

To: Members of the Community Development Committee
From: Dana L. McDaniel, City Manager
Date: January 6, 2021
Initiated By: Thaddeus M. Boggs, Assistant Law Director
Matthew Stiffler, Director of Finance
Jennifer M. Rauch, AICP, Director of Planning
Re: Annexation Policy Discussion
Annexation Fee Waiver Request from Peter Coratola

Background

At the August 24, 2020 Council meeting, Council considered Resolution 45-20 adopting a statement of services resolution for the annexation of approximately 4.998 acres of land located at 7411 Brock Road owned by Peter L. Coratola, Jr. As part of the statement of services discussion, Mr. Coratola requested a waiver of the annexation application fee. Staff recommended denial of the fee waiver request.

While Council approved the statement of services resolution, the fee waiver request was tabled. During the discussion, Council members expressed interest in developing a fee waiver policy. Council referred this topic to the Community Development Committee for further discussion.

Previous City Council Annexation Policies

In 1994, Dublin City Council adopted an "Interim Annexation Policy" (attached) to help guide annexation decisions until the Community Plan was updated. The policy statements were divided into four geographical areas where potential annexations to Dublin could reasonably be expected to occur. Essentially, the policy provided for those annexations that would continue the westward expansion of Dublin in the southwest quadrant (generally south of US 33, and west of I-270); a western expansion of Dublin north of US 33 into Union County; the northern expansion of Dublin, just north of Muirfield into Delaware County; and, finally the annexation of so-called "islands", where pockets of unincorporated areas exist, surrounded by the City of Dublin.

In September 1995, the Interim Annexation Policy was adopted as the "official, adopted policy of City Council" (attached). In October 1995, the Interim Annexation Policy was amended in regard to Area 2 (Union County annexations) in order to clarify the intent of Council in regard to proposed annexations of single parcels of land currently located both in the City of Dublin and in unincorporated Union County.

These policies were then addressed in the updated Community Plan.

Planning Guidance

The Community Plan references annexation in several areas.

Chapter 4: Land Use, Objective 3 speaks to annexation.

Objective 3: Coordinate with neighboring jurisdictions and regional entities to manage the quality and intensity of growth along Dublin's periphery.

Dublin is known as a well-managed community and enjoys a high quality of services within an attractive natural setting. The City recognizes that as part of a much larger system, external circumstances and development have an effect on conditions within the municipality. Under the Municipal Service Agreement with the City of Columbus, Dublin has the exclusive right to extend sewer and water services to certain areas. These are located to the northwest and southwest. Refer to the Chapter 9 – Infrastructure for more information on this issue.

Municipal services provide a strong incentive for landowners to pursue annexation. However, the Dublin-Columbus agreement did not anticipate that another municipality would provide utilities for any portion of the negotiated service area. The City of Marysville, however, has brought sewer service from Marysville along Industrial Parkway, near Dublin and within the negotiated area. Marysville is expected to extend water service east of U.S. 33 in the immediate future. The management of development within this area will be outside Dublin's control if utilities are available from another provider. Control of the quality and intensity of development in the southwest and northwest areas is critical. However, the City has yet to fully explore potential options to address issues on Dublin's periphery.

A. Engage Neighboring Jurisdictions and Regional Entities... to periodically monitor and cooperatively manage growth through a range of mechanisms (e.g. City boundaries, land capacity, and population projections).

B. Coordinate with Surrounding Jurisdictions... and use this Plan to influence the quality and intensity of development, and address smaller-scale planning projects and issues.

C. Strategically Preserve Rural Character... and promote development standards along the western portion of the City both within and outside Dublin's borders.

D. Continue to Work with the Metro Parks District... to site regional parks and recreational opportunities in the vicinity of the City.

E. Incorporate Remaining Exclusive Service Areas... within the City to provide for orderly growth, protect the public health and welfare, maintain and protect the quality of life and to expand the area benefiting from Dublin's high-quality services.

F. Annex Township Islands... that are surrounded by City lands to provide consistent services and identity for residents living in these areas.

G. Manage Development Quality and Intensity... along Dublin's edge by applying recommended land uses as depicted on the Future Land Use Map and associated development levels as set forth by the adopted land use definitions.

H. Work Cooperatively with Other Jurisdictions... to achieve acceptable land uses and development intensities that will maintain expected levels of service while coordinating with other developments.

I. Consider Service Provision Options... to facilitate greater management and control over the quality, intensity and aesthetic design of land uses within Dublin's negotiated service area.

Annexation is also discussed in the context of municipal sewer and water services in the Community Plan. The summary of that discussion is as follows:

The City of Dublin does not own or operate wastewater treatment facilities or a water treatment facility instead supplying these basic public services through arrangements with other jurisdictions. The city provides water and sanitary sewer service primarily through contracts with the City of Columbus, as Central Ohio's regional service provider. These agreements are comprehensive in nature and ensure that the City of Dublin has the ability to provide sewer and water service as the community grows. Limited areas of the city are also provided with sanitary sewer service according to agreements with Delaware County, and Dublin has an additional agreement regarding conveyance of wastewater for the Village of Shawnee Hills. The City of Marysville also provides wastewater and water utilities within portions of Dublin's planning area.

The service area for the City of Dublin and City of Columbus defines specific geographic areas in which service is provided by the respective jurisdictions. Service delineation includes exclusive service areas for both Dublin and Columbus that may be annexed and served by each municipality. An additional Negotiated Service Area defines locations north and west of Dublin where the specific municipality to provide service has not been determined. Agreements stipulate that neither Columbus nor Dublin will annex lands within the Negotiated Service Area without mutual agreement of both representing City Councils.

List of Previous Annexations to the City of Dublin from 2005-2020

Attached is a list of all annexations accepted by Dublin from 2005-2020, provided by the Clerk's office. As you will see, there have been a total of 35 annexations that have been approved by the City (excluding the pending Coratola annexation).

Coratola Fee Waiver Request

The City of Dublin has an annexation application fee of \$4,245. Mr. Coratola requested a waiver of this fee (request attached).

According to the log that is kept by the Clerk of Council, it appears that the following 13 have been granted fee waivers for annexations:

- 7200 Coffman Road (Dublin Baptist Church), waiver approved on 1-9-06
- 4.64 Acres (application filed by Washington Township), waiver approved on 2-6-06
- 8668 Hyland-Croy Road (Robert and Elaine Horr), waiver approved on 4-9-07
- 7679 Post Road (Costner Consulting), waiver approved per agreement on 6-18-07
- 9341 Jerome Road (Daniel and Melissa Lorenz), waiver approved on 11-19-07
- 6924 Riverside Drive (BVH Associates), waiver approved per agreement on 6-16-08
- 8600 Hyland-Croy Road (Kevin and Jocelyn Mullins), waiver approved on 3-16-09
- 7672 Fishel Road (TALG Ltd.), waiver approved on 3-12-12
- 7094 Dublin Road (Harvey Vasha), waiver approved on 4-23-12
- 7250 Coffman Road (Jay Eggspuehler), waiver approved on 9-23-13
- 6960 Rings Road (David Patch), waiver approved on 8-11-14
- 2.7 Acres (application filed by Washington Township), waiver approved on 8-11-14
- 4.816 Acres (application filed by Washington Township), waiver approved on 1-8-19

Schedule of Fees and Service Charges Analysis

During the discussion at the August 24th Council meeting when the annexation fee waiver was originally requested, several Council members questioned what other cities charged for annexations. We reviewed fees for a cross-section of Ohio municipalities. The majority of cities surveyed do not charge fees for annexations. Those cities include Columbus, Newark, Pickerington, Canal Winchester, Grove City, Massillon, Canton and Westlake. Delaware charges \$500 for any annexation review; Hilliard charges \$750 for greater than 25 acres, \$625 for greater than 10 but less than 25 acres and \$500 for less than 10 acres; and Franklin County charges \$250 for the first 10 acres plus \$100 for each 20 acres or portion thereof over 10 acres.

While benchmarking other municipalities' fees is instructive, the philosophy behind Dublin's fees for service is full cost recovery. The fee for this service is reviewed every two years as part of the Schedule of Fees and Service Charges analysis approved by Council. Most recently this cost analysis was adopted in Ordinance 45-20. That ordinance specifies the general policy intent as being:

It is the intent of the City Council to ascertain and recover the specified percentages of full costs from fees, charges, and regulatory license fees levied in providing the regulation, products, or services to achieve a more equitable and fair mix for financing services in order to reduce or eliminate subsidizing these services with general tax revenue.

Additionally, that ordinance identifies the general conditions under which a fee waiver should be considered:

City Council reserves the right to waive any fee in order to encourage development projects that enhance the City's tax base as outlined in the City's Economic Development Strategy. The City Manager may recommend further waivers or fee adjustments, based on hardship, to be accepted or rejected by City Council at its next regularly scheduled meeting.

The \$4,245 fee associated with this service (PL-45) represents the cost incurred by the City to provide this service. The analysis used to set this fee was included as part of Ordinance 45-20 and is included as an attachment for reference.

Recommendation

Staff believes the City's annexation fee is an accurate representation of the cost to the City of processing annexation fees and should be imposed on all applicants unless, consistent with the general conditions outlined above, the waiver advances economic development projects or is necessary due to hardship. As such, Staff recommends that the Committee recommend denial of Mr. Coratola's fee waiver request to City Council.

Staff requests direction from the Committee as to whether a more in-depth fee waiver policy should be developed.

RECORD OF RESOLUTIONS

Dayton Legal Blank Co., Form No. 30045

Resolution No. 06-94

Passed

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A RESOLUTION DEFINING DUBLIN'S INTERIM ANNEXATION POLICY

WHEREAS, Dublin City Council, from time to time, must respond to petitions for proposed annexations to the City of Dublin; and

WHEREAS, the City's current Community Plan does not, in all cases, provide sufficient direction to the City at this time to help provide guidance to Council regarding such matters; and

WHEREAS, the City is in the process of updating its Community Plan, but such update is not scheduled to be completed for at least another year; and

WHEREAS, it is the desire of Dublin City Council to establish and adopt an "Interim Annexation Policy" to help guide annexations decisions until such time as a more comprehensive policy is established within the update of the Community Plan;

NOW, THEREFORE, BE IT RESOLVED by Council of the City of Dublin, State of Ohio, 6 of its elected members concurring that:

Section 1. It shall be Dublin's general policy to review and adopt annexations to the City of Dublin under the guidelines established in the attached document entitled "Interim Annexation Policy".

Section 2. This Resolution shall take effect on the earliest date permitted by law.

Passed this 20th day of June, 1994.

Joel Campbell
Mayor - Presiding Officer

Attest:

Anna C. Clarke
Clerk of Council

I hereby certify that copies of this Ordinance/Resolution were posted in the City of Dublin in accordance with Section 731.25 of the Ohio Revised Code.

Anna C. Clarke
Clerk of Council, Dublin, Ohio

INTERIM ANNEXATION POLICY

As Adopted by Dublin City Council on June 20, 1994

BACKGROUND

In recent years, the City has increasingly struggled with issues related to the acceptance of proposed annexations. Until recently, the City's policy had consistently been one of rather aggressive acceptance of virtually all proposed annexations. This policy perhaps became heightened during the periods of great uncertainty which had existed prior to the negotiation of new sewer and water contracts with Columbus and during the township merger proposal of 1989. As both Dublin and Columbus have taken a closer look at the relative costs of growth and development, both the zeal and certainty with which previous annexations were pursued has significantly lessened. At this point, both the Dublin City Council and the administration are re-defining the City's policy with regard to those annexation proposals which lack a clear fiscal benefit to the City. This document reflects the current annexation policy of the City of Dublin.

PURPOSE

Although it is expected that the City's annexation policy may be redefined by the land use plans, facility plans, fiscal impact analysis, etc., done as part of the Community Plan update (now underway), Council requested that the administration recommend, as best as possible with current information, an "Interim Policy" to guide annexation decisions until the update of the Community Plan is completed. The following policy reflects the adopted interim policy of Dublin City Council, until amended or replaced. The policy statements are divided into four geographical areas where potential annexations to Dublin can reasonably be expected to occur. This is done because both the current level of information and the policy considerations vary by geographical area. Essentially, policy is provided for those annexations which would continue the westward expansion of Dublin in the southwest quadrant (generally south of US 33, and west of I-270); a western expansion of Dublin north of US 33 into Union County; the northern expansion of Dublin, just north of Muirfield into Delaware County; and, finally the annexation of so-called "islands", where pockets of unincorporated areas exist, surrounded by the City of Dublin (see Attachment 6).

1. SOUTHWEST AREA

In July of 1993, Dublin City Council formally adopted the Southwest Area Plan (SWAP). The plan in essence assumed that all areas which could reasonably be provided with urban services (primarily urban sewer and water) would eventually, at some point in the future develop in an urban fashion. As such, the planning effort looked at how the area should ultimately develop, regardless of the rate at which that development might take place. As part of its action to adopt the plan, however, City Council stipulated an additional policy directive.

Council determined that as a matter of general policy, the City should not pursue annexations within the southwest area which would not clearly provide a net fiscal benefit to the City until such time as the Community Plan Update (and its associated fiscal analyses) and the Economic Development Strategy were completed. This action was taken because the South West Area Plan determined that the great majority of future annexable land within the quadrant was largely residential in nature.

The plan also identified the vast amounts of infrastructure which would be needed to support that residential development. Examples of such infra-structure included: 1) significant widening of Avery Road and its US 33 overpass, 2) the need for additional water towers with almost any development proceeding west of Avery Road, 3) the Coffman Road extension, 4) the Tuttle Road to Avery Road extension, 5) numerous upgrades to the sub-standard, rural roadway network, 6) and perhaps some significant challenges with stormwater management. Since the City had no way of determining whether or not such a level of infra-structure could be afforded without great financial hardship to the remainder of the City, the extremely cautious interim annexation policy, specifically for the southwest area, was adopted. It should be noted that a determination was not being made that these properties should not ever be annexed to the City, but rather, that annexations should not be pursued until the City had the "Citywide" information needed to determine the desirability and affordability of the recommended growth patterns included in the Southwest Area Plan.

The annexable portion of the Southwest Area is defined as "Exclusive Dublin Expansion Area" within the recently executed Dublin/Columbus Sewer and Water Contract. The area consists of approximately 2350 acres of property, most of which is projected as likely residential development (see Attachment 1).

This policy statement does not vary the policy adopted by Council as part of the SWAP. However, it should be noted that this is a statement of general policy, and there may be circumstances where Council may wish to consider and accept an annexation in the southwest quadrant because of other attributable public benefits from the proposed development beyond the simple, direct fiscal impacts. For example, an extremely large-scale commercial/industrial development within or adjacent to this area would create tremendous new demands for land acquisition and development in the area. The development pressures may be such that Dublin would want to annex the surrounding properties to ensure that development took place in a quality, compatible fashion with proper and adequate infra-structure being installed as part of the development. Another example could include a proposed annexation accompanied by the installation or completion of a needed or desirable public improvement such as a major road widening, etc.

Another issue within this potential annexation area which needs to be addressed is the issue of non-coterminous school district boundaries. Much of the area into which Dublin could conceivably annex in the southwest quadrant would be located within the Hilliard School District. At this time, the City is still evaluating the issues associated with such a pattern of development; however, any time the level of jurisdictional fragmentation is increased, providing inter-governmental coordination and developing a sense of community is made more difficult (see Attachment 2).

2. AREA WEST OF DUBLIN, NORTH OF US33, EAST OF HYLAND-CROY ROAD **(UNION COUNTY ANNEXATIONS)**

This area differs significantly from the potential annexation areas in the southwest quadrant because little to no planning has been done for this area. The area was not included within the 1988 Community Plan because it was not a part of any existing or proposed sewer and water service contract with the City of Columbus and was therefore not viewed as part of Dublin's logical growth area. In the sewer and water contract entered into between Dublin and Columbus in 1992, the area of Union County west of the City's current corporate limit along the Franklin County border, north of US33 and east of Hyland-Croy Road, was added to what is now identified as Dublin's "Exclusive Expansion Area" (see Attachment 1). Although no planning had been done for these properties, the City projects that the majority of this area likely lends itself to low-density, single-family residential development.

Based upon the best information available today, there are clearly portions of this area which have significant questions regarding Dublin's ability to provide sewer and water service. The properties in the northernmost end of this proposed growth area cannot be provided with adequate water service with the City's current distribution system, and any improvements are projected to be quite expensive. Similarly, the administration has recently conducted a capacity analysis of the North Fork Indian Run sanitary sewer which currently terminates just north of Dublinshire Road, east of Muirfield Drive. This would be the sewer which would need to be extended to serve the majority of this growth area. Although the sewer appears to have capacity to serve a portion on this area, at this time, preliminary calculations indicate it may lack the capacity to serve the entire area.

Annexations into the northern portion of this growth area would be provided with electric service by Ohio Edison Company (see Attachment 3). Similarly, a significant portion of this growth area would be provided with phone service from General Telephone and would therefore likely result in some continued level of dissatisfaction among future Dublin residents if the issue of long-distance calling to Columbus was not resolved (see Attachment 4).

Also, unlike growth into the southwest quadrant which is entirely within Washington Township, growth within this area would be within Jerome Township of Union County. As such, upon its initial annexation, the area would be served by Jerome Township for fire protection and emergency medical services. It is the policy of Dublin City Council to provide a uniform level of fire protection and emergency medical services to all of the City's residents. The City will take action to include this growth area within Washington Township, if annexed to the City of Dublin. Obviously, since this increases the service area of Washington Township, the fiscal impacts of such an expansion should be analyzed.

At this point in time, Dublin will consider annexations within this area where parcels of ground under common ownership are currently located both in the City of Dublin and in unincorporated Union County. The intent of this provision is to allow for the reasonable development of properties which are currently located largely within Dublin, but may also have smaller, residuals extending into the adjacent County. It is not intended to apply to properties

under single ownership, the larger part of which lies in unincorporated Union County, with a small residual extending into the City of Dublin. Similarly, the policy is not intended to include properties under common ownership located in both jurisdictions where both the portion in the City of Dublin and in unincorporated Union County are significant in size and developable in and of themselves. Of course, the City still needs to determine on a case-by-case basis the adequacy of available sewer and water service. Additional large-scale annexations into this area, however, should be postponed until the City completes the update of its Community Plan. Again, the City should be in a position to consider exceptions to this policy if either major development proposals in or near the area create new opportunities, or unique developments are proposed within the area which meet some other important public purpose or objective.

3. AREA NORTH OF MUIRFIELD

There appears to be a limited amount of property north of Muirfield which could be served by the Dublin sanitary sewer system (see Attachment 5). The only recommended land uses which would likely be appropriate for this area would be low-density, single-family housing. This area includes approximately 340 acres. The administration has determined, however, that the City would not be able to provide this property with adequate water service without the addition of expensive improvements such as additional storage facilities and booster stations. Given the small amount of area to be served, the administration would not recommend such expensive improvements in order to serve this area, at this time.

The area is not currently located in the Dublin Expansion Area as identified within the City's sewer and water contracts with Columbus. However, in previous discussions with Columbus, they have indicated that if a small amount of acreage north of Dublin could be reasonably served by extensions of Dublin's sewer and water systems, Columbus would not have any objection to adding this area to our service contracts.

Another complicating factor is that at least a portion of the area is currently provided with water service by the Delco Water System. It is the City's understanding that because this water system is funded, in part, with federal loans, that the customer base within the served area belongs to Delco, since that customer base was designated to help repay the federal loans. The City has serious questions regarding the ability of the Delco Water System to meet Dublin's minimum fire-flow requirements in the long term. Initial investigation of this issue by representatives from R.D. Zande & Associates indicates that the system today is adequate to serve a portion of the area which could be provided with Dublin sanitary sewer service. The City is far less certain at this time, however, that these minimal fire-flow standards can be met into the future as the southern Delaware County area continues to develop.

Also, this area is located in Concord Township and in accordance with City Council's policy to provide a uniform level of fire protection and emergency medical services to all City residences, ultimately, an adjustment of township boundaries would be necessary. This is the same policy as described earlier for any Jerome Township annexation, and is consistent with previous Council action in this area. Electric service to this area is provided by Union R.E.C.I., and phone service is provided by Ohio Bell (Ameritech).

The City recognizes that the Dublin School District has expressed a desire to pursue the development of an additional elementary school within this area, if at all possible. The school administration is fully aware, however, of the issues that need to be overcome.

Obviously, annexations in this area would be contingent upon a whole series of issues being resolved including formal modification of our Dublin/Columbus sewer and water contracts, a formal determination of adequate long-term water service, an adjustment of township boundaries, and, of course, approval of those annexations by Delaware County. Annexations from this area, therefore, are not expected until several of these critical issues are resolved.

4. ISLANDS OF UNINCORPORATED AREA WITHIN THE CITY

There are a number of "islands" of unincorporated area located within the current city limits (see Attachment 1). It is the current policy of the City of Dublin that the City cooperate with and encourage the annexation of these unincorporated pockets to the City of Dublin. Such isolated pockets provide for the inefficient delivery of service by the township who often has to cross relatively large areas of incorporated Dublin to provide services to these isolated areas. Additionally, it is believed that such isolated islands lead to unnecessary confusion regarding the issue of jurisdictional responsibility which may lead to an unacceptable level of service being provided to these unincorporated islands or to the areas located immediately adjacent thereto.

June 2, 1994

PROPOSED INTERIM ANNEXATION POLICY

BACKGROUND

In recent years, the City has increasingly struggled with issues related to the acceptance of proposed annexations. Until recently, the City's policy had consistently been one of rather aggressive acceptance of virtually all proposed annexations. This policy perhaps became heightened during the periods of great uncertainty which had existed prior to the negotiation of new sewer and water contracts with Columbus and during the township merger proposal. As both Dublin and Columbus have taken a closer look at the relative costs of growth and development, both the zeal and certainty with which previous annexations were pursued has significantly lessened. At this point, both the Dublin City Council and the administration are re-defining the City's policy with regard to those annexation proposals which lack a clear fiscal benefit to the City.

PURPOSE

Although it is expected that the City's annexation policy will be defined by the land use plans, facility plans, fiscal impact analysis, etc., done as part of the Community Plan update (now underway), Council has requested that the administration recommend, as best as possible with current information, an "Interim Policy" to guide annexation decisions until the update of the Community Plan is completed. The following is an attempt to establish and define such an interim policy. The discussion will be divided into four geographical areas where potential annexations to Dublin can reasonably be expected to occur. This is being done because the current level of information and the policy considerations vary by geographical area. Essentially, we are looking at those annexations which would continue the westward expansion of Dublin in the southwest quadrant (generally south of US 33, and west of I-270); a western expansion of Dublin north of US 33 into Union County; the northern expansion of Dublin, just north of Muirfield into Delaware County; and, finally the annexation of so-called "islands", where pockets of unincorporated areas exist, surrounded by the City of Dublin (see Attachment 6).

1. SOUTHWEST AREA

As Council will recall, in July of 1993 the City formally adopted the Southwest Area Plan (SWAP). The plan in essence assumed that all areas which could reasonably be provided with urban services (primarily urban sewer and water) would eventually, at some point in the future develop in an urban fashion. As such, the planning effort looked at how the area should ultimately develop, regardless of the rate at which that development might take place. As part of its action to adopt the plan, however, City Council stipulated an additional policy directive.

Council determined that as a matter of general policy, the City should not pursue annexations within the southwest area which would not clearly provide a net fiscal benefit to the City until such time as the Community Plan Update (and its associated fiscal analysis) and the Economic Development Strategy were completed. This action was taken because the South West Area Plan determined that the great majority of future annexable land within the quadrant was largely residential in nature.

The plan also identified the vast amounts of infrastructure which would be needed to support that residential development. Examples of such infra-structure included: 1) significant widening of Avery Road and its US 33 overpass, 2) the need for additional water towers with almost any development proceeding west of Avery Road, 3) the Coffman Road extension, 4) the Tuttle Road to Avery Road extension, 5) numerous upgrades to the sub-standard, rural roadway network, 6) and perhaps some significant challenges with stormwater management. Since the City had no way of determining whether or not such a level of infra-structure could be afforded without great financial hardship to the remainder of the City, the extremely cautious interim annexation policy, specifically for the southwest area, was adopted. It should be noted that a determination was not being made that these properties should not ever be annexed to the City, but rather, that annexations should not be pursued until the City had the Citywide information needed to determine the desirability and affordability of the recommended growth patterns included in the Southwest Area Plan.

The annexable portion of the Southwest Area is defined as "Exclusive Dublin Expansion Area" within the recently executed Dublin/Columbus Sewer and Water Contract. The area consists of approximately 2350 acres of property, most of which is projected as likely residential development (see Attachment 1).

At this point, the administration is not recommending varying the policy adopted by Council as part of the SWAP. However, it should be noted that this is a statement of general policy, and there may be circumstances where Council may wish to consider and accept an annexation in the southwest quadrant because of other attributable public benefits from the proposed development beyond the simple, direct fiscal impacts. For example, an extremely large-scale commercial/industrial development within or adjacent to this area would create tremendous new demands for land acquisition and development in the area. The development pressures may be such that Dublin would want to annex the surrounding properties to ensure that development took place in a quality, compatible fashion with proper and adequate infra-structure being installed as part of the development. Another example could include a proposed annexation accompanied by the installation or completion of a needed or desirable public improvement such as a major road widening, etc.

Another issue within this potential annexation area which needs to be addressed is the issue of non-coterminous school district boundaries. Much of the area into which Dublin could conceivably annex in the southwest quadrant would be located within the Hilliard School District. At this time, the City is still evaluating the issues associated with such a pattern of development; however, any time the level of jurisdictional fragmentation is increased, inter-governmental coordination and developing a sense of community is made more difficult (see Attachment 2).

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Based upon the best information we have today, there are clearly portions of this area which have significant questions regarding Dublin's ability to provide sewer and water service. The properties in the northernmost end of this proposed growth area cannot be provided with adequate water service with our current distribution system, and any improvements are projected to be quite expensive. Similarly, we have recently conducted a capacity analysis of the North Fork Indian Run sanitary sewer which currently terminates just north of Dublinshire Road, east of Muirfield Drive. This would be the sewer which would need to be extended to serve the majority of this growth area. Although the sewer appears to have capacity to serve a portion on this area, at this time, preliminary calculations indicate it may lack the capacity to serve the entire area.

Annexations into the northern portion of this growth area would be provided with electric service by Ohio Edison Company (see Attachment 3). Similarly, a significant portion of this growth area would be provided with phone service from General Telephone and would therefore likely result in some continued level of dissatisfaction among future Dublin residents if the issue of long-distance calling to Columbus was not resolved (see Attachment 4).

Also, unlike growth into the southwest quadrant which is entirely within Washington Township, growth within this area would be within Jerome Township of Union County. As such, upon its initial annexation, the area would be served by Jerome Township for fire protection and emergency medical services. It is the policy of Dublin City Council to provide a uniform level of fire protection and emergency medical services to all of the City's residents. The administration would likely recommend upon annexation, therefore, that the City take action to include this growth area within Washington Township. Obviously, since this increases the service area of Washington Township, the fiscal impacts of such an expansion should be analyzed.

At this point in time, staff recommends that Dublin accept annexations within this area where single parcels of land are currently located both in the City of Dublin and in unincorporated Union County. Under such a scenario, the parcels annexed would be brought under single jurisdiction with, we believe, minimal impacts on the City. Of course, we would also need to determine on a case-by-case basis the adequacy of available sewer

and water service. Additional large-scale annexations into this area, however, should be postponed until the City completes the update of its Community Plan. Again, we should be in a position to consider exceptions to this policy if either major development proposals in or near the area create new opportunities, or unique developments are proposed within the area which meet some other important public purpose or objective.

3. AREA NORTH OF MUIRFIELD

There appears to be a limited amount of property north of Muirfield which could be served by the Dublin sanitary sewer system (see Attachment 5). The only recommended land uses which would likely be appropriate for this area would be low-density, single-family housing. This area includes approximately 340 acres. Staff has determined, however, that the City would not be able to provide this property with adequate water service without the addition of expensive improvements such as additional storage facilities and booster stations. Given the small amount of area to be served, the administration would not recommend such expensive improvements in order to serve this area, at this time.

The area is not currently located in the Dublin Expansion Area as identified within the City's sewer and water contracts with Columbus. However, in previous discussions with Columbus, they have indicated that if a small amount of acreage north of Dublin could be reasonably served by extensions of Dublin's sewer and water systems, Columbus would not have any objection to adding this area to our service contracts.

Another complicating factor is that at least a portion of the area is currently provided with water service by the Delco Water System. It is the administration's understanding that because this water system is funded, in part, with federal loans, that the customer base within the served area belongs to Delco, since that customer base was designated to help repay the federal loans. Staff has serious questions regarding the ability of the Delco Water System to meet our minimum fire-flow requirements in the long term. Initial investigation of this issue by representatives from R.D. Zande & Associates indicates that the system today is adequate to serve a portion of the area which could be provided with Dublin sanitary sewer service. We are far less certain at this time, however, that these minimal fire-flow standards can be met into the future as the southern Delaware County area continues to develop.

Also, this area is located in Concord Township and in accordance with City Council's policy to provide a uniform level of fire protection and emergency medical services to all City residences, ultimately, an adjustment of township boundaries would be necessary. This is similar to what staff would propose for any Jerome Township annexation, and is consistent with previous Council action in this area. Electric service to this area is provided by Union R.E.C.I., and phone service is provided by Ohio Bell (Ameritech).

For Council's information, the Dublin School District has expressed a desire to pursue the development of an additional elementary school within this area, if at all possible. The school administration is fully aware, however, of the issues that need to be overcome.

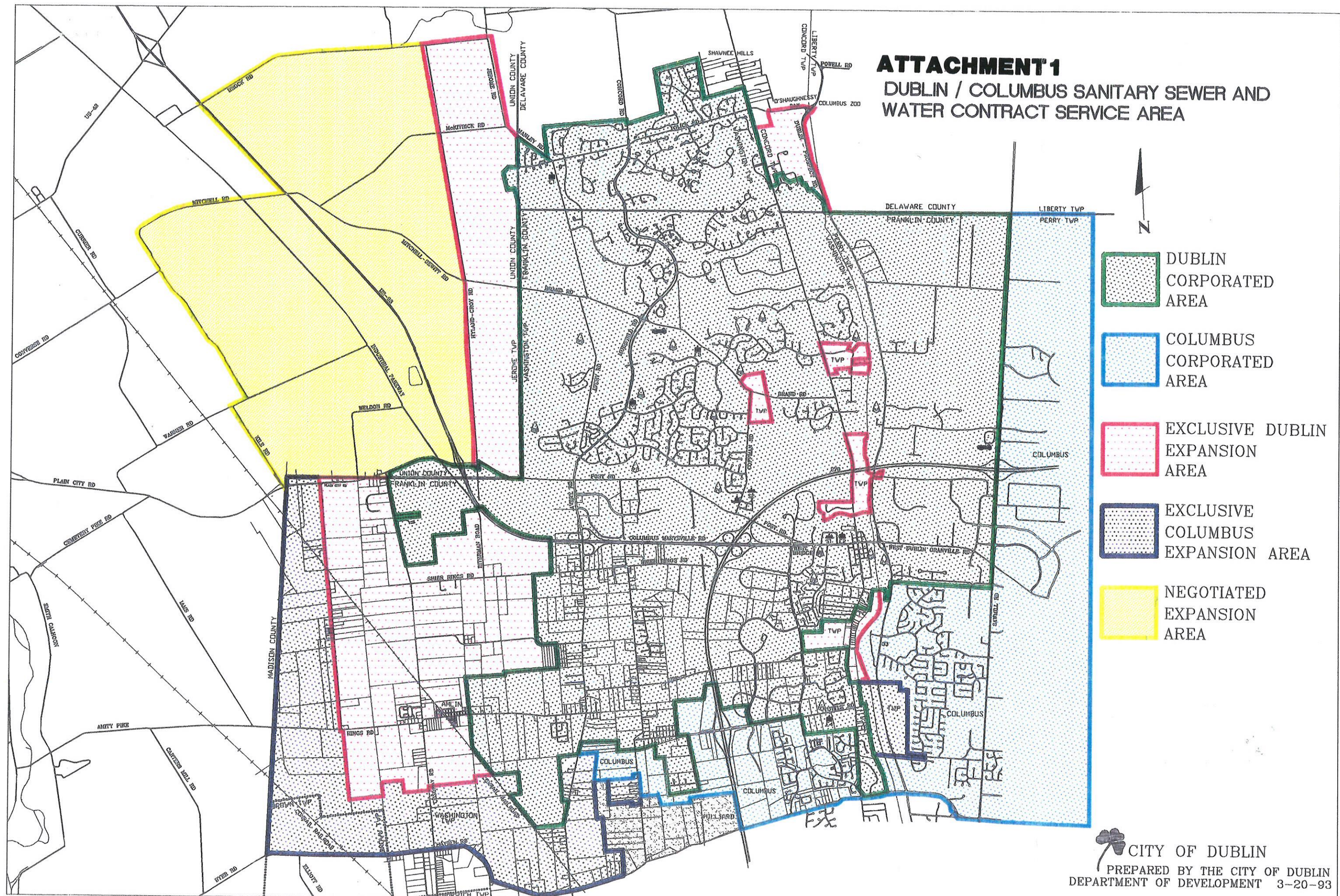
Obviously, annexations in this area would be contingent upon a whole series of issues being resolved including formal modification of our Dublin/Columbus sewer and water contracts, a formal determination of adequate long-term water service, an adjustment of township boundaries, and, of course, approval of those annexations by Delaware County. Staff does not therefore expect to receive requests for annexations from this area until several of these critical issues are resolved.

4. ISLANDS OF UNINCORPORATED AREA WITHIN THE CITY

There are a number of "islands" of unincorporated area located within the current city limits (see Attachment 1). It is the current policy of the City of Dublin that the City cooperate with and encourage the annexation of these unincorporated pockets to the City of Dublin. Such isolated pockets provide for the inefficient delivery of service by the township who often has to cross relatively large areas of incorporated Dublin to provide services to these isolated areas. Additionally, it is believed that such isolated islands lead to unnecessary confusion regarding the issue of jurisdictional responsibility which may lead to an unacceptable level of service being provided to these unincorporated islands or to the areas located immediately adjacent thereto.

ATTACHMENT 1

DUBLIN / COLUMBUS SANITARY SEWER AND WATER CONTRACT SERVICE AREA



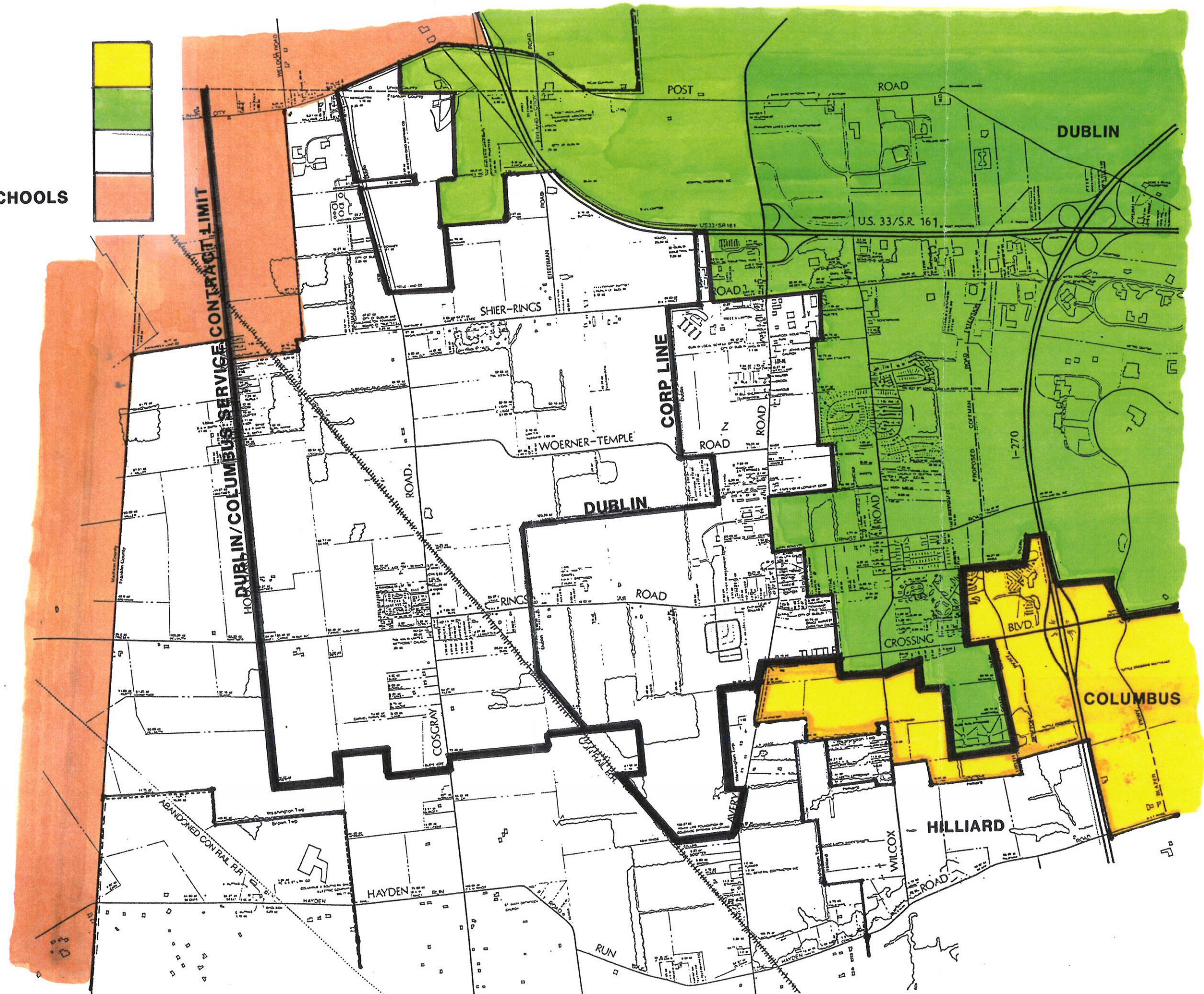
- DUBLIN CORPORATED AREA
- COLUMBUS CORPORATED AREA
- EXCLUSIVE DUBLIN EXPANSION AREA
- EXCLUSIVE COLUMBUS EXPANSION AREA
- NEGOTIATED EXPANSION AREA

COLUMBUS CITY SCHOOLS

DUBLIN CITY SCHOOLS

HILLIARD CITY SCHOOLS

JONATHAN ALDER LOCAL SCHOOLS



SCHOOL DISTRICT BOUNDARIES

FIGURE

2

OHIO
EDISON
CO.

ATTACHMENT 3 ELECTRIC UTILITY SERVICES

COLS S. PWR

UNION REG. 1

COLS S. PWR

OHIO
EDISON
CO.

CSM

ATTACHMENT 4 TELEPHONE UTILITY SERVICES

GTE
NORTH

GTE NORTH

OHIO BELL

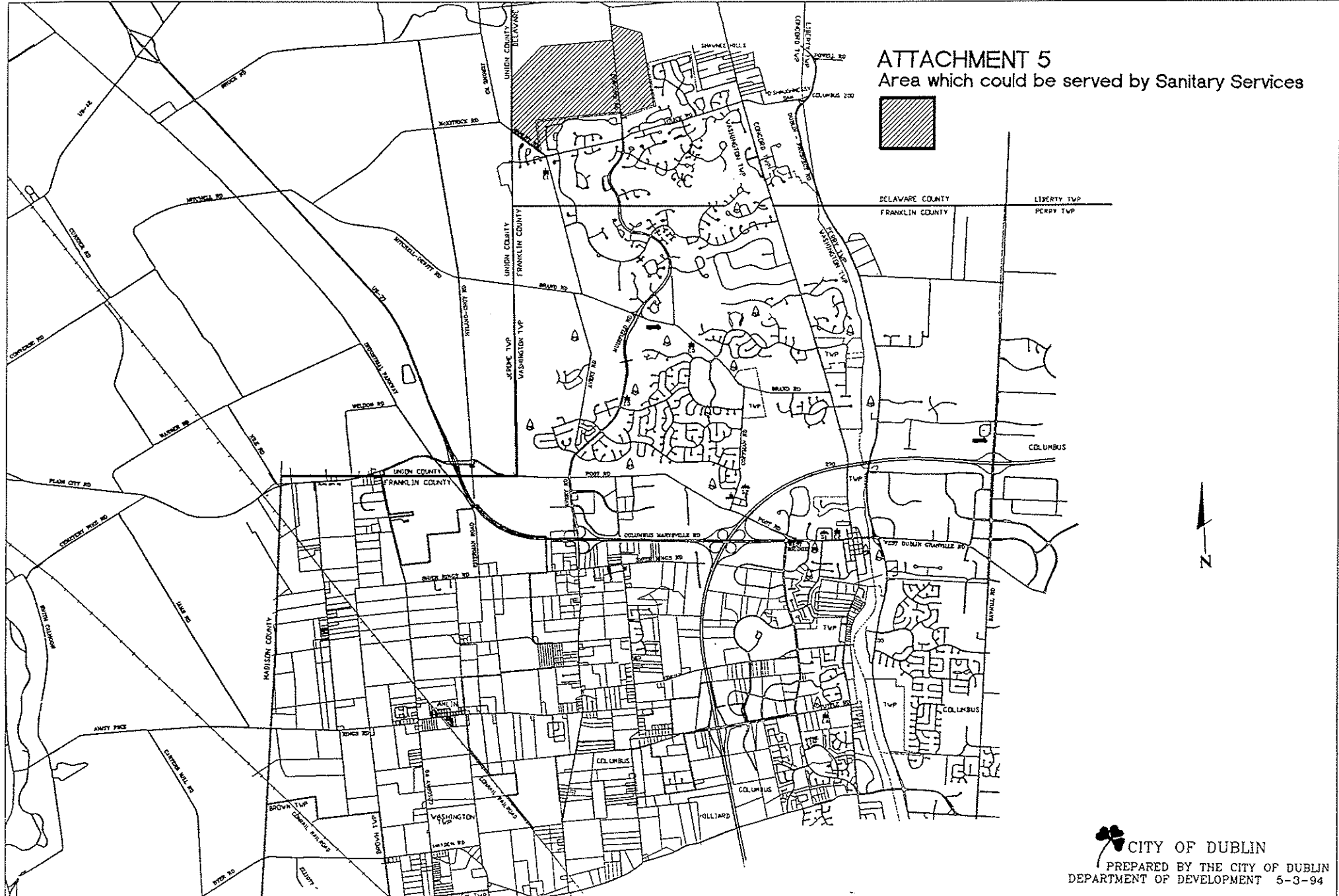
OHIO BELL



CITY OF DUBLIN

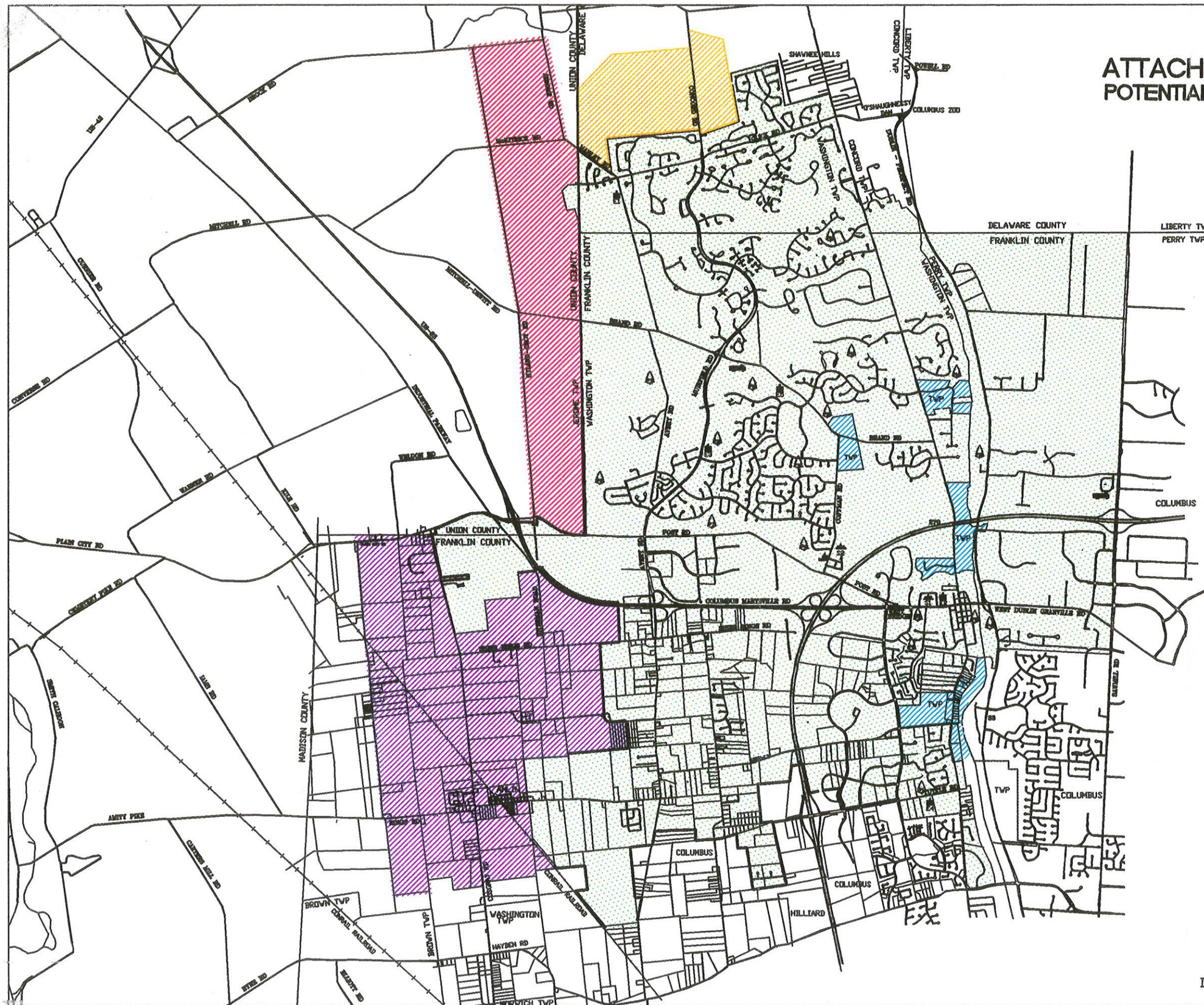
PREPARED BY THE CITY OF DUBLIN
DEPARTMENT OF DEVELOPMENT 5-3-94





Area which could be served by Sanitary Services



PREPARED BY THE CITY OF DUBLIN
DEPARTMENT OF DEVELOPMENT 5-3-94

ATTACHMENT 6 POTENTIAL ANNEXATION AREAS



-  AREA 1
-  AREA 2
-  AREA 3
-  AREA 4
-  DUBLIN CORPORATED AREA

RECORD OF RESOLUTIONS

Dayton Legal Blank Co., Form No. 30045

Resolution No. **09-95**

Passed

19

A RESOLUTION CLARIFYING THE LANGUAGE OF THE ADOPTED INTERIM ANNEXATION POLICY, AND DECLARING AN EMERGENCY


WHEREAS, City Council has requested that staff modify certain language within the Interim Annexation Policy adopted on June 20, 1994 in order to: (1) eliminate that language which reflects the policy as a staff recommendation; and (2) modify the language so that it establishes the official, adopted policy of City Council.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Dublin, State of Ohio, 7 of the elected members concurring:

Section 1. That the Interim Annexation Policy, dated 4/3/95 and attached as Exhibit "A" is hereby adopted as the official, adopted policy of City Council, setting guidelines under which proposed annexations are reviewed by staff for recommendation to City Council.

Section 2. That this Resolution is declared to be an emergency measure for the immediate preservation of the public peace, health or welfare of the residents of this City, and for the further reason that it is the intent of Council to provide clear policy direction to future applicants for annexation to the City of Dublin.

Passed this 24th day of April, 1995.



Mayor - Presiding Officer

ATTEST:



Clerk of Council

I hereby certify that copies of this Resolution were posted in the City of Dublin in accordance with Section 731.25 of the Ohio Revised Code.



Clerk of Council, Dublin, Ohio

INTERIM ANNEXATION POLICY

As Adopted by Dublin City Council on June 20, 1994

BACKGROUND

In recent years, the City has increasingly struggled with issues related to the acceptance of proposed annexations. Until recently, the City's policy had consistently been one of rather aggressive acceptance of virtually all proposed annexations. This policy perhaps became heightened during the periods of great uncertainty which had existed prior to the negotiation of new sewer and water contracts with Columbus and during the township merger proposal of 1989. As both Dublin and Columbus have taken a closer look at the relative costs of growth and development, both the zeal and certainty with which previous annexations were pursued has significantly lessened. At this point, both the Dublin City Council and the administration are re-defining the City's policy with regard to those annexation proposals which lack a clear fiscal benefit to the City. This document reflects the current annexation policy of the City of Dublin.

PURPOSE

Although it is expected that the City's annexation policy may be redefined by the land use plans, facility plans, fiscal impact analysis, etc., done as part of the Community Plan update (now underway), Council requested that the administration recommend, as best as possible with current information, an "Interim Policy" to guide annexation decisions until the update of the Community Plan is completed. The following policy reflects the adopted interim policy of Dublin City Council, until amended or replaced. The policy statements are divided into four geographical areas where potential annexations to Dublin can reasonably be expected to occur. This is done because both the current level of information and the policy considerations vary by geographical area. Essentially, policy is provided for those annexations which would continue the westward expansion of Dublin in the southwest quadrant (generally south of US 33, and west of I-270); a western expansion of Dublin north of US 33 into Union County; the northern expansion of Dublin, just north of Muirfield into Delaware County; and, finally the annexation of so-called "islands", where pockets of unincorporated areas exist, surrounded by the City of Dublin (see Attachment 6).

1. SOUTHWEST AREA

In July of 1993, Dublin City Council formally adopted the Southwest Area Plan (SWAP). The plan in essence assumed that all areas which could reasonably be provided with urban services (primarily urban sewer and water) would eventually, at some point in the future develop in an urban fashion. As such, the planning effort looked at how the area should ultimately develop, regardless of the rate at which that development might take place. As part of its action to adopt the plan, however, City Council stipulated an additional policy directive.

Council determined that as a matter of general policy, the City should not pursue annexations within the southwest area which would not clearly provide a net fiscal benefit to the City until such time as the Community Plan Update (and its associated fiscal analyses) and the Economic Development Strategy were completed. This action was taken because the South West Area Plan determined that the great majority of future annexable land within the quadrant was largely residential in nature.

The plan also identified the vast amounts of infrastructure which would be needed to support that residential development. Examples of such infra-structure included: 1) significant widening of Avery Road and its US 33 overpass, 2) the need for additional water towers with almost any development proceeding west of Avery Road, 3) the Coffman Road extension, 4) the Tuttle Road to Avery Road extension, 5) numerous upgrades to the sub-standard, rural roadway network, 6) and perhaps some significant challenges with stormwater management. Since the City had no way of determining whether or not such a level of infra-structure could be afforded without great financial hardship to the remainder of the City, the extremely cautious interim annexation policy, specifically for the southwest area, was adopted. It should be noted that a determination was not being made that these properties should not ever be annexed to the City, but rather, that annexations should not be pursued until the City had the "Citywide" information needed to determine the desirability and affordability of the recommended growth patterns included in the Southwest Area Plan.

The annexable portion of the Southwest Area is defined as "Exclusive Dublin Expansion Area" within the recently executed Dublin/Columbus Sewer and Water Contract. The area consists of approximately 2350 acres of property, most of which is projected as likely residential development (see Attachment 1).

This policy statement does not vary the policy adopted by Council as part of the SWAP. However, it should be noted that this is a statement of general policy, and there may be circumstances where Council may wish to consider and accept an annexation in the southwest quadrant because of other attributable public benefits from the proposed development beyond the simple, direct fiscal impacts. For example, an extremely large-scale commercial/industrial development within or adjacent to this area would create tremendous new demands for land acquisition and development in the area. The development pressures may be such that Dublin would want to annex the surrounding properties to ensure that development took place in a quality, compatible fashion with proper and adequate infra-structure being installed as part of the development. Another example could include a proposed annexation accompanied by the installation or completion of a needed or desirable public improvement such as a major road widening, etc.

Another issue within this potential annexation area which needs to be addressed is the issue of non-coterminous school district boundaries. Much of the area into which Dublin could conceivably annex in the southwest quadrant would be located within the Hilliard School District. At this time, the City is still evaluating the issues associated with such a pattern of development; however, any time the level of jurisdictional fragmentation is increased, providing inter-governmental coordination and developing a sense of community is made more difficult (see Attachment 2).

2. AREA WEST OF DUBLIN, NORTH OF US33, EAST OF HYLAND-CROY ROAD **(UNION COUNTY ANNEXATIONS)**

This area differs significantly from the potential annexation areas in the southwest quadrant because little to no planning has been done for this area. The area was not included within the 1988 Community Plan because it was not a part of any existing or proposed sewer and water service contract with the City of Columbus and was therefore not viewed as part of Dublin's logical growth area. In the sewer and water contract entered into between Dublin and Columbus in 1992, the area of Union County west of the City's current corporate limit along the Franklin County border, north of US33 and east of Hyland-Croy Road, was added to what is now identified as Dublin's "Exclusive Expansion Area" (see Attachment 1). Although no planning had been done for these properties, the City projects that the majority of this area likely lends itself to low-density, single-family residential development.

Based upon the best information available today, there are clearly portions of this area which have significant questions regarding Dublin's ability to provide sewer and water service. The properties in the northernmost end of this proposed growth area cannot be provided with adequate water service with the City's current distribution system, and any improvements are projected to be quite expensive. Similarly, the administration has recently conducted a capacity analysis of the North Fork Indian Run sanitary sewer which currently terminates just north of Dublinshire Road, east of Muirfield Drive. This would be the sewer which would need to be extended to serve the majority of this growth area. Although the sewer appears to have capacity to serve a portion on this area, at this time, preliminary calculations indicate it may lack the capacity to serve the entire area.

Annexations into the northern portion of this growth area would be provided with electric service by Ohio Edison Company (see Attachment 3). Similarly, a significant portion of this growth area would be provided with phone service from General Telephone and would therefore likely result in some continued level of dissatisfaction among future Dublin residents if the issue of long-distance calling to Columbus was not resolved (see Attachment 4).

Also, unlike growth into the southwest quadrant which is entirely within Washington Township, growth within this area would be within Jerome Township of Union County. As such, upon its initial annexation, the area would be served by Jerome Township for fire protection and emergency medical services. It is the policy of Dublin City Council to provide a uniform level of fire protection and emergency medical services to all of the City's residents. The City will take action to include this growth area within Washington Township, if annexed to the City of Dublin. Obviously, since this increases the service area of Washington Township, the fiscal impacts of such an expansion should be analyzed.

At this point in time, Dublin will consider accepting annexations within this area where single parcels of land are currently located both in the City of Dublin and in unincorporated Union County. Under such a scenario, the parcels annexed would be brought under single jurisdiction with minimal impacts on the City. Of course, the City would also need to determine on a case-by-case basis the adequacy of available sewer and water service. Additional large-scale

annexations into this area, however, should be postponed until the City completes the update of its Community Plan. Again, the City should be in a position to consider exceptions to this policy if either major development proposals in or near the area create new opportunities, or unique developments are proposed within the area which meet some other important public purpose or objective.

3. AREA NORTH OF MUIRFIELD

There appears to be a limited amount of property north of Muirfield which could be served by the Dublin sanitary sewer system (see Attachment 5). The only recommended land uses which would likely be appropriate for this area would be low-density, single-family housing. This area includes approximately 340 acres. The administration has determined, however, that the City would not be able to provide this property with adequate water service without the addition of expensive improvements such as additional storage facilities and booster stations. Given the small amount of area to be served, the administration would not recommend such expensive improvements in order to serve this area, at this time.

The area is not currently located in the Dublin Expansion Area as identified within the City's sewer and water contracts with Columbus. However, in previous discussions with Columbus, they have indicated that if a small amount of acreage north of Dublin could be reasonably served by extensions of Dublin's sewer and water systems, Columbus would not have any objection to adding this area to our service contracts.

Another complicating factor is that at least a portion of the area is currently provided with water service by the Delco Water System. It is the City's understanding that because this water system is funded, in part, with federal loans, that the customer base within the served area belongs to Delco, since that customer base was designated to help repay the federal loans. The City has serious questions regarding the ability of the Delco Water System to meet Dublin's minimum fire-flow requirements in the long term. Initial investigation of this issue by representatives from R.D. Zande & Associates indicates that the system today is adequate to serve a portion of the area which could be provided with Dublin sanitary sewer service. The City is far less certain at this time, however, that these minimal fire-flow standards can be met into the future as the southern Delaware County area continues to develop.

Also, this area is located in Concord Township and in accordance with City Council's policy to provide a uniform level of fire protection and emergency medical services to all City residences, ultimately, an adjustment of township boundaries would be necessary. This is the same policy as described earlier for any Jerome Township annexation, and is consistent with previous Council action in this area. Electric service to this area is provided by Union R.E.C.I., and phone service is provided by Ohio Bell (Ameritech).

The City recognizes that the Dublin School District has expressed a desire to pursue the development of an additional elementary school within this area, if at all possible. The school administration is fully aware, however, of the issues that need to be overcome.

Obviously, annexations in this area would be contingent upon a whole series of issues being resolved including formal modification of our Dublin/Columbus sewer and water contracts, a formal determination of adequate long-term water service, an adjustment of township boundaries, and, of course, approval of those annexations by Delaware County. Annexations from this area, therefore, are not expected until several of these critical issues are resolved.

4. ISLANDS OF UNINCORPORATED AREA WITHIN THE CITY

There are a number of "islands" of unincorporated area located within the current city limits (see Attachment 1). It is the current policy of the City of Dublin that the City cooperate with and encourage the annexation of these unincorporated pockets to the City of Dublin. Such isolated pockets provide for the inefficient delivery of service by the township who often has to cross relatively large areas of incorporated Dublin to provide services to these isolated areas. Additionally, it is believed that such isolated islands lead to unnecessary confusion regarding the issue of jurisdictional responsibility which may lead to an unacceptable level of service being provided to these unincorporated islands or to the areas located immediately adjacent thereto.

RECORD OF RESOLUTIONS

Dayton Legal Blank Co., Form No. 30045

Resolution No. 10-95

Passed

19

A RESOLUTION AMENDING THE INTERIM ANNEXATION POLICY IN REGARD TO AREA 2 (UNION COUNTY ANNEXATIONS), AND DECLARING AN EMERGENCY

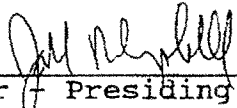
WHEREAS, the Community Development Committee of City Council has recommended an amendment to the adopted Interim Annexation Policy in regard to Area 2 (Union County annexations) to clarify the intent of Council in regard to proposed annexations of single parcels of land currently located both in the City of Dublin and in unincorporated Union County.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Dublin, State of Ohio, 7 of the elected members concurring:

Section 1. That Section 2, Paragraph 5 of the Interim Annexation Policy is hereby amended as attached hereto as Exhibit "A".

Section 2. That this Resolution is declared to be an emergency measure for the immediate preservation of the public peace, health or welfare of the residents of this City, and further, to provide clear policy direction to future applicants for annexation to the City of Dublin prior to the update of the Community Plan.

Passed this 24th day of April, 1995.



Mayor / Presiding Officer

ATTEST:



Clerk of Council

I hereby certify that copies of this Ordinance/Resolution were posted in the City of Dublin in accordance with Section 731.25 of the Ohio Revised Code.



Clerk of Council, Dublin, Ohio

2. Area West of Dublin, North of US33, East of Hyland-Croy Road (Union County Annexations)

(Paragraph 5)

At this point in time, Dublin will consider annexations within this area where parcels of ground under common ownership are currently located both in the City of Dublin and in unincorporated Union County. The intent of this provision is to allow for the reasonable development of properties which are currently located largely within Dublin, but may also have smaller residuals extending into the adjacent County. It is not intended to apply to properties under single ownership, the larger part of which lies in unincorporated Union County, with a small residual extending into the City of Dublin. Similarly, the policy is not intended to include properties under common ownership located in both jurisdictions where both the portion in the City of Dublin and in unincorporated Union County are significant in size and developable in and of themselves. Of course, the City still needs to determine on a case-by-case basis the adequacy of available sewer and water service. Additional large-scale annexations into this area, however, should be postponed until the City completes the update of its Community Plan. Again, the City should be in a position to consider exceptions to this policy if either major development proposals in or near the area create new opportunities, or unique developments are proposed within the area which meet some other important public purpose or objective.

MEMORANDUM

TO: Dublin City Council

FROM: Timothy C. Hansley

DATE: April 4, 1995

SUBJECT: Proposed Amendment to Interim Annexation Policy

INITIATED BY: Terry D. Foegler at request of Council's Community Development Committee

Council's Community Development Committee has asked staff to prepare a proposed amendment to the Interim Annexation Policy adopted by Council on June 20, 1994. The purpose of the amendment is to provide clarification regarding the City's Interim Annexation Policy as outlined for Area 2 (pg. 3).

Since the current policy allows for annexations where single parcels of land currently located in both the City of Dublin and unincorporated Union County are under the same ownership, the Committee felt some clarification was needed. The staff has prepared the following modifications in order to address the concerns raised by the Committee:

2. Area West of Dublin, North of US33, East of Hyland-Croy Road (Union County Annexations) 5th paragraph - to be modified to read as follows:

At this point in time, Dublin will consider ~~accepting~~ annexations within this area where single parcels of ~~ground under common ownership~~ land are currently located both in the City of Dublin and in unincorporated Union County. ~~The intent of this provision is to allow for the reasonable development of properties which are currently located largely within Dublin, but may also have smaller, residuals extending into the adjacent County. It is not intended to apply to properties under single ownership, the larger part of which lies in unincorporated Union County, with a small residual extending into the City of Dublin. Similarly, the policy is not intended to include properties under common ownership located in both jurisdictions where both the portion in the City of Dublin and in unincorporated Union County are significant in size and developable in and of themselves. Under such a scenario, the parcels annexed would be brought under single jurisdiction with minimal impacts on the City.~~ Of course, the City ~~would also~~ still needs to determine on a case-by-case basis the adequacy of available sewer and water service. Additional large-scale annexations into this area, however, should be postponed until the City completes the update of its Community Plan. Again, the City should be in a position to consider exceptions to this policy if either major development proposals in or near the area create new opportunities, or unique developments are proposed within the area which meet some other important public purpose or objective.

INTERIM ANNEXATION POLICY

As Adopted by Dublin City Council on June 20, 1994

BACKGROUND

In recent years, the City has increasingly struggled with issues related to the acceptance of proposed annexations. Until recently, the City's policy had consistently been one of rather aggressive acceptance of virtually all proposed annexations. This policy perhaps became heightened during the periods of great uncertainty which had existed prior to the negotiation of new sewer and water contracts with Columbus and during the township merger proposal of 1989. As both Dublin and Columbus have taken a closer look at the relative costs of growth and development, both the zeal and certainty with which previous annexations were pursued has significantly lessened. At this point, both the Dublin City Council and the administration are re-defining the City's policy with regard to those annexation proposals which lack a clear fiscal benefit to the City. This document reflects the current annexation policy of the City of Dublin.

PURPOSE

Although it is expected that the City's annexation policy may be redefined by the land use plans, facility plans, fiscal impact analysis, etc., done as part of the Community Plan update (now underway), Council requested that the administration recommend, as best as possible with current information, an "Interim Policy" to guide annexation decisions until the update of the Community Plan is completed. The following policy reflects the adopted interim policy of Dublin City Council, until amended or replaced. The policy statements are divided into four geographical areas where potential annexations to Dublin can reasonably be expected to occur. This is done because both the current level of information and the policy considerations vary by geographical area. Essentially, policy is provided for those annexations which would continue the westward expansion of Dublin in the southwest quadrant (generally south of US 33, and west of I-270); a western expansion of Dublin north of US 33 into Union County; the northern expansion of Dublin, just north of Muirfield into Delaware County; and, finally the annexation of so-called "islands", where pockets of unincorporated areas exist, surrounded by the City of Dublin (see Attachment 6).

1. SOUTHWEST AREA

In July of 1993, Dublin City Council formally adopted the Southwest Area Plan (SWAP). The plan in essence assumed that all areas which could reasonably be provided with urban services (primarily urban sewer and water) would eventually, at some point in the future develop in an urban fashion. As such, the planning effort looked at how the area should ultimately develop, regardless of the rate at which that development might take place. As part of its action to adopt the plan, however, City Council stipulated an additional policy directive.

Council determined that as a matter of general policy, the City should not pursue annexations within the southwest area which would not clearly provide a net fiscal benefit to the City until such time as the Community Plan Update (and its associated fiscal analyses) and the Economic Development Strategy were completed. This action was taken because the South West Area Plan determined that the great majority of future annexable land within the quadrant was largely residential in nature.

The plan also identified the vast amounts of infrastructure which would be needed to support that residential development. Examples of such infra-structure included: 1) significant widening of Avery Road and its US 33 overpass, 2) the need for additional water towers with almost any development proceeding west of Avery Road, 3) the Coffman Road extension, 4) the Tuttle Road to Avery Road extension, 5) numerous upgrades to the sub-standard, rural roadway network, 6) and perhaps some significant challenges with stormwater management. Since the City had no way of determining whether or not such a level of infra-structure could be afforded without great financial hardship to the remainder of the City, the extremely cautious interim annexation policy, specifically for the southwest area, was adopted. It should be noted that a determination was not being made that these properties should not ever be annexed to the City, but rather, that annexations should not be pursued until the City had the "Citywide" information needed to determine the desirability and affordability of the recommended growth patterns included in the Southwest Area Plan.

The annexable portion of the Southwest Area is defined as "Exclusive Dublin Expansion Area" within the recently executed Dublin/Columbus Sewer and Water Contract. The area consists of approximately 2350 acres of property, most of which is projected as likely residential development (see Attachment 1).

This policy statement does not vary the policy adopted by Council as part of the SWAP. However, it should be noted that this is a statement of general policy, and there may be circumstances where Council may wish to consider and accept an annexation in the southwest quadrant because of other attributable public benefits from the proposed development beyond the simple, direct fiscal impacts. For example, an extremely large-scale commercial/industrial development within or adjacent to this area would create tremendous new demands for land acquisition and development in the area. The development pressures may be such that Dublin would want to annex the surrounding properties to ensure that development took place in a quality, compatible fashion with proper and adequate infra-structure being installed as part of the development. Another example could include a proposed annexation accompanied by the installation or completion of a needed or desirable public improvement such as a major road widening, etc.

Another issue within this potential annexation area which needs to be addressed is the issue of non-coterminous school district boundaries. Much of the area into which Dublin could conceivably annex in the southwest quadrant would be located within the Hilliard School District. At this time, the City is still evaluating the issues associated with such a pattern of development; however, any time the level of jurisdictional fragmentation is increased, providing inter-governmental coordination and developing a sense of community is made more difficult (see Attachment 2).

2. AREA WEST OF DUBLIN, NORTH OF US33, EAST OF HYLAND-CROY ROAD **(UNION COUNTY ANNEXATIONS)**

This area differs significantly from the potential annexation areas in the southwest quadrant because little to no planning has been done for this area. The area was not included within the 1988 Community Plan because it was not a part of any existing or proposed sewer and water service contract with the City of Columbus and was therefore not viewed as part of Dublin's logical growth area. In the sewer and water contract entered into between Dublin and Columbus in 1992, the area of Union County west of the City's current corporate limit along the Franklin County border, north of US33 and east of Hyland-Croy Road, was added to what is now identified as Dublin's "Exclusive Expansion Area" (see Attachment 1). Although no planning had been done for these properties, the City projects that the majority of this area likely lends itself to low-density, single-family residential development.

Based upon the best information available today, there are clearly portions of this area which have significant questions regarding Dublin's ability to provide sewer and water service. The properties in the northernmost end of this proposed growth area cannot be provided with adequate water service with the City's current distribution system, and any improvements are projected to be quite expensive. Similarly, the administration has recently conducted a capacity analysis of the North Fork Indian Run sanitary sewer which currently terminates just north of Dublinshire Road, east of Muirfield Drive. This would be the sewer which would need to be extended to serve the majority of this growth area. Although the sewer appears to have capacity to serve a portion on this area, at this time, preliminary calculations indicate it may lack the capacity to serve the entire area.

Annexations into the northern portion of this growth area would be provided with electric service by Ohio Edison Company (see Attachment 3). Similarly, a significant portion of this growth area would be provided with phone service from General Telephone and would therefore likely result in some continued level of dissatisfaction among future Dublin residents if the issue of long-distance calling to Columbus was not resolved (see Attachment 4).

Also, unlike growth into the southwest quadrant which is entirely within Washington Township, growth within this area would be within Jerome Township of Union County. As such, upon its initial annexation, the area would be served by Jerome Township for fire protection and emergency medical services. It is the policy of Dublin City Council to provide a uniform level of fire protection and emergency medical services to all of the City's residents. The City will take action to include this growth area within Washington Township, if annexed to the City of Dublin. Obviously, since this increases the service area of Washington Township, the fiscal impacts of such an expansion should be analyzed.

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3. AREA NORTH OF MUIRFIELD

There appears to be a limited amount of property north of Muirfield which could be served by the Dublin sanitary sewer system (see Attachment 5). The only recommended land uses which would likely be appropriate for this area would be low-density, single-family housing. This area includes approximately 340 acres. The administration has determined, however, that the City would not be able to provide this property with adequate water service without the addition of expensive improvements such as additional storage facilities and booster stations. Given the small amount of area to be served, the administration would not recommend such expensive improvements in order to serve this area, at this time.

The area is not currently located in the Dublin Expansion Area as identified within the City's sewer and water contracts with Columbus. However, in previous discussions with Columbus, they have indicated that if a small amount of acreage north of Dublin could be reasonably served by extensions of Dublin's sewer and water systems, Columbus would not have any objection to adding this area to our service contracts.

Another complicating factor is that at least a portion of the area is currently provided with water service by the Delco Water System. It is the City's understanding that because this water system is funded, in part, with federal loans, that the customer base within the served area belongs to Delco, since that customer base was designated to help repay the federal loans. The City has serious questions regarding the ability of the Delco Water System to meet Dublin's minimum fire-flow requirements in the long term. Initial investigation of this issue by representatives from R.D. Zande & Associates indicates that the system today is adequate to serve a portion of the area which could be provided with Dublin sanitary sewer service. The City is far less certain at this time, however, that these minimal fire-flow standards can be met into the future as the southern Delaware County area continues to develop.

Also, this area is located in Concord Township and in accordance with City Council's policy to provide a uniform level of fire protection and emergency medical services to all City residences, ultimately, an adjustment of township boundaries would be necessary. This is the same policy as described earlier for any Jerome Township annexation, and is consistent with previous Council action in this area. Electric service to this area is provided by Union R.E.C.I., and phone service is provided by Ohio Bell (Ameritech).

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Obviously, annexations in this area would be contingent upon a whole series of issues being resolved including formal modification of our Dublin/Columbus sewer and water contracts, a formal determination of adequate long-term water service, an adjustment of township boundaries, and, of course, approval of those annexations by Delaware County. Annexations from this area, therefore, are not expected until several of these critical issues are resolved.

4. ISLANDS OF UNINCORPORATED AREA WITHIN THE CITY

There are a number of "islands" of unincorporated area located within the current city limits (see Attachment 1). It is the current policy of the City of Dublin that the City cooperate with and encourage the annexation of these unincorporated pockets to the City of Dublin. Such isolated pockets provide for the inefficient delivery of service by the township who often has to cross relatively large areas of incorporated Dublin to provide services to these isolated areas. Additionally, it is believed that such isolated islands lead to unnecessary confusion regarding the issue of jurisdictional responsibility which may lead to an unacceptable level of service being provided to these unincorporated islands or to the areas located immediately adjacent thereto.

Annexations Approved in 2005

<u>Legislation Reference No.</u>	<u>Date of Passage Effective Date</u>	<u>Description</u>
Res. 14-05 (petition to UCC)	Passed 5-16-05 Effective 6-16-05 (County Comm. (journalized on 6-16-05)	2.754+/- acres on Hyland-Croy Road, between Brock and McKittrick Jerome Township, Union County (Township boundary not possible due to statute 709.16H)
Ord. 56-05	Passed 10-17-05 Effective 11-16-05	65.5+/- Acres from Washington Township, Franklin County (Miller)
Ord. 67-05	1 st reading 11-7-05 Passed 11-21-05 Effective 12-20-05	82.3+/- Acres from Jerome Township, Union County (Suburban Improvement/Steuerwald) Expedited II annexation petition (TOWNSHIP BOUNDARY NOT ALLOWED FOR EXPEDITED) Also see Ord. 41-05 related to fire and EMS service for this land

ANNEXATIONS 2006

- Ord. 05-06 st. serv. 10-17-05 71.3+/- Acres from Washington Twp.
land use 10-17-05 Franklin County (Liggett/Buck)
Fees paid
First reading 2-6-06
Second reading 2-21-06 – **APPROVED**
RECORDED
- Ord. 10-06 st. serv. 11-7-05 207.9+/- Acres from Washington Twp.
Land use 11-7-05 Franklin County (Gease/Whitmer)
Fees paid
First reading 3-6-06
Second reading 3-20-06 - **APPROVED**
RECORDED
- Ord. 24-06 st. serv 2-6-06 4.64 acres from Washington Twp.
Land use 2-6-06 Franklin Co. – Wash. Twp. Trustees
Fee waiver approved 2-6-06
1st reading – 5-1-06
2nd reading – 5/15/06 **APPROVED 5/15/06**
RECORDED
- Ord. 26-06 st. serv 1-23-06 226.6 acres from Washington Twp.
Land use 1-23-06 Franklin Co. – Carmel Farms
Fees paid
1st reading – 5-1-06
2nd reading – 5-15-06 **APPROVED 5/15/06**
RECORDED
- Ord. 31-06 st. serv 1-9-06 4.9 acres from Washington Twp.
Land use 1-9-06 Franklin Co. - Dublin Baptist Church
Fee waiver approved 1-9-06
1st reading – 5-15-06
2nd reading -- 6-5-06 **APPROVED 6/5/06**
RECORDED
- Ord. 33-06 (withdrawn) 97.9 acres from Washington Twp.
To be refiled Franklin Co. – JJK Cosgray LLC
Fees paid
Refiled 95.0 acres from Washington Twp.
St. services 2-6-06
Land use 2-6-06
1st reading – 6-5-06
2nd reading – 6-19-06
RECORDED
- Ord. 43-06 st. serv 4-18-06 4.182 acres from Washington Twp.
Land use 4-18-06 Franklin Co. - LS Dublin Realty LLC
Fees paid
1ST reading – 8/7/06
2ND reading – 8/21/06
RECORDED

2007 ANNEXATIONS

Resolution 20-07

1.479+/- acres

Ord. 53-07

Regular annexation

Jerome Township, Union County

Robert W. and Elaine T. Horr

Hearing date UCC 5/21/07

Approved 8-20-07

Fees waived 4/9/07

Res. 54-07

Pre-annexation agreement approved 8/6/07

RECORDED 10-5-07 with UCC

Ord 76-07 and 77-07

Boundary petition requested for FCC and UCC

Boundary petition approved on 11-19-07 by UCC

Boundary petition approved on 11-27-07 by FCC

2008 ANNEXATIONS

Resolution 65-07 – st. serv. 5.352 +/- acres 11-5-07	Pre-annexation agreement – Ord. 37-07 – approved 6-18-07 Expedited 2 annexation Washington Township, Franklin County Costner Consulting 7679 Post Road Hearing date FCC 11-27-07 – rec'd trans on 12-14-07 No fees per agreement 1 st reading – 2/19/08 2 nd reading – 3/3/08 Approved 3-3-08 Recorded 4-29-08 with auditor
Ordinance 09-08	
Resolution 70-07 – st.serv. 8.5 +/- Acres 11-19-07	Regular annexation Daniel & Melissa Lorenz Res. 70-07 Fees waived on 11-19-07 Approved by UCC on 1-7-08
Resolution 11-08 Ordinance 14-08	Pre-annexation agreement approved 3-17-08 1 st reading 3-17-08 Approved 4-7-08 Recorded May 16, 2008 Boundary petition to FCC – 5-19-08 – Ord. 29-08 Boundary petition to UCC – 5-19-08 – Ord 30-08 UCC approved 7-14-08 FCC approved 8-19-08

2009 ANNEXATIONS

Resolution 63-08 1.25 +/- acres	Regular Annexation Perry Township, Franklin County BVH Associates (Vet Clinic) 6924 Riverside Drive, Dublin, OH 43017 Agent: Michael Close
Ordinance 31-08	Pre-annexation agreement – passed 6-16-08 Fees waived per agreement Statement of Services passed 8-18-08 Hearing date at FCC October 7, 2008
Ordinance 01-09	Scheduled for first reading on 1-5-09 Second reading 1-20-09 Passed 2-17-09 (Debby emailed to GIS, Kennedy, Gunderman, Cox, Service on 3/5/09) Needs to be sent out on March 17, 2009 Need to record at Franklin County recorder Township boundary adjustment – Ord. 18-09 Approved on 4-6-09 by emergency Approved by Fr. Co. Commissioners on 7-14-09
Resolution 70-08 39.8+/- Acres	Regular Annexation Jerome Township, Union County Celtic Capital LLC 565 Metro Place S., Suite 480 Dublin, OH 43017 Agent: Jackson Reynolds III Smith & Hale 37 W. Broad, Columbus, OH 43215 Fees of \$2,680 paid upon filing with Dublin 8/27/08 Consent from City of Col. for Dublin to serve on 9/24/07 (Col. Ordinance No. 1554-2007) Statement of services passed on 10-20-08 Approved by UCC on 12-15-08
Ord. 08-09	Introduction/first reading March 2 Council meeting Postponed until April 20 Council meeting Postponed until May 18 Council meeting Postponed until June 15 Passed 5-0 on June 15
Ord 27-09 (Celtic)	Pre-annexation agreement introduced on June 1 Second reading/public hearing June 15 Passed 5-0 on June 15
<hr/> Ordinance 46-09 - Petition for township boundary adjustment introduced on August 17; passed by emergency on September 8 <hr/>	

2010 ANNEXATIONS

5.660+/- Acres Kevin and Jocelyn Mullins
5.660 acres – 8600 Hyland Croy
Jerome Township, Union County
Pre-annexation agreement – Ord. 09-09 – **FEES WAIVED**
First reading March 2, 2009
Second reading March 16, 2009
Passed 7-0
(executed and recorded with Union Co. by Legal)
Annexation petition filed August 5, 2009
Res. 38-09 – statement of services
Scheduled for August 17, 2009
Passed 8-17-09

Hearing at UCC held on October 19

Transcript rec'd on October 26
Hold for 60 days
Ordinance 01-10 - first reading January 11, 2010
Passed on 1/25/10
Recorded 2-26-10 at UCC

Ordinance 13-10 – petition for boundary adjustment –
passed 3-8-10

Sent to UCC
Approved by UCC 7-26-10

2011 ANNEXATIONS

NONE WERE APPROVED IN 2011

2012 ANNEXATIONS

Ord. 65-11 - municipal owned land - petition to Fr. Co. Comm.

31.049 acres - Washington Township, Fr. Co.

effective 1/24/12 (date journalized by FCC)

RECORDED

Ord. 42-12 - TALG - Expedited 2

2.5 acres - 7672 Fishel Drive - Washington Township, Fr. Co.

Passed July 2, 2012 - effective 30 days later

RECORDED

Fees waived

- Request for Waiver of City of Dublin Fees for an Annexation of 2.5 Acres Located at 7672 Fishel Road

MOTION CARRIED 5-0 TO APPROVE WAIVER

Ord 47-12 - Vesha - Expedited 2

3.4 acres - 7094 Dublin Road - Washington Township, Fr. Co.

Passed August 20, 2012 - effective 30 days later

RECORDED

Fees waived

- Request for waiver of annexation petition filing fee – Daniel F. Hoy, Agent for Petitioners Harvey R. and Alexander Vesha

MOTION APPROVED 5-0 TO APPROVE WAIVER

All annexations effective in 2012 were from Washington Township, and so boundary adjustments were not necessary.

Annexations – 2013

Ordinance 11-13

Petitioning the County Commissioners of Franklin County, Ohio for Annexation of Approximately 2.23 Acres of Land, Located on Cosgray Road, to the City of Dublin.

Approved by Council to submit petition to FCC – 2-25-13

Journalized entry by FCC on April 2, 2013 – effective date of annexation

Ordinance 12-13

Petitioning the County Commissioners of Franklin County, Ohio for Annexation of Approximately 3.779 Acres of Land, Located on Cosgray and Shier-Rings Roads, to the City of Dublin.

Approved by Council to submit petition to FCC – 2-25-13

Journalized entry by FCC on April 2, 2013 – effective date of annexation

Ordinance 13-13

Petitioning the County Commissioners of Franklin County, Ohio for Annexation of Approximately 0.258 Acres of Land, Located on Cosgray and Shier-Rings Roads, to the City of Dublin.

Approved by Council to submit petition to FCC – 2-25-13

Journalized entry by FCC on April 2, 2013 – effective date of annexation

Annexations – 2014

4.6 acres from Washington Township Coffman Rd.

Jay B. Eggspuehler, owner, 7250

Jackson B. Reynolds III – agent

Res. 55-13 – statement of services – 9-23-13

Res. 56-13 – incompatible land use – 9-23-13

Fee waiver (\$3,700) submitted for 9-23-13
meeting and granted

Ord. 01-14 passed on 1-27-14

Expedited II annexation petition

3.6 acres from Wash. Township (City owned land) Ordinance 02-14

Petitioning the County Commissioners of Franklin County, Ohio for Annexation of
Approximately 3.6 Acres of Land Located at 190 N. High Street to the City of Dublin.

PASSED 6-0 1-27-14

**Journalized entry by FCC on 2-25-14
(effective date of annexation)**

3.5 Acres from Wash. Township (City owned Land) Ordinance 79-14

Petitioning the County Commissioners of Franklin County, Ohio for Annexation of
Approximately 3.5 Acres of Land Located on Dublin Road near Interstate 270 to the City
of Dublin.

PASSED 7-0 on 8-25-14

**Journalized entry by FCC on 10-28-14
(effective date of annexation)**

2.7 acres from Wash. Township

David Patch, et al. 6960 Rings Road

Jackson B. Reynolds III – agent

Res. 69-14 – statement of serv. – 8-11-14

Res. 70-14 – incompatible land use – 8-11-14

Fee waiver (\$3,750) granted 8-11-14

FCC approved on 9-9-14

Ord. 110-14 – approved 11-17-14

Expedited II annexation petition

2015 Annexations

2.0 Acres from Wash. Township (City owned Land)

Ordinance 113-14

Petitioning the County Comm. of Franklin County, Ohio for Annexation of Approximately 2.0 Acres of Land, Located on Dublin Road to the City of Dublin. (Margaroli property)

Passed on 12-8-14

**Fr. Co. Comm. approved on
1-27-15 – effective date of annexation**

2016 Annexations

16.0 Acres from Wash. Township (City owned land)

Ordinance 85-15

Petitioning the County Comm. of Franklin County, Ohio for Annexation of Approximately 16.0 Acres of Land, Located along Brand Road to the City of Dublin. (Wallace and intersection land)

Passed 7-0 on 12-8-15

**Fr. Co. Comm. approved on 2-2-16
(This is effective date of annexation)**

2017 Annexations Approved**Date passed**

Means-Griffith	47.366 acres	Union County	Ord. 26-17
	Jerome		5-22-17
(Pulte Homes, Autumn Rose Farms) *			Fee paid
Shier property	2.9 acres	Franklin County	Ord. 63-17
7026 Shier Rings	Washington		9-25-17
	Expedited II		Fee paid

*

Agreement re. infrastructure/reparations approved with Ord. 28-17 on 5-22-17.
Boundary petition to UCC approved with Ord. 53-17 on 8-28-17. Journalized entry of approval done by UCC.

2018 Annexations

Gorden property

**44.0 acres
Jerome ***

**Ord. 78-17
approved 1-9-18
eff. 2-8-18
fee paid**

Chemcote, et al.

**12.0 Acres
Franklin**

**approved 11-5-18
eff. 12-5-18
fee paid**

Township boundary adjustment will be addressed at time of negotiation for reparations at a future date when proposed development is determined.

2019 Annexations

WTWP (fire station site)	4.816 acres Jerome *	Ord. 28-19 approved 6-24-19 Fee waived
Darshan Shah property	1.29 acres Jerome *	Ord. 44-19 approved 9-23-19 Fee paid

**Township boundary adjustment for these two annexations petitioned to UCC
– Ord. 03-20 – journalized entry approving adjustment**

2020 Annexations

MC Shier Rings LLC

**11 acres
Washington
Expedited II**

**Ord 02-20
approved 2-10-20
Fee paid**

July 13, 2020

Dear Mayor Grooms and Dublin City Council,

Hello, I hope this letter finds you all well and safe. I am writing to you regarding the annexation of my personal residence, 7411 Brock Rd Plain City, OH, into the City of Dublin. After both graduating from OSU, Elizabeth and I bought our first house in 2015 to start and raise our family. Outside of my personal history with the City of Dublin, I had also decided to locate my business in the area, which made selecting this part of town very easy. I grew up in Dublin for most of my life as I attended Deer Run, Grizzell, Coffman and graduated from Jerome in 2007. I started Ease Logistics in Dublin in an 8x8 office on Bridge Street and now have grown the company with over 60 employees with 2 locations at 5725 and 6100 Avery road. Ease has donated to numerous charities within the city and works closing with the economic development dept. even shooting a commercial. Elizabeth and I wish to have our residence now to be in Dublin to complete our story. School, work, play and live in Dublin. Due to my life-long connection and professional dedication to this City, and now that we have received pre-approvals, I am requesting a waiver of fees if possible.

Best,

Elizabeth and Peter Coratola Jr

Peter L Coratola Jr

Elizabeth Coratola

City of Dublin
REVENUE AND COST SUMMARY WORKSHEET
2020

SERVICE Annexation Petition Processing		REFERENCE NO. PL-45	
PRIMARY DEPARTMENT Dev-Planning	UNIT OF SERVICE Petition	SERVICE RECIPIENT Developer	
DESCRIPTION OF SERVICE Reviewing a request to annex property to the City and determining its impact on current City services.			
CURRENT FEE STRUCTURE \$4,210			
<u>REVENUE AND COST COMPARISON</u>			
UNIT REVENUE: \$4,210.00		TOTAL REVENUE: \$4,210	
UNIT COST: \$4,247.00		TOTAL COST: \$4,247	
UNIT PROFIT (SUBSIDY): <u>\$(37.00)</u>		TOTAL PROFIT (SUBSIDY): <u>\$(37)</u>	
TOTAL UNITS: 1		PCT. COST RECOVERY: 99.13%	
SUGGESTED FEE FOR COST RECOVERY OF: 100% \$4,245			

City of Dublin
COST DETAIL WORKSHEET
2020

SERVICE Annexation Petition Processing				REFERENCE NO. PL-45		
NOTE Unit Costs are an Average of Total Units				TOTAL UNITS 1		
<u>DEPARTMENT</u>	<u>POSITION</u>	<u>TYPE</u>	<u>UNIT TIME</u>	<u>UNIT COST</u>	<u>ANN. UNITS</u>	<u>TOTAL COST</u>
LEGAL SERVICES		Legal Review	0.00	\$1,000.00	1	\$1,000
ENGINEERING	SR CIVIL ENGINEER - DEVEL		6.00	\$869.76	1	\$870
LEGISLATIVE AFFAIRS	CLERK OF COUNCIL		8.00	\$1,219.92	1	\$1,220
PLANNING	PLANNING DIRECTOR		0.50	\$134.52	1	\$135
PLANNING	PLANNING ASSISTANT - PT		1.00	\$46.86	1	\$47
PLANNING	SENIOR PLANNER		2.00	\$334.40	1	\$334
PLANNING	PLANNING TECHNICIAN		2.00	\$195.78	1	\$196
PLANNING	PLANNER I/II		2.00	\$238.82	1	\$239
POLICE	POLICE SERGEANT		1.00	\$207.29	1	\$207
TYPE SUBTOTAL			22.50	\$4,247.35		\$4,247
TOTALS			22.50	\$4,247.00		\$4,247