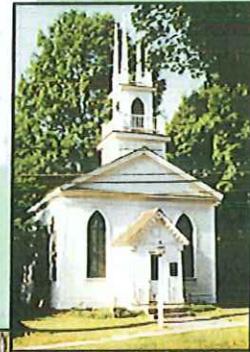


Long Range Plan



Photos © 2000 HDA

Village of Peninsula, Ohio

Village of Peninsula, Ohio

Long Range Plan

FINAL DRAFT

August 27, 2003

Village of Peninsula Planning Commission adopted with changes on August 27, 2003

prepared with assistance from



10 West Streetsboro Street, Suite 204
Hudson, OH 44236
Telephone: (330) 528-3342 [Cleveland]
Telephone: (330) 342-4620 [Akron]
Facsimile: (330) 342-5699

30 East Mulberry Street, Suite 3A
Lebanon, OH 45036
Telephone: (513) 934-2345
Facsimile: (513) 934-2809

PLANNING COMMISSION

VILLAGE OF PENINSULA

COUNTY OF SUMMIT

STATE OF OHIO

RESOLUTION NO. 1-2003

A RESOLUTION TO ADOPT THE VILLAGE OF PENINSULA LONG RANGE PLAN

WHEREAS, Section 713.02 of the Ohio Revised Code allows a Planning Commission to make plans and maps of the whole or any portion of the municipal corporation; and

WHEREAS, Resolution No. 1552-1994 of the Village of Peninsula (the "Village"), adopted by the Village Council (the "Council") on February 14, 1994, directed the Village Planning Commission (the "Planning Commission") to prepare a Long Range Plan; and

WHEREAS, the Planning Commission has prepared a plan, including maps, tables, and descriptive matter, entitled the Village of Peninsula Long Range Plan (the "Plan"); and

WHEREAS, in preparing the Plan, the Planning Commission made careful, comprehensive surveys and studies of the present conditions and future needs of the Village; and

WHEREAS, in 2000 the Planning Commission hosted Goal- Setting Workshops at the Boston Township Hall, attended by many Village residents and other interested persons; and

WHEREAS, in 2002 and 2003 the Planning Commission discussed Plan issues, content, and recommendations at open meetings held at the Peninsula Library and Historical Society; and

WHEREAS, on May 1, 2003 the Planning Commission held a Public Hearing at Boston Township Hall, attended by many Village residents and other interested persons; and

WHEREAS, on August 27, 2003 the Planning Commission satisfied itself as to the form and content of the Plan, with the final form and content noted in a *final* DRAFT Plan dated August 27, 2003;

NOW, THEREFORE, BE IT RESOLVED by the Planning Commission of the Village of Peninsula, County of Summit, State of Ohio:

SECTION 1. Adoption. The Planning Commission hereby adopts the Village of Peninsula Long Range Plan in its entirety including maps and text, with modifications included in the *final* DRAFT Plan dated August 27, 2003.

SECTION 2. Transmittal. The Planning Commission Secretary is hereby authorized to certify and transmit one attested copy, each, of the Plan, as adopted by the Planning Commission, to the Village Council and the Peninsula Library and Historical Society.

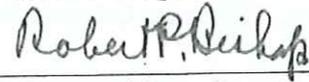
This Resolution is hereby declared to have been adopted by the Planning Commission of the Village of Peninsula, County of Summit, State of Ohio, at a Meeting, called and held on the 27th day of August, 2003.

YEAS: Bishop, Herip, Kaplan, Nelson
NEAS: none
ABSENT: Craig

PLANNING COMMISSION
VILLAGE OF PENINSULA, OHIO



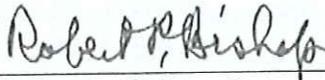
Walter L. Herip, Chair



Robert P. Bishop, Secretary

CERTIFICATION

I, the undersigned, do hereby certify that the foregoing is a true and correct copy of the resolution adopted by the Planning Commission of the Village of Peninsula, County of Summit, State of Ohio, at a Meeting, called and held on the 27th day of August, 2003, and that I am duly authorized to execute this certification.



Robert P. Bishop, Secretary

Xres.adopt.WPD

Acknowledgments

Mayor

Steven J. Craig

Council

Michael J. Kaplan, President Pro-tem

Daniel R. Schneider, President Pro-tem/Alternate

Douglas Anderson

Lily Fleder

Peter S. Karas

James V. Pedone

Clerk-Treasurer

Polly A. Rutledge

Planning Commission

Walter Herip, Chair

Robert P. Bishop

Steven J. Craig

Michael J. Kaplan

Dana Nelson

Board of Zoning Appeals

Robert Kaczmariski, Chair

Thomas James

Jodi Padrutt

Robert L. Rutledge

Jim Spencer

Administration

Roger Robinson, Street Commissioner

Jim Lawrence, Zoning Inspector

Mark H. Ludwig, Solicitor/Prosecutor

Jean E. Wurzbacher, Clerk of Court

Raymond M. Powell, Magistrate

Kevin J. McCue, Police Chief

Charles Riedel, Fire Chief, Valley Fire District

Contributors

Citizens of the Village of Peninsula

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INTRODUCTION

Planning Process.

The process that led to creation of the Village of Peninsula Long Range Plan commenced in late 2000 and was completed in early 2003, with an initial goal-setting and subsequent Plan preparation process. This Plan has been designed to guide development and redevelopment in the Village during the next 10 to 20 years. The Plan contains analyses and recommendations regarding population, existing land use, housing, economic development, land ownership, community and recreation resources, transportation, and future land use patterns, as well as a summary of community goals and visions as developed initially through the goal-setting process and subsequently revised and refined during the Plan preparation process.

Community Impact.

This Long Range Plan acknowledges that many external conditions beyond Village control have changed significantly, creating a real need for proactive Village involvement in community planning. This Plan is intended to create the foundation for defensible protection that will benefit the Village in the future, as development and redevelopment begin to have greater impacts on the Village, its appearance, its population, and its quality of life.

Local Control.

A key and crucial outcome of adoption of this Plan will be a foundation for greater assertion of local control over land use regulation, including but not limited to zoning, to protect the Village from adverse impacts, and to facilitate implementation of Village goals. In this respect, this Plan is the first step in an ongoing process requiring local vigilance and action.

Public Input.

The planning process provided several opportunities for input and participation of Village residents. The earlier community goal-setting process included several workshops attended by a variety of Village residents and property owners and stakeholders. Also, the Planning Commission discussed Plan preparation and progress at many regular meetings, all of which were open to the public. This was supplemented by additional public input at a public hearing held by the Planning Commission.

Legal Basis.

The legal basis for preparation by the Planning Commission of this Long Range Plan comes from Village Resolution No. 1552-1994, adopted on February 14, 1994, which authorized the Planning Commission to proceed to develop a Comprehensive Plan, including considerations of sewer and water, as well as Section 713.02 of the Ohio Revised Code, which allows a Planning Commission to

"...make plans and maps of the whole or any portion of the municipal corporation, and of any land outside thereof, which, in the opinion of the commission, is related to the planning of the municipal corporation, and make changes in such plans or maps when it deems it advisable. Such maps or plans shall show the commission's recommendations for the general location, character, and extent of streets, alleys; ways, viaducts, bridges, waterways, waterfronts, subways, boulevards, parkways, parks, playgrounds, aviation fields and other public grounds, ways, and open spaces; the general location of public buildings and other public property; the general location and extent of public utilities and terminals, whether publicly or privately owned or operated, for water, light, sanitation, transportation, communication, power, and other purposes; and the removal, relocation, widening, narrowing, vacating, abandonment, change of use of or extension of such public ways, grounds, open spaces, buildings, property, utilities, or terminals. With a view to the systematic planning of the municipal corporation, the commission may make recommendations to public officials concerning the general location, character, and extent of any such public ways, grounds, open spaces, buildings, property, utilities, or terminals. As the work of making the whole plan progresses, the commission may from time to time adopt and publish any part thereof, and such part shall cover one or more major sections or divisions of the municipal corporation or one or more of the functional matters to be included in the plan. The commission may from time to time amend, extend, or add to the plan...."

Source: Section 713.02, Ohio Revised Code.

See *Appendix A* to this Long Range Plan for a copy of Village Resolution No. 1552-1994, adopted on February 14, 1994.

Statement of Purpose.

The initial goal-setting process created an initial mission/vision statement for the Village. This statement provided the foundation for the Planning Commission's deliberation on the purpose of this Long Range Plan. See *Appendix B* to this Long Range Plan for mission/vision statement that emanated from the goal-setting process. This Plan builds on features that residents find most appealing about the Village, as summarized in the following Statement of Purpose developed by the Planning Commission as part of the Plan preparation process:

The primary goal of this Long Range Plan is to protect the health, safety, and general welfare of the residents, institutions, and businesses of the Village of Peninsula, now and in the future. To meet this goal, this Plan is adopted for the following purposes:

- 1. The Village is committed to the conservation of its rural "small town" character. This Long Range Plan seeks to assure that all land uses support this goal.*
- 2. The Village is committed to the protection of its distinct historic character. This Long Range Plan seeks to assure that the character of the Village will be preserved for the future.*
- 3. The Village acknowledges its role as a tourist destination, located at the center of a National Park. This Long Range Plan seeks to accommodate tourism while preserving the unique character of the Village.*
- 4. This Long Range Plan seeks to encourage redevelopment and development of appropriate portions of the Village to harness economic power and assure an economic base to provide necessary services.*

Source: Village of Peninsula Planning Commission, November 2002.

General Goals.

The initial goal-setting process created a foundation for establishing community goals. See *Appendix B* to this Plan for complete results of the goal-setting process. Through further deliberation on this Plan's Statement of Purpose noted above, seven general goals were developed to guide the Plan preparation process. These goals are intended to reflect community concern regarding future Village development and redevelopment, give direction regarding the desired future Village natural and physical environment, provide direction for more detailed analysis and eventual changes in Village zoning and development regulations, and establish a barometer to assist Village officials in assessing the impact of planning, zoning, and development decisions. Following are this Plan's seven general goals:

1. **Population.** *Keep population low; keep growth low; and encourage socioeconomic diversity.*
2. **Historic, Rural, and "Small Town" Character:** *Preserve historic buildings and properties; preserve diverse building stock; promote architectural and design quality; and require development and redevelopment to be compatible with surrounding conditions and sympathetic to the established historic, rural, and "small town" character of the Village.*
3. **Economy:** *Provide a framework for future Village fiscal stability and flexibility by identifying and planning for long term capital improvements, monitoring and ensuring long term revenue streams, and balancing ongoing service costs and revenues.*
4. **Commerce and Industry:** *Limit proliferation of tourist/visitor uses and services on Main Street; and allow existing industrial uses to continue, but encourage appropriate reuse.*
5. **Visitors and Tourists:** *Recognizing that the Village is a seasonal tourist venue in the center of a year-round residential community, and to balance those sometimes conflicting functions, separate year-round uses from seasonal visitor and tourist uses and services; ensure positive net economic impact on Village from visitors and tourists; and ensure resident privacy from visitors and tourists.*
6. **Circulation:** *Control and - if possible - reduce truck and other vehicular traffic; maintain and improve existing streets; create appropriate linkages between existing streets; build new streets where appropriate and necessary; complete sidewalk system; and provide appropriate pedestrian links to community facilities.*
7. **Facilities and Services:** *Undertake practical and feasible cooperative projects; ensure adequacy of government facilities and services; provide recreation opportunities for residents; protect public health, and ensure public safety.*

Source: Village of Peninsula Planning Commission, November 2002.

1. **Region.**

The Village of Peninsula is located in Northeast Ohio in north central Summit County, Ohio. See *Map 1 - Regional Context*. The Village of Peninsula is considered part of the Cleveland-Akron Consolidated Metropolitan Statistical Area (CMSA), which collectively contains approximately three million people. Adjacent communities include Boston Township (surrounding the Village to the north, south, west, and somewhat to the east) and the Village of Boston Heights (adjacent to the Village along portions of its north and east borders). Other Summit County communities beyond Boston Township and Boston Heights include Sagamore Hills Township and Northfield Center Township to the north, Bath Township and the City of Cuyahoga Falls to the south, the City of Hudson to the east, and Richfield Township to the west. In addition, the Village of Peninsula is located near the northern boundary of Summit County, with the additional nearby community of the City of Brecksville in Cuyahoga County to the north. Major urban centers less than a one hour drive from the Village of Peninsula include the cities of Akron, Canton, Cleveland, and Youngstown.

Close proximity to two exits along I-80 (the Ohio Turnpike), as well as easy access to I-271, I-77, and State Route 8 make the Village of Peninsula convenient to access from the regional highway network. Steep topography, the absence of central water and sewer services, and the absence of a commercial rail network adversely affect the Village's accessibility and suitability for various types of commerce, business, and residential development. In contrast, it is those very natural and physical features that create the core of the Village's unique identity and character, and the charm that this Plan seeks to preserve and enhance. The Village is bisected by the Cuyahoga River and located in the center of Cuyahoga Valley National Park. Both the River and the Park significantly impact the Village's community character.

Even though the Village of Peninsula is part of the Cleveland-Akron region, the Village has maintained - and cherishes - its privacy and relative isolation from communities and population centers surrounding it. The Village's location relative to the regional highway system, and nearby growth areas approaching buildout, combined with the approaching completion of the National Park's land acquisition program, creates a situation of approaching potential change that presents the opportunity - and the need - for local involvement and control.

2. History.

Although different accounts use different terms, the history of the Village of Peninsula seems to have most influenced by one natural feature and three man-made events. The natural feature is obviously the Cuyahoga River, which meanders through the center of the Village and, along with its surrounding topography and greenery, creates the backdrop into which the Village was placed and the "peninsula" from which the Village took its name. The man-made events include the Canal in the early 1800's, the Railroad in the late 1800's, and the Park in the late 1900's and beyond. A brief summary of these events follows:

Ohio and Erie Canal. Much of the land in Boston Township and surrounding areas was surveyed beginning around 1800, with Alfred Wolcott of Connecticut arriving in Boston Township to survey lands belonging to Simon Perkins in 1805. Hermon Bronson seems to have been one of the earliest settlers in what is now the Village, having settled on his land in 1824. Alonzo Dee, however, is the first known Village settler, having built and lived in his log cabin, which is no longer extant. Between 1825 and 1827, construction of the Ohio and Erie Canal occurred along the Cuyahoga River, through what was to become the Village of Peninsula. Many of the 2,000+ canal workers were Irish Catholics from New York and Canada, and many remained in the surrounding areas upon completion of the canal. The canal served commerce purposes by helping area manufacturing and agricultural enterprises. In 1837 Bronson then laid out what was to become the Village, although the Village of Peninsula was not formally incorporated until 1859. Upon incorporation, and due to its location on the canal, Peninsula became the financial center of the area, with boat yards and dry docks for canal boat repair purposes, as well as hotels and saloons to support canal-related crowds. The canal continued in limited operation after the opening of the Valley Railroad (see below).

Valley Railroad. An improvement in commercial transportation, the Valley Railroad upon its opening in 1880 served to supersede and replace the Ohio and Erie Canal in serving local agricultural and industrial enterprises. The Railroad also served local quarries by providing a quicker means to take stone to Akron and Cleveland for construction purposes. Polish, Slovenian, and Italian workers were among those who worked in the area's stone quarries, and many settled in the Village and surrounding areas. Financial difficulties in 1894 led to the Valley Railway's acquisition by the Cleveland Terminal & Valley Railroad (CT&V). The Baltimore and Ohio (B&O) Railroad bought the CT&V in 1915 and continued to provide freight and passenger service between Akron and Cleveland, as well as through service to Washington D.C. Upon the closing of the quarries by around 1920, due to the increasing favorability of concrete over stone for

construction purposes, and the need for local residents to find work, the Railroad began to be used by area residents as a way to travel outside the community for work. As cars became more popular, this use of the Railroad began to wane. Passenger service ended in 1963. The last freight train operated by the Chessie system ran in 1985. Today, the historic rails are owned by the National Park Service. The Cuyahoga Valley Scenic Railroad organization operates the excursion train through the National Park in cooperation with the National Park Service.

Cuyahoga Valley National Park (f.k.a. Cuyahoga Valley National Recreation Area). Parks and open space and conservation have long been a concern of area residents, as they have recognized the natural beauty of the area and its value as a protective buffer from surrounding communities and their high levels of growth and development. In the 1970's, the United States Congress, led by local representative John Seiberling, passed legislation to create the Cuyahoga Valley National Recreation Area. In December 1974, President Gerald Ford signed the legislation that created Cuyahoga Valley National Recreation Area. The recreation area was redesignated Cuyahoga Valley National Park, the nation's 57th national park, on October 11, 2000. The Park includes nearly 33,000 acres of land, including almost half the land area within the Village of Peninsula. The Park links the urban centers of Cleveland and Akron, preserves the rural character of the Cuyahoga River Valley, and provides a local attraction for people looking for a respite from the sprawl of northeast Ohio. The Cuyahoga Valley National Park draws more than 3.3 million visitors per year.

While these events have affected the Village of Peninsula, the Village has throughout the tumult retained much of its appearance and charm, and has maintained an almost static population for the past century. Residents like the appearance, savor the charm, and tolerate the tourists. Residents also have a calm and determined resistance to major change. In the future, the ability of the Village to continue on its current course, or to take a different course (should it so desire), will depend largely upon the level of exertion of local control and leadership. If not properly monitored and planned for, future events - much more than those in the past - could not only affect the Village, but also change its appearance, charm, and other aspects of community character.

Sources for the above information included Akron Beacon Journal articles; "Our Best Home Cooking", a Peninsula United Methodist Church cook book with a forward by Randy Bergdorf; the Cuyahoga Valley Scenic Railroad website; the Cuyahoga Valley National Park website; the Ohio Humanities Council website; the Peninsula Library and Historical Society website; Samuel Lane's Fifty Years and Over of Akron and Summit County, 1892; and William Henry Perrin's History of Summit County, 1881).

1. Population.

- a. Population Analysis. As part of the long range planning process, population characteristics and trends were analyzed. The Village of Peninsula's population and demographic characteristics were compared with those of neighboring communities and Summit County to gain insight into the Village's past, present, and future.

In this section, a number of different aspects of Peninsula's population are investigated. Population is estimated, projected and compared with data provided from the 1990 and 2000 U.S. Census and Claritas, a data source, for surrounding communities and the County. In addition, occupational characteristics, income and educational attainment are evaluated. The following paragraphs and tables provide insight into what the future may hold for the Village.

The 2000 population of Peninsula, as reported by in the 2000 US Census, is 602. This is an increase of 40 (approximately 7%) from the 1990 U.S. Census.

Table 1 indicates a comparatively moderate growth that is consistent with other communities immediately north and west of Cuyahoga Falls, such as Bath and Richfield Townships. Several communities to the north and east of the Village of Peninsula, such as Northfield Center and Sagamore Hills Townships, the City of Hudson, and the Village of Boston Heights, experienced significant growth over the decade.

The population loss in surrounding Boston Township is likely due to Cuyahoga Valley Park acquisition, lack of new development, decreasing household size, and other factors over the past decade. The population gain in adjacent Boston Heights is largely due to large residential developments on vacant land just beyond the Cuyahoga Valley National Park boundaries.

Table 1
Population Change: 1990 - 2000

Governmental Unit	1990	2000	# Change	% Change
<i>Peninsula Village</i>	562	602	40	7.1%
Boston Township	1,892	1,664	(228)	-12.1%
Cuyahoga Falls City	48,867	49,374	507	1.0%
Richfield Township	5,010	5,424	414	8.3%
Bath Township	8,804	9,635	831	9.4%
Northfield Center Township	3,944	4,931	987	25.0%
Hudson City	17,128	22,439	5,311	31.0%
Sagamore Hills Township	6,520	9,340	2,820	43.3%
Boston Heights Village	779	1,186	407	52.2%
Summit County	514,990	542,899	27,909	5.4%
State of Ohio	10,847,115	11,353,140	506,025	4.7%

Source: U.S. Census Bureau, The Ohio State University Extension

Projections from the Absolute Linear Growth Model, Percentage Linear Growth Model and the New Home Start Model indicate that the population of the Village will continue to increase, as indicated in *Table 2*. These models are applicable, even with the influence of Cuyahoga Valley National Park, because the capacity of remaining vacant land in the Village not governed in any way by the federal government is no different than that of vacant developable land in any other community. The new home start projection uses the 1990 through 1999 new home start average to project population.

Table 2
Village of Peninsula Population Projections

	Absolute Linear Growth Model	Percentage Linear Growth Model	New Home Start Model
1990	562	562	562
2000	602	602	597
2010	642	645	633
2020	682	691	667

Source: U.S. Census Bureau, McKenna Associates, Incorporated

The New Home Start Model is a very conservative estimate and may not be accurate due to economic trends and other forces that dictate the general economy and housing market. The New Home Start Model does factor in the decreasing persons per household (PPH) figure of the Village. Based on recent trends, the PPH - which was 2.40 in 2000 - will be 2.37 in 2010 and 2.34 in 2020. However, even with this decrease, the population of the Village is projected to increase.

Based on the different possible outcomes, it is estimated that the population of the Village could be somewhere between 670 and 690 persons by 2020. Important to note, however, is that the Village of Peninsula's population has hovered between 500 and 600 persons for the past century, and several outside factors - including future Cuyahoga Valley National Park land acquisition decisions and water and sewer availability - could drastically impact these projections.

- b. Demographic Characteristics. The age structure of any community can have significant implications for a variety of issues, including housing demand, service demands, the need for senior housing, etc. Results from the 2000 Census age bracket data are provided in *Table 3* for the Village, Summit County, and the State of Ohio. Five age categories are based on different life stages, as follows:

Under 5 years	Pre-school
5 to 19 years	Public School
20 to 44 years	Family Forming
45 to 64 years	Mature Families
65 and over	Retirement

Comparative age data shows that Peninsula has the characteristics of an aging community. When compared with the State and County averages, the Village of Peninsula has a significantly higher proportion of residents in the mature families category. Not surprisingly, the Village has a smaller percentage of people in the family forming and pre-school categories. At 43.3 years, the median age of the Village is significantly higher than the State and County averages. However, the number of seniors in the community is consistent with the norm. This data indicates that a larger percentage of residents have already raised young children, and either have children in public schools or are entering the "empty nester" phase of life, but have not yet reached retirement age.

Table 3
Age Group Comparison: 2000

Age	Village of Peninsula	%	Summit County	%	State of Ohio	%
<5	19	3.2%	36,002	6.6%	754,930	6.7%
5-19	119	19.8%	113,370	20.9%	2,461,025	21.7%
20-44	190	31.6%	191,822	35.3%	4,054,138	35.7%
45-64	185	30.7%	125,133	23.0%	2,575,290	22.7%
65+	89	14.8%	76,572	14.1%	1,507,757	13.3%
<i>Sum</i>	<i>602</i>	<i>100.0%</i>	<i>542,899</i>	<i>100.0%</i>	<i>11,353,140</i>	<i>100.0%</i>
Median Age	43.3 (years)		37.2 (years)		36.2 (years)	

Source: U.S. Census Bureau

An analysis of historical age data indicates that the mature families category grew the fastest between 1990 and 2000, at a rate of 52%. The family forming and retirement categories also grew significantly. The decrease in the five and under category between 1990 and 2000 indicates that many children previously within the age group have grown up and have passed into the next category.

An older population includes fewer people in the childbearing years that require additional services and housing types. The decrease in number of younger residents will also have an impact on schools and future services such as parks and recreational programming. For example, older residents tend to prefer passive recreational uses such as walking trails, as opposed to active recreational uses such as ball fields. These impacts on the Village are diluted, however, due both to the influx of outside visitors and tourists of all ages, combined with the presence of regional recreation resources within and immediately surrounding the Village.

Table 4 shows the distribution of household income levels for residents of the Village of Peninsula, Summit County, and the State of Ohio. The information in the table indicates that there are proportionally fewer residents earning below \$10,000, and a significantly greater proportion of Village residents earning over \$75,000 per year, when compared to the State and County.

Table 4
Annual Household Income: 2001

Income Range	Village of Peninsula (%)	Summit County (%)	State of Ohio (%)
Less than \$10,000	2.0	8.6	8.7
\$10,000 to \$19,999	13.0	13.0	12.8
\$20,000 to \$24,999	3.2	6.0	6.4
\$25,000 to \$49,999	26.4	29.2	29.4
\$50,000 to \$74,999	21.5	20.5	21.1
\$75,000+	34.0	22.7	21.6
	100.0	100.0	100.0

Source: Claritas

As *Table 5* indicates, the estimated median household income for Peninsula residents has continued to increase. In raw numbers the Village's median household income increased by \$16,852 during the past decade, while the County's and State's increased by only \$13,988 and \$13,865, respectively. Measured in percentage terms, the Village's median household income increased at a slightly lower (43.0%) rate than either the County (48.1%) or the State (48.2%). In all cases, however, the increases were significant.

Table 5
Median Household Income - 1990 - 2001

Income Range	1990	2001	Increase	Increase (%)
Village of Peninsula	\$39,219	\$56,071	\$16,852	43.0
Summit County	\$29,072	\$43,060	\$13,988	48.1
State of Ohio	\$28,752	\$42,617	\$13,865	48.2

Source: Claritas

Resident occupation gives a clear indication of the types of jobs in which people in the community currently are engaged. The 2000 Census is the nearest benchmark for reporting these characteristics. *Table 6* includes information for the Village, the County, and the State. For clarification, the 297 persons reflected in this table include Village residents who are employed, regardless of workplace location.

Table 6
Composition of Labor Force: 2000

Occupation: Employed persons 16 years and over	Village of Peninsula		Summit County	Ohio
	Number	(%)*	(%)	(%)
Management, professional, and related occupations	120	40.4	33.1	31.0
Service occupations	29	9.8	14.4	14.6
Sales and office occupations	81	27.3	28.4	26.4
Farming, forestry, and fishing*	2	0.7	0.1	0.3
Construction, extraction, and maintenance occupations	33	11.1	7.9	8.7
Production, transportation, and material moving occupations	32	10.8	16.1	19.0
Total*	297	100.0	100.0	100.0

Source: U.S. Census, 2000; Planning Commission

* Census data reflects 295 persons in the Village's labor force, including no persons employed in farming, forestry, and fishing. The Village does, however, have one farm employing two persons. As a result, that category, the percentages, and the total have been revised accordingly.

Professional jobs represented roughly 78% of the labor force in the Village of Peninsula, leaving approximately 22% in other professions. The State and County had a smaller percentage of professional workers, at 72% and 76%, respectively.

Peninsula has a significantly higher proportion of its labor force working in the management, professional, and related occupations category than either the State or County. Jobs in this category tend to be in higher income brackets than most other categories, and include architects, engineers, physicians, and teachers. Peninsula has a somewhat lower percentage of workers in the service occupations category. Jobs in this category often pay moderate to high wages, and include jobs ranging from computer programmers to nurses and dental hygienists. Peninsula has a percentage of workers comparable to the County and the State in the relatively low paying professional fields of sales and office occupations. Sales and office jobs often involve clerical work, and service oriented jobs include waiters, cooks and barbers.

On average, fewer Peninsula residents are employed in almost every non-professional category, when compared to the State or County. Peninsula has a slightly higher percentage of residents employed in construction, extraction, and maintenance occupations, and fewer in the production, transportation, and material moving occupations category. Jobs in the former category include auto mechanics and construction workers, and jobs in the latter category include assembly line workers and freight handlers.

According to the 2000 census, and as shown in *Table 7*, 87.3% of the population had at least completed high school, and 38.7% had at least a bachelor's degree. This is significantly higher than County and State averages, which respectively indicated roughly 85.7% and 83.0% of residents with a high school degree, and 25.1% and 21.1% of residents with a bachelor's degree.

The information in this table indicates several things. Higher educational attainment levels correlate with higher income levels. Persons with college degrees have been shown to have greater personal mobility, and tend to migrate at a greater rate than people with lower educational attainment levels. High educational attainment levels can be, but is not always, a locational consideration for businesses, because it indicates the presence of a skilled labor force.

Table 7
Highest Educational Attainment of Population 25 Years and Older: 2000

	Village of Peninsula (%)	Summit County (%)	State of Ohio (%)
Elementary (0 - 8)	2.4	3.1	4.5
Some High School (No Diploma)	9.3	11.2	12.6
High School Graduate (12)	26.1	33.6	36.1
Some College (No Degree)	20.3	21.7	19.9
Associates Degree	3.2	5.3	5.9
Bachelor's Degree	21.1	16.7	13.7
Graduate or Professional Degree	17.6	8.4	7.4

Source: U.S. Census, 2000

Table 8 indicates that there has been a slight increase in the total number of housing units in the Village, at roughly half the rate of the County and State. This contrasts with a population growth in Peninsula that was slightly above the State and County averages. The increase in households represents the Village's continued buildout of remaining and available non-federal land. This is significant when coupled with the fact that the decline in persons per household took place at only 1/3 of the State and County rates for 1990 through 2000. While County, State, and national trends show that housing units are increasing at a rate faster than the population growth, the opposite has taken place in Peninsula.

Table 8
Households and Persons per Household: 1990 - 2000

Governmental Unit	Total Households			Persons per Household		
	1990	2000	Change	1990	2000	Change
Village of Peninsula	244	254	4.1%	2.43	2.40	-1.2%
Summit County	199,998	217,788	8.2%	2.54	2.45	-3.5%
State of Ohio	4,087,546	4,445,773	8.1%	2.59	2.49	-3.9%

Source: U.S. Census Bureau

The U.S. Census Bureau uses the following definition for the term "family":

"A family consists of a householder and one or more other persons living in the same household who are related to the householder by birth, marriage, or adoption. All persons in a household who are related to the householder are regarded as members of his or her family. A household can contain only one family for purposes of census tabulations. Not all households contain families since a household may comprise a group of unrelated persons or one person living alone." *Source: U.S. Census Bureau*

The Census Bureau further classifies families by type as either a "married-couple family" or "other family" according to gender of the householder and presence of relatives. The data on family type are based on answers to questions on gender and relationship which were asked of all residents of the Village, County, and State, respectively.

Keeping these terms and definitions in mind, the Village of Peninsula, Summit County, and the State of Ohio all consist of approximately 67% family households. However, the manner in which Peninsula's family and non-family households are distributed varies somewhat from the County and State. For example, the Village consists of more married couples and fewer single parent households. Also, there are fewer elderly (65+ years) living alone in the Village. A breakdown of significant categories is displayed in *Table 9*.

Table 9
Family and Non-Family Heads of Household - 2000

Governmental Unit	Family			Non-Family		
	Married Couple	Female Householder (with child)	Other	Living Alone	Elderly (and alone)	Other
Village of Peninsula	56.3	3.3	7.1	25.0	7.5	8.3
Summit County	50.1	7.4	8.9	28.0	10.3	5.6
State of Ohio	51.4	7.3	8.6	27.3	10.0	5.4

*Numbers do not add up to 100% due to rounding and overlapping categories

Source: U.S. Census Bureau

c. Summary: Population Policies.

- i. Undertake land use planning to protect the Village from unanticipated significant changes in the population levels and significant changes in the rate of population change. Tools to implement this policy would include but not be limited to adoption of zoning requirements to control density and protect and conserve natural resources and other features.
- ii. Accommodate greater housing variety, specifically as it relates to redevelopment of developed properties in the Village's industrial area.
- iii. Require development of vacant residential properties to be compatible in scale and massing with the character of existing Village residential areas.
- iv. Require maintenance of the Village's buildings in the future through adoption of a property maintenance code.
- v. Continue to encourage redevelopment of the Village's industrial area, with emphasis on providing a place in the Village for residents and others to work in the future, as well as attractive live-work opportunities not possible in nearby and surrounding communities.
- vi. Provide space and opportunities for additional housing in the future Mixed Use area.
- vii. Provide support services to enable Village residents to remain in their homes as they age; assess the future need for elderly housing in the Village; and if demand is found to exist, explore feasibility and available options.

2. Existing Land Use.

Development of the Village has included single family residential development, some small concentrated commercial and office development near the Village's two major intersections, a limited industrial area, and scattered public and institutional buildings and facilities. Much - although not all - of the remaining undeveloped land has been acquired by the federal government for park purposes, as part of land assembly for Cuyahoga Valley National Park. The Village is also traversed by a rail line that has been converted from commercial to recreational use. Several large areas - some vacant and some already in use - offer the potential (or the threat, as the case may be) for development or redevelopment. How those areas will develop or redevelop may depend on decisions made by the Village and other regulatory entities regarding possible provision of public water and sanitary sewer service, and which parcels will benefit from such central services.

Existing Village land uses were surveyed in 2002 and grouped into categories. While many parcels fall into the Agricultural/Vacant category, identification of those parcels with the highest likelihood of future change is discussed further under Land Ownership.

The "downtown" area of the Village could itself be considered as a mature community, and several factors have contributed to the perception among some residents that things could not likely change in any great amount in the Village in the future.

This perception has resulted from a combination of factors, including lack of development pressures in surrounding communities, the lack of availability of public water and sanitary sewer services, and land acquisition by the federal government.

Today, these factors are all changing simultaneously, as nearby communities approach buildout, the possibility of public water and sanitary sewer services seems more real, and the federal government has completed the bulk of its land acquisition activities within the Village boundaries. What have not changed are the extreme topography and natural features - including the Cuyahoga River - that help define Peninsula's unique character and nearly complete isolation from other communities.

Several maps have been prepared, utilizing available data, to identify various Village natural features for this Long Range Plan. The information shown on these maps should be viewed in the context of both the date of preparation of the data and the limits of intended levels of accuracy. **All information represents general conditions and is not intended to reflect parcel-specific features.** Specific natural features can only be identified on a site-by-site basis, with field verification by trained professionals in the various fields of environmental science and analysis.

- a. Existing Land Use Categories. Despite documented natural features limitations, the generally increasing price of land combined with the growing demand for new development in surrounding communities, will impact remaining undeveloped property in the Village. *Map 2 - Existing Land Use* shows existing Village land uses in 2002. A description of each of the six existing land use categories follows:
- i. Agriculture/Vacant. Land in this category includes large agricultural and undeveloped parcels along Main Street, Riverview Road, and Stine Road, and small parcels along Main Street, Riverview Road, and Stine Road.
 - ii. Residential. Land in this category includes homes located on land along nearly all roadways throughout the Village, including allotments and Village plats within the "downtown" portion of the Village, as well as unplatted parcels along many of the Village's major roads.
 - iii. Commercial. Land in this category includes those parcels clustered around Main Street's intersections with Akron-Peninsula and Riverview Roads, as well as a few scattered parcels between and beyond.
 - iv. Industrial. Land in this category includes those uses near the north ends of Locust and West Mill Streets, which comprise the Village's industrial area.
 - v. Public/Institutional. Land in this category includes the municipal, civic, and other public buildings, as well as the Village's two churches.
 - vi. Conservation/Recreation. Land in this category includes the park property (federal and county), the Brandywine Golf Club, the Girl Scout and Boy Scout Camp properties, as well as the Scenic Railroad right-of-way.

- b. Drainage Network. *Map 3 - Drainage Network* shows how the Cuyahoga River traverses and bisects the Village, with corresponding topography and natural features following suit.

- c. Flood Hazard Areas. *Map 4 - Flood Hazard Areas* depicts areas within the Flood Zone A and C categories, further defined as follows:

Zone A is the flood insurance rate zone that corresponds to the 100-year floodplains that are determined in the Flood Insurance Study (FIS) by approximate methods. Mandatory flood insurance purchase requirements apply in these areas.

Zone C is a flood insurance rate zone that corresponds to areas outside the 100-year floodplains. Mandatory flood insurance purchase requirements do not apply in these areas.

Adoption of a Floodplain Overlay Zone as part of the Village Zoning Ordinance would help to keep construction and development out of Zone A (100-year floodplain) in the future.

In specific recognition of the disastrous flooding that impacted portions of the Village in July 2003, this Long Range Plan acknowledges that issues related to flood control, including but not limited to any possible future changes to the limits of Flood Zone A, above, may substantially impact this Long Range Plan's goals and policies. As part of the continual reevaluation and updating of this Long Range Plan, relevant and necessary changes should be given due consideration, once the facts of those events are finally known.

- d. Wetland Areas. *Map 5 - Wetland Areas* shows the various categories of resources that - alone and together - comprise the Village's wetland resources, including the six categories of open water, woods on hydric soil, shrub/scrub areas, shallow marsh areas, wet meadows, and farmed wetland areas, further defined as follows:

Open water is self explanatory, but includes only isolated areas of open water qualifying as wetlands, i.e., not including rivers and watercourses or other waters of the state.

Woods on hydric soil, include mature forested areas situated on areas of hydric soils.

Shrub/scrub areas have characteristics including emergent woody vegetation in water three feet or less in depth.

Shallow marsh areas have characteristics including emergent vegetation in water three feet or less in depth.

Wet meadows have characteristics including wet grass areas in water less than six inches in depth on hydric soils.

Farmed wetland areas have characteristics including wet meadows in agriculture areas on hydric soils.

Adoption of Wetland Setbacks as part of the Village Zoning Ordinance would help to protect Village wetlands from construction and development in the future.

Important to note is that such zoning provisions would include a requirement for identification of wetland areas on a parcel-specific basis. Such zoning provisions would also be applicable to areas identified on such parcel-specific basis, rather than to the general areas shown on *Map 5 - Wetland Areas*.

- e. Soil Associations. *Map 6 - Soil Associations* depicts the soil types present in the Village, including six of the 10 primary soil types present in Summit County as summarized by the Summit County Soils Map, as follows:

Mahoning-Ellsworth, which are nearly level to gently sloping, somewhat poorly drained and moderately well drained soils formed in moderately fine textured glacial till. Only areas outside the Village are included in this category.

Ellsworth-Mahoning, which are gently sloping to steep, moderately well drained and somewhat poorly drained soils formed in moderately fine textured glacial till. Some land along Stine Road, as well as some land north of Main Street west of Riverview Road, falls into this category.

Rough Broken Land, which are very steep land types and soils. The majority of the land area within the Village falls into this category.

Chili, which are nearly level to steep, well-drained soils formed in sandy and gravelly glacial outwash. Only a small portion of the Girl Scout Camp property in the Village falls into this category.

Sebring-Canadice, which are nearly level, poorly drained soils formed in silty and clayey lacustrine material. The eastern portion of the Bishop property, as well as the eastern half of the Bronson Allotment, falls into this category.

Chagrin-Holly-Lobdell, which are nearly level, well drained, poorly drained, and moderately well drained formed in medium-textured alluvium. Most of the areas adjacent to and surrounding the Cuyahoga River, including the "downtown" portion of the Village, fall into this category.

Adoption of Steep Slope Setbacks as part of the Village Zoning Ordinance would help to protect such areas from construction and development in the future. Important to note is that such zoning provisions would include a requirement for identification of topography and slopes on a parcel-specific basis. Such zoning provisions would also be applicable to areas identified on such parcel-specific basis, rather than to the general soil association areas shown on *Map 6 - Soil Associations*.

- f. Summary: Existing Land Use Policies.
 - i. . Adopt a Floodplain Overlay Zone in the Zoning Ordinance to achieve this Long Range Plan's goals of conservation and protection. Appropriate zoning regulations should be drafted to implement this recommendation.
 - ii. Adopt Wetland Setbacks in the Zoning Ordinance to achieve this Long Range Plan's goals of conservation and protection. Appropriate zoning regulations should be drafted to implement this recommendation.
 - iii. Adopt Steep Slope Setbacks in the Zoning Ordinance to achieve this Long Range Plan's goals of conservation and protection. Appropriate zoning regulations should be drafted to implement this recommendation.

3. Housing.

Even though the Village of Peninsula is a small community, it contains a relatively wide variety of housing types:

- Historic: including dwellings in a variety of sizes and styles built prior to 1940; in a variety of stages of maintenance and repair; and located mostly (but not always) on smaller parcels in or near the center of the Village;
- Mid-century: including dwellings in a variety of sizes and styles built between 1940 and 1980; and located mostly (but not always) on larger parcels outside the center of the Village; and
- Newer: including dwellings in a variety of sizes and styles built after 1980; and located both on larger parcels tracts outside the center of the Village and on smaller infill parcels in or near the center of the Village.

According to the 2000 U.S. Census, there are 254 housing units in the Village, of which 240 are occupied. *Table 10* shows that roughly 80% of all occupied housing units in Peninsula are owner-occupied. This is higher than State and County averages, which are both approximately 70%.

Table 10
Housing Units by Occupancy: 2000

Category	Village of Peninsula	Summit County	State of Ohio
Total Housing Units	254	230,880	4,783,051
Occupied Units	240	217,788	4,445,773
% Occupancy	94.5%	94.3%	92.9%
Owner-Occupied Units	190	152,974	3,072,522
% of all Occupied Units	79.2%	70.2%	69.1%
Average Household Size	2.47	2.58	2.62
Vacancy Rate	1.0	1.4	1.6
Renter-Occupied Units	50	64,814	1,373,251
% of all Occupied Units	20.8%	29.8%	30.9%
Average Household Size	2.10	2.14	2.19
Vacancy Rate	9.1	8.1	8.3

Source: U.S. Census Bureau, Claritas

High rates of home ownership are generally considered to be a positive aspect of a community, because it implies that the residents have a greater personal stake in the appearance, safety, and quality of life of the neighborhood in which they live.

Following is an analysis of trends and existing conditions for housing in the Peninsula:

- a. Age and Condition. Housing age statistics reveal that the majority of the Village's housing stock was built before 1940. More than half of all housing units in Peninsula were built prior to this year, compared to roughly 1/4 for both the County and State.

Nearly 90% of housing units in the Village are at least 30 years old. Housing at this age typically requires major repairs and/or replacement. Thus, maintenance of the housing stock has been an important consideration for Village residents for many years.

Please note that in the following three tables, the total numbers of housing units are different than those in the prior table. This data is per the 2000 Census, and no explanation for the conflicting information could be identified.

Table 11
Housing Units by Year Structure Built

Construction Period	Village of Peninsula		Summit County		Ohio
	No.	Percent	No.	Percent	Percent
1990-2000	21	9.4	17,500	12.4	13.3
1980-1989	15	6.7	18,645	8.1	9.5
1970-1979	19	8.5	30,785	13.3	15.8
1960-1969	25	11.2	34,806	15.1	14.3
1940-1959	35	15.6	67,279	29.1	24.6
1939 or Earlier	109	48.7	50,865	22.0	22.5
Total	224	100	219,880	100	100

Source: U.S. Census Bureau, Claritas Inc.

- b. Housing Size and Density. Housing size in the Village of Peninsula, based on the number of bedrooms per housing unit, is on average larger than that of Summit County. As indicated in *Table 12*, only 4% of the housing units in Peninsula have three or fewer rooms. In comparison, there are substantially higher numbers of these smaller housing units in the County and the State, roughly 10% in both cases.

Table 12
Size of Housing Units Through 2000

Village of Peninsula			Summit County Percent	State of Ohio Percent
No. Rooms	No. Units	Percent		
3 or less	9	4.0	10.0	10.3
4	24	10.7	12.6	13.7
5	34	15.2	20.0	21.3
6	44	19.6	21.1	21.0
7	46	20.5	15.2	14.6
8 or more	67	29.9	21.0	19.1

Source: U.S. Census Bureau

- c. Projected Long Term Housing Demand. The Percentage Linear Growth Model and New Housing Start Model discussed above, which both reflect current trends, indicate that the population of the Village of Peninsula can be expected to increase by approximately 80 residents by the year 2020. To accommodate such a net population increase, approximately 30 housing units will be constructed by the year 2020 if trends continue. This is based on 2.34 persons per household, projected for the year 2020 by the recent decrease in persons per household.

If the existing percentage of renter and owner-occupied housing is maintained in the future (approximately 21% renter occupied), seven of the projected housing units will be rental units, and the remainder owner-occupied units.

Here, and throughout this Long Range Plan, "trends" and "patterns" are referenced. It is important to note that the population and housing analysis in this Plan reference trends, and anticipated outcomes assume a continuation of those trends. As discussed elsewhere in this Plan, however, many factors may lead to a future for the Village that - without proper planning - could diverge from those past trends.

- d. Analysis of Multi-family Housing Needs. Table 13 shows that the Village has few multi-family housing structures with five or more units. This is significantly lower than the housing stock of the State and County, respectively, which both consist of roughly 15% multi-family housing structures of five or more units.

*Table 13
 Housing Units by Type: 2000*

Structure Type	Village of Peninsula		Summit County	State of Ohio
	No. Structures	% of Total	% of Total	% of Total
Single Detached	208	92.9	71.0	67.4
Single Attached	7	3.1	4.4	3.8
2 unit	4	1.8	5.4	5.2
3-4 unit	2	0.9	3.7	4.8
5 or more unit	3	1.3	14.3	14.2
Mobile Home	0	0.0	1.1	4.6

Source: U.S. Census Bureau, Claritas Inc.

Multi-family housing can meet housing needs for some elderly residents, empty nesters, as well as young singles, couples, and even small families. This housing type can also help to bridge the gap between the subsidized market (e.g., public housing, privately owned Section 8-type housing) and the condominium and single family home markets. Any proposed market-rate multi-family development should give consideration to the surrounding environment to ensure that it is compatible with adjacent land uses. See also 5, e, below.

Permitting multifamily uses subject to conditional use approval, and limiting them to the future Mixed Use area, with additional site and landscaping requirements to ensure compatibility with surrounding neighborhoods, would offer the most protection to the Village in the implementation of this option.

- e. Analysis of Affordable Housing Needs. The Village is a small community covering a small area with a small population. The Village could provide for affordable housing in a number of ways, including but not limited to allowing accessory dwellings, or "granny flats", to be constructed on parcels with principal dwellings; allowing secondary second-floor multifamily use of buildings with first-floor retail commercial uses; and/or allowing conversions of nonresidential buildings meeting certain requirements to multifamily rental or condominium use.

Redevelopment projects in the future Mixed Use area should be encouraged to include housing stock that respects the existing socioeconomic diversity in the community. Achieving a balance of housing types and values will be important for the Village in the future, but the balance should be limited and proportional to the Village's small size and population.

- f. Analysis of Single Family Housing Needs. Based on housing sales data provided by the Summit County Auditor, the overall value of the Village's single family housing stock has steadily risen over the past decade. Since there has been little new construction in the Village since 1970, the majority of home sales in Peninsula are existing homes.

As will be discussed later under Land Ownership, only a few large parcels offer the potential for anything more than small and incremental development and redevelopment. In particular, and for various reasons, the Bender, Bishop (unencumbered portion), and Brandywine parcels offer potential locations for future residential development.

In the recent past development impacts have been largely impacted by federal government actions (land acquisition) and the local and regional economy. In the future, and on these parcels in particular, the quality, density, and intensity of development will depend upon close coordination between land development (zoning and subdivision) requirements and the availability of central water and - especially - sanitary sewer services.

- g. Need for a Variety of Housing Types. As outlined in *Table 13* above, there is little multiple family housing in Peninsula. In the future Village residents may desire a wider range of housing type choices due to changing demographics and lifestyles.

With a median age of 43.3 years, the population is older than the population of both the County and State. In addition, the Village population is getting older, with the greatest population gain occurring in the 45 to 64 year-old, or mature families age bracket. By the 2010 Census, a large portion of this group will be in the 65 and older, or retirement age bracket. While many larger communities provide opportunities for senior housing within their boundaries, the Village should seek to provide aging residents with support services necessary to allow them to remain in their homes as long as desired. Further senior housing in the Village should be considered as recommended under Population.

- h. Need for High Quality Residential Design. If new residential development is proposed in Peninsula in the future, the Village should look at the quality and variety of housing types and designs both available and offered. High quality residential design should be strongly encouraged, as should variety in design and appearance. Emphasizing and requiring quality in design and appearance will help to increase the overall value of Peninsula's housing stock and will contribute to the Village's fiscal health.

Methods to require high quality residential design would include but not be limited to general residential design standards, as well as specific design standards pertaining to historic structures, to be discussed in further detail below.

- i. Historic Preservation. This Long Range Plan recognizes the importance of historic preservation not only as a concept, but also as a means of helping to protect the unique character of the Village. Historic structures and the properties on which they are located should be preserved.

Already the Village has in place a National Register Historic District, which is demarcated by signage and the result of considerable past study and analysis.

To achieve the greater protection of structures and properties sought by this Plan, however, the Village should consider establishment of a local historic district, and a local reviewing body to oversee changes in that district. Such could be accomplished through changes to the Village Zoning Ordinance, or through adoption of a separate Village ordinance. Because of the size of the Village and the challenge of seeking volunteers, the Planning Commission or a committee thereof could serve as the reviewing body in the administration of such requirements.

In addition, the Zoning Ordinance should be amended so that site impacts can be evaluated at the time of approval of changes to historic structures and/or properties, and so that site improvements (parking, landscaping, etc.) can be required.

- j. Summary: Housing Policies.
- i. Acknowledge that housing in the Village is generally older and larger than housing in the County and the State. In addition, a greater percentage of housing in the Village is owner-occupied and single family detached than in the County in the State. These characteristics place added responsibility on homeowners to maintain the Village's aging housing stock.
 - ii. Ensure continuance of past trends. Without proper planning, past trends may not be a valid indicator of future conditions. Because many past trends coincide with Long Range Plan general goals, proper planning should be geared toward ensuring continuance of past trends and minimization of significant future changes.
 - iii. Permit multifamily uses in the future Mixed Use area subject to conditional use approval, with appropriate site improvement requirements.
 - iv. Encourage projects in the future Mixed Use area to include housing stock that respects the existing socioeconomic diversity in the community.
 - v. Require new single family housing to be compatible with surrounding neighborhoods, housing types, and densities; and require high quality development through adoption of residential design standards.
 - vi. Permit senior housing in the future Mixed Use area subject to conditional use approval, with appropriate site improvement requirements.
 - vii. Establish a local historic district and local reviewing body, to protect historic structures and the properties on which they are located.