FISCAL STUDY FINDINGS

A Report to the Boston Township Board of Trustees
and the Peninsula Village Council

February 10, 1992

Boston-Peninsula Fiscal Study Task Force,
Cuyahoga Valley Communities Council

INTRODUCTION

At a meeting of the Cuyahoga Valley Communities Council in October 1990, representatives of Boston Township expressed concern that development of the Cuyahoga Valley National Recreation Area is straining the already limited fiscal resources of the township. Cited were the loss of tax revenue from lands acquired for the national recreation area, the use of local roads by an increasing number of park visitors, and the need for road improvements to serve planned visitor facilities.

In response to this concern, the Council appointed a special task force to conduct an impartial study of the fiscal condition of the local jurisdictions serving the township, and the net effect of the national recreation area upon their capability to provide public services and to maintain roads; and to make recommendations for any needed fiscal remedies.

Because of the fiscal interrelationships between the township and the Village of Peninsula, including their joint participation in the Valley Fire District, representatives of both the township and the village as well as the National Park Service were included on the task force. Also, two members of the Council, one representing the Brecksville-Broadview Heights School District, the other representing Cleveland Metroparks, were included to contribute impartiality as well as certain expertise deriving from their positions. And, a representative of the Woodridge School District was invited to participate in all meetings of the task force.

The Council has contributed staff support of the operations of the task force, but an independent consultant, namely, the firm of Pflum, Klausmeier & Gehrum, was engaged to perform the services of fact-gathering, analysis, and identification of alternative remedial measures. The township, village, and the National Park Service shared equally in contributing to the cost of these services.

Following this introduction are the reports of the consultant as they were submitted to the task force in September 1991 and January 1992, respectively. Intended as "working papers" for the task force, they are reproduced here in their entirety.

The Current Situation

Boston Township includes the incorporated area of the Village of Peninsula. The township and village tend to represent a single public service area at least to the extent that they have joined in creation of the Valley Fire District for provision of fire protection and emergency services, and they share in the provision of law enforcement services.

Revenues available to the township, village and fire district from the real property tax and their service and infrastructure costs both have been influenced by a small and dispersed population, limitations upon growth owing to hilly terrain and lack of underground water sources, and the presence of several large tax exempt properties of entities serving the larger region such as several camps, metropolitan park lands, school district properties, and a national guard facility. These factors affect the capability of the township and village to maintain a viable fiscal condition as service and infrastructure standards and costs tend to increase.

An unusual factor in the fiscal condition of the township in recent years has been a substantial inheritance tax windfall from a single estate. While it has permitted service and infrastructure expenditures many times the amount derived from other revenue sources, it also has inhibited the adoption of measures to establish a sufficient revenue stream on a long-term basis.

These conditions have been further influenced by creation and development of the Cuyahoga Valley National Recreation Area. This unit of the national park system was established by the National Park Service in June 1975 by authorization of the Congress in December 1974. About 92% of the area of the township and 57% of the village are within its boundaries. Federal acquisition of lands for the CVNRA has removed properties from the tax duplicate but its establishment has not eliminated the responsibilities of the local jurisdictions for providing law enforcement, fire and emergency services, road improvement and maintenance, etc., not only to the resident population but also to visitors to facilities being developed by the National Park Service. However, except to the extent noted below, the National Park Service is not authorized to share in the costs of these services nor, until this year, to contribute to the cost of road improvements.

The federal government makes annual payments in lieu of taxes to Summit County to help offset these conditions. Also, the NPS has chosen to provide annual compensatory payments to the units responsible for fire protection and emergency services; and, the NPS park rangers augment local law enforcement efforts. In 1978, the Ohio General Assembly enacted legislation which levies a tax on the value of the interest of continued private use and occupancy which is retained on residential and agricultural properties that are acquired for the CVNRA. And, in 1991 the Congress provided authority and the annual appropriation of $250,000 to enable NPS to participate in the cost of major improvements to municipal and township roads which serve federal facilities.

Scope of Services of the Consultant

The consultant was asked to perform analyses, present findings, and identify remedial measures, as follows:

1. Analyze the capacity of current tax and fee structures to generate sufficient revenues to provide law enforcement, fire protection, emergency medical and rescue, trash collection and disposal, road maintenance, and general services, and to make improvements to roads and other elements of the infrastructure, now and in the immediate future; and diagnose any problems.

2. Determine the degree to which development and operation of the Cuyahoga Valley National Recreation Area influences this revenue capacity and any of these service and infrastructure costs; and present findings.

3. Identify all potential measures to address any problems which are diagnosed under 1., above, or to remedy any adverse net effects which are determined under 2., above.

Future Action

The task force did not ask the consultant to recommend which measures should be adopted. Those decisions are the responsibility of the officials and citizens of the township and village. It is hoped that the work of the task force and its consultant will provide a helpful perspective and a factual basis for such decisions.

The task force stands ready to assist in any appropriate way in this process and will respond to requests made by its members for recommendations on future actions.

BOSTON-PENINSULA FISCAL STUDY TASK FORCE

Randolph Bergdorf, Boston Township
Edward G. Ruoff, Village of Peninsula
John P. Debo, Jr., Cuyahoga Valley National Recreation Area
Stephen D. Coles, Cleveland Metroparks
C. Eugene Smith, Brecksville-Broadview Heights School District

Robert Brunswick (alternate), Village of Peninsula
Robert Martin (alternate), Cuyahoga Valley National Recreation Area

Marilyn Hansen (participant), Woodridge Local School District

Peter H. Henderson, Executive Director, Cuyahoga Valley Communities Council

CVCC

Peninsula Village & Boston Township

Park Impact Study

PHASE I

September 1991

Prepared By:

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Peninsula Village & Boston Township

Park Impact Study

INTRODUCTION

This report represents a summary of the analysis of the acquisition policies of the CVNRA on the property tax structures of Peninsula Village and Boston Township. Based on the comments of committee members made at the first meeting, we have reworked the data to reflect the actual percentage increases in assessed valuation experienced rather than use a consumer price index multiplier to establish a constant 1990 dollar valuation for comparison purposes.

METHODOLOGY

It was established in our original meeting with Task Force members that we would present several scenarios: These include:

1. The results of the original Impact Study (1977) which projected the extent of tax losses due to park acquisition plans;

2. The current status - defining what the actual effect was due to changes in park acquisition policies;

3. The status of completion of park land acquisition plans as detailed in the current Land Protection Plan; and

4. A "What-If-The-Park-Had-Never-Existed" scenario which details the fiscal scenario which would be in place today. This was necessary to determine both the extent of tax dollars lost and to address the question of whether or not the

creation of the Park played a major or insignificant role in the existing financial situation of the two political entities.

To develop scenarios 2, 3 and 4, it was necessary to "put back" the value of the improvements which CVNRA purchased and subsequently removed from the tax roles. To do this, PKG reviewed all the park acquisition files as well as the tax files for acquired parcels at the Summit County Auditor's Office. The following information was gained:

1. Appraisal value for both land and improvements at the time of purchase;

2. Value paid for acquisition parcels; and

3. Taxes generated by these parcels at the time of their acquisition.

In order to establish the value of these improvements in 1990 dollars, PKG analyzed the overall percentage increases and decreases for residential and agricultural properties on a year-by-year basis from 1975 through 1990. PKG further compared this data to actual property valuation for agricultural land during this period as well as tracking representative remaining residential properties during the 1975 - 1990 time frame. This information is summarized in Charts I and II.

For the scenario addressing the effects of the completion of park acquisition plans, PKG utilized existing assessed values for the affected parcels and added the current assessed values of the existing retained estates. This information is summarized in Chart III.

Development of the "What-If-The-Park-Had-Never-Existed" scenario further required addressing the issues of developable lands which were purchased by the Park. PKG reviewed the zoning in effect at the creation of the Park as well as the existing infrastructure of water and sewer necessary to support development.

After reviewing this data, PKG calculated additional tax generation potential only for one specific parcel - that of the property bought from the Coliseum Partnership in 1980. This parcel was tied into the overall development consideration when the water and sewage treatment systems were designed for the Coliseum. The sewage treatment system was designed with a 250,000 gpd capacity. At peak usage, the Coliseum uses only 50,000 gpd. The remaining capacity was to be allocated for 600 dwelling units and a specified commercial capacity. The water line was comparably designed. The reality of this potential development was recognized in both the negotiation process for this parcel and in the tax writeoffs taken by the Coliseum Partnership. Realizing the zoning and community attitudes for low density development, the development scenario for this parcel assigns only a one unit per acre for the residential portion of the property. This is summarized on Chart IV. Although an alternate for a somewhat higher density development is shown on this Chart, it was not utilized in the calculation shown on the Scenario Summary Sheet (VI). The calculations utilized for Scenario #4 are summarized on Chart V.

ADDITIONAL BASE STUDY CONCLUSIONS

Overall Financial Effect of Park

In the process of completing the Base Study section of this contract, several additional items came to light. After the announcement of Park acquisition plans, assessment policies of Summit county substantially were altered. In reappraisal years where other similar areas showed consistent percentage increases, Boston Township and Peninsula showed minimal increases, decreases or status quo. Further, there was the attitude that since Federal properties were tax exempt, no effort needed to be made to continually assess the value of these properties. Essentially, until the 1990 reappraisal, no attempt was made to keep these values current. For this reason, the losses depicted on the Scenario Summary Sheet are very conservative. This non-reassessment policy also had a substantial impact on the Payment-In-Lieu-Of-Taxes that were generated for both Boston Township and Peninsula.

To further establish the conservative nature of these scenarios, one need only review the actual purchase prices paid by CVNRA. If the purchase price represents the true value of a parcel and this value was adjusted to current 1990 values based upon the year of acquisition, the value of taxable assessment for Boston Township would be $34,530,576. This assessment would be generating $51,005 for the General Fund. This represents a loss of 115 percent for Boston Township. Similarly for Peninsula Village, had the purchased parcels been allowed to rise to adjusted current value levels, the total taxable assessment would be $12,364,867 generating $88,038 for the Village. This presents a loss of 29 percent of current 1990 property tax revenues.

A second action by Summit County led to additional financial hardship to Boston Township. After the Roush Inheritance bequest to Boston Township, the Budget Committee of Summit County Council voted to not allow Boston Township to collect 6.69 mils of previously voter approved taxes for road and bridge repair and maintenance (1978). This resulted in a loss of approximately $82,000 per year to Boston Township.

The combination of park acquisition, removal of improvements from the tax rolls and the millage reduction by Summit County has created a severe negative cash flow situation that otherwise would not have occurred. Utilizing Scenario #4, Boston Township would be generating approximately $310,000 per year for their General Fund expenses. This corresponds to the $366,000 per year that they have been drawing out of the Roush monies. If the Roush funds had been drawn down by a modest $80,000 per year, and had not been required to make up the shortfall, this fund would currently stand at approximately $13,000,000 (based upon actual percents of interest earned over 1978 - 1990 period) instead of at $2,584,000. As it currently stands, this fund will be depleted by 1997.

Yearly Percentage Increases and Decreases in Tax Assessment Re-appraisal

CHART I

Boston T.

	1975	% Change	1976	% Change	1977	% Change	1978	% Chang
Agr.&Res.	$5,141,720	16.60%	$5,985,160	2.30%	$6,125,580	18.60%	$7,263,350	-2.00%
Exempt	$0		$0		$0		$295,210	194.70%
Total	$5,141,720	16.50%	$5,985,160	2.30%	$6,125,580	23.40%	$7,558,560	5.70%

	1979	% Change	1980	% Change	1981	% Change	1982	% Chang
Agr.&Res.	$7,116,570	-4.70%	$6,780,410	29.10%	$8,755,520	-15.50%	$7,400,850	-8.10%
Exempt	$870,070		$1,301,750		$2,171,700		$3,347,680	
Total	$7,986,640	1.20%	$8,082,160	35.20%	$10,927,220	-1.60%	$10,748,530	4.30%

	1983	% Change	1984	% Change	1985	% Change	1986	% Chang
Agr.&Res.	$6,800,920	4.80%	$7,127,180	0.00%	$7,127,440	-1.40%	$7,029,230	9.90%
Exempt	$4,414,190		$3,693,320		$3,797,780		$3,820,680	
Total	$11,215,110	-3.50%	$10,820,500	1.00%	$10,925,220	0.70%	$10,849,910	8.00%

	1987	% Change	1988	% Change	1989	% Change	1990
Agr.&Res.	$7,729,230	0.70%	$7,782,120	-1.90%	$7,244,680	19.80%	$8,661,290
Exempt	$3,989,040		$4,283,200		$4,903,380		$7,380,370
Total	$11,718,270	3.00%	$12,065,320	0.70%	$12,148,060	32.00%	$16,041,660

Peninsula Village

	1975	% Change	1976	% Change	1977	% Change	1978	% Chang
Agr.&Res.	$2,287,630	4.30%	$2,386,760	9.30%	$2,610,490	21.70%	$3,177,680	7.20%
Exempt	$0		$0		$0		$0	
Total	$2,287,630	4.30%	$2,386,760	9.30%	$2,610,490	21.70%	$3,177,680	11.60%

	1979	% Change	1980	% Change	1981	% Change	1982	% Chang
Agr.&Res.	$3,408,050	-4.80%	$3,242,710	35.60%	$4,396,380	-10.00%	$3,978,790	-0.20%
Exempt	$139,090		$247,490		$494,450		$864,600	
Total	$3,547,140	-1.60%	$3,490,200	40.10%	$4,890,830	-10.00%	$4,843,390	-1.40%

	1983	% Change	1984	% Change	1985	% Change	1986	% Chang
Agr.&Res.	$3,968,770	9.90%	$4,360,870	-1.80%	$4,280,660	1.10%	$4,326,450	10.60%
Exempt	$945,010		$829,490		$829,490		$842,090	
Total	$4,913,780	5.60%	$5,190,360	-1.50%	$5,110,150	1.10%	$5,168,540	8.90%

	1987	% Change	1988	% Change	1989	% Change	1990	% Chang
Agr.&Res.	$4,786,740	-0.10%	$4,783,676	1.70%	$4,834,960	17.60%	$5,687,370	
Exempt	$842,090		$875,840		$1,062,630		$1,434,520	
Total	$5,628,830	0.50%	$5,659,516	4.20%	$5,897,590	20.80%	$7,121,890	

CHART II
VALUE OF PARCELS WHERE IMPROVEMENTS REMOVED

BOSTON TOWNSHIP

	Total	Improvements
1975 Adjusted Value	184,860	93,600
1976	1,805,969	1,376,482
1977	4,761,352	2,266,067
1978	4,541,981	2,739,401
1979	4,988,700	3,135,431
1980	6,660,667	1,904,038
1981	1,110,542	963,008
1983	689,202	173,030
1984	656,941	189,232
1987	1,298,207	164,400
1989	10,560	7,920
Total Adjusted Current Value:	26,718,981	13,012,609

PENINSULA VILLAGE

	Total	Improvements
1978	606,480	515,200
1980	145,860	102,000
1982	1,327,104	657,090
1983	164,437	62,412
1984	190,087	102,914
1987	100,800	94,500
1990	21,000	21,000
TOTAL	2,555,766	1,555,116

CHART III
Completion of Park Acquisition Plan

Yet to Be Purchased	Boston Twp	Peninsula V.
Acres	803.28	37.54
Assessed Val.	$189,035	$59,545

Retained Estate	Boston Twp	Peninsula V.
Acres	325	87
Assessed Val.	$1,350,209	$282,194

	Total Acres of Y to be P and RE	Current Non-Fed Acreage	Total Non-Fed Acreage After Park Completion	Boston T./Peninsula V. Less All Tax Exempt & Fed Lands
Boston T	1128	3573	2445	816
Peninsula V.	124	1768	1644	1437
	Value @(x.35)	1990 Assessment	Completion Assessment	
Boston T	$1,539,244	$16,043,822	$14,501,578	
Peninsula V.	$341,739	$9,575,976	$9,234,236	

CHART IV

COLISEUM
SITE ANALYSIS

Site Size 192 Acres

	(1)	(2)
Residential		
Residential Acres	160 Acres	160 Acres
Residential Density	1 Unit/Acre	1 Unit/Acre
Number of Units	160 Units	160 Units
Assessed Value/Unit	$ 50,000	$ 50,000
Tax Rate	8.17 Mills	1.48 Mills
Assessed Value	$ 8,000,000	$ 8,000,000
Taxes Generated	*$ 65,360*	*$ 11,840*
Commercial		
Commercial Acres	32 Acres	32 Acres
Assessed Value Per Acre	$ 75,000	$ 75,000
Tax Rate	8.17 Mills	1.48 Mills
Assessed Value	$ 2,400,000	$ 2,400,000
Taxes Generated	*$ 19,608*	*$ 3,552*
Total Taxes Generated	*$ 84,968*	*$ 15,392*

ALTERNATE

Residential		
Residential Acres	160 Acres	160 Acres
Residential Density	5 Units/Acre	5 Units/Acre
Number of Units	800 Units	800 Units
Assessed Value/Unit	$ 50,000	$ 50,000
Tax Rate	8.17 Mills	1.48 Mills
Assessed Value	$ 40,000,000	$ 40,000,000
Taxes Generated	*$ 326,800*	*$ 59,200*

[1] The calculations in this column are based on 1975 property tax rates for Boston Township.

[2] The calculations in this column are based on 1990 property tax rates for Boston Township.

Present Tax Base Situation Without CVNRA — CHART V
Scenario 4

Boston Township

Value of Improvements Removed	$13,012,609	(x .35)	$4,554,413
1990 Property Value Assessment			$23,404,192
	Subtotal		$27,958,605
Coliseum Build-Out			
Residential			$8,000,000
Commercial			$2,400,000
		Total	$37,358,605
			2008 + 45%
% Increase Property Assessment			38%
Population Increase (2.8/hh)			635
Boston Twp. Adjusted Pop			1952

Peninsula Village

Value Removed	$1,555,116	(x .35)	$544,290
1990 Property Value Assessment			$11,010,496
		Total	$11,554,786
	% Difference		3.81%
Population Increase (2.8/hh)			154
Peninsula V. Adjusted Pop			716

Comparison Study Summary Sheet — CHART VI

Boston

	1977 Impact Study	Current	Park Completion	Base Case
Population	1500	1317	1165	1952
Fee aquisition to be (acreage)	4398	6039	7167	0
Nonfed land remaining		3573	2445	9612
% of Boston Twp.(owned by USA)	45%	62%	85%	
% of CVNRA is Boston T.	25%	41%	42%	
Property Tax Revenue				
(Gen. Fund)	$6,045.74	$23,745	$21,462	$56,179
Tax Millage	8.17	1.48	1.48	1.48
Estimated Loss	$1,066.92	$17,633	$19,912	
% Loss	17.60%	42.60%	48.10%	
Property Assessment	$9,235,436	$16,043,822	$14,501,578	$37,958,605

Peninsula

	1977 Impact Study	Current	Park Completion	Base Case
Population	700	562	514	716
Fee aquisition to be (acreage)	908	1344	1466	0
Nonfed land remaining	2202	1788	1646	3112
% of Peninsula (owned by USA)	29%	43%	47%	
% of CVNRA is Peninsula	5%	10%	9.60%	
Property Tax Revenue				
(Gen. Fund)	$3,922	$68,180	$65,748	$82,270
Tax Millage	1.12	7.12	7.12	7.12
Estimated Loss		$14,089	$16,522	
% Loss	16.10%	17.10%	20.10%	
Property Assessment	$4,198,293	$9,575,976	$9,239,236	$11,554,786

CHART VII
ROUSH FUND SUMMARY

Total Starting	$ 4,500,000
Add Interest	3,646,728
	$ 8,146,728
Current Account	2,584,000
Amount Spent To Date	$ 5,562,728
Average Yearly Expenditures	$ 427,902
Average Yearly Expenditures Minus Lawsuit ($800,000)	$ 366,363

Based on 8 percent return on investment and 9 percent expenditure increase (based on past analysis)

	Interest				Expenditures		
1991 Capital Base +	206,720	=	2,790,720	-	399,609	=	2,391,111
1992 Capital Base +	191,288	=	2,582,480	-	435,574	=	2,146,826
1993 Capital Base +	171,746	=	2,318,572	-	474,775	=	1,843,797
1994 Capital Base +	147,504	=	1,991,301	-	517,504	=	1,473,797
1995 Capital Base +	117,903	=	1,591,701	-	564,079	=	1,027,622
1996 Capital Base +	82,210	=	1,109,831	-	614,846	=	494,985
1997 Capital Base +	39,599	=	534,584	-	670,183	=	(135,599)

This analysis of the Roush Fund will be further refined in the Phase II Boston Township/Peninsula Village Financial Analysis.

1990 Current Acreage Tax Exempt Boston Township

CHART VIII

Description	Tract	Improvement Value	Total Value	Acres	Actual Acquisition
All Fee		$1,640,760	$8,307,250	6,039	$26,609,219
Akron Met. Park District	107-48	$0	$244,240	330	$0
Akron Met. Park District	107-57	$0	$63,320	122	$0
Akron Met. Park District	112-81	$0	$55,670	46	$0
Akron Met. Park District	113-29	$0	$7,710	3	$0
Akron Met. Park District	114-74	$0	$15,490	17	$0
Akron Met. Park District	118-16	$0	$28,830	36	$0
Kent State	118-39	$0	$16,490	17	$0
Akron Area Council BSA	113-23	$67,690	$137,190	526	$0
Akron Area Council BSA	113-23	$0	$43,390	61	$0
Akron Met. Park District	119-24	$0	$265,660	471	$0
Total		$1,708,450	$9,185,240	7668.05	$26,609,219

% of Current Fed. Owned (16,973 acres)	45%	
% of Total Fed. Purchase ($92,260,665)		28%
% of Boston Twp (9,612 acres)	73%	

1990 Current Acreage Tax Exempt Peninsula Village

Description	Tract	Improvement Value	Total Value	Acres	Actual Aquisition
All Fee		$210,510	$1,530,820	1,344	$3,906,011
West. Res. Girl Scout	110-117	$8,200	$187,190	123	$0
Akron Met. Park District	112-081	$9,990	$72,970	84	$0
Total		$228,700	$1,790,980	1,551	$3,906,011

% of Current Fed. Owned (16,973 acres)	10%	
% of Total Fed. Purchase ($92,260,665)		4%
% of Peninsula Village (3,112 acres)	42%	

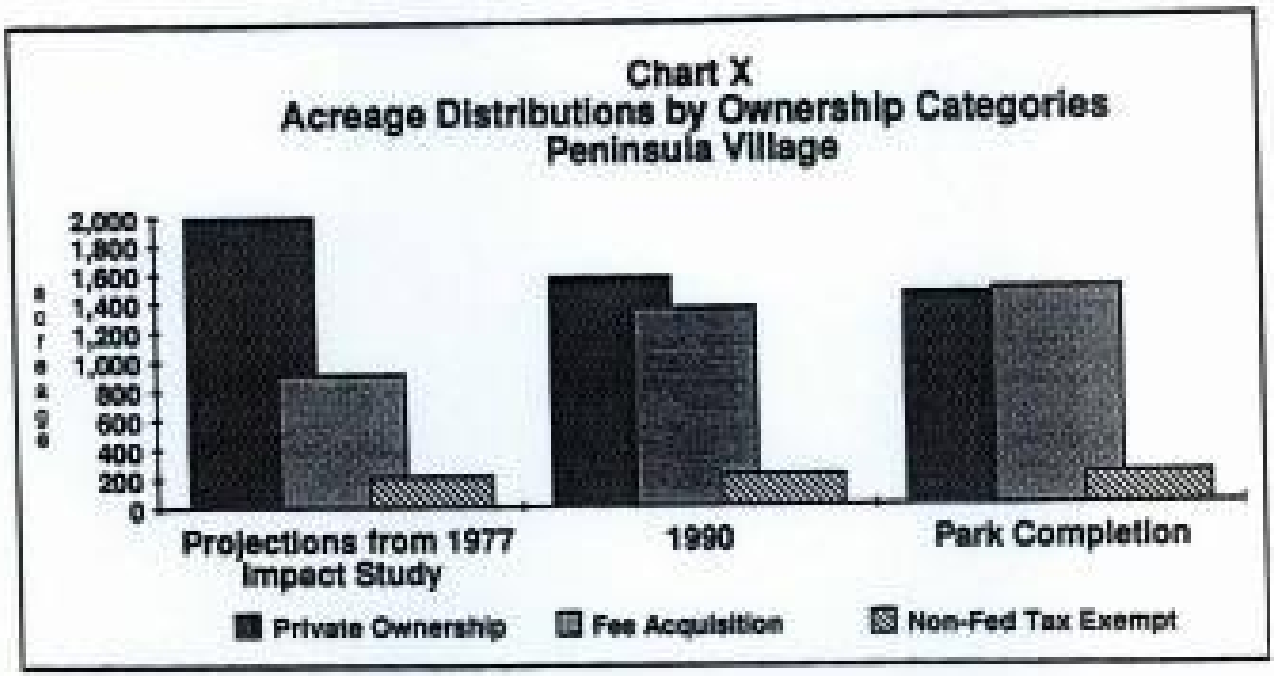


Chart X
Acreage Distributions by Ownership Categories
Peninsula Village
2,000
1,800
1,600
1,400
1,200
1,000
800
600
400
200
0
acreage
Projections from 1977 Impact Study
1990
Park Completion
Private Ownership
Fee Acquisition
Non-Fed Tax Exempt

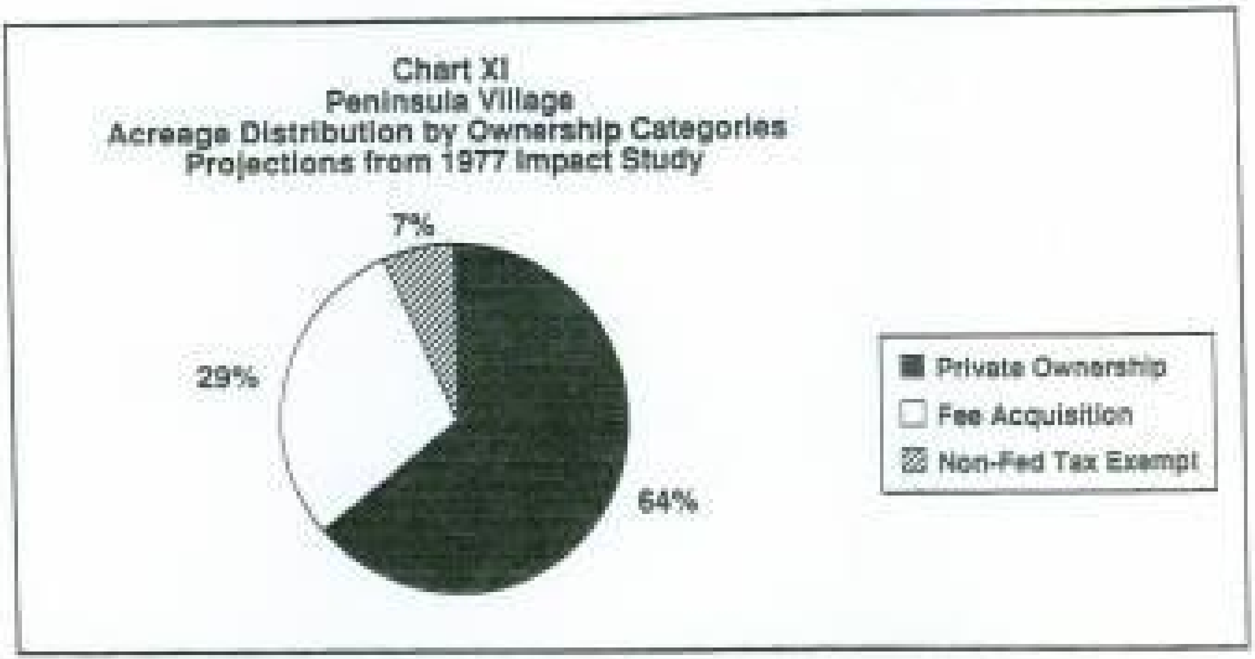


Chart XI
Peninsula Village
Acreage Distribution by Ownership Categories
Projections from 1977 Impact Study
7%
29%
64%
Private Ownership
Fee Acquisition
Non-Fed Tax Exempt

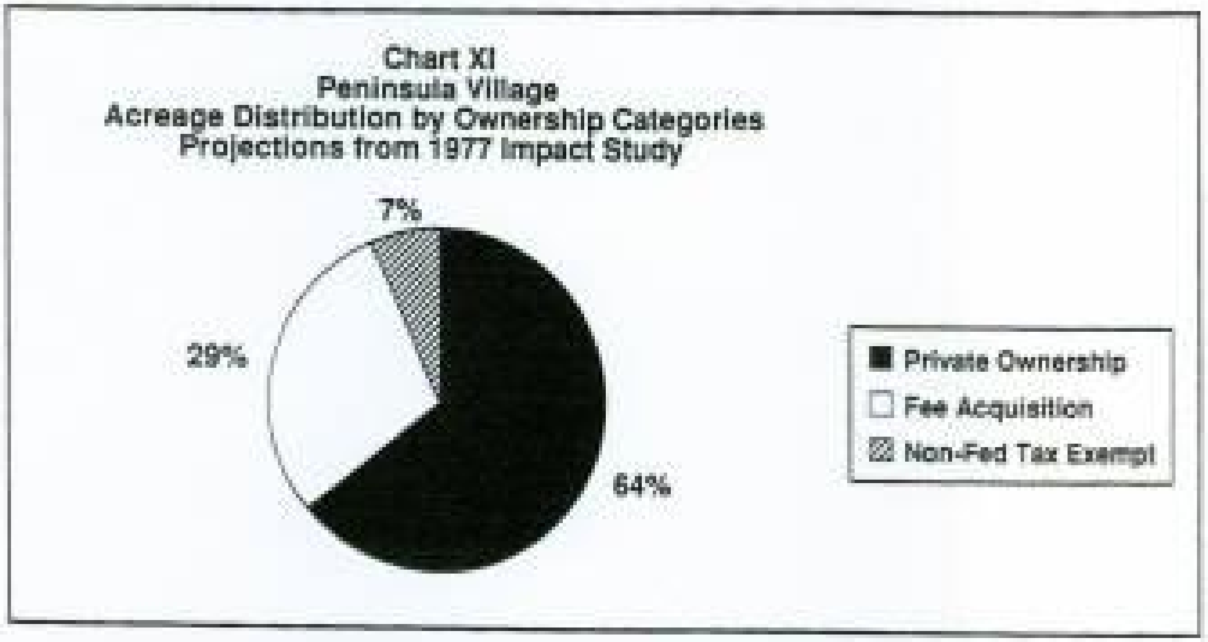
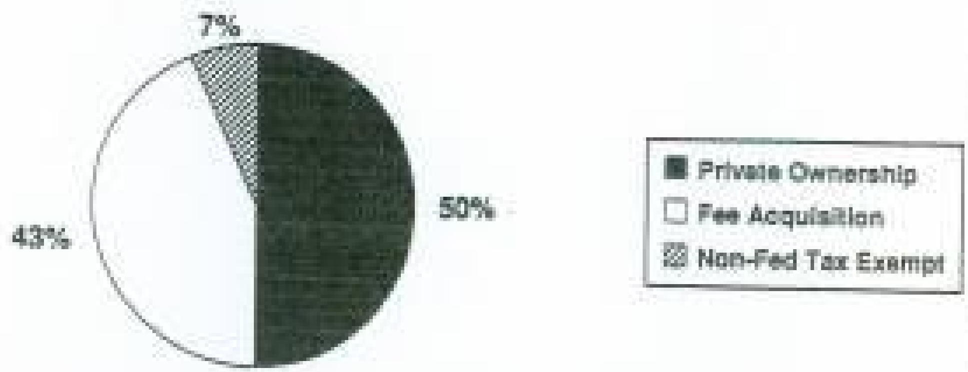


Chart XI
Peninsula Village
Acreage Distribution by Ownership Categories
Projections from 1977 Impact Study
7%
29%
64%
Private Ownership
Fee Acquisition
Non-Fed Tax Exempt

Chart XII
Peninsula Village
Acreage Distribution by Ownership Categories
1990



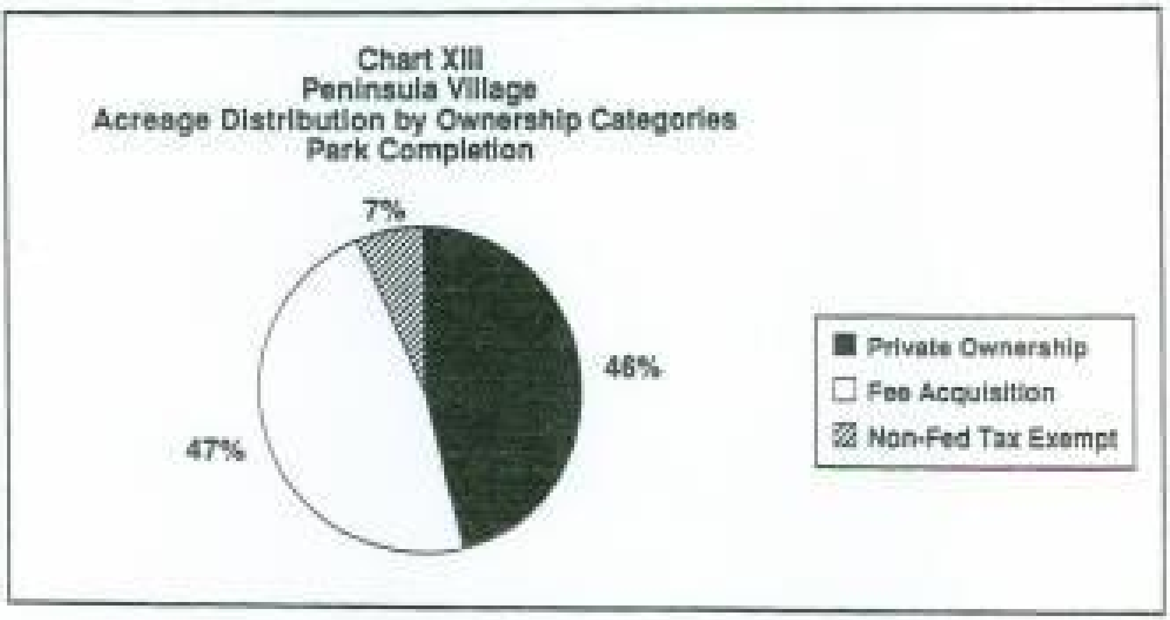


Chart XIII
Peninsula Village
Acreage Distribution by Ownership Categories
Park Completion
7%
46%
47%
Private Ownership
Fee Acquisition
Non-Fed Tax Exempt

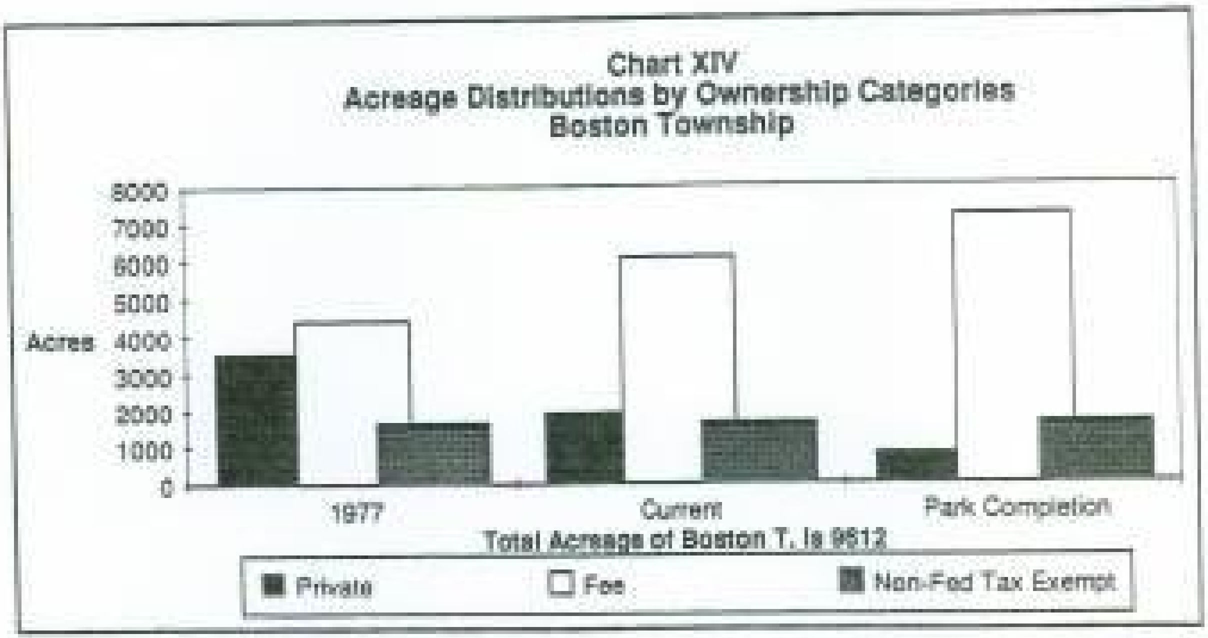


Chart XIV
Acreage Distributions by Ownership Categories
Boston Township
8000
7000
6000
5000
Acres 4000
3000
2000
1000
0
1977
Current
Park Completion
Total Acreage of Boston T. is 9612
Private
Fee
Non-Fed Tax Exempt

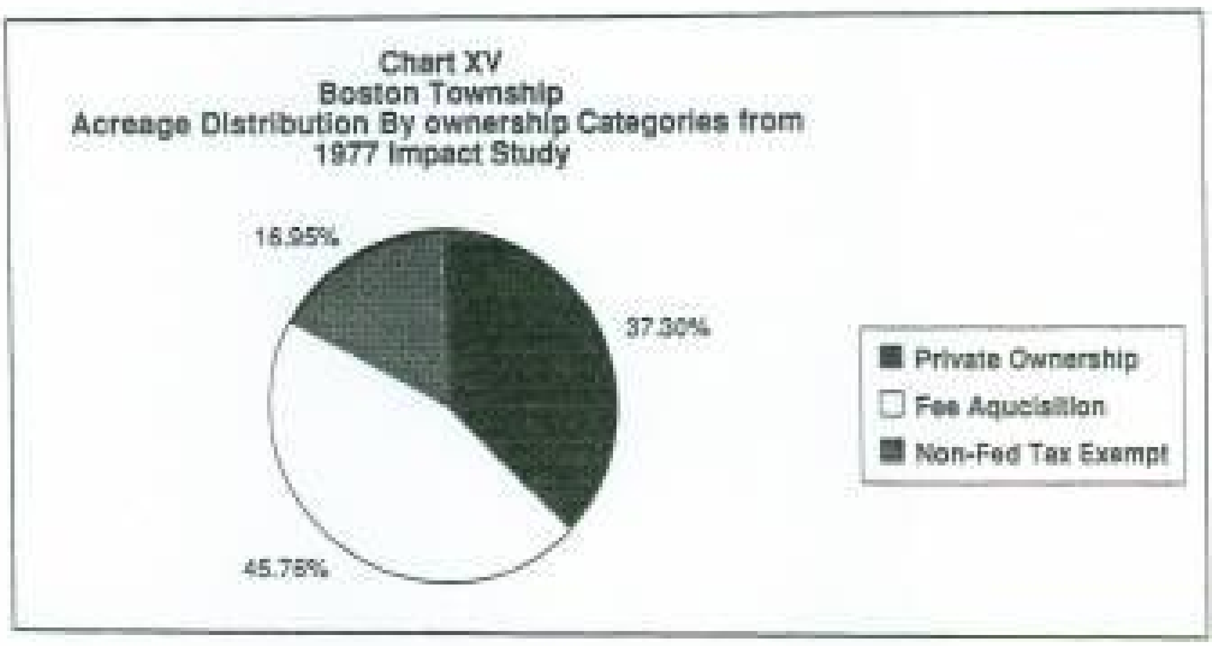


Chart XV
Boston Township
Acreage Distribution By ownership Categories from
1977 Impact Study
16.95%
37.30%
45.75%
Private Ownership
Fee Aqucisition
Non-Fed Tax Exempt

Chart XVI
Boston Township
Acreage Distribution by Ownership Categories
1990

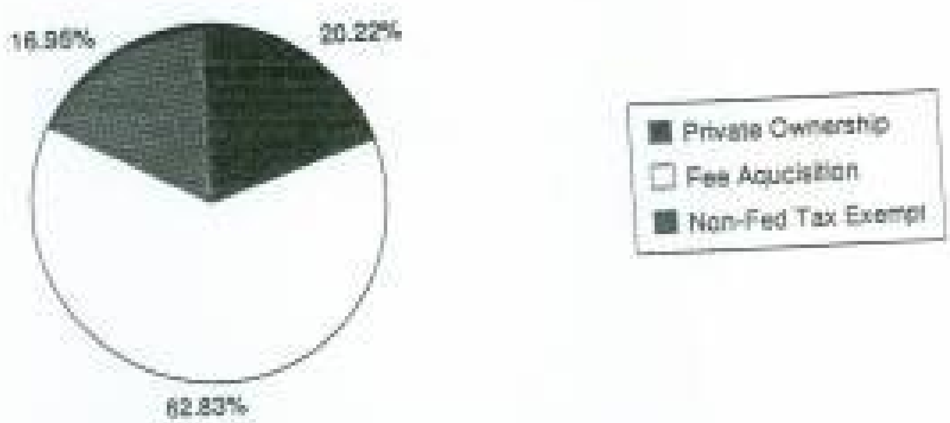
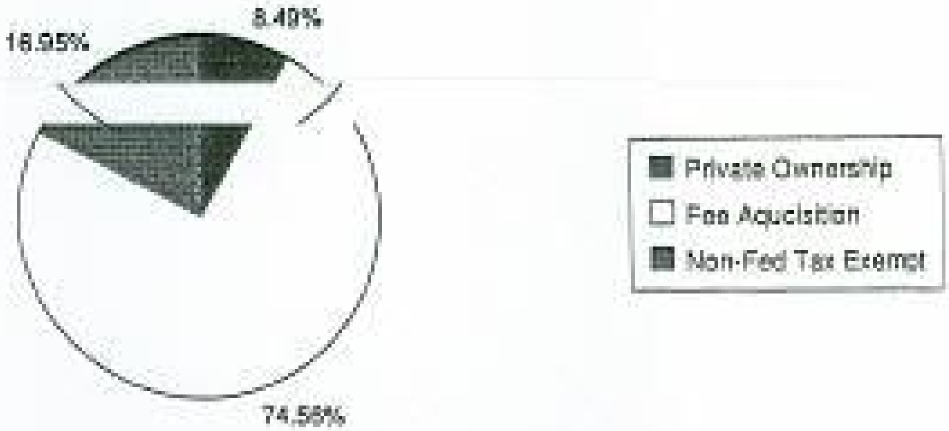


Chart XVII
Boston Township
Acreage Distribution by Ownership Categories
Park Completion



BOSTON TOWNSHIP
PENINSULA VILLAGE
FINANCIAL ANALYSIS

PHASE II

January 1992

Prepared For:

Boston-Peninsula Fiscal Study
Task Force

Prepared By:

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BOSTON TOWNSHIP - PENINSULA VILLAGE
FINANCIAL ANALYSIS

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I. EXISTING TRENDS AND PROJECTIONS

FINANCIAL STATUS - *Existing and Projected*

This section of PKG's report to the Boston-Peninsula Fiscal Study Task Force reviews, in detail, the revenues and expenditures of Boston Township and Peninsula Village from 1987 through 1991 and projects these out for the years 1992 through 1996. The goal is to identify the financial scenarios that will occur if present funding source levels continue.

BOSTON TOWNSHIP[1,2]

Past Trends

Revenue (see Table I)

Between 1987 and 1991, revenue sources for Boston Township dropped 20.8 percent (21.5 percent if money drawn from Roush funds are excluded). While property tax revenues increased 52.3 percent, the amount of revenue generated in 1991 is only $20,319 - 7.00 percent of the total revenues received.

General Intergovernmental Assistance funds from the County decreased by 41.7 percent ($53,212) over the same time period and currently account for 25.7 percent of the total revenue sources. As this payment is a population percentage-based account, it will continue to decrease.

Expenditures (see Table II)

Expenditures decreased overall by 22.9 percent during this period, but this decrease largely reflects deferred maintenance and capital expenditures that will require remedy in the immediate future. Expenditures for police and fire protection increased 15.3 percent during this period and are anticipated to continue to rise at a rate of ten percent per annum. These expenditures reflect the current contractual cost sharing relationship with Peninsula.

[1] State Auditors Reports 1987 - 1991.

[2] Year End Budget Reports 1987 - 1991.

In each year between 1987 and 1991, Boston Township sustained heavy deficits ranging from $351,206 in 1987 to $175,137 in 1989 (see Table III). The current deficit is $263,299. Current expenditures for Public Safety account for 28.9 percent of the total while road maintenance and personnel for the Road Department account for 39.5 percent.

<u>Future Trends (see Table IV)</u>

Based on existing formulas and limited opportunity for future development in acreage outside of the Park boundaries (<u>Boston Township will have 816 acres in private ownership out of 9,612 at the completion of Park acquisition plans</u>), total Township revenues will decrease from $249,300 in 1992 to $140,400 in 1996. This decrease includes utilizing the full revenue of interest earned through the Roush inheritance funds.

<u>Expenditures</u> are projected as follows:

- A ten percent annual increase in costs relating to provision of police and fire service. This projection is predicated upon recent notifications of increase in liability insurance, worker's compensation and projections for manpower and equipment needs and legal costs;
- No salary increases or additional staffing for administrative or road and general maintenance functions;
- A five percent increase in materials costs for road and general service maintenance;
- No increase in basic utility costs for street lighting; and
- Road costs contain no major capital expenditures for improvements other than a $50,000 contribution to the Oak Hill project. Maintenance and resurfacing (seal coat) costs are based upon 13 miles at a current cost of $0.69 per square yard.

Revenue projections reflect the following:

- A five percent yearly increase in existing property tax valuations. As the dates for final park acquisition plans are uncertain, this figure does not include removal of additional valuation from the tax base (estimated at $2,000,000). It does, however, include the phasing out of retained estate values[1];
- A continuation of existing intergovernmental fund ratios and projected decreases as determined by those ratios as identified in the 1987 agreement with Summit County; and
- An eight percent interest earned on outstanding Roush funds.

Summary

Given this conservative expenditure scenario, Boston Township will have totally depleted the Roush funds and will be unable to meet contractual police and fire obligations or provide road maintenance throughout the Township by 1996. From 1992 through 1996, the General Fund deficit will increase from $381,440 to $637,000 per year.

[1] Chart III from the First Report CVCC Park Impact Study.

TABLE I - Boston Township

Revenue FY 1987-FY 1991

Revenue Sources	FY 87 Actual Revenue	FY 88 Actual Revenue	FY 89 Actual Revenue	FY 90 Actual Revenue	FY 91 Actual Revenue
Balance Forwarded	$3,549,062	$3,199,498	$2,963,413	$2,772,153	$2,578,555
Local Taxes	$13,343	$21,850	$16,074	$18,259	$20,319
Intergovernmental	$127,719	$56,054	$84,600	$81,835	$74,507
Fines, Lic & Fees	$1,538	$819	$2,830	$1,250	$1,400
Interest	$211,883	$215,529	$241,924	$208,510	$169,000
Charges for Services					
Other	$11,863	$66,154	$13,747	$31,629	$25,000
Totals	$368,366	$390,406	$359,377	$341,483	$290,226
Bal Fwd & Total	$3,915,428	$3,589,904	$3,322,790	$3,113,636	$2,868,781

Percent of Total

Local Taxes	3.64%	5.60%	4.47%	5.35%	7.00%
Intergovernmental	34.86%	22.04%	23.57%	23.96%	25.67%
Fines, Lic & Fees	0.42%	0.21%	0.02%	0.37%	0.48%
Interest	57.83%	55.21%	67.32%	61.06%	58.23%
Charges for Services	0.00%	0.00%	0.00%	0.00%	0.00%
Other	3.24%	16.94%	3.83%	9.26%	8.61%
Totals	100.00%	100.00%	100.00%	100.00%	100.00%

Percent of Change

Local Taxes		38.93%	-35.93%	11.07%	10.14%
Intergovernmental		-48.42%	-1.61%	-3.49%	-9.84%
Fines, Lic & Fees		-87.70%	72.13%	-135.12%	10.71%
Interest		1.69%	10.91%	-16.03%	-23.38%
Charges for Services					
Other		82.04%	-351.22%	56.54%	-26.52%
Total for Year		6.56%	-7.95%	-4.90%	-15.01%
Total with Carryover		-8.31%	-7.44%	-4.29%	-7.86%

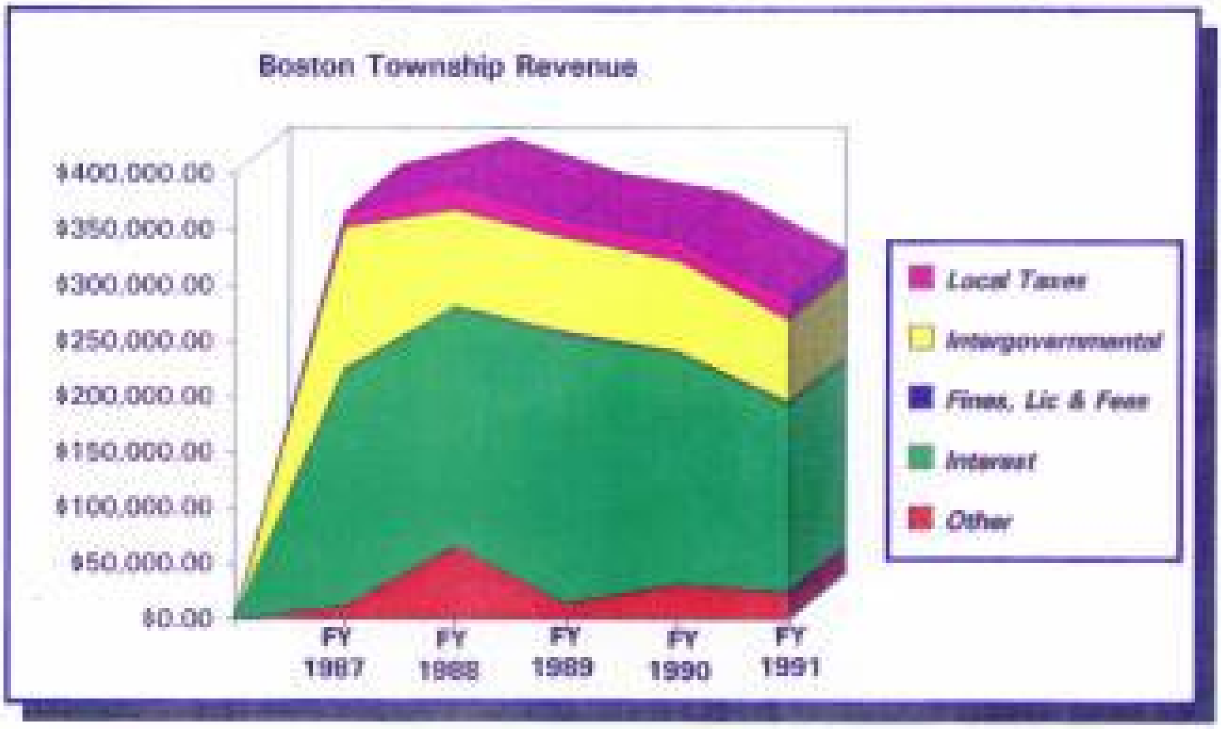

Boston Township Revenue
$400,000.00
$350,000.00
$300,000.00
$250,000.00
$200,000.00
$150,000.00
$100,000.00
$50,000.00
$0.00
FY 1987
FY 1988
FY 1989
FY 1990
FY 1991
Local Taxes
Intergovernmental
Fines, Lic & Fees
Interest
Other

TABLE II - Boston Township

Expenditures FY 1987-FY 1991

Program	FY 87 Actual Expenditures	FY 88 Actual Expenditures	FY 89 Actual Expenditures	FY 90 Actual Expenditures	FY 91 Actual Expenditures
Safety Persons/Property	$186,444	$157,565	$152,685	$168,747	$215,000
Public Health					
Leisure Time(Library)	$11,462	$15,000			
Comunity Environment					
Basic Utilities	$11,564	$10,770	$11,769	$10,829	$15,000
Transportation	$271,903	$245,590	$197,335	$137,506	$150,800
General Government	$236,159	$182,569	$172,725	$223,333	$172,725
Other					
Capital Outlay					
Total	$717,532	$611,494	$534,514	$540,415	$553,525

Percent of Total

Program	FY 87	FY 88	FY 89	FY 90	FY 91
Safety Persons/Property	25.98%	25.76%	28.57%	31.23%	38.90%
Public Health	0.00%	0.00%	0.00%	0.00%	0.00%
Leisure Time(Library)	1.60%	2.45%	0.00%	0.00%	0.00%
Comunity Environment	0.00%	0.00%	0.00%	0.00%	0.00%
Basic Utilities	1.61%	1.76%	2.20%	2.00%	2.70%
Transportation	37.89%	40.15%	36.92%	25.44%	27.20%
General Government	32.91%	29.85%	32.31%	41.33%	31.20%
Other					
Capital Outlay					
Total	100.00%	100.00%	100.00%	100.00%	100.00%

Percent of Change

Program	FY 87	FY 88	FY 89	FY 90	FY 91
Safety Persons/Property		-15.43%	-3.17%	10.52%	27.41%
Public Health					
Leisure Time(Library)		30.64%	-100.00%		
Comunity Environment					
Basic Utilities		-7.05%	9.28%	-7.99%	38.52%
Transportation		-9.68%	-19.65%	-30.32%	-9.66%
General Government		-22.69%	-5.40%	29.30%	-22.68%
Other					
Capital Outlay					
Total		-14.78%	-12.61%	1.10%	-4.29%

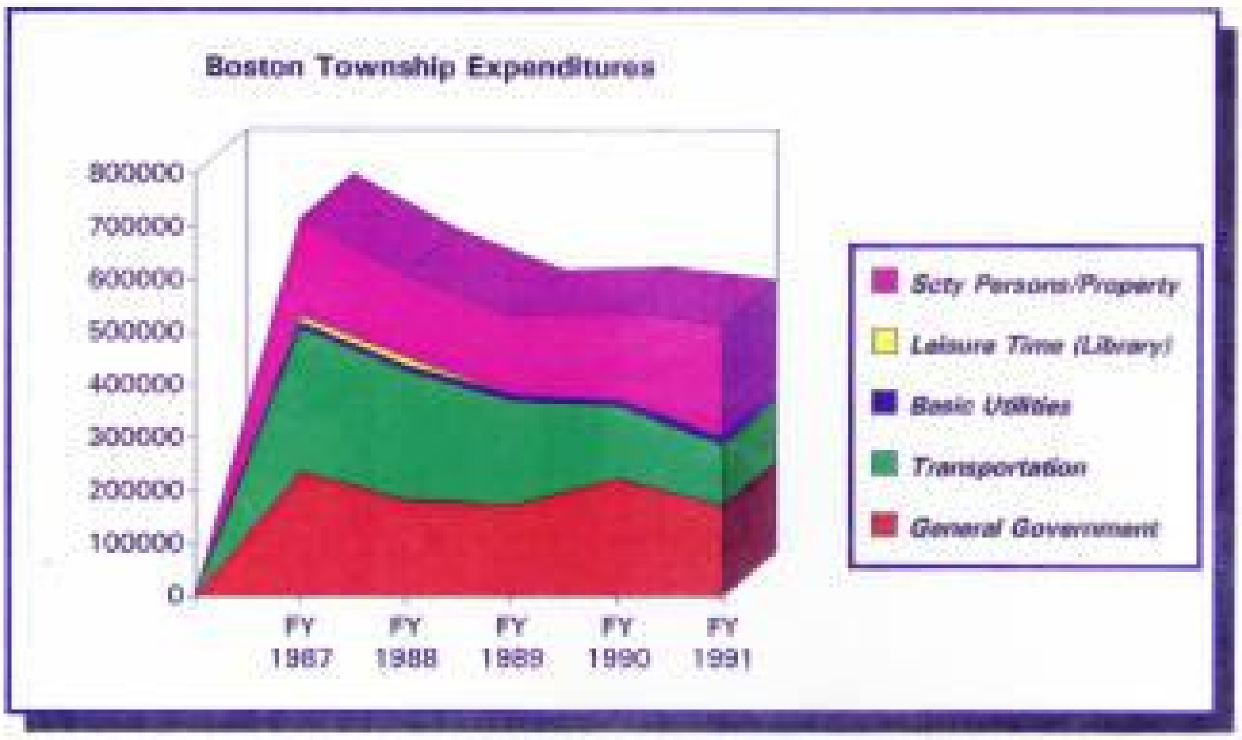

Boston Township Expenditures
800000
700000
600000
500000
400000
300000
200000
100000
0
FY 1987
FY 1988
FY 1989
FY 1990
FY 1991
Scty Persons/Property
Leisure Time (Library)
Basic Utilities
Transportation
General Government

TABLE III - Boston Township

Revenue FY 1987-FY 1991

Revenue Sources	FY 87 Actual Revenue	FY 88 Actual Revenue	FY 89 Actual Revenue	FY 90 Actual Revenue	FY 91 Actual Revenue
Balance Forwarded	$3,549,062	$3,199,498	$2,963,413	$2,772,153	$2,578,555
Local Taxes	$13,343	$21,850	$16,074	$18,259	$20,319
Intergovernmental	$127,719	$86,054	$84,693	$81,835	$74,507
Fines, Lic & Fees	$1,538	$819	$2,939	$1,250	$1,400
Interest	$211,883	$215,529	$241,924	$209,510	$169,000
Charges for Services					
Other	$11,883	$66,154	$13,747	$31,629	$25,000
Totals	$366,366	$390,406	$359,377	$341,483	$290,226
Bal Fwd & Total	$3,915,428	$3,589,904	$3,322,790	$3,113,636	$2,868,781

Expenditures FY 1987-FY 1991

Program	FY 87 Actual Expenditures	FY 88 Actual Expenditures	FY 89 Actual Expenditures	FY 90 Actual Expenditures	FY 91 Actual Expenditures
Safety Persons/Proper	$186,444	$157,685	$152,685	$168,747	$215,000
Public Health					
Leisure Time(Library)	$11,482	$15,000			
Comunity Environment					
Basic Utilities	$11,584	$10,770	$11,769	$10,829	$15,000
Transportation	$271,903	$246,580	$197,335	$137,506	$150,800
General Government	$236,169	$182,589	$172,725	$223,333	$172,725
Other					
Capital Outlay					
Total	$717,572	$611,624	$534,514	$540,415	$553,525
General Fund Deficit	$351,206	$221,218	$175,137	$198,932	$263,299

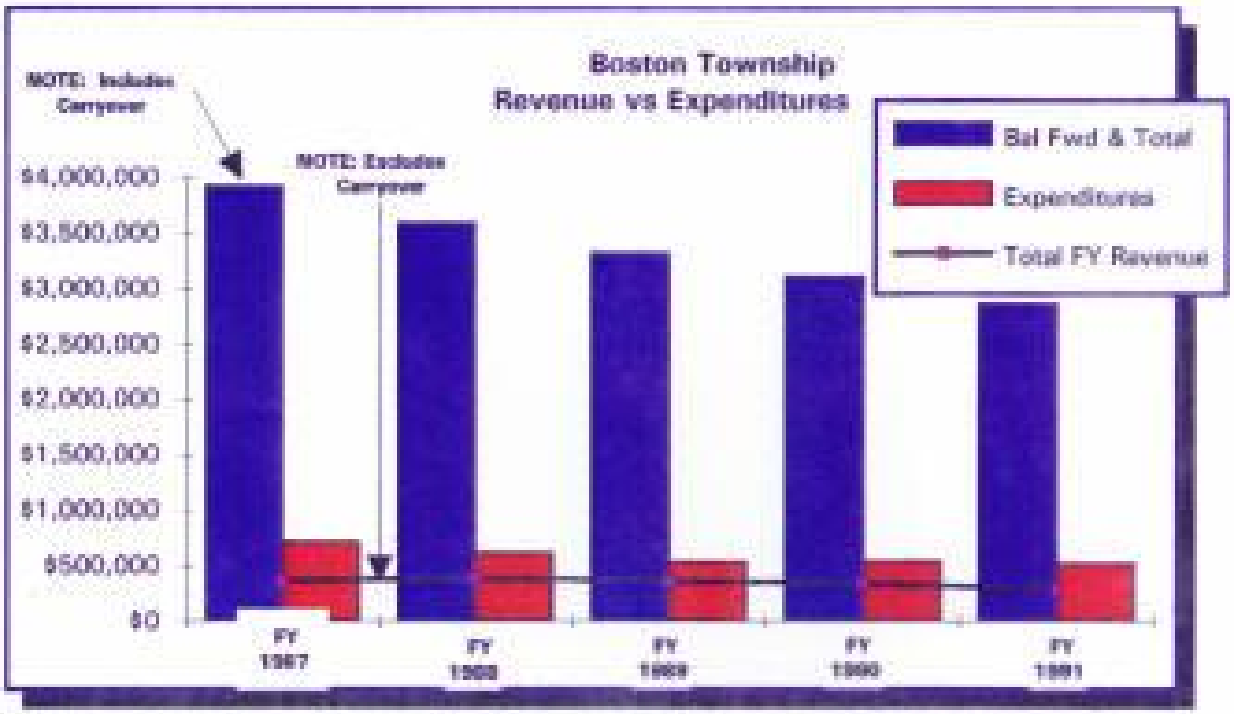

Boston Township
Revenue vs Expenditures
NOTE: Includes Carryover
NOTE: Excludes Carryover
Bal Fwd & Total
Expenditures
Total FY Revenue
$4,000,000
$3,500,000
$3,000,000
$2,500,000
$2,000,000
$1,500,000
$1,000,000
$500,000
$0
FY 1987
FY
FY
FY
FY

TABLE IV-Boston Township

Revenue 1992-1996

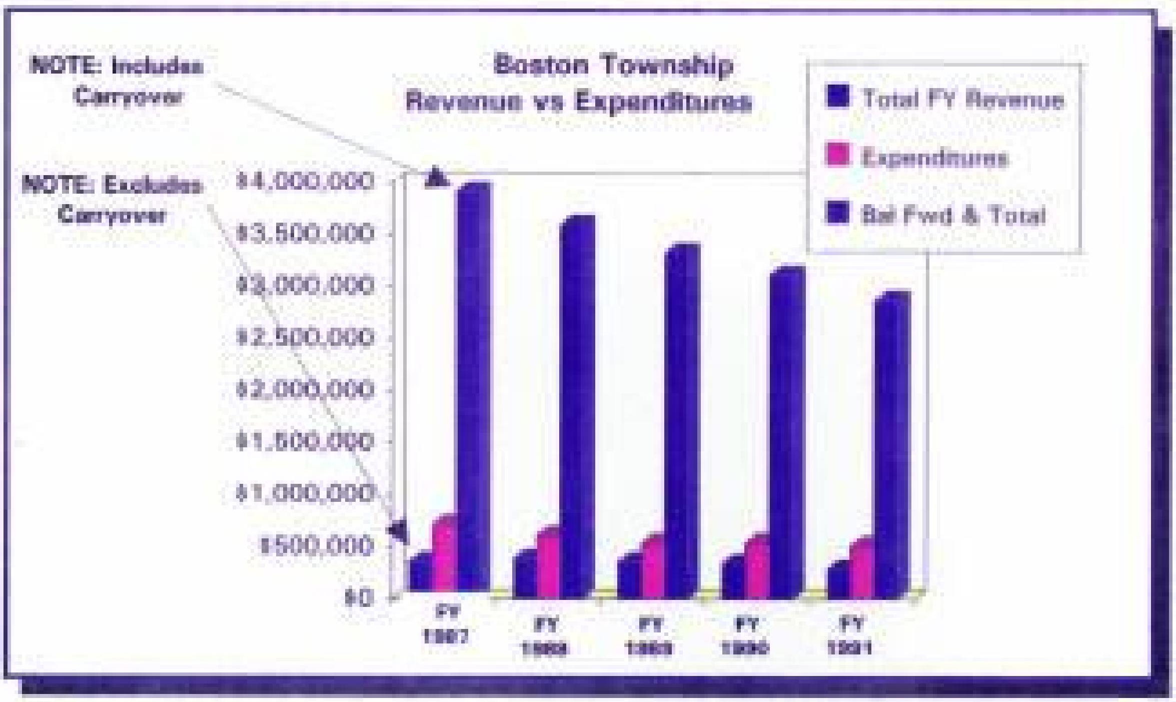
Revenue Sources	FY 92 Revenue	FY 93 Revenue	FY 94 Revenue	FY 95 Revenue	FY 96 Revenue
Balance Forwarded	$2,315,256	$1,933,816	$1,491,513	$933,997	$316,875*
Local Taxes	$20,400	$20,400	$21,500	$21,500	$21,500
Intergovernmental	$72,000	$70,000	$69,000	$67,000	$65,000
Fines, Lic & Fees	$1,400	$1,400	$1,400	$1,400	$1,400
Interest	$135,500	$120,250	$94,250	$65,000	$32,500
Charges for Services	$0	$0	$0	$0	$0
Other	$20,000	$20,000	$20,000	$20,000	$20,000
Totals	$249,300	$232,050	$206,150	$174,900	$140,400
Bal Fwd & Total	$2,564,556	$2,165,866	$1,697,663	$1,108,897	$457,275

Expenditures 1992-1996

Program	FY 92 Expenditures	FY 93 Expenditures	FY 94 Expenditures	FY 95 Expenditures	FY 96 Expenditures
Safety Persons/Property	$236,500	$260,150	$286,200	$315,000	$346,300
Public Health					
Leisure Time(Library)					
Comunity Environment					
Basic Utilities	$15,000	$15,000	$15,000	$15,000	$15,000
Transportation	$159,240	$229,203	$292,456	$282,022	$246,500
General Government	$170,000	$170,000	$170,000	$180,000	$170,000
Other					
Capital Outlay	($50,000)				
Total	$530,740	$674,353	$763,656	$792,022	$777,800

General Fund Deficit	$381,440	$442,303	$557,518	$617,102	$637,400

* Includes amount of $350,000 set aside for Township Hall improvements



NOTE: Includes Carryover
NOTE: Excludes Carryover
Boston Township
Revenue vs Expenditures
Total FY Revenue
Expenditures
Bal Fwd & Total
$4,000,000
$3,500,000
$3,000,000
$2,500,000
$2,000,000
$1,500,000
$1,000,000
$500,000
$0
FY
FY
FY
FY
FY

PENINSULA VILLAGE

Past Trends[1,2]

Revenues (see Table V)

Between 1987 and 1991, revenue sources for Peninsula increased sixty (60) percent. This increase is due primarily to additional contract fees charged to Boston Township for police protection and the institution of a one (1) percent income tax in 1990. During this period intergovernmental revenues dropped 24.7 percent (from $197,607 to $148,720).

Expenditures (see Tables VI and VII)

Expenditures rose 68.3 percent from 1987 to 1991, the largest increase being sustained by road repair and maintenance ($118,445).

Future Trends (see Table VIII)

Expenditures are projected as follows:

- A ten percent increase in costs relating to provision of police and fire service (as discussed previously in Boston Township's expenditure's section;
- No personnel staffing increases or salary increases in the maintenance or administrative positions;
- A five percent increase in materials costs for road maintenance;
- No increase in utility costs;
- Capital improvement costs relating to City-owned properties to average at $35,000 per year;
- Major road improvement expenditures (included in transportation expenditures) are as follows:

$ 180,000	Construction of Mill Street - 1992
$ 115,000	Local contribution for required improvements to Akron-Peninsula Road - 1992
$ 372,500	For engineering and repair of Riverview Road, north of S. R. 303 - 1993
$ 200,000	For storm sewer improvements to Stine Road - 1994

- This does not include maintenance or reconstruction costs for Akron-Peninsula Road north of S. R. 303 as it is anticipated that this road will be closed once the retained estates expire. It also does not include an estimated $1,187,200 cost to improve Riverview Road (2.12 miles) to the specifications set forth in the current bikepath plan.

Revenues are projected as follows

- A five percent yearly increase in existing property tax valuations (as previously discussed in Boston Township);
- A continuation of existing intergovernmental fund ratios with projected increases in the area of the revenue assistance fund portion of this distribution. This is currently estimated at six (6) percent, but should be reevaluated after the 1992 state distribution. Current state finances may make this invalid;
- A three (3) percent increase in income tax revenues; and
- Continuation of current contract assistance percentages with Boston Township for police protection.

Based upon the above assumptions, Peninsula Village will experience deficits for 1992 - 1994.

TABLE V - Peninsula Village

Revenue FY 1987-FY 1991

Revenue Sources	FY 87 Actual Revenue	FY 88 Actual Revenue	FY 89 Actual Revenue	FY 90 Actual Revenue	FY 91 Actual Revenue
Balance Forwarded					$106,335
Local Taxes	$38,006	$44,270	$71,747	$158,909	$128,410
Intergovernmental	$197,607	$179,403	$256,384	$140,983	$148,720
Fines, Lic & Fees	$66,039	$54,501	$51,467	$52,920	$70,457
Interest					
Charges for Services	$100,266	$93,535	$107,623	$115,932	$188,250
Other	$2,992	$2,434	$4,704	$5,380	$5,605
Totals	$404,910	$374,226	$492,015	$474,104	$647,787

Percent of Total

Local Taxes	9.39%	11.83%	14.58%	33.52%	19.82%
Intergovernmental	48.80%	47.94%	52.11%	29.73%	22.96%
Fines, Lic & Fees	16.31%	14.59%	10.46%	11.16%	10.88%
Interest	0.00%	0.00%	0.00%	0.00%	0.00%
Charges for Services	24.76%	24.99%	21.87%	24.45%	29.06%
Other	0.74%	0.65%	0.97%	1.13%	0.87%
Totals	100.00%	100.00%	100.00%	100.00%	100.00%

Percent of Change

Local Taxes		14.16%	38.29%	54.85%	-23.75%
Intergovernmental		-10.15%	30.03%	-81.86%	5.22%
Fines, Lic & Fees		-20.99%	-6.05%	2.75%	24.90%
Interest					
Charges for Services		-7.20%	13.09%	7.17%	38.42%
Other		-22.93%	49.23%	10.89%	4.01%
Total for Year		-8.20%	23.94%	-3.78%	26.81%

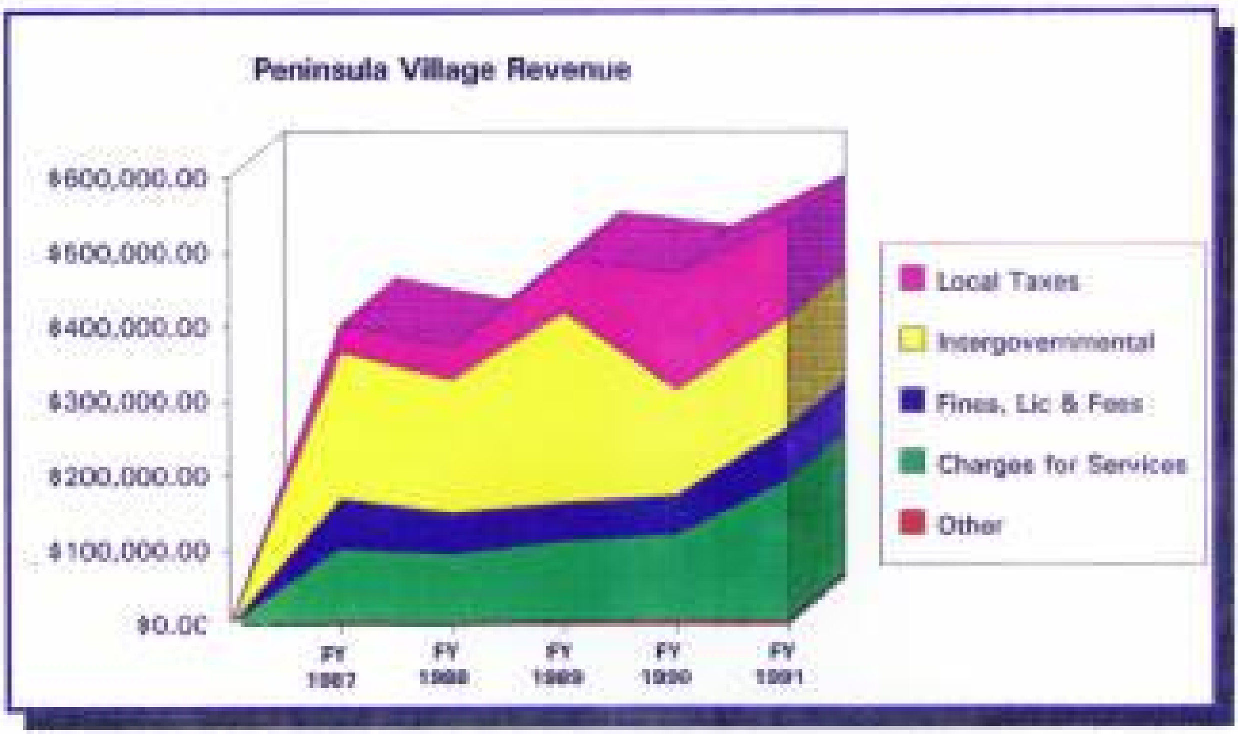

Peninsula Village Revenue
$600,000.00
$500,000.00
$400,000.00
$300,000.00
$200,000.00
$100,000.00
$0.00
FY 1987
FY 1988
FY 1989
FY 1990
FY 1991
Local Taxes
Intergovernmental
Fines, Lic & Fees
Charges for Services
Other

TABLE VI - Peninsula Village

Expenditures FY 1987-FY 1991

Program	FY 87 Actual Expenditures	FY 88 Actual Expenditures	FY 89 Actual Expenditures	FY 90 Actual Expenditures	FY 91 Actual Expenditures
Safety Persons/Property	$241,436	$235,671	$242,631	$281,715	$299,158
Public Health	$2,926	$2,725	$2,850	$3,275	$3,300
Leisure Time(Librarty)	$525				$1,000
Comunity Environment	$768	$574	$2,021	$2,750	$3,000
Basic Utilities	$9,682	$10,098	$7,642	$2,376	$3,000
Transportation	$38,108	$43,497	$44,138	$52,742	$156,553
General Government	$60,011	$53,043	$79,653	$76,286	$92,770
Other					
Capital Outlay	$31,335	$31,447	$77,709	$35,728	$89,006
Total	$384,791	$377,055	$456,644	$454,872	$647,797

Percent of Total

Safety Persons/Property	62.74%	62.50%	53.13%	61.93%	46.18%
Public Health	0.76%	0.72%	0.62%	0.72%	0.51%
Leisure Time(Librarty)	0.14%	0.00%	0.00%	0.00%	0.15%
Comunity Environment	0.20%	0.15%	0.44%	0.60%	0.46%
[illegible]	[illegible]	2.68%	1.67%	0.52%	0.46%
General Government	15.60%	[illegible]	[illegible]	[illegible]	[illegible]
Other					
Capital Outlay	8.14%	8.34%	17.02%	7.85%	13.74%
Total	100.00%	100.00%	100.00%	100.00%	100.00%

Percent of Change

Safety Persons/Property		-2.39%	2.95%	16.11%	6.19%
Public Health		-6.87%	4.59%	14.91%	0.76%
Leisure Time(Librarty)		-100.00%			
Comunity Environment		-25.26%	252.09%	36.07%	9.09%
Basic Utilities		-4.30%	-24.32%	-68.91%	26.26%
Transportation		14.14%	1.47%	19.49%	196.83%
General Government		-11.61%	50.17%	-4.23%	21.61%
Other					
Capital Outlay		0.36%	147.11%	-54.02%	149.13%
Total		-2.01%	21.11%	-0.39%	42.41%

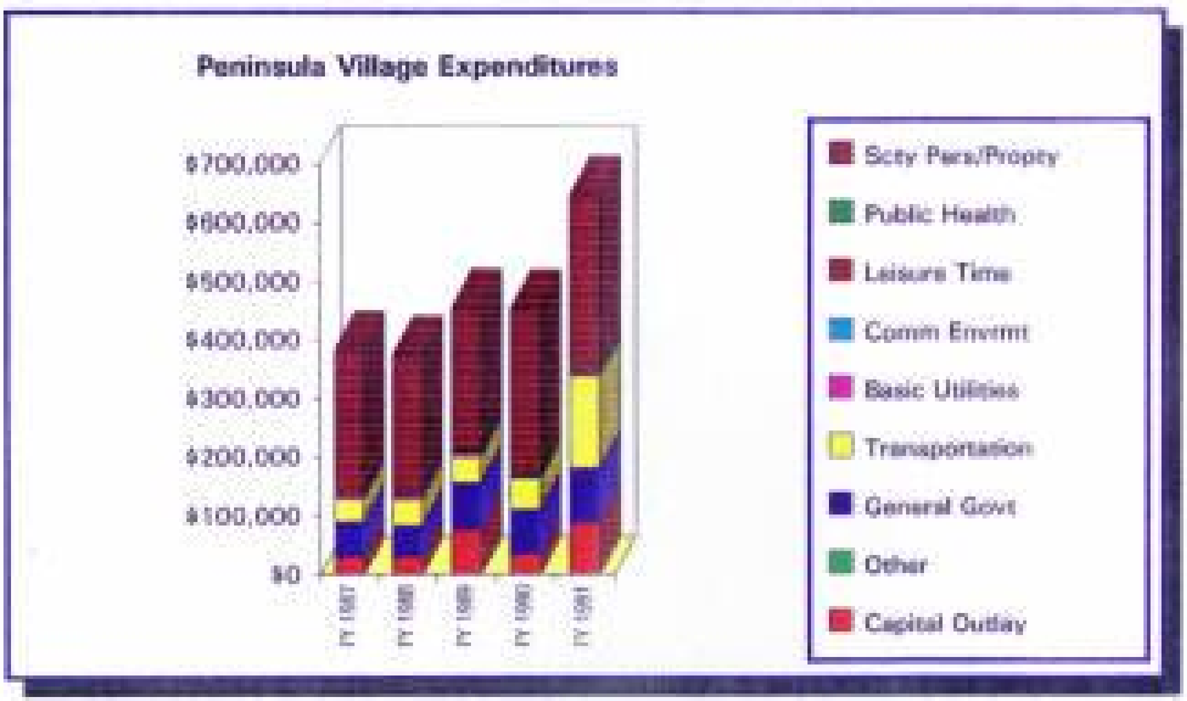

Peninsula Village Expenditures
$700,000
$600,000
$500,000
$400,000
$300,000
$200,000
$100,000
$0
Scty Pers/Propty
Public Health
Leisure Time
Comm Envrmt
Basic Utilities
Transportation
General Govt
Other
Capital Outlay

TABLE VII - Peninsula Village

Revenue FY 1987-FY 1991

Revenue Sources	FY 87 Actual Revenue	FY 88 Actual Revenue	FY 89 Actual Revenue	FY 90 Actual Revenue	FY 91 Actual Revenue
Balance Forwarded					$106,335
Local Taxes	$38,006	$44,273	$71,747	$158,909	$128,410
Intergovernmental	$197,607	$179,403	$256,384	$140,963	$148,720
Fines, Lic & Fees	$66,039	$54,581	$51,467	$52,920	$70,467
Interest					
Charges for Services	$100,266	$93,535	$107,623	$115,932	$188,250
Other	$2,992	$2,434	$4,794	$5,380	$5,605
Totals	$404,910	$374,226	$492,015	$474,104	$647,787

Expenditures FY 1987-FY 1991

Program	FY 87 Actual Expenditures	FY 88 Actual Expenditures	FY 89 Actual Expenditures	FY 90 Actual Expenditures	FY 91 Actual Expenditures
Safety Persons/Property	$241,436	$235,671	$242,631	$281,715	$299,158
Public Health	$2,926	$2,725	$2,850	$3,275	$3,300
Leisure Time(Library)	$525				$1,000
Comunity Environment	$768	$674	$2,021	$2,750	$3,000
Basic Utilities	$9,682	$10,098	$7,642	$2,376	$3,000
Transportation	$38,108	$43,497	$44,138	$52,742	$156,553
General Government	$60,011	$53,043	$79,653	$76,266	$92,770
Other					
Capital Outlay	$31,335	$31,447	$77,709	$35,728	$89,006
Total	$384,791	$377,055	$456,644	$454,872	$647,787

General Fund Status	$20,119	($2,829)	$35,371	$19,232	$0

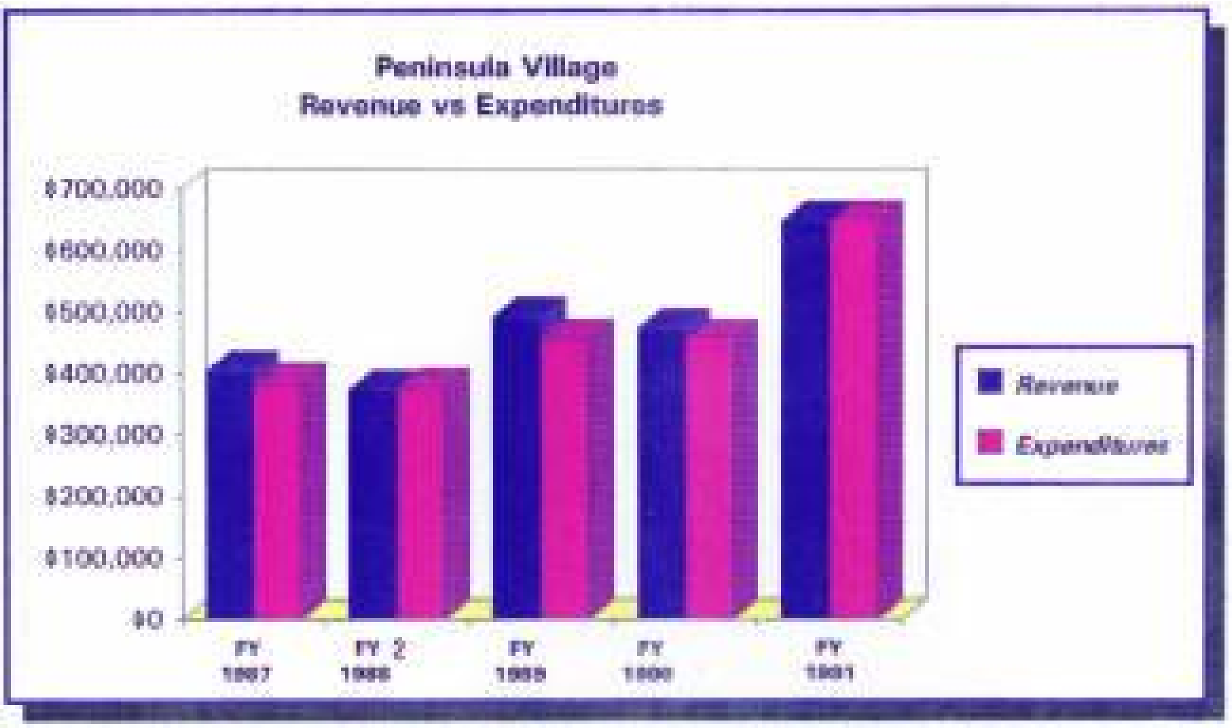

Peninsula Village
Revenue vs Expenditures
$700,000
$600,000
$500,000
$400,000
$300,000
$200,000
$100,000
$0
FY
FY
FY
FY
FY
Revenue
Expenditures

TABLE VIII-Peninsula Village

Revenue 1992-1996

Revenue Sources	FY 92 Revenue	FY 93 Revenue	FY 94 Revenue	FY 95 Revenue	FY 96 Revenue
Balance Forwarded					
Local Taxes	$148,410	$153,410	$160,300	$165,800	$170,800
Intergovernmental	$157,640	$167,100	$177,100	$187,750	$199,000
Fines, Lic & Fees	$55,000	$57,750	$60,625	$63,675	$66,850
Interest					
Charges for Services	$207,000	$227,800	$250,600	$275,100	$303,200
Other	$5,885	$6,180	$6,490	$6,815	$7,500
Totals	$573,935	$612,240	$655,015	$699,140	$747,350

Expenditures 1992-1996

Program	FY 92 Expenditures	FY 93 Expenditures	FY 94 Expenditures	FY 95 Expenditures	FY 96 Expenditures
Safety Persons/Property	$329,050	$362,000	$398,175	$438,000	$481,800
Public Health	$3,300	$3,300	$3,300	$3,300	$3,300
Leisure Time(Librarty)	$1,000	$1,000	$1,000	$1,000	$1,000
Comunity Environment	$3,210	$3,435	$3,675	$3,930	$4,200
Basic Utilities	$3,000	$3,000	$3,000	$3,000	$3,000
Transportation	$340,000	$422,500	$250,000	$58,000	$58,000
General Government	$92,700	$92,700	$95,000	$95,000	$95,000
Other					
Capital Outlay	$35,000	$35,000	$35,000	$35,000	$35,000
Total	$812,265	$922,935	$789,150	$637,230	$681,300
General Fund Deficit	($238,330)	($310,695)	($134,135)	$61,910	$66,050

Existing and Projected Per Capita Expenditures

Economic vitality is directly related to the per capita cost trends of supplying services in jurisdictions not having substantial commercial/industrial tax bases. For this reason we have calculated the per capita costs for sample jurisdictions in the categories of Police, Fire, Roads and General Government Administration. These comparisons are shown on Table IX. Review of this chart reveals that the combined Boston Township/Peninsula Village jurisdictional area has the highest combined per capital total for these categories. As Park acquisition plans and retained estates are completed, this disparity will become even greater. We particularly call your attention to the road maintenance category.

By 1996, Boston Township will be incurring per capita costs of $297 for the combined Police and Fire category. This will be a one hundred, eighteen (118) percent increase. For Roads, per capital costs will rise to $211, a one hundred and two (102) percent increase. For General Government, 1996 per capita costs will be $146 or an eighteen (18) percent decrease (see Table X).

For Peninsula, the 1996 per capital costs for Police and Fire will be $400, an increase of 32 percent. Road expenditures for 1996 will be $112 or an increase of nineteen (19) percent. General Government expenditures will be $185, an increase of fifteen (15) percent (see Table X).

TABLE IX

PER CAPITA COSTS COMPARISONS

1990

	Boston Township	Peninsula Village	Combined Boston Twp. & Peninsula
Police	$ 89	$ 210	$ 125
Fire	47	93	61
Roads	104	94	101
General Government	178	161	172
	$ 418	$ 558	$ 459
Population	1,317	562	1,879

	Springfield Township	Richfield Township	Hudson Township
Police	$ 59	$ 121	$ 96
Fire	32	56	33
Roads	24	59	81
General Government	24	97	65
	$ 139	$ 333	$ 275
Population	14,773	1,893	11,969

	Bath Township	Richfield Village
Police	$ 102	$ 110
Fire	49	76
Roads	59	123
General Government	55	98
	$ 265	$ 407
Population	9,015	3,117

TABLE X

1990 - 1996

PROJECTED PER CAPITA COST TRENDS

	1990	1996	% Change
Boston Township			
Police & Fire	136	297	+ 118 %
Road Maintenance	104	211	+ 102 %
Government Administration	178	146	- 18 %
Peninsula Village			
Police & Fire	303	400	+ 32 %
Road Maintenance	94	112	+ 19 %
Government Administration	161	185	+ 15%

II. TRANSPORTATION/ROAD MAINTENANCE ANALYSIS

(See Appendix A)

The 1983 Transportation Plan for the Cuyahoga Valley National Recreation area includes the following goals[4] :

1. Create a quality visitor experience throughout the national recreation area.

   Coordinate access to and from major visitor attractions in the valley.

   Encourage visitor discovery throughout the valley by dispersing traffic and preserving the roads' rural character.

2. Ensure the protection of the park's natural and cultural resources.

   Maintain a network of scenic rural roads that are safe, low-speed, and small in scale and that help heighten the contrast between the park and the surrounding urban environment.

   Enhance large areas of open space by restricting traffic on or closing certain roads when they are free of private ownership and residential use.

3. Create access to, from, and through the national recreation area, minimizing conflicts between park visitors and the surrounding communities.

   Promote alternative transportation modes other than the automobile, including bicycles, mass transportation, trains, and horseback riding.

   Maintain public access to private homes, including the provision of emergency services.

4. Support the improvement of regional transportation systems.

   Minimize conflicts between area transportation needs and the preservation of park resources.

   Encourage traffic which is not park-related to remain on peripheral arterial highways and cross-park expressways.

Simply put, the objective is to assure regional accessibility while minimizing the negative impact of the automobile throughout the park.

[4] Transportation Plan, CVNRA, 1983, page 8.

It was noted in the Plan that as acquisition of properties occurred, it would possibly no longer be in the financial interests of the counties or other localities to continue to maintain them where not used for mail service or school bus routes. This raised the issue of possible vacation or closure of roads important for serving Park activity centers. The Plan, therefore, identified roads by three categories:

1. Roads that would remain in local jurisdictions;
2. Internal Park roads that the National Park Service (NPS) should be responsible for and maintain; and
3. Road segments that should be maintained under a cost-sharing arrangement between the National Park Service and local jurisdictions.

Roads recommended for full NPS jurisdiction included*:

Major	Hines Hill
Oak Hill	Columbia
Wetmore	Everett
Stanford	Akron-Peninsula
Quick	Boston Mills
Riverview	Kendall-Truxell

The conditions for participation in the NPS in the cost of road maintenance are detailed on pages 12 through 16 of the plan and are included here as Appendix A.

In light of the current financial projections for Boston Township and Peninsula Village, and the high percentage of existing and projected road maintenance costs in terms of total budget expenditures, it is strongly recommended that cost-sharing arrangements with the Park and Summit County be reinvestigated at this time. The situation anticipated in the Transportation Plan is now imminent. At the completion of the current retained estates, Stanford Road, Hines Hill Road, Wetmore and Wheatley will serve no residential homes in Boston Township[1]. *Yet, these roads account for 5.28 miles or 40.3 percent of the Township road system*[4]. Of the 13.09 miles of Townships roads, only 2.1 miles are outside of the Park

[1] Property Ownership Map.

[*] Road Jurisdiction Map.

boundaries (16.8 percent). 9.09 miles (69.4 percent) serve park facilities in the form of Oak Hill, Major, Stanford, Wetmore, Wheatley and Hines Hill roads. In 1992, $139,322 will be spent by Boston Township on materials to maintain roads providing access to Park facilities. This amount includes general maintenance materials, seal coat and snow removal. Including personnel costs and the capital outlay of $50,000 for its local Issue II contribution to the reconstruction of Oak Hill Road. *This represents 37.4 percent of the total budget expenditures for Boston Township in 1992.* For illustration purposes, this is broken down as follows:

$ 63,630	General Maintenance
62,812	Annual Seal Coat
13,880	Snow Removal
46,926	Personnel
50,000	Oak Hill Contribution
$ 236,246	

Perhaps more to the point, *this $236,242 represents 94.8 percent of all 1992 revenue sources for Boston Township including all interest generated from the Roush funds (see Table IV).* Given the budget and liability considerations, it would seem logical for Boston Township to consider road closure.

Peninsula Village has a much smaller percentage of their overall budget expenditures allocated for road maintenance and improvements (see Expenditure Tables VII and VIII); however, the 1992 required improvements for Mill Street to support access to the Park Canoe facility and improvements to Akron Peninsula Road, and the 1993 required improvements for the Riverview Road hill area, north of S. R. 303, will leave the Village with projected general fund deficits of $238,330 (29.3 percent of the total expenditures) and $310,695 (33.7 percent of the total expenditures). As the Akron-Peninsula Road project and the Riverview Road project are key elements to the development of the Class I bikepath system of the Park, cost-sharing arrangements should be considered. Further, once retained estates are vacated on Akron-Peninsula Road, north of S. R. 303, consideration must be given to closing of this road for cost and liability reasons.

A final point of consideration in the road funding analysis is the question of engineering fees. In order to secure Issue II funds, the U. S. Corps of Engineers' funds or NPS local maintenance participation funds, preliminary engineering costs must be incurred by the locality. This will often preclude Boston Township or Peninsula from being viable candidates. This is particularly true of Peninsula in which the preliminary engineering, for example, for Riverview Road will exceed one hundred (100) percent of their normal annual road budget.

It is noted here that as of 1992, the Park has secured congressional authority for an annual $250,000 to be spent for local road maintenance on segments providing important access for Park activity centers. It is intended that these funds be used for NPS participation in the cost of long-term improvements to municipal or township roads which provide direct or indirect service to a federal facility.

Two other recent occurrences will also provide road improvement and maintenance cost relief:

1. Summit County has offered to take over maintenance responsibility for Wheatley Road; and
2. Joint Federal, County, State and local funding alternatives are being negotiated for the Riverview Road improvements including the Class II bikepath development.

III. REMEDY SCENARIOS

It is clear that additional resources must be found to avert the imminent financial crisis in Boston Township and, by virtue of interlocking contract responsibilities for police and fire services, in Peninsula. This section of the report analyzes revenue enhancement actions which could be undertaken. These are divided into the following categories:

A Actions that could be undertaken by Boston Township alone/and in partnership with Peninsula Village;

B Actions that could be taken by other governmental bodies; and

C Analysis of merger/annexation potential - Peninsula and Boston Township

A BOSTON TOWNSHIP REVENUE ENHANCEMENT OPTIONS

1. Approval of Additional Property Tax Millage ($155,705 - 1996)

Without consideration of political acceptability, the most direct form of revenue enhancement would be the approval of higher millage rates for Boston Township which, at first glance, seems unacceptably low (1.48 mils). To put this into a regional perspective, sample data was developed for other political jurisdictions that possessed similar rural, low population bases.

This summary is shown on Table XI entitled Property Taxes Paid - Sample Jurisdictions. The existing average home value per the 1990 U.S. Census was utilized to establish an average jurisdictional case. The final two columns on this chart represent taxes paid per $100,000 home. This was included in order to relate specific jurisdictional tax burdens to a common base.

TABLE IX - SAMPLE JURISDICTIONS
PROPERTY TAXES PAID

Political Jurisdiction	Value of Average Home	Property Taxes Paid Per Household: Total	Property Taxes Paid Per Household: Township or Village Administration	Property Taxes Paid per $100,000: Total	Property Taxes Paid per $100,000: Township/Village
1. Boston Township * (Woodridge S.D.)	$ 88,500	$ 1,052	$ 40	$ 1,188	$ 46
2. Boston Township* (Hudson S. D.)	88,500	1,366	40	1,544	46
3. Peninsula Village *	91,700	1,068	157	1,308	171
4. Boston Heights Village	88,700	1,356	152	1,528	172
5. Northfield Center	92,700	1,586	238	1,691	258
6. Sagamore Hills	109,700	1,227	298	1,574	273
7. Richfield Township (Revere S. D.)	131,000	1,914	243	1,460	186
8. Richfield Township (Woodridge S. D.)	131,000	1,601	243	1,222	186
9. Richfield Village (Revere S. D.)	95,600	1,306	111	1,366	116
10. Springfield Township	56,900	918	168	1,614	296

*Does not include Fire District because it is not an operational levy. With Fire District levy included, Boston Township residents would pay $1,345 per 100,000 homes in the Woodridge School District and $1,707 in the Hudson School District. Peninsula households would pay $1,465.

A review of this chart reveals that Boston Township is clearly at the low end in the amount of money generated for Township Administration, however, its total tax obligation per household in the Hudson School District is comparable to other jurisdictions. It is important to note that the majority of Township residents reside in the Hudson School District. Peninsula households pay the second lowest overall tax bill per $100,000 valuation of the eight jurisdictions reviewed; $ 383 below the highest paying locality. It must be noted here, however, the the average income tax paid per household of $261 (1991) must be included to determine total tax burden.

A further adjustment must be made for inclusion of the Valley Fire District's 4.5 mil capital improvement levy currently paid by both Township and Village residents. If, as anticipated, this levy is re-approved as an operational levy, Boston Township residents in the Hudson School District will pay $1,707 per household in property taxes, with Peninsula residents paying $1,465. *This would give Boston Township the highest tax burden per $100,000 valuation of the comparable jurisdictions.*

The average Township administration millage rate in Summit County is 10 mils. This average includes fire and police millages in other jurisdictions. If the existing 4.5 mil fire capital improvement levy is rolled over into an operating levy, and an additional 4.02 mils are added to bring it up to the County average, the total tax burden for a $100,000 home in the Woodridge School District would be $1,737 and those in the Hudson School District being $2,099. *Those households in the Hudson School District would be paying taxes twenty-four (24) percent higher than the next highest taxed jurisdiction in this sample survey.*

Moving away from regional comparisons, an increase of 5 mils for the General Fund of Boston Township would generate an additional $128,098 per year in property taxes at current property valuations. For 1991, the General Fund deficit was $263,299. By 1996, this deficit is estimated at $637,400. With a five (5) percent annual increase in property tax valuations, by 1996 this additional five mils would only be generating $155,705 annually.

	1991	1996 (Projected)
Budget Deficit	$ (263,299)	$ (637,440)
Additional 5 Mils Tax Generation	128,098	155,705
Remaining Deficit	$ (135,201)	$ (481,735)

To counteract the projected deficits once the Roush capital is depleted, Boston Township would have to approve an additional twenty-five (25) mils of property taxes.

2. Shift of Road Maintenance Responsibility or Road Closure ($98,600 - 1996)

If road maintenance responsibility is shifted to the County or the National Park Service for roads not serving Township residents at the completion of retained estate timeframe; or if the Township would choose to close those road, a savings of $98,600 would be realized in 1996.

Summary

The total amount of enhancements or savings that Boston Township could generate on its own initiative would be $254,305 for 1996. This would be insignificant against a projected 1996 deficit of $637,440.

B. ENHANCEMENT OPTIONS GENERATED BY OTHER GOVERNMENTAL ENTITIES

1. Redistribution of Intergovernmental Assistance Funds from State of Ohio

In 1987, IGF distribution ratios were renegotiated through Summit County. The result of this has been a decrease in revenues for Boston Township from $127,719 to $74,507 (1991). It is possible to renegotiate the share that Boston Township receives. The loss of tax revenues documented in the Fiscal Impact Report to the CVCC seems to justify consideration of this approach. It is recommended that this regional approach to Boston Township's fiscal crisis be pursued. A return to the 1987 levels would generate an additional $62,719 per annum.

2. Redistribution of Payment in Lieu of Taxes

Revenues

Summit County is currently receiving $7,508 in $0.75 per acre per year Pilot Payments from the National Park Service for properties owned by the CVNRA. At the completion of Park acquisition plans, 8,633 of the 9,612 acres of Boston Township will be owned by the Park. This will generate $6,475 annually. These payments could, ostensibly, be redistributed to Boston Township. However, it is obvious that this is an insignificant amount in face of the projected deficits.

3. Community Development Block Grant Fund - Economic Development Fund Allocations

Substantial acreage (approximately 200) exists in Boston Township in the area of the proposed Seasons Road interchange with State Route 8. It is anticipated that this interchange will effect substantial economic development potential. For this to benefit Boston Township - or a merged Boston Township-Peninsula entity, annexation of this area to Cuyahoga Falls must not be permitted. A regional understanding on this issue must be reached.

At the time of this intersection completion, Summit County should support the allocation of Community Development Block Grant Funds for economic development purposes for this area. These funds could be used for water and sewer line costs, business loans, and industrial park development costs.

If developed at a $75,000 per acre tax valuation, $150,000 per year of tax revenues could be realized from a 10 mil tax rate on this 200 acres.

4. Engineering Assistance

It has been pointed out earlier in this report that Boston Township and Peninsula are both at a serious disadvantage with regard to competing successfully for Issue II, Corps of Engineers and Park Road Improvement funds due to the lack of up-front money for engineering costs. Discussions with the County Engineer's Office should be pursued with the goal of them providing funds or personnel for this activity.

5. Permissive Taxes, License and Gasoline Taxes And Alternative Local Government Fund Reallocation

It is often pointed out that the Cuyahoga Valley National Recreation Area is a valuable regional resource. However, the effects of substantial park acquisition (documented in Phase I of our reports) in Boston Township and Peninsula have not been offset by regional resources.

The County Engineer's Office as well as the Budget Commission of Summit County have the authority to allocate the above-referenced tax sources. It is recommended that a partial reallocation to offset property tax and population based intergovernmental sharing funds losses be pursued.

6. NPS Compensation for Fire and Emergency Services

For several years, the National Park Service has made annual payments to local governments for anticipated fire and emergency services to NPS properties and visitor facilities. For the federal fiscal year 1991-92, such payment in the amount of $3,454 was made to the Valley Fire District which is the provider of such services to the area of the township and village.

For the six-year period of 1984-90, the fire district responded an average of 4.3 times per year to calls from the NPS for emergency services. The fire district charges a flat fee of $400 for emergency services to non-residents of the district, but it is unknown how many of the above average number of emergency service calls were for non-residents.

It would appear that the present level of NPS compensation is sufficient for the present level of service. However, it would be wise to review the service record every few years to determine if there is justification for adjustment in the level of NPS compensation. It is not likely that the magnitude of any such change would be significant in comparison to the budget of the district which, in 1992 is $155,920.

Summary

Even if the adjustments, assistance and reallocations as described above occur, they will not be able to offset the projected 1996 $637,400 deficit for Boston Township.

C ANALYSIS OF MERGER/ANNEXATION POTENTIAL

If, by the year 1994, Boston Township were able to effect a merger or annexation with Peninsula Village, the following would result:

Revenues

This scenario would:

- extend the current Village millage of 7.12 over the Township, at an increased valuation of five (5) percent per year,
- extend the income tax throughout the Township with a projected three (3) percent increase annually from 1991 through 1994,
- roll-over the 4.5 capital improvement levy for the Valley Fire District to a permanent operational levy. This would bring the total millage for Village functions to 11.62, higher than the 10 mil regional average,
- include interest earned on the Roush funds. If the depletion of Roush funds for general ongoing expenses was stopped at the 1994 juncture, approximately $1,380,400 will remain. At eight (8) percent interest, approximately $ 110,432 will be generated on an annual basis, and
- keep intergovernmental funds at the current share percentages but eliminate projected increases in the revenue assistance portion for Peninsula Village.

TABLE XII

Merged Boston Township & Peninsula Village

1994 Estimated Revenue Sources

Property Taxes	$ 221,724
Valley Fire Millage Rollover	140,135
Income Tax	268,821
Intergovernmental	213,720
Fines, License & Fees	62,025
Interest	110,432
Total Revenues	$ 1,016,857

<u>Expenditures</u>

The expenditure estimates for the combined jurisdictions assume a substantial savings in general governmental expense due to combined personnel costs, and an increase of $168,780 per annum in assuming general maintenance of 19.4 miles of County roads.

Police and Fire costs were estimated at a ten (10) percent increase per year over 1991 levels.

TABLE XIII

Merged Boston Township & Peninsula Village

1994 Estimated Expenditures

Safety/Police & Fire	$ 433,775
Public Health	3,300
Leisure	1,000
Environmental Health	7,000
General Government	95,000
Transportation	711,246
Capital Outlay	35,000
Total Expenditures	$ 1,304,321

A deficit exists in this scenario of $ 287,464; however, $200,000 of this represents a one-time capital cost of improvements to Stine Road which Peninsula has projected for 1994. This leaves a general deficit of $ 87,464. This deficit could be addressed by the revenue enhancement options discussed previously in Section B.

Summary

While this scenario represents the best hope for dealing with the projected financial crises facing both jurisdictions, it has a limited window of opportunity. If not affected by 1994, the depletion of the Roush funds will render this approach ineffective for establishing a continuing viable fiscal base for both communities without substantial increases in property or income taxes.

It is crucial that all parties (local, State, County and Federal) proceed immediately to establish regional approaches that not only deal with one time capital expenditures such as the Riverview Road improvements, but also recognize that this geographic area will require cooperative long-term solutions to be able to provide the roads and emergency services that are a necessary infrastructure for the Cuyahoga Valley National Recreation Area.

APPENDIX A

REFERENCE SECTION FROM

1983 TRANSPORTATION PLAN

POLICIES AND CONSTRAINTS

The National Park Service is charged with providing access and circulation, including automobile roads, within national park system units. Furthermore, the Park Service is required by its policies to provide for visitor safety on roads that are part of the identified access and circulation system. In many park areas, there are roads and road rights-of-way (ROW) that are not owned by the federal government. The overall NPS policies state that such roads should be removed, particularly when their use conflicts with park management. However, in some cases, these roads and ROWs are integral to the access and circulation of park units, making their removal undesirable as well as politically and economically difficult. The following discussion considers the options available in such situations.

LEGAL CONSTRAINTS

Jurisdiction over Park Lands

The National Park Service does not have territorial jurisdiction over non-NPS lands and roads that are within park boundaries. Nevertheless, the Park Service has the authority to regulate uses harmful to federal lands that occur on adjacent private lands, pursuant to the property clause of the Constitution. However, the facts of each situation must be carefully considered to determine whether this authority should be exercised. This authority is to be exercised only in the clearest of cases, where the activity to be regulated or the conduct to be controlled has an immediate and obvious adverse effect upon the federal property.

Acquisition Authority

The legislation establishing the CVNRA states "the Secretary may acquire scenic easements or other such interests as, in his judgment, are necessary for the purposes of the recreation area . . . [in order to control uses] which are detrimental to the purposes of the recreation area" (sec. 2(c), PL 93-555; 16 USC 460ff-1(c)). However, these powers of territorial acquisition at Cuyahoga Valley refer only to "improved properties," not roads (sec. 2(e); 16 USC 460ff-1(e)). Further, section 2(b) specifies that properties or interests (including roads and rights-of-way) owned by the state of Ohio or any political subdivision thereof may be acquired by donation only (16 USC 460ff-1(b)).

Road Maintenance

The National Park Service has the responsibility to provide for visitor use and enjoyment of units of the system (the National Park Service organic act, 16 USC 1 et seq, and admendments, as well as NPS "Management Policies"). To provide adequate access and circulation systems for park units where the federal government does not own the roads in question, the responsibilities and options for road maintenance available to the Park Service must be clearly understood.

Roads important for the use and management of national park system units can be functionally separated into the following four categories: (1) roads external to park legislative boundaries, (2) federally owned roads within park legislative boundaries, (3) state or local government-owned roads within park boundaries, and (4) privately owned roads within park boundaries. These four categories are discussed in detail below.

External Roads. As a broad rule, the National Park Service cannot expend any funds on roads that lie outside park boundaries. This rule also applies to roads that wander in and out of a boundary, but that are crucial to park operations. On those roads outside park boundaries, the Park Service does not have any option to improve or maintain them unless specific legislative authority is given.

The only exception is provided by an act of January 31, 1931 (46 Stat. 1053 16 USC 8a-c), which allows the secretary to designate "approach roads" leading to national park system units. Approach roads, by definition, must cross lands that are at least 90 percent federally owned. If the secretary designates an approach road, and Congress agrees, then federal funds can be spent for maintenance and improvement on that road segment. However, this exception does not apply at CVNRA because none of the adjacent lands are federally owned. At Cuyahoga, the only means available to improve or maintain external roads would be specific congressional authorization. Such authorization, however, would not give the Park Service jurisdiction over these roads.

Federally Owned Roads. The National Park Service is responsible for maintaining and improving federally owned park roads. The Park Service may choose to do maintenance on such roads through an "in-park" maintenance staff, or it may pay state or local governments to maintain the road. If the latter means is used, it must be determined whether such provision of services is most advantageous to the National Park Service. Only about 1 mile of federally owned road is located within the CVNRA.

State or Locally Owned Roads. In general, the National Park Service cannot expend funds on roads owned by state or local governments within park boundaries. This "general rule" is based on the long-established doctrine that one cannot give away federal property or money without authorization. Exceptions to this are presented below:

> Legislative authorities--The Park Service can spend federal funds on state or locally owned roads within NPS boundaries if Congress so authorizes. For example, Congress could amend the CVNRA's enabling legislation to allow the expenditure of federal funds on specifically defined roadways. This would allow the Park Service to maintain identified road segments so long as the annual budget was not exceeded. This authorization would also imply long-term responsibility for maintaining roads not federally owned. Congress could also legislatively authorize federal expenditures on specific roads by attaching such an authorization to the annual appropriations bill. This, however, would be a one-time authorization with a specified budget for certain roads or segments.

Establish grounds for exception to the general rule--Two exceptions to the general rule cited above can be applied to allow the Park Service to expend federal funds for maintenance of state or locally owned roads.

The first exception applies to "nonpermanent" improvements. The exception must satisfy all the following factors in order to apply: (1) the road improvements contemplated must be "nonpermanent"; (2) the contemplated improvements must be small in absolute magnitude; (3) the federal need for the improvement must be extreme; and (4) the incidental benefit to the state or local interests from the improvement must be small. Because all of these conditions must be met, it appears that there would be few situations within the national park system where this exception could apply.

The second exception, which may have more applicability to situations confronting the Park Service, involves rigorous qualifying conditions, all of which must be satisfied:

> [1] a Federal need for roads within an area of Federal administration; [2] the existence within that Federal area of state or local roads and ROWs which could not be acquired by the Federal government, and on which state and local operations were insufficient to satisfy Federal needs; [3] the absence of realistic means by which the Federal need could be eliminated without Federal maintenance of the state and local roads or without expending vastly larger amounts to build new roads on Federal lands; [4] the fact that at all times during or after the expenditure of Federal funds, the non-Federal roads would be under Federal "control"; and finally [5], the fact that a written agreement with the road's owner would control all Federal activities (memorandum from Office of the Solicitor, Washington, D.C., to director, Midwest Region, Jan. 26, 1976).

Condition 1 indicates that the road(s) in question must be essential to park operations. In addition, the extent of the government need must be defined; e.g., if only a four-wheel-drive road is required, funds should not be spent to maintain the road at a higher standard.

Regarding condition 2, state or local governments may be unwilling or unable to transfer title to the United States, or the federal government may be prevented from acquiring these roads through specific legislative provisions or lack of funding authority.

Condition 3 indicates that the state or local government must share in the cost of maintenance. The clear intent of the authority granted by this exception is to allow the federal government to augment ongoing maintenance programs, not to assume the maintenance responsibility while allowing state or local governments to retain title.

Condition 4 calls for federal control over the roads in question at all times during and after the expenditure of funds. This is minimally defined as concurrent jurisdiction within the boundaries, where such jurisdiction does not reserve to the state or local government the exclusive right to regulate traffic for public safety. The park has had concurrent jurisdiction on federal lands owned in fee in all communities and counties in which the park lies since May 1981. Contrary to interpretations to the effect, there is no requirement under this exception regarding federal ownership of lands adjacent to the road in question.

Condition 5 specifies that the terms of federal expenditures be detailed in a written agreement.

For this exception to apply, all of the above conditions must be met. Furthermore, the regional director should document that these conditions have been met, and the Office of the Solicitor should review both the documented conditions and the resulting cooperative agreement prior to final execution of such an agreement.

Negotiate title to right-of-way--Another mechanism to allow federal expenditures on roads owned by a state or local government is to negotiate with the appropriate government to secure title to the ROWs and roads in question. Procurement of title may be through any mechanism not specifically prohibited by federal, state, or local statute, e.g., fee acquisition, land exchange, or donation. Once the title is in the United States, federal funds can be spent on maintaining and improving said roads. In Cuyahoga, the federal government may acquire state or local roads only through donation (88 Stat. 1785, 16 USC 460ff-1(b)). The state of Ohio may donate such ROWs through a "Governor's deed" (Ohio State Code, chapter 5510), although in most cases the state asks for compensation. The state of Ohio and the affected counties have no specific legal provisions prohibiting transfer of title to the United States. In Summit County the county engineer's office forwards any requests for donations to the county prosecutor's office, which renders legal opinions on a case-by-case basis. In Cuyahoga County, the board of commissioners has donation approval authority.

Private Roads. The federal government cannot under any circumstances expend federal monies on privately owned roads (16 USC 501 and 23 USC 205, which refer to "state or territorial authorities," and "state or non-governmental roads"; all subsequent opinions clearly indicate that the above federal authorities do not extend to private roads). Thus, the only means available to the federal government regarding maintenance of such roads is acquisition of these private rights-of-way.

Road Abandonment and Acceptance Mechanisms

The Ohio Revised Code distinguishes between "abandoning" roads and "vacating" them; the former is the cessation of maintenance activities while retaining the ROW, and the latter is the relinquishment of ROW title to abutting property owners.

The state may either have fee title or an easement for the ROW. In either case, the state highway director may decide to abandon the road. According to the Ohio Revised Code, the county in which the road lies must take over maintenance, and it assumes whatever rights the state formerly had regarding the ROW. The state can only vacate a road if it has a ROW easement, in which case the ROW is allowed to revert to the underlying fee owners; where the state has fee title to the ROW, abandonment to the county is the only recourse.

In Summit County, the county engineer may go to the county council and request that the county vacate any road under its jurisdiction, including roads abandoned to it by the state. The council may pass a resolution, without public notice, transferring maintenance responsibilities and ROW rights to the respective townships, which may not refuse to assume them. Cuyahoga County operates similarly, the difference being the county board of commissioners has such powers. The township generally is a partner with the county in such proceedings. If a road is vacated, title reverts to adjacent property owners.

A county may choose to vacate a road directly. In this case, the county engineer approaches the council, which passes a resolution reflecting the county's intent. There must be public advertisement for two successive weeks, written notice by mail to all abutting landowners, and a public hearing. Following this, the council may pass a resolution to vacate the road and provide notice of the resolution to the county engineer, whereupon the ROW reverts to the abutting landowners.

Like the state, counties may also stop maintenance of county roads while retaining title or rights to the ROW, if the road in question is not used for public mail delivery or school bus routes. The county engineer only needs to make a determination of no maintenance. The county can be petitioned by landowners to reinstate maintenance, and the landowners may be assessed for any such maintenance. After 21 years of no public use or maintenance, the ROW reverts to the abutting landowners (there is some legal disagreement over whether such reversion is automatic, or whether landowners must petition).

Regarding the NPS position on vacatement or abandonment, several points appear important. The federal government is in no way able to participate in road abandonment, vacatement, or acceptance of state or county ROWs, except when the Park Service is an adjacent or underlying fee landowner to such ROWs. The provisions in the Ohio Revised Code do not mention or specifically allow for nonstate, county, or township jurisdictions regarding such proceedings. As a "private landowner" under provisions of the Ohio Revised Code, the Park Service would obtain title to any vacated ROW to which it has rights as noted above. The Park Service could elect to continue use and maintenance of such ROWs where the title clearly rested with the federal government, but such a decision would be at the total discretion of the federal government.

ROAD MAINTENANCE AND IMPROVEMENT PROGRAMS

Coordination Activities with State and Local Governments

When federal authority to expend funds for road maintenance and improvement has been established, the actual maintenance work can be provided in several ways. When title is in the United States, maintenance may be done by the National Park Service, or by a state or local government, on a reimbursable basis. On roads where title is in the state or any of its political subdivisions, the state or local governments may do maintenance on a reimbursable basis; the Park Service may do part of the maintenance work, but it may not take over all maintenance. Only in cases where the first exception to the general rule has been established may the federal government expend funds to cover all costs of improvements on roads where title is not held by the United States. In all cases, the specifications for maintenance work to be provided should be clearly identified by cooperative agreement.

In all cases where there is to be federal cost-sharing, such expenditures should be confirmed (in some cases mandated) in a cooperative agreement between the federal government and the state and/or local governments involved. Such agreements may be quite varied, depending on what type of situation is negotiated. They should consider the following:

> Overall terms--The basic agreement should clearly identify (1) the road segment(s) under consideration; (2) the means by which the National Park Service has authority to expend federal funds on these identified road segments; (3) which governmental entity (or entities) will actually accomplish the work, or be responsible for its accomplishment; (4) the means and terms by which federal payment will be made if the work is not accomplished by the federal government; (5) definition of who will set the standards for the work to be performed; and (6) the long-term responsibilities and rights of all governmental entities party to the agreement as related to use, law enforcement, maintenance, safety, tort liability, and improvement of said roads.

> Specific terms--Specific terms may be attached to a basic agreement, or negotiated separately, but in any case they should clearly identify (1) the specific standards of any maintenance or improvement work contemplated as part of the agreement; (2) the exact work to be performed and the price, as well as exact terms of payment; (3) specifications on materials, equipment, terms of road closure during performance of work, etc., as appropriate; (4) the exact road segments on which each specific task will be accomplished; (5) nonroutine work, such as severe storm damage, and mechanisms whereby the necessary work in such circumstances can be expediently accomplished; and (6) specific terms for the duration and/or renegotiation of the agreements.

All agreements or other terms associated with federal participation in maintenance or improvement of nonfederal roads should involve appropriate local, state, and NPS officials. They should also be reviewed by the Office of the Solicitor to ensure legal adequacy and policy compliance.

Management Implications

The various road maintenance options have pros and cons that should be considered when determining the means and extent of federal participation in road programs.

Use of Legislative Authority. Legislative authority, as previously described, can allow the Park Service to expend funds on specifically identified road segments (through amended enabling legislation) or to expend certain amounts of money for specific purposes on identified road segments on a one-time basis (through the annual appropriations legislation).

Amended enabling legislation--Amendment of the CVNRA enabling legislation to allow NPS expenditures on specified road segments would allow the park superintendent to assess the overall road maintenance and improvement needs of the unit and to integrate the needs of nonfederal roads into the overall priority system; thus, the amount of money actually spent on nonfederal roads might vary from year to year depending on need.

However, the Park Service could come under political pressure to spend more than it had allocated to nonfederal roads, or it might wish to eventually abandon its maintenance roles on nonfederal roads. Furthermore, the expenditure of funds for maintenance could imply other responsibilities for the Park Service, either legally or politically. For these reasons, any amending legislation might limit federal participation either by establishing dollars or percentages of the total maintenance road budget that could be spent or by specifying that such authority not be binding on the Park Service. Obviously, the more specific the legislation, the less flexibility the park superintendent would have regarding day-to-day and year-to-year maintenance operations. Specific legislative language would have to be developed to find the best balance for the situation in question.

Annual appropriations legislation--The authorization of federal expenditures for nonfederal roads as a line-item appropriation and specific one-time occurrence would avoid possible political entanglements noted above by specifying the work, the money, and the duration of federal involvement. Furthermore, such one-time authority would specifically avoid any implied long-term responsibilities regarding the roads in question. It would probably be most appropriately used for major reconstruction or improvements, rather than for routine maintenance activities.

Methods for Establishing Grounds for Exception to the General Rule. The two exceptions for allowing federal participation in maintenance programs for roads owned by a state or local government have very different management implications. The first exception, which concerns nonpermanent improvements, would likely apply to very few situations within the national park system. If it did apply, there would be little potential for management problems.

NPS participation based on the second exception, which concerns long-term NPS involvement with the use and management of roads it does not own, should be carefully considered. As previously noted, NPS authority to exercise controls over such lands within its boundaries is clearly established; however, the actual exercise of this control implies the assumption of responsibility for future uses of said lands. In the case of roads, the opinion establishing the second exception clearly calls for federal control of said roads at all times during and after expenditure of federal funds, federal control being defined as concurrent jurisdiction, including rights to regulate traffic for the public safety. If the Park Service chose to allow federal funding for maintenance of nonfederal roads, based on the second exception, the assumption of responsibilities for the use of same roads would essentially be in perpetuity. Thus, the Park Service would assume the legal liabilities associated with road "control," without actually owning the road. This would place the Park Service in an uncertain position regarding overall road operations and use (such as barring nonpark traffic, or total road closure) because the Park Service would not have title.

On the positive side, the Park Service would have concurrent jurisdiction formally recognized, and it would be able to expend funds without actually acquiring any roads. Because the Park Service would not hold title to these roads, it would not be in the position of being politically pressured into being responsible for actions that would be appropriately those of the road owner.

APPENDIX B

BOSTON/PENINSULA FISCAL STUDY
PROPERTY VALUE ASSESSMENTS

Boston-Peninsula Fiscal Study - APPRAISED PROPERTY VALUES, 1973-81

Tax Years:		1973	1974	1975	1976	1977	1978	1979	1980	1981
BOSTON TOWNSHIP										
Residential		$2,544,800	$2,794,610	$2,846,290	$3,090,780	$3,113,390	$3,930,220	$3,958,620	$3,982,200	$5,334,370
Agricultural		2,230,180	2,439,600	2,294,830	2,894,380	3,012,190	3,333,130	3,157,950	2,798,210	3,421,150
Commercial		785,120	807,820	873,750	983,210	1,097,970	1,469,070	1,540,790	1,528,210	1,712,670
Industrial		15,580	16,660	16,660	0	0	0	0	0	0
Mineral		0	0	0	0	9,410	71,580	54,160	63,470	104,990
	Subtotal	$5,575,460	$6,058,490	$6,031,530	$6,968,370	$7,232,960	$8,804,000	$8,711,520	$8,372,090	$10,573,180
Public Utility		$1,839,590	$1,833,970	$1,586,190	$1,709,100	$1,359,210	$1,704,880	$1,744,330	$1,966,140	$2,000,260
Tangible		751,472	538,135	552,573	536,398	643,266	848,359	605,323	650,888	771,689
	Subtotal	$2,591,062	$2,372,105	$2,138,763	$2,245,498	$2,002,476	$2,553,239	$2,349,653	$2,617,028	$2,771,949
	SUBTOTAL	$8,166,522	$8,430,595	$8,170,293	$9,213,868	$9,235,436	$11,357,239	$11,061,173	$10,989,118	$13,345,129
USA Exempt		$0	$0	$0	$0	$0	$295,210	$870,070	$1,301,570	$2,171,700
Other Exempt		302,740	328,970	327,510	378,380	392,750	494,090	520,280	525,280	692,050
	Subtotal	$302,740	$328,970	$327,510	$378,380	$392,750	$789,300	$1,390,350	$1,826,850	$2,863,750
	TOTAL	$8,469,262	$8,759,565	$8,497,803	$9,592,248	$9,628,186	$12,146,539	$12,451,523	$12,815,968	$16,208,879
PENINSULA VILLAGE										
Residential		$1,475,390	$1,620,490	$1,629,740	$1,740,790	$1,775,880	$2,319,790	$2,523,120	$2,399,890	$3,171,880
Agricultural		665,820	714,520	657,890	645,970	834,610	857,890	675,930	842,820	1,224,500
Commercial		514,240	536,180	532,750	589,820	593,200	721,430	895,730	725,900	858,710
Industrial		0	0	0	0	0	0	0	52,220	58,820
Mineral		0	0	0	0	0	0	0	0	0
	Subtotal	$2,655,450	$2,871,190	$2,820,380	$2,976,580	$3,203,690	$3,899,110	$4,094,780	$4,020,860	$5,311,710
Public Utility		$538,230	$543,690	$588,180	$530,070	$536,430	$541,250	$523,550	$572,350	$597,220
Tangible		538,034	476,276	534,575	365,708	458,173	756,986	551,145	464,759	434,775
	Subtotal	$1,076,264	$1,019,966	$1,122,755	$895,778	$994,603	$1,298,236	$1,074,695	$1,037,109	$1,031,995
	SUBTOTAL	$3,731,714	$3,891,156	$3,943,135	$3,872,358	$4,198,293	$5,197,346	$5,169,475	$5,057,969	$6,343,705
USA Exempt		$0	$0	$0	$0	$0	$66,930	$139,090	$247,490	$494,450
Other Exempt		435,340	470,710	462,380	487,990	525,220	650,200	694,110	699,760	951,870
	Subtotal	$435,340	$470,710	$462,380	$487,990	$525,220	$717,130	$833,200	$947,250	$1,446,320
	TOTAL	$4,167,054	$4,361,866	$4,405,515	$4,360,348	$4,723,513	$5,914,476	$6,002,675	$6,005,219	$7,790,025
TOWNSHIP & VILLAGE										
Residential		$4,019,990	$4,415,100	$4,476,030	$4,831,570	$4,889,270	$6,250,010	$6,481,740	$6,382,090	$8,506,250
Agricultural		2,896,000	3,154,120	2,952,720	3,540,350	3,846,800	4,191,020	4,033,880	3,641,030	4,645,650
Commercial		1,299,360	1,343,800	1,406,500	1,573,030	1,691,170	2,190,500	2,236,520	2,254,140	2,571,380
Industrial		15,580	16,660	16,660	0	0	0	0	52,220	58,820
Mineral		0	0	0	0	9,410	71,580	54,160	63,470	104,990
	Subtotal	$8,230,910	$8,929,680	$8,851,910	$9,944,950	$10,436,650	$12,703,110	$12,806,300	$12,392,950	$15,884,890
Public Utility		$2,377,820	$2,377,660	$2,174,370	$2,239,170	$1,895,640	$2,246,130	$2,267,880	$2,538,490	$2,597,480
Tangible		1,289,506	1,014,411	1,087,148	902,106	1,101,439	1,605,345	1,156,468	1,115,647	1,206,464
	Subtotal	$3,667,326	$3,392,071	$3,261,518	$3,141,276	$2,997,079	$3,851,475	$3,424,348	$3,654,137	$3,803,944
	SUBTOTAL	$11,898,236	$12,321,751	$12,113,428	$13,086,226	$13,433,729	$16,554,585	$16,230,648	$16,047,087	$19,688,834
USA Exempt		$0	$0	$0	$0	$0	$362,140	$1,009,160	$1,549,060	$2,666,150
Other Exempt		738,080	799,680	789,890	866,370	917,970	1,144,290	1,214,390	1,225,040	1,643,920
	Subtotal	$738,080	$799,680	$789,890	$866,370	$917,970	$1,506,430	$2,223,550	$2,774,100	$4,310,070
	TOTAL	$12,636,316	$13,121,431	$12,903,318	$13,952,596	$14,351,699	$18,061,015	$18,454,198	$18,821,187	$23,998,904

Note: The value of "Other Exempt" for 1990 is correct but amounts shown for from 1973 through 1989 are estimated as having changed in accord with the changes in all real property ("Real Property" plus "USA Exempt").

Source: Summit County Auditor.

Boston-Peninsula Fiscal Study - APPRAISED PROPERTY VALUES, 1982-90

Tax Years:		1982	1983	1984	1985	1986	1987	1988	1989	1990
BOSTON TOWNSHIP										
Residential		$4,806,890	$4,501,430	$6,184,320	$6,197,110	$6,098,470	$6,882,230	$6,997,530	$6,863,710	$8,255,530
Agricultural		2,593,980	2,299,490	942,860	930,330	930,780	847,000	784,590	380,970	425,780
Commercial		1,610,790	1,525,150	1,628,150	1,625,610	1,620,180	1,748,350	1,729,320	1,860,530	2,358,350
Industrial		0	0	0	0	0	0	0	0	0
Mineral		194,350	164,000	135,740	135,740	197,400	148,150	114,130	95,830	74,430
	Subtotal	$9,205,990	$8,490,070	$8,889,070	$8,888,790	$8,846,810	$9,625,730	$9,625,570	$9,201,040	$11,114,070
Public Utility		$2,450,770	$2,619,670	$2,537,780	$2,391,940	$2,218,230	$2,361,150	$2,615,300	$3,226,180	$3,600,130
Tangible		662,266	668,815	782,580	890,851	794,716	1,149,706	990,977	825,059	1,329,622
	Subtotal	$3,113,036	$3,288,485	$3,320,360	$3,282,791	$3,012,946	$3,510,856	$3,606,277	$4,051,239	$4,929,752
	SUBTOTAL	$12,319,026	$11,778,555	$12,209,430	$12,171,581	$11,859,756	$13,136,586	$13,231,847	$13,252,279	$16,043,822
USA Exempt		$3,347,680	$4,414,190	$3,693,320	$3,797,760	$3,820,680	$3,989,040	$4,283,200	$4,903,380	$7,380,370
Other Exempt		681,670	700,710	683,230	688,890	687,860	739,300	755,260	765,880	1,003,170
	Subtotal	$4,029,350	$5,114,900	$4,376,550	$4,486,650	$4,508,540	$4,728,340	$5,038,460	$5,669,260	$8,383,540
	TOTAL	$16,348,376	$16,893,455	$16,585,980	$16,658,231	$16,368,296	$17,864,926	$18,270,307	$18,921,539	$24,407,362
PENINSULA VILLAGE										
Residential		$3,134,090	$3,179,460	$4,033,710	$4,059,200	$4,104,980	$4,548,510	$4,545,440	$4,593,110	$5,435,700
Agricultural		844,700	789,310	327,160	221,460	221,460	238,230	238,230	241,850	251,670
Commercial		882,200	830,270	1,097,190	1,097,190	1,105,030	1,360,580	1,375,190	1,249,100	1,520,520
Industrial		58,840	58,840	142,220	142,220	142,220	199,880	199,880	199,880	219,880
Mineral		0	0	0	0	0	0	0	0	0
	Subtotal	$4,899,830	$4,857,880	$5,600,280	$5,520,070	$5,573,700	$6,346,980	$6,358,520	$6,283,720	$7,427,770
Public Utility		$857,350	$855,260	$619,250	$595,640	$847,690	$675,480	$735,780	$1,129,890	$1,278,020
Tangible		411,270	426,088	378,448	551,648	692,841	620,336	757,438	779,478	870,186
	Subtotal	$1,088,620	$1,081,348	$997,698	$1,147,288	$1,540,531	$1,295,816	$1,493,218	$1,909,368	$2,148,206
	SUBTOTAL	$5,988,450	$5,939,228	$6,597,978	$6,667,358	$7,114,231	$7,642,796	$7,851,738	$8,193,088	$9,575,976
USA Exempt		$864,600	$945,010	$829,490	$829,490	$842,090	$842,090	$875,840	$1,082,630	$1,434,520
Other Exempt		945,030	951,340	1,054,110	1,040,960	1,051,820	1,178,590	1,186,010	1,204,370	1,452,890
	Subtotal	$1,809,630	$1,896,350	$1,883,600	$1,870,450	$1,893,910	$2,020,680	$2,061,850	$2,287,000	$2,887,410
	TOTAL	$7,778,080	$7,835,578	$8,481,578	$8,537,808	$9,008,141	$9,663,476	$9,913,588	$10,480,088	$12,463,386
TOWNSHIP & VILLAGE										
Residential		$7,940,980	$7,680,890	$10,218,030	$10,256,310	$10,203,460	$11,430,740	$11,542,970	$11,456,820	$13,691,230
Agricultural		3,438,680	3,088,800	1,270,020	1,151,790	1,152,220	1,085,230	1,022,820	622,820	677,430
Commercial		2,472,990	2,355,420	2,723,340	2,722,800	2,725,210	3,108,930	3,104,510	3,109,630	3,878,870
Industrial		58,840	58,840	142,220	142,220	142,220	199,880	199,880	199,880	219,880
Mineral		194,350	164,000	135,740	135,740	197,400	148,150	114,130	95,830	74,430
	Subtotal	$14,105,820	$13,347,950	$14,489,350	$14,408,860	$14,420,510	$15,972,710	$15,984,090	$15,484,760	$18,541,840
Public Utility		$3,108,120	$3,274,950	$3,157,030	$2,987,580	$3,065,920	$3,036,630	$3,351,080	$4,356,070	$4,878,150
Tangible		1,073,536	1,094,883	1,161,028	1,442,499	1,487,557	1,770,042	1,748,415	1,604,537	2,199,808
	Subtotal	$4,181,656	$4,369,833	$4,318,058	$4,430,079	$4,553,477	$4,806,672	$5,099,495	$5,960,607	$7,077,958
	SUBTOTAL	$18,287,476	$17,717,783	$18,807,408	$18,838,939	$18,973,987	$20,779,382	$21,083,585	$21,445,367	$25,619,798
USA Exempt		$4,212,280	$5,359,200	$4,522,810	$4,627,250	$4,662,770	$4,831,130	$5,159,040	$5,986,010	$8,794,890
Other Exempt		1,626,700	1,652,050	1,737,340	1,729,850	1,739,680	1,917,890	1,941,270	1,970,250	2,456,060
	Subtotal	$5,838,980	$7,011,250	$6,260,150	$6,357,100	$6,402,450	$6,749,020	$7,100,310	$7,936,260	$11,250,950
	TOTAL	$24,126,456	$24,729,033	$25,067,558	$25,196,039	$25,376,437	$27,528,402	$28,183,895	$29,381,627	$36,870,748

Note: The value of "Other Exempt" for 1990 is correct but amounts shown for from 1973 through 1989 are estimated
as having changed in accord with the changes in all real property ("Real Property" plus "USA Exempt").

Source: Summit County Auditor.