properties. The Village Center also functions as a convenience-oriented shopping center for a small surrounding non-College market area, and as a center for community services (e.g., post office, fire department.) In this way, Gambier’s “downtown” is the historic center of the community.



The KENYON MASTER PLAN included recommendations for physical changes in the Village Center, including substantial increases in student and faculty housing, and demolition of some older buildings. Nonetheless, the Plan offered little data and/or analysis as to how the Village Center would function if these changes were made, and how they would affect the larger community (including the surrounding Township and non-College users. An in-depth study of this issue is warranted

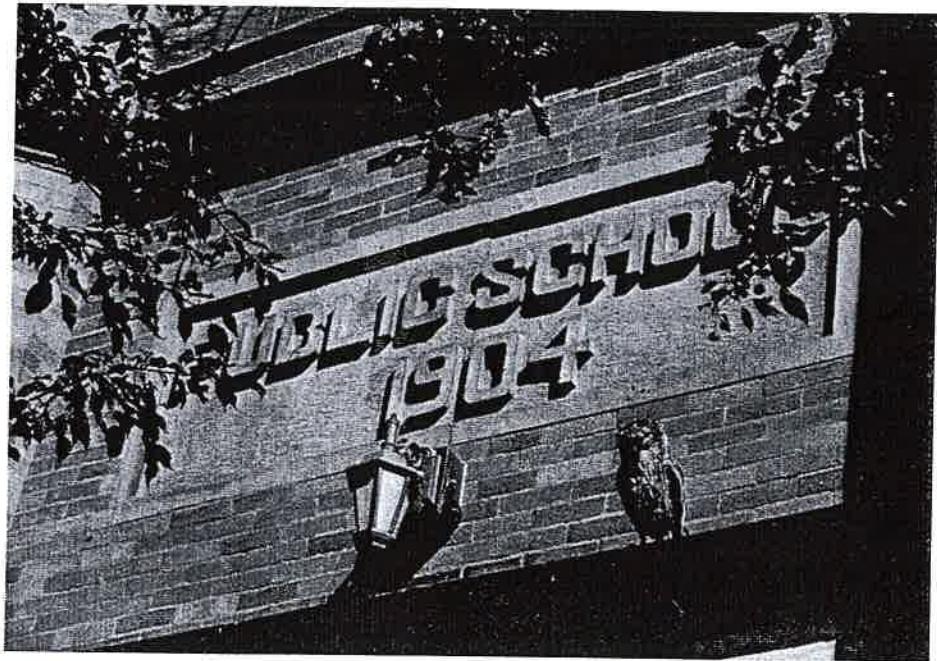
It is recommended that a more *comprehensive vision* for Gambier's Village Center be developed. Such a vision should emphasize more than just the aesthetic aspects of redevelopment and should be based on the input of a broader range of the current residents and users of this unique place. During this process, some very fundamental issues should be addressed, including:

- what do we want the Village Center to become?
- how feasible are these desires *vis-à-vis* market realities?
- how do these desires translate into physical improvements?
- what are the impacts of these physical improvements on the larger community?

• **Wiggin Street School**

It is unlikely that - in the long term - the Wiggin Street School can continue to function as a public elementary school. This is largely a function of the current Ohio school facility funding standards, which tend to discourage renovation of existing historic school facilities. With this assumption, the local community should focus on efforts to retain an elementary school facility inside Gambier and - separately - the adaptive reuse of the historic Wiggin Street School. It is probable that the Village must play a lead role in this effort, which may include acquisition of the structure.

The renovated school building could be retained in public use as Village/ and/or Township administrative offices, along with community meeting space; this is a common rehabilitation/reuse scenario for smaller schools buildings. The school building could also be marketed to the private sector. Under such a scenario, the Village would invite specific reuse proposals, and evaluate the submittals. In other communities, historic schools have been converted to a range of uses, including *private schools, apartments, condominiums* and even *bed-and-breakfast inns*. The role of the Village government is to ensure that the final product is consistent with the public interest.



The remainder of the Wiggin Street site (to the north) could also be used for a number of public or private purposes.

- **“South Side” Service Center**

The site of the current Community Center/Library on Meadow Lane offers unique redevelopment opportunities, particularly for future public use. Although the site is physically separate from (and somewhat less accessible than) the Village Center, it has sufficient space to accommodate public uses which “wouldn’t fit” in the Village Center.

This is perhaps the most reasonable site for a new elementary school facility in Gambier. Portions of the site could be used by Village and/or Township for storage or maintenance needs. The proximity of the site to the Kokosing Gap Trail would suggest the expansion of space-intensive active recreational uses as well.

- **“The Triangle”**

“The Triangle” is formed by Woodside Drive on the south, New Gambier Road on the north, and Gaskin Avenue and Chase Avenue (SR 308). Only about one-third of this site is within the Village of Gambier. Kenyon College owns most of the land in the unincorporated areas of “the Triangle” and most of the area currently within the Village would be difficult to develop without including unincorporated property to the north. Nonetheless, all of the property (including adjacent property to the east) is serviceable by Village utility systems.

Currently, there appears to be little public support for residential development of “the Triangle.” Nonetheless, virtually every past planning study done by or for the Village of Gambier - including the KNOX COUNTY COMPREHENSIVE PLAN - has identified the area as a logical site for future residential development. New housing in this area, if creatively designed incorporating the principles of conservation design and clustering, could be developed in a manner not detrimental to the Village’s existing character. In reality, development of the site in a well-planned manner would actually serve to set Gambier apart, and to insulate the community from more haphazard forms of growth that may encroach from the north.

Future residential development in “the Triangle” should be based on the extension of public water and sewer lines; residential development of this area using on-site systems should not be allowed. This fundamental fact - in concert with the lack of public support for such efforts, means that the development of “the Triangle” is not likely within the planning time frame.

VILLAGE OF GAMBIER
PLAN COMPONENT #2

INSULATE STUDENT FROM RESIDENT HOUSING

College communities have long struggled with the issue of students living in close proximity to single-family residential neighborhoods. *Most non-student residents living adjacent to campus rank this as one of the most important "quality-of-life" issues in the community.* Specific aspects include major shifts in property values, traffic congestion, reduced on-street parking availability and (perhaps most important) increased levels of noise and nuisance.

In Gambier, this issue has several unique dimensions. The size of the campus and the surrounding community is relatively small; nonetheless (particularly on north campus) there are few "hard boundaries" separating the campus from residential neighborhoods. There is no separate local law enforcement entity within the Village; police protection is provided by the Knox County Sheriff. This means that enforcement of Village regulations, re: off-campus student housing, may be less than optimal. Generally, the interface of student with non-student housing is more problematic when *off-campus* student housing is involved, as is common during periods of enrollment increases. In the past, Kenyon College has favored exclusively on-campus housing, where activity can be controlled by campus security.

The COLLEGE TOWNSHIP PLAN considers this issue as one of the primary topics requiring close and continuous Village/College cooperation and interaction. Recommendations are as follows:

- Kenyon College should enact a strictly enforced policy prohibiting off-campus student housing. *Student enrollment should be tied to the existing stock of available on-campus student housing.*
- On-campus student housing should carry a separate zoning designation within the Gambier Zoning Ordinance. The existing code has three (3) separate Institutional Districts (I-1, I-2, I-3). At a minimum, a fourth (*Institutional Residential*) district should be added. Similarly, a separate zoning classification reflecting off-campus student housing should be added to the code.

VILLAGE OF GAMBIER
PLAN COMPONENT #3

DEVELOP STANDARDS FOR NEW RESIDENTIAL DEVELOPMENT

During the planning process, Village leaders have expressed strong opposition to significant residential growth. Nonetheless, some degree of residential growth is likely to occur within the planning time frame. The overriding objectives should be to to *control* and *manage* such events, and to successfully integrate residential construction into the traditional townscape of the Village. The point is that, whatever degree of residential growth is desired, the Village must take a *proactive position*.

The principal tool that the Village can use to control and manage development is its zoning authority. Structuring the zoning process to maximize this control is achievable, but it must be done prudently, with a well grounded understanding of what is *legally defensible*. Zoning decisions that are determined by the courts to be *arbitrary* and *capricious* can be costly indeed.

The COLLEGE TOWNSHIP PLAN recommends consideration of the following zoning tools for inclusion into a comprehensive revision of the Gambier Zoning Ordinance.

“Infill” Housing

In Gambier, the potential for infill housing has been documented; one study showed that over 100 new housing units could be accommodated in the Village with virtually no expansion of the Village boundaries.

Infill housing is unique, since it is constructed solidly within the context of the existing older neighborhood. Lot sizes are small, and compatibility with the type and character of existing housing is particularly important. Under such conditions, the use of suburban-based zoning standards simply doesn't work. In virtually all cases, since the new structure will be located in an older neighborhood, it will be subject to design review.

It is recommended that a special zoning district be established for older neighborhoods in Gambier. New infill housing would be subject to special development standards, including the following:

- setbacks and yards based on smaller lots. Front yard setbacks should reflect setbacks of existing structures.
- side or rear yard off-street parking
- the orientation of new structures should be consistent with that of adjacent structures
- consistency of building height, proportion, scale and materials with existing neighborhood
- site plan review required

Site Plan Review

Site plan review can easily be integrated into most standard zoning districts. Site plan review can be required for specific permitted or conditional uses within particular zoning districts. The applicant for such new use would be required to submit a site plan showing how a range of issues (e.g., setbacks, access, parking, landscaping, compatibility with adjacent uses, etc.) would be addressed. Approval of the site plan would be integrated with zoning approval. When incorporating site plan review into the zoning process, it is critical that the code specify the criteria that will be used to evaluate the submitted site plan.

Planned Unit Development (PUD)

The PUD process is similar to site plan review, but is more comprehensive and tied to a more formal review process. The concept is counterpart to that which townships can use (see **COLLEGE TOWNSHIP PLAN COMPONENT #3** above); however, villages have somewhat more latitude in designing PUD procedures than do townships. In most (but not all) cases, planned unit development is treated as an actual rezoning of the land in question. Often, the PUD process is integrated with subdivision procedures. As with site plan review, the careful development of criteria that will be used to evaluate a project is crucial.

The Plan recommends that a PUD district be considered for the Gambier code. Future residential projects incorporating more than ten (10) single-family units at a single location should be processed using planned unit development procedures.

**VILLAGE OF GAMBIER
PLAN COMPONENT #4**

DELINEATE AREAS SUBJECT TO HISTORIC / DESIGN REVIEW

There is arguably no community in north central Ohio where historic design review is more appropriate than Gambier. The Village sought to authorize the design review concept when the current Gambier Zoning Ordinance was adopted.

Unfortunately, the manner in which the code is written attempts to make the entire Village subject to design review, using universal (but rather vague and arbitrary) standards. The presence of clearly non-historic structures - approved since the code was enacted - is problematic, notwithstanding some questionable language within the code itself.

The COLLEGE TOWNSHIP PLAN recommends that the Village should identify and delineate a specific area that should be subject to historic design review. A set of specific design guidelines for this area should be developed (It is likely that, during this process, it will become apparent that more than one design review district is needed).

Finally, a clear, concise and *legally defensible* historic design process should be established and authorized. Most communities choose to do this through the zoning ordinance.

**VILLAGE OF GAMBIER
PLAN COMPONENT #5**

ENCOURAGE SMALL HOME-BASED BUSINESSES

College communities are well-suited for the birth and growth of small “start-up” businesses, particularly in the fields of art, information technology and consulting. Since the major source of revenue for the Village is (and will likely continue to be) the income tax, the encouragement of such home-based businesses comprises a principal economic development initiative for the Village.

Although a generally liberal stance toward such businesses is recommended, a general set of standards should be formulated. Home-based businesses should not be regulated on the basis of specific “permitted activities”, but rather control of potentially adverse external impacts (signs, noise, excessive traffic, etc.) Generally, regulations should ensure that the business is conducted by the owner-resident of the premises, and is secondary to the principal residential use.

**VILLAGE OF GAMBIER
PLAN COMPONENT #6**

KEEP PUBLIC SERVICE FUNCTIONS IN VILLAGE CENTER

Gambier’s Village Center retains much of its historic function as a *mixed use hub* of the community. The Village Center is still the most accessible location within College Township. Maintaining a synergy of activity within the Village Center is an important component of retaining the historic character of Gambier.

The COLLEGE TOWNSHIP PLAN recommends that - to the maximum degree possible - village and township administrative offices, post office and fire department should ideally be located in, or adjacent to, the Village Center.

**VILLAGE OF GAMBIER
PLAN COMPONENT #7**

DEVELOP VILLAGE CHARTER FOR "HOME RULE"

Cities and villages in Ohio are of two (2) types:

- *Statutory* (or *non-charter*) municipalities receive authority to govern from the Ohio Revised Code (ORC), which specifies how such governments are structured.
- *Charter* cities and villages receive authorization directly from the Ohio Constitution, through a municipal charter that is prepared by the municipality and voted on its citizens.

A charter is an *organizational plan* similar to a constitution, that is developed according to a process as outlined in Article XVIII of the Ohio Constitution. Essentially, the formation of a charter enables a municipality to exercise "home rule".

Forming a municipal charter should not be confused with hiring a village administrator or manager. There are provisions in ORC to enable statutory villages to hire administrators. By the same token many charter villages do not have municipal managers. The point is that under a charter, the residents of a municipality are given the flexibility to "design" a governmental structure that fits particular needs and desires. Moreover, a charter municipality can amend or change its governmental structure if the need arises, while similar changes in statutory municipalities would require changes in the ORC.

There are numerous benefits to a village forming a municipal charter. One of the principal benefits is that residents "come to grips" with how their particular municipal government can be made more effective and responsive. Moreover, they are empowered to do something about it. It is particularly advantageous for a village to develop the charter *prior* to growth occurring.

The procedures for forming a municipal charter are specified in Section 7 of Article XVIII of the Ohio Constitution. The council of the municipality votes (by a two-thirds majority) to place the question of whether a charter should be formed, on the ballot. At the same election, fifteen (15) residents are elected to serve on the Charter Commission. The Commission is given one (1) year to develop a proposed charter, which is then submitted to the voters for approval.



A detailed topographic map of a region in Missouri. The map features numerous contour lines indicating elevation, with labels such as 1000, 1100, 1200, and 1300. A network of roads is shown, including a major route labeled 181214. Several place names are visible, including "Hill Grove School", "Gambier", "Monroe Mills", "Bedell School", and "REYNOLDS COLLEGE". A "PENNSYLVANIA" road is also marked. The map includes a grid system and various elevation points like BM 996 and BM 966. The title "PLAN ADOPTION" is prominently displayed in the center.

PLAN ADOPTION

Hill Grove School

Monroe Mills

Gambier

Bedell School

REYNOLDS COLLEGE

SYSTEM

COLLEGE

BM 966

PLAN ADOPTION

The ultimate goal of the planning process is the use of the plan by the community to impact growth patterns and to add legal sanction to zoning and development decisions. The legal method by which a community accomplishes this is *adoption* of the plan. Formal adoption occurs by resolution (for townships) or ordinance (for villages). *Acceptance* or *approval* of the plan are often used terms, but do not carry the same legal weight as formal adoption.

Simply stated, if the community adopts a plan and follows its recommendations in zoning and development decisions, the legal defensibility of those decisions is substantially strengthened. The risk of those decisions being deemed *arbitrary* or *capricious* is alleviated since they are based on an adopted plan.

A plan does not have to be adopted in its entirety. The **COLLEGE TOWNSHIP PLAN** is unique in that it contains recommendations (called *PLAN COMPONENTS*) for both College Township and the Village of Gambier. Each entity should formally adopt only those Plan Components in **PART THREE** that apply; i.e., College Township would adopt **COLLEGE TOWNSHIP PLAN COMPONENTS #1 through #9**, while Gambier would adopt **VILLAGE OF GAMBIER PLAN COMPONENTS #1 through #7**. In adopting the Plan Components, the Trustees / Village Council could choose to modify or amend a particular recommendation. In so doing, it would be desirable (although not necessary) to provide the rationale on which the change was made. Each entity could choose to *support* the other entity's recommendations, and that support could be part of the legislation for adoption.

It should be noted that - once adopted - the plan should be regarded as a document subject to change and evolution. Although amendments to the plan may be done at any time, most communities choose to evaluate and/or update their adopted plans every 10-15 years.

A detailed topographic map of a region in Missouri. The map features contour lines indicating elevation, with labels such as 1000, 1100, 1200, and 1300. A network of roads is shown, including a road labeled "ROAD" and another labeled "ROAD". Key landmarks include "Bill Grove School" and "Monroe Mills". The map also shows "COLUMBIA RIVER" and "KARROT". A large area is labeled "APPENDIX". Other labels include "HOSPITAL", "COSHOCTON", "Gambier", "KANYON COLLEGE", "SYSTEM", "BEDD", "COLLEGE", "BM 966", "BM 965", "BM 964", "BM 963", "BM 962", "BM 961", "BM 960", "BM 959", "BM 958", "BM 957", "BM 956", "BM 955", "BM 954", "BM 953", "BM 952", "BM 951", "BM 950", "BM 949", "BM 948", "BM 947", "BM 946", "BM 945", "BM 944", "BM 943", "BM 942", "BM 941", "BM 940", "BM 939", "BM 938", "BM 937", "BM 936", "BM 935", "BM 934", "BM 933", "BM 932", "BM 931", "BM 930", "BM 929", "BM 928", "BM 927", "BM 926", "BM 925", "BM 924", "BM 923", "BM 922", "BM 921", "BM 920", "BM 919", "BM 918", "BM 917", "BM 916", "BM 915", "BM 914", "BM 913", "BM 912", "BM 911", "BM 910", "BM 909", "BM 908", "BM 907", "BM 906", "BM 905", "BM 904", "BM 903", "BM 902", "BM 901", "BM 900", "BM 899", "BM 898", "BM 897", "BM 896", "BM 895", "BM 894", "BM 893", "BM 892", "BM 891", "BM 890", "BM 889", "BM 888", "BM 887", "BM 886", "BM 885", "BM 884", "BM 883", "BM 882", "BM 881", "BM 880", "BM 879", "BM 878", "BM 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APPENDIX A

NOTE: The wording below is presented for sample purposes only and should not be used in any legal document or code without further review and revision

(KRRB) KOKOSING RIVER RIPARIAN BUFFER DISTRICT

Section __.01 Findings of Fact

The Kokosing River flows through College Township. In September, 1997, the Kokosing River was designated as a *Scenic River* under the Ohio Wild, Scenic and Recreational Rivers Law. According to a study prepared by the Ohio Department of Natural Resources, Division of Natural Areas and Preserves, there is a particularly high degree of interaction between the surface water of the Kokosing River and subsurface groundwater. According to the Index of Biological Integrity (IBI), the Kokosing River displays stream water quality that rates among the best in Ohio. Calculated scores for the Kokosing range from 41 to 53, while typical ranges for Ohio streams range from 12 to 60. Segments of the River have been designated either Warm Water Habitats or Exceptional Warm Water Habitats.

In recognition of these facts, the Board of College Township Trustees declare the preservation and conservation of this unique environment to be within the public interest.

Section __.02 Purpose

It is the purpose of this district to limit inappropriate land uses adjacent to the Kokosing River, preserve the high water quality and free flowing conditions of the streams, maintain natural water temperatures, preserve plant and animal habitat, and prevent stream bank erosion and siltation.

Section __.03 Boundaries

The KRRB District shall consist of an area two-hundred (200) feet from and parallel to the ordinary high water mark along the banks of the Kokosing River away from the creek landward to a line parallel to the ordinary high water mark in College Township, Knox County, Ohio.

The "*ordinary high water mark*" is defined as the line between upland and bottomland which persists through successive changes in water level, below which the presence and action of the water is so common or recurrent that the character of the land is marked distinctly from the upland, and is apparent in the soil itself and/or the configuration of the surface of the soil and vegetation.

Section __.04 Permitted Uses

- A. Passive private or public recreational uses such as fishing, walking, bird watching, etc. (No public easement over such property is hereby created).
- B. Selective harvesting of timber, provided not more than twenty-five percent (25%) of the tree crown cover within the portion of the particular land owner's parcel within the KRRB District is removed and

trees on the immediate stream bank are not harvested, unless a specific silviculture plan for the property is submitted to and approved by the Knox County Soil and Water Conservation District. Damaged or diseased trees may be removed. The stump and roots of trees on the stream bank shall be left in place to prevent erosion.

Section __.05 Development Standards

- A. No new structural or surficial (pavement) construction of any kind shall be permitted, with the exception of fences running perpendicular to the stream bank, when used for the containment of livestock .
- B. No discharge is permitted into any public or private sewer, drain, tile or stream, or onto the ground of any liquids or materials which, because of their toxic properties or temperatures when discharged, would contaminate the Kokosing River watershed, groundwater or stream. The Ohio Environmental Protection Agency (OEPA) standards shall apply and be met in making a determination as to the propriety of the discharge. Discharges expressly permitted by the Knox County Board of Health and/or OEPA are not restricted by this Section.
- C. No drilling, dredging or dumping of soil, spoil, liquid or solid material shall be permitted.
- D. The natural vegetation within the Kokosing River Riparian Buffer District shall remain undisturbed except for the removal of noxious weeds as otherwise permitted under the Ohio Revised Code Chapters 5579 and 5589, subject to the activities referenced in Section 26.04(B) above.