

Table 21
Recreation Facilities Evaluation - Village of Peninsula

Facility Type	Recomm. Stds. ¹ (unit)/pop.	Existing Village Facilities	Existing School Facilities	Total Existing Facilities
Basketball Crts. ² (#)	1/5,000	0	0	0
Tennis Courts (#)	1/2,000	0	3	3
Volleyball Courts (#)	1/5,000	0	0	0
Baseball Fields (#)	1/5,000	0	0	0
Baseball w/lts. (#)	1/30,000	0	2	2
Softball Fields (#)	1/5,000	0	2	2
Football Fields (#)	1/20,000	0	1	1
Soccer Fields (#)	1/10,000	0	1	1
Golf Courses ³ (9 h)	1/25,000	1	0	1
Golf Courses ³ (18 h)	1/50,000	1	0	1
Driving Range (#)	1/50,000	0	0	0
Swim. Pool/In. ³ (#)	1/20,000	0	0	0
Swim. Pool/Out. ³ (#)	1/40,000	1	0	1
Ice Rink/In. (#)	1/50,000	0	0	0
Ice Rink/Out. (#)	1/20,000	0	0	0
Archery Range (#)	1/50,000	0	0	0
Run. Track (1/4 mi.)	1/20,000	0	0	0
Playgrounds (#)	1/3,000	0	0	0
Picnic Areas (#)	none	n/a ⁴	0	n/a ⁴
CC Ski Trails (mi.)	1/10,000	n/a ⁴	0	n/a ⁴
Nature Trails ⁴ (mi.)	1/20,000	n/a ⁴	0	n/a ⁴
Sledding Hills (#)	1/40,000	n/a ⁴	0	n/a ⁴
Bicycle Trails (mi.)	1/40,000	n/a ⁴	0	n/a ⁴
Horse. Trails (mi.)	1/50,000	n/a ⁴	0	n/a ⁴
Mini-Parks (ac.)	0.25/1,000	n/a	n/a	0 ac.
Neighb. Parks (ac.)	1.0/1,000	n/a	n/a	0 ac.
Comm. Parks (ac.)	5.0/1,000	n/a	n/a	0 ac.
Regional Parks (ac.)	5.0/1,000	n/a ⁴	0	n/a ⁴
Special U. Parks (ac.)	varies	n/a ⁴	0	n/a ⁴
Linear Parks (ac.)	varies	n/a ⁴	0	n/a ⁴

Source: McKenna Survey, 8/02

Footnotes to *Table 21*:

- 1 Recommended unit of each facility per unit of population (NRPA).
- 2 2 backboards considered equal to one court for purposes of this analysis.
- 3 Includes privately owned facilities.
- 4 Satisfied by regional facilities.

- g. Recreation and Park Facility Deficiencies and Recommendations. *Table 21* compares the existing community park land and recreation facility acreage to recommended standards, based on current population. The raw numbers do not address the geographic distribution or quality of existing parks and recreation facilities. Additional deficiencies or limitations are apparent because of location, accessibility, maintenance, level of development and individual size of existing park lands. These include the following:
- i. *Reliance on School Sites.* Problems include limitations associated with utilizing the school sites due to the facilities being available first to school athletic teams and scheduled programs, with the general public on a request basis second in consideration.
 - ii. *Facility Ownership.* The Library, School facilities, the Girl Scout Camp, and other park facilities are not owned or controlled by the Village. While this fact could be seen as a negative by the Village, the Village could alternately participate formally and actively in whatever process decides programs and events to be offered at these facilities in the future, to assure consistency with goals of this Long Range Plan.
 - iii. *Barrier-Free Facilities.* All play equipment at park and recreation sites should be accessible to children with disabilities. Modern equipment with transfer points and ramps, resilient surfacing, and accessible pathways are required to ensure "integrated play" by all residents of the Village.
 - iv. *Program Offerings.* The function of a Village recreation department or organization is performed by a combination of School District and private Recreation League programming. This is not surprising, however, due to the small size of the Village. Program deficiencies will continue to remain in the Village, with the exception of any available programs held in adjacent communities or in private facilities. Opportunities for joint cooperation should be explored.

- v. *Facility Development.* Future park sites should be identified in areas where significant development is anticipated.
- vi. *Administration.* Areas for joint cooperation and administration among the Village, adjacent communities, and the School District should be explored, including the possibility of a joint authority.
- vii. *Maintenance.* Maintenance programs must be set up and continued, to ensure upkeep of existing and new equipment and facilities. These should be cooperative if the affected facilities are owned by other entities, such as the tennis courts on the School property.
- viii. *Open Space.* Protection of open space is important for the ecosystem and natural habitat. Although the Village includes and is surrounded by an astounding amount of permanent open space, this should be factored into future land use planning and decision-making when considering future proposed development and redevelopment.
- ix. *Current Availability of Privately Owned Facilities.* In addition to the publicly owned facilities mentioned, the Brandywine Country Club and The Quarry are privately owned facilities that offer an additional range of recreational opportunities. Preserving the recreational nature of these facilities may be consistent with the Village's mission and goals, but may require Village involvement in order to occur. See 9, g, v, above for additional information in this regard.
- x. *Mini Park Needs.* One mini park, approximately 0.25 acres in area, was identified as desirable in the Village. Cooperation with the Library regarding site improvements and access could serve to meet this need adequately.
- xi. *Neighborhood Park Needs.* One neighborhood park, approximately 1.00 acre in area, was identified as desirable in the Village. See comments regarding the Library property in 9, g, x, above for additional information in this regard.
- xii. *Community Park Needs.* One community park, approximately 5.00 acres in area, was identified as desirable in the Village. This need should be factored into future land use planning and decision making.

Table 21 compares facilities available to recommended standards, based on a current population of 602. Although some deficiencies may be addressed by recreation resources in adjacent communities or by regional parks, future provision of these facilities within the Village should be considered.

A continuously updated Recreation Master Plan would help the Village to set recreation priorities, identify potential funding sources, and focus attention to recreational facilities with the greatest needs.

- h. Public Schools. As noted previously, the Village is served by Woodridge Local School District. This District mostly covers areas outside of the Village, in adjacent communities including Boston Township and portions of the City of Cuyahoga Falls. The Woodridge Local School District has a total of four facilities, including a Primary School, Intermediate School, Middle School, and High School. Of the School District's four school facilities, only the Woodridge Intermediate School is located in the Village.

School enrollment will continue to increase as residential development continues within the School District. The Village will need to work with the School District regarding accommodation of possible new or expanded facilities for future School District growth, based on population projections and increased housing starts. Cooperative discussions with the School District should be initiated, so that School District officials are aware of growth and other community issues, and so that the Village may learn of any School District priorities and needs.

- i. Public Facilities. The Village's community facilities are the structures and lands, public and semi-public, which provide the support services for the citizens and the Village. In addition to the recreation facilities noted previously, Village-owned facilities in the Village include Village Hall, the Village Service Garage, and the Olde Players Barn.

Peninsula Village Hall is located at 1582 Main Street, at the southeast corner of the intersection of Main Street (SR 303) and Akron-Peninsula Road. The Hall includes offices for the Village Administration (Mayor and Clerk), as well as the Village Police Station.

The Village Service Garage is located on North Locust Street, near its current terminus, and serves current Village needs adequately. Options for relocation of this facility should be explored in the future in conjunction with redevelopment of the Village's industrial area.

The Olde Players Barn is located on 1039 West Streetsboro Road (Main Street),

on the east side of the Village. This site includes a barn converted into a local theater through addition of a stage house at its eastern end. The Village owns the property, and it currently rents the property to a private business. The site includes the building, gravel parking area, and considerable vacant land. The Village should undertake a careful review of this asset, including its reuse capabilities (public or private), desired ownership and use scenarios, and its possible sale. Since the property is located within CVNP statutory boundaries, coordination with the federal government in this regard should take place.

j. Services.

- i. *Police Protection.* The Village has its own Police Department, which has in the past provided - but does not currently provide - police protection to Boston Township as well as the Village. The Village Police Department operates from a single station in Village Hall.
- ii. *Fire Protection.* The Village (along with Boston Township) is part of the Valley Fire District, which operates from a single station in a building attached to Boston Township Hall, at the intersection of Main Street and Riverview Roads.
- iii. *Road Maintenance.* Public roads within the Village are maintained by the State (SR 303) and the Village (all remaining public). In addition, a few small private roads are located in the Village, some as extensions off public roads, and some as isolated cul-de-sacs. Village Road equipment is stored in the Village Service Garage on North Locust Street.
- iv. *Public Water/Sanitary Sewers.* No municipally owned water or sewer service is currently available in the Village, but a feasibility study for the possible extension of such services is currently pending. The study should focus on ways to implement the policies of this Long Range Plan.

Land use planning decisions can be supported - or undermined - by decisions made on the provision of public water and especially sanitary sewer services. If any Village areas are to be served by such services in the future, the goals and policies of this Long Range Plan must be adhered to in deciding not only where to provide service and what level of service to provide to which areas, but also - and possibly more importantly - where *not* to provide service. Such decisions, if not closely coordinated with this Long Range Plan, could seriously conflict with this Plan's purpose.

- k. Other Public Facilities. The Boston Township Hall, owned by Boston Township, is located at the northeast corner of the intersection of Main Street (SR 303) and Riverview Road and houses not only Boston Township offices, but also a museum. Adjacent to Township Hall is the Valley Fire District Fire Station, which is the District's only facility. The property and grounds for both of these buildings serve as a public gathering place on many occasions, including Memorial Day and others. Lastly, the Peninsula Library and Historical Society is located on Riverview Road, south of Main Street (SR 303) and is a full-service library managed by a private association.

- l. Semi-Public Facilities. There are two churches within the Village. These include the Mother of Sorrows Catholic Church on Akron-Peninsula Road and the Peninsula United Methodist Church on Main Street (SR 303) at Akron-Peninsula Road. A third church - the Bronson Church - is located on Main Street (SR 303) west of Akron-Peninsula Road, but has been converted to non-church use.

In addition, the Village has begun baseline water quality testing, with comments received from the Summit County General Health District in a letter dated December 11, 2002. This Long Range Plan supports continued studies for the purpose of protecting the public health and safety.

m. Summary: Facilities and Services Policies.

- i. Continue to build upon relationships with the School District, Library, other recreational site owners, and the Recreation League, to ensure availability for Village resident recreation use; and include cooperative maintenance agreements and other financial support as appropriate.
- ii. Build on existing properties and facilities to ensure adequate recreational use opportunities for all Village residents.
- iii. Cooperate with the Library regarding site and access improvements necessary to have the Library property function as a Mini-Park.
- iv. Support efforts to upgrade play equipment at park and recreation sites to established accessibility standards.
- v. Continue to explore formation of a joint recreational district with Boston Township.
- vi. Adopt zoning requirements to ensure that future land uses protect and conserve important Village natural, physical, cultural, and historical resources and open space.
- vii. Undertake a careful review of the status of the Village Service Garage and Olde Players Barn properties, including reuse capabilities and scenarios.
- viii. Ensure that the scope of water/sewer availability is consistent with the goals and policies of this Long Range Plan, so as not to undermine the implementation of Plan recommendations in the future.

- a. Rural Residential. Preferred uses in these areas on the Future Land Use Map include residential and related uses, at a density not exceeding 0.25 dwelling units per acre, with significant preservation of open space and natural features recommended, and with development and redevelopment to be consistent and compatible with existing and surrounding development. Appropriate zoning requirements will need to be drafted to implement this recommendation. Areas in this category have some natural features and abut some existing development and/or land under public ownership and preserved as open space. Land in this category is not intended to be served by central sanitary sewers, but may be able to be served by a central water supply. The feasibility of extending water service only to these areas (excluding all outlying parcels, and excluding all parcels with Conservation/Recreation Overlays) should be evaluated.

On the Future Land Use Map, approximately 985 acres, or 34.9% of the area of the entire Village is designated in this category.

- b. "Small Town" Residential. Preferred uses in these areas on the Future Land Use Map include residential and related uses, at a density not exceeding 4.0 dwelling units per acre, with significant preservation of open space and natural features recommended, and with development and redevelopment to be consistent and compatible with existing and surrounding development. This does not necessarily mean 1/4 acre lots, but could be interpreted to include compact planned residential developments with smaller lots, as well as infill development including detached dwelling units of various sizes, and with the balance of the land respected, conserved, and preserved. Appropriate zoning requirements will need to be drafted to implement this recommendation. Areas in this category have some natural features, are primarily already developed, and are for the most part surrounded by land under public ownership and preserved as open space. Land in this category is intended to be served by both central sanitary sewers and a central water supply. The feasibility of extending both water and sewer services to these areas should be evaluated.

This category includes the historic center of the Village and should permit home occupations as conditional uses, with more intensive home occupations to be limited to Main Street and Akron-Peninsula and Riverview Roads.

On the Future Land Use Map, approximately 71 acres, or 2.5% of the area of the entire Village is designated in this category.

- c. Commercial. Preferred uses in these areas on the Future Land Use Map include a mix of neighborhood and downtown commercial uses, developed or redeveloped in a manner consistent with the Village's goals for strengthening the tax base and preserving and improving the Village's small town character. Most areas designated in this category on the Future Land Use Map are already developed and have buildings on them. Some, however, could be redeveloped at some point. Appropriate zoning requirements will need to be drafted to implement this recommendation. Land in this category is intended to be served by both central sanitary sewers and a central water supply. The feasibility of extending both water and sewer services to these areas should be evaluated.

On the Future Land Use Map, approximately eight acres, or 0.2% of the area of the entire Village is designated in this category.

- d. Mixed Use. Preferred uses in these areas on the Future Land Use Map include a mix of office, industrial, commercial, and possibly attached residential uses developed or redeveloped in a manner consistent with the Village's goals for strengthening the tax base and protecting existing residential areas. Most areas designated in this category on the Future Land Use Map are already developed and have buildings with a variety of uses on them. The purpose of the category would be to allow existing uses to continue as long as they are feasible, and to encourage opportunities for redevelopment that replace existing uses with a diverse mix of uses that adds to the Village's charm, provide needed amenities, offer opportunities for additional housing variety, and provide additional employment opportunities. Appropriate zoning requirements will need to be drafted to implement this recommendation. Land in this category is intended to be served by both central sanitary sewers and a central water supply. The feasibility of extending both water and sewer services to these areas should be evaluated.

On the Future Land Use Map, approximately 20 acres, or 0.7% of the area of the entire Village is designated in this category.

- g. Conservation/Recreation Overlay. This overlay category was created to reflect the Village's desire for permanent conservation of the Brandywine and Girl Scout properties in the future. These properties, which include several parcels, are shown in the future Rural Residential area because, although they are located within CVNP boundaries, they currently contain compatible recreational uses and, therefore, cannot be acquired by the federal government at this time. The Village recognizes all property owners' rights to reasonable economic land use viability, but sees any future development of these properties in particular as having potentially adverse effects on the Village, its residents, its ability to deliver services, and its fiscal stability. This overlay provides property owners, as well as any potential purchasers, with additional notice of the federal government's already existing right to purchase these properties upon any proposed change from their current compatible recreational uses. This overlay category also emphasizes the Village's intention and commitment to support and facilitate any federal government effort to acquire these properties, should it become necessary in the future. Land in this category is intended to be served by neither central sanitary sewers nor a central water supply. The feasibility of extending neither water nor sewer services to these areas should be evaluated.

On the Future Land Use Map, approximately 324 acres, or roughly 1/3 of the future Rural Residential area, is designated in this overlay category.

See *Map 14 - Recommended Water Service Feasibility Study Areas* and *Map 15 - Recommended Wastewater Service Feasibility Study Areas* for composite maps reflecting the recommendations of this Long Range Plan relative to feasibility study areas for water service and wastewater service, respectively.

- h. Summary: Future Land Use Policies.
 - i. Amend the Village Zoning Ordinance and Official Zoning Map as recommended on this Long Range Plan's Future Land Use Map.
 - ii. Review future rezoning and development requests for consistency with this Long Range Plan's Future Land Use Map.
 - iii. Allow existing industrial uses to continue; and support continuation of such uses in all ways consistent with this Long Range Plan's goals; but amend the Zoning Ordinance, however, to provide that if any existing industrial use should close, sell, relocate, or otherwise cease operation, the property on which such use was formerly located should be redeveloped to accommodate uses consistent with this Long Range Plan's goals.
 - iv. Main Street should continue to be able to be a place of residence for Village residents, and should - consistent with that purpose - accommodate retail commercial and accessory uses that promote a sense of "small town" community that caters to Village residents, people from nearby and surrounding communities, and other pedestrians.
 - v. Begin discussions with owners of the Bishop, Bender, and Brandywine properties about Village interest in future use of these properties.
 - vi. Undertake water service and wastewater service feasibility studies consistent with the recommendations of this Long Range Plan.

9. **Implementation.**

This chapter sets forth goals for the Village of Peninsula Long Range Plan. These goals resulted from discussion with the Planning Commission, the earlier goal-setting process, and public input. In response to comments made by the public and the Planning Commission about the Village's future, the following Goals and Policies have been presented throughout this Long Range Plan. Collectively, these goals and policies equate to a general consensus or shared vision. Goal statements are general in nature and are ideals toward which the Village wishes to strive. They represent the ultimate purpose of an effort stated in a way that is broad and immeasurable.

The primary initial step in implementation of this Long Range Plan is to update the Village's Zoning Ordinance. These regulations have the most direct impact on land use, development, and natural resources in the Village. The adoption of updated zoning regulations to implement many of this Long Range Plan's recommendations will help the Village to provide initial protection and direction as the Village proceeds with implementation of remaining Long Term Plan recommendations in the future.

The tools and techniques identified are capable of being implemented under current State enabling legislation. Legislation has been proposed in recent years that would give communities additional tools to implement land use recommendations, such as transfer of development rights, regional impact coordination, impact fees, and tax incentives. Inasmuch as adoption of new legislation is uncertain, this Plan focuses on tools that are available under current law.

A review of the Goals and Policies developed by this Long Range Plan follows:

- a. General Goals.
 - i. **Population.** *Keep population low; keep growth low; and encourage socioeconomic diversity.*
 - ii. **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.*

- iii. ***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.
 - iv. ***Commerce and Industry:*** Limit proliferation of tourist/visitor uses and services on Main Street; and allow industrial uses to continue, but encourage appropriate reuse.
 - v. ***Visitors and Tourists:*** Recognizing that the Village is a year-round residential community in the center of a seasonal tourist venue, 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.
 - vi. ***Circulation:*** Control and - if possible - reduce truck and other vehicular traffic; maintain 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.
 - vii. ***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.
- b. 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 additional areas 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 Village, to ensure population stability as the number of persons per household continues to decline.
 - 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.
- c. 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.
- d. 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.
- e. Economy Policies.
- i. Embrace and encourage quality development and redevelopment consistent with this Long Range Plan's goals.
 - ii. Require property maintenance and encourage property improvements, so as to stabilize and increase Village property values.
 - iii. Consider areas within the Village for detachment from the Village; and consider areas adjacent to the Village for annexation to the Village. Specific areas are discussed later, under Land Ownership.
 - iv. Explore ways to increase ongoing revenues and control expenses. Options for increasing ongoing revenues and options for controlling expenses should be explored on a line item basis in the annual Village budget.
 - v. Consider annexation to the Village of the Morris Acres area, north of Stine Road, west of Riverview Road, and south of the Ohio Turnpike (I-80), as a means of increasing income tax revenues with minimal increased costs.

- vi. Consider detachment from the Village of the Girl Scout, Saalfeld, and surrounding properties along Akron-Peninsula (northerly part), Riverview (south of Bishop), and Major Roads, as a means of controlling service costs by eliminating the need to provide service to remote areas inside the CVNP statutory boundaries.
 - vii. Undertake any recommended or other annexations and detachments in the context of consistency with Village goals, fiscal impact on Village revenues and services, and impact - if any on the Village's relationship with the federal government.
- f. Land Ownership Policies.
- i. Adopt zoning requirements that ensure compatible and sympathetic use of remaining large parcels outside the CVNP statutory boundaries.
 - ii. Adopt zoning requirements that ensure compatible and sympathetic use of remaining large parcels inside the CVNP statutory boundaries but with no current federal interest.
 - iii. Work with property owners to encourage compatible and sympathetic use, including conservation and protection consistent with the goals of this Plan.
 - iv. Approach and engage large and multiple property owners to discuss the goals of this Plan, and to identify opportunities for public-private cooperation in the furtherance of those goals.
- g. Circulation Policies.
- i. Complete streetscape improvements on Main Street east of the River, and on Akron-Peninsula Road south to the Brandywine Country Club property.
 - ii. Install streetscape improvements on Main Street west of the River to Riverview Road, on Riverview Road south to Heritage Farms; and on North Locust and East and West Mill Streets where practical and feasible.
 - iii. Consider diagonal (instead of parallel) on-street parking on Main Street and wherever else possible throughout the center of the Village, to narrow driving lanes and "calm" traffic, thereby discouraging through and truck traffic.

- iv. Undertake a comprehensive Village parking plan, including cooperation with the federal government and private property owners regarding location and construction of sufficient parking to accommodate future resident and seasonal parking needs.
 - v. Consider establishment of a pedestrian and non-motorized vehicular link between the center of the Village, the Towpath, and Deep Lock Quarry Metro Park along the unpaved portion of the existing South Canal Street right-of-way.
 - vi. Consider construction of an emergency-only connector between Church and Center Streets.
 - vii. In conjunction with redevelopment of the Village's industrial area, consider construction of new streets extending between the West Mill and North Locust Street termini.
 - viii. Consider the need for secondary access to the future Mixed Use area.
 - ix. Minimize the impact of new development and redevelopment on existing residential neighborhoods.
 - x. Pursue pavement, gate, and pedestrian crossing upgrades to the railroad crossing at Main Street (SR 303) in cooperation with the federal government and the Cuyahoga Valley Scenic Railroad.
 - xi. Complete the sidewalk system, and extend the pedestrian system between the center of the Village and Heritage Farms, The Quarry, Deep Lock Quarry Metro Park, and Brandywine County Club.
 - xii. Consult with the federal government's efforts to create the Gateway Path and other trails; and work with Metro Parks Serving Summit County to explore the feasibility of an east-west pedestrian connector between Deep Lock Quarry Metro Park and the Brandywine Country Club.
- h. Facilities and Services Policies.
- i. Continue and build upon relationships with the School District, Library, other recreational site owners, and the Recreation League, to ensure availability for Village resident recreation use; and include cooperative maintenance agreements and other financial support as appropriate.

- ii. Build on existing properties and facilities to ensure adequate recreational use opportunities for all Village residents.
 - iii. Consult with the Library regarding site and access improvements necessary to have the Library property function as a Mini-Park.
 - iv. Support efforts to upgrade play equipment at park and recreation sites to established accessibility standards.
 - v. Continue to explore formation of a joint recreational district with Boston Township, to lead to joint funding for recreational programs and services.
 - vi. Adopt zoning requirements to ensure that future land uses protect and conserve important Village natural, physical, cultural, and historical resources and open space.
 - vii. Undertake a careful review of the status of the Village Service Garage and Olde Players Barn properties, including reuse capabilities and scenarios.
 - viii. Ensure that the scope of water/sewer availability is consistent with the goals and policies of this Long Range Plan, so as not to undermine the implementation of Plan recommendations in the future.
- i. Future Land Use Policies.
- i. Amend the Village Zoning Ordinance and Official Zoning Map as recommended on this Long Range Plan's Future Land Use Map.
 - ii. Review future rezoning and development requests for consistency with this Long Range Plan's Future Land Use Map.
 - iii. Allow existing industrial uses to continue; and support continuation of such uses in all ways consistent with this Long Range Plan's goals; but amend the Zoning Ordinance, however, to provide that if any existing industrial use should close, sell, relocate, or otherwise cease operation, the property on which such use was formerly located should be redeveloped to accommodate uses consistent with this Long Range Plan's goals.
 - iv. Main Street should continue to be able to be a place of residence for Village residents, and should - consistent with that purpose - accommodate retail commercial and accessory uses that promote a sense of "small town" community that caters to Village residents, people from

- nearby and surrounding communities, and other pedestrians.
- v. Begin discussions with owners of the Bishop, Bender, and Brandywine properties about Village interest in future use of these properties.
 - vi. Undertake water service and wastewater service feasibility studies consistent with the recommendations of this Long Range Plan.
- j. Other Goals.
- i. *Design Guidelines Manual.* Prepare a design guidelines manual, to describe the types of development and redevelopment desired in the Village and the types of natural features and visual resources the Village would like to protect. The benefit of a design guidelines manual is that it can be used to communicate concepts and ideas that are not appropriate for the Zoning Ordinance. Design issues typically included in such a manual include architecture, building orientation, parking and circulation, landscaping, utilities, lighting, signs, and access management.
 - ii. *Maintain the Long Range Plan.* Keep the general public informed about the Long Range Plan and keep the Planning Commission and Village Council actively involved in maintaining it. The Long Range Plan should be an active document and continually reviewed and updated. Joint meetings between the Commission and Council should be held to review the Plan and any amendments that may have become necessary. This will help ensure that the Plan is not forgotten and that its strategies and recommendations are implemented. Then, every ten years or earlier if the Commission feels appropriate, another full-scale Long Range Plan update should be undertaken. These steps will help keep the public aware of the Plan and make sure it does more than "sit on a shelf and collect dust."
- k. Public Policy and Administrative Actions.
- i. *Intergovernmental Cooperation.* Cooperate with other governmental units where necessary to implement the recommendations of this Plan. For example, road improvements will affect quality of life, but decisions regarding Main Street are made by ODOT. Clearly, ODOT, AMATS, and other entities responsible for making funding decisions, must be made aware of the Village's land use planning goals and policies.
 - ii. *Development Impact Analysis.* Adopt legislation that requires impact analyses for new development or redevelopment activities of Village-wide

impact. Impact analysis is a policy tool that is intended to describe the probable outcome of a proposed development project. Typically, an impact analysis involves the identification, quantification, and evaluation of environmental, economic, social, physical, and other impacts resulting from the development. An impact analysis often will also identify measures that can be taken to alleviate the impacts. For example, a traffic impact analysis would typically identify new signalization, changes in road geometrics, and other measures that might be necessary to accommodate the traffic generated by a proposed development.

An impact analysis is most effective if the Village establishes explicit guidelines and then participates with developers in completing the impact analyses. The guidelines should identify appropriate sources of information, formulated to be used in calculating impact, and reasonable assumptions to be used in the analysis.

The benefit of impact analysis is not just in identifying mitigation measures that would profit from developer participation. Impact analysis also benefits the Village by identifying future public service capacity problems, by identifying the types of development or features that generate the least impact, and by providing information to the Village that can be used to study and evaluate development over time.

Prior to making impact analysis a requirement, the Village must first identify the types of impacts it wishes to evaluate, and it must establish appropriate guidelines for analyzing each impact. Then, the Village must determine when an impact analysis is warranted. The need for an impact analysis might be based on the size of the development (proposed number of dwelling units, floor area of non-residential uses), its location (in or near an environmentally sensitive area, on a high-traveled road), or the type of development. One approach might be to conceptually define a "development of Village-wide impact" for which development impact analysis would be required.

- iii. *Fiscal Impact Analysis.* Adopt legislation that requires fiscal impact analyses for certain development or redevelopment activities. Fiscal impact analysis is a special type of impact analysis that involves the projection of direct, current, public costs and revenues associated with a proposed development. It involves a description and quantification of public costs (police, fire, public works, transportation, and educational facilities) that come about as a result of development, as well as the revenues generated from property taxes, user charges, intergovernmental

transfers, and other fees.

As with other types of impact analyses, a fiscal impact analysis is most effective if the Village establishes explicit guidelines and then assists the developer in completing the impact analysis. The guidelines should identify the appropriate method of analysis, sources of base data, and appropriate demographic multipliers.

Fiscal impact is one of several other types of analyses that the Village could complete and/or require of an applicant in the course of reviewing a proposed development proposal. Consequently, the results of a fiscal impact analysis should be just one part of development review and should not be the sole basis for approval or disapproval of a particular land use.

- iv. *Establishing Priorities.* This Long Range Plan contains a multitude of recommendations. There is insufficient staff or volunteer support to implement all of the recommendations in a carefully planned, deliberate manner. Participants involved in setting priorities include Village staff, the Planning Commission, and other Village officials.

1. Land Use Controls.

- i. *Subdivision Regulations.* Review and revise the Village's Subdivision Regulations, to integrate Village planning priorities into the review of any new development. Subdivision Regulations outline the procedures and standards affecting a community as to the review and approval of proposed subdivisions and other divisions of land. As with the purpose of this Long Range Plan, the purpose of any such regulations or amendments should be to protect land, rather than to promote development.
- ii. *Zoning Regulations.* Revise and update the Zoning Ordinance to effect many of the recommendations set forth in this Long Range Plan.
 1. Rezone land to implement the Long Range Plan. The land use classifications on the Future Land Use Map provide the basis for evaluating future rezoning requests. Zoning actions that are consistent with the Future Land Use Map usually receive deferential and favorable judicial review if challenged. The Long Range Plan should be the principal source of information in the investigation of all rezoning requests.
 2. Create a mechanism for establishing Planned Developments in the

future Mixed Use area. Planned developments involve the use of special zoning requirements and review procedures that provide design and regulatory flexibility, so as to encourage innovation in land use planning and design. Planned developments should achieve a higher quality of development than might otherwise be possible. Use of the planned development is recommended to achieve development in accordance with the goals and policies of this Plan, specifically as they relate to the future Mixed Use area.

3. Identify and adopt appropriate *Performance Standards*. Rather than simply regulating development on the basis of dimensional standards, many communities establish performance standards to regulate development based on the permissible effects or impacts of a proposed use. Performance standards should be used to supplement conventional zoning standards for the purposes of regulating noise, dust, vibration, odor, glare and heat, safety hazards, and environmental impacts, such as air and water pollution. Performance standards can be particularly useful in achieving environmental and resource protection goals. If based on a strong body of research, standards can be developed that relate to critical environmental areas (such as floodplains, wetlands, lakes, woodlands, groundwater recharge areas, and unique wildlife habitats), and natural resource areas (such as forest lands).
4. Adopt legislation to establish a *Local Historic District*, and adopt *Historic Design Standards* to aid in the implementation of said legislation. These actions will demonstrate the Village's commitment to historic preservation, and will be a recognition of current Village residents' and property owners' stewardship responsibilities relative to historic Village buildings and the properties on which they are located.
5. Create a mechanism for using *Incentive Zoning*. Incentive zoning should be considered to implement land use recommendations identified in the Long Range Plan.

6. Review and modify, where appropriate, *Setbacks and Other Standards*. It is important to review the required setbacks and other dimensional standards to be certain that they promote the desired type of development.
7. Create a mechanism for establishing *Overlay Zoning*, especially as it relates to the historic center of the Village. Overlay zoning will allow the Village to impose a new set of regulations on a special area within an existing zoning district. In an area where overlay zoning is established, the property is placed simultaneously in the two zones, and the property may be developed only under the applicable conditions and requirements of both zones. Thus, the overlay district regulations supplement the regulations of the underlying zoning district. Overlay zoning has been used in other communities to address special conditions and features, such as historic areas, wetlands, and other environmentally sensitive areas, without disrupting the underlying zoning.
8. Create a mechanism for utilizing *Open Space Zoning* if necessary and where appropriate, especially if development inconsistent with the recommendations of this Long Range Plan is ever proposed or contemplated on large or vacant properties in the Village. Open space zoning is an alternative to conventional zoning that is intended to promote preservation of rural character. The search for an alternative to conventional zoning came with the realization that conventional zoning often results in residential sprawl, that consumes large amounts of land and divides open spaces into fragments that are not conducive to agriculture, wildlife habitat, or other rural open space uses.
9. Create a mechanism for utilizing *Development Agreements*. Development agreements might prove useful to achieve desired developments, especially if or when development is proposed in the future Mixed Use area. Although there is no explicit legislative authority for such agreements, many communities have used development agreements to achieve a mutual understanding between the developer and community concerning the conditions under which development can occur. Development agreements are often negotiated as part of a planned development approval, allowing the community and developer to address complex issues that cannot be adequately addressed on a typical site plan.

- m. Capital Improvements Plan. Adopt a comprehensive Capital Improvements Plan (CIP) on an annual basis. The Village should annually prepare a CIP for the ensuing three to six years, which shall show those public structures and improvements in the general order of their priority, which in the Village's judgment will be needed or desirable and can be undertaken within the period. The CIP should set the Village's priorities for infrastructure improvements. The CIP should be prepared by the Mayor and adopted by the Village Council or, if so delegated by the Village Council, the Planning Commission.
- n. Economic Development and Redevelopment Mechanisms. Ensure that design guidelines and standards apply to all new commercial developments, as well as expansions and renovations. Redevelopment should occur in a proper manner that ensures that it will be aesthetically pleasing and not injurious to surrounding properties and neighborhoods.
- o. Land Acquisition. Consider appropriate means to undertaking land acquisition as an important supplement to land use regulations, and as a means of managing growth and protecting natural resources. Land acquisition can be used to control the use of a specific acquired parcel, or it can be used to influence the general growth of the Village. Local land acquisition programs are generally funded either by local property taxes (such as a dedicated millage or general fund revenues) or by grant programs. For example, the Village could use Clean Ohio grant programs sponsored by State to acquire park land and open space, as well as trails and brownfield areas, throughout the Village.

There are several approaches to acquiring interest in land to advance the goals of the Long Range Plan. Generally, the Village can take direct action to acquire property interest or it can rely on private voluntary land protection efforts.

- i. *Direct Action by the Village.* If the Village takes direct action, it can acquire property in fee simple or it can acquire a partial interest through acquisition of easements. Fee simple acquisition provides the greatest level of control over the use of a parcel, but it also is the most expensive method of acquisition. In addition to the acquisition costs, fee simple acquisition removes property from the tax rolls, resulting in a decrease in property tax revenue.

Easements are distinct property rights that may be sold separately from other rights to the Village. Easements are effective for preserving sensitive lands, providing public access along rivers or greenways, and allowing property owners to obtain income, estate, and property tax benefits for land stewardship while they continue to live on their land.

- ii. *Private Voluntary Land Protection Efforts.* Instead of or in addition to taking direct action, the Village can encourage and rely on private voluntary land protection efforts. The term "voluntary" has two meanings in this context. First, property owners can voluntarily donate land or easements in the interest of conserving natural resources or natural features. Second, to facilitate the natural resource protection program, private land trusts can be voluntarily established to make use of a variety of land acquisition and conservation techniques. Like local government, land trusts typically rely on fee simple acquisition and acquisition of easements.

Other than acquisition at full market value, private tools available to preserve land include donation of land or bargain sale (acquisition at below full market value); options to buy (often used to secure a parcel of land while funding is being obtained); rights-of-first-refusal (used to tie up a parcel without having to purchase it immediately); leases (temporary control without the expense of acquisition); pre-acquisition by a land trust (the land trust serves as the intermediary for the public agency, such as the Village); and conservation investment (in essence, a real estate syndication for the purpose of resource protection).

Several variations on the land preservation techniques described above exist and can be utilized by the Village to meet stated goals and policies.

See *Appendix C* for a partial listing of tools available to assist the Village with implementation of many of the above recommendations.

10. Summary Statement.

The success of the Long Range Plan depends on efforts to inform and educate citizens about the Plan and the need for regulatory measures to implement the Plan. Successful implementation requires support by and active participation of residents, property owners, and business owners through a thoughtfully prepared public education program.

For example, citizens should be made aware of the potential for development of existing large parcels that are vacant or privately owned and used for recreational purposes. They must be informed about the impacts of development on the Village, as well as their opportunity for input into what type of development it might be, as well as what the Village can and can not do in working with private property owners towards mutual goals. Efforts should be made to identify the benefits to be achieved from new regulations.

Implementation measures are workable if there are people in the community with vision and tenacity who are willing to invest the time and effort required to make them work. Community improvement requires a compelling vision, persistence, flexibility to respond to changing needs, opportunities, and circumstances, and an ability to achieve consensus.

By seizing the opportunity to plan now and not letting go of this opportunity in the future, the Village will be able to achieve this Long Range Plan's goals, implement this Long Range Plan's policies, and fulfill this Long Range Plan's Statement of Purpose.

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Village of Peninsula, Ohio

Long Range Plan

APPENDIX A -

VILLAGE RESOLUTION NO. 1552-1994

RECORD OF RESOLUTIONS

Dayton Legal Blank Co. Form No. 30045

Resolution No. 1552-1994

Passed February 14, 1994

AUTHORIZING THE PLANNING COMMISSION OF THE VILLAGE OF PENINSULA TO PROCEED TO DEVELOP A COMPREHENSIVE PLAN, INCLUDING CONSIDERATIONS OF SEWER AND WATER.

WHEREAS, it has been recommended that the Planning Commission of the Village of Peninsula proceed to develop a comprehensive plan, including considerations of sewer and water; and

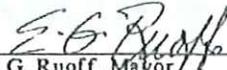
WHEREAS, Council deems it to be in the best interest of the inhabitants of the Village of Peninsula to do so; now, therefore,

BE IT RESOLVED by the Council of the Village of Peninsula, Summit County, Ohio:

Section 1: That the Planning Commission be, and hereby is, authorized to proceed to develop a comprehensive plan, including considerations of sewer and water; and

Section 2: That this Resolution shall take effect and be in force from and after the earliest period allowed by law.

Passed: 2-14-94


E. G. Ruoff, Mayor

Attest:


Polly Rutledge, Clerk

I, Polly Rutledge, Clerk of the Village of Peninsula, Summit County, Ohio, do hereby certify that the foregoing Resolution No. 1552-1994 was duly and regularly passed by the Council of the Village of Peninsula, Summit County, Ohio, at a special meeting of Council on the 14th day of February, 1994.


Polly Rutledge

POSTING CERTIFICATE

I, Polly Rutledge, Clerk of the Village of Peninsula, Ohio do hereby certify that the foregoing Resolution was duly passed by the Council of the Village of Peninsula, State of Ohio, on the 14th day of February, 1994; that there is no newspaper published in said municipality and that the publication of the foregoing Resolution was made by posting true copies thereof at five of the most public places in said Village as heretofore determined by Council by the Resolution No. 1297-1990, as follows:

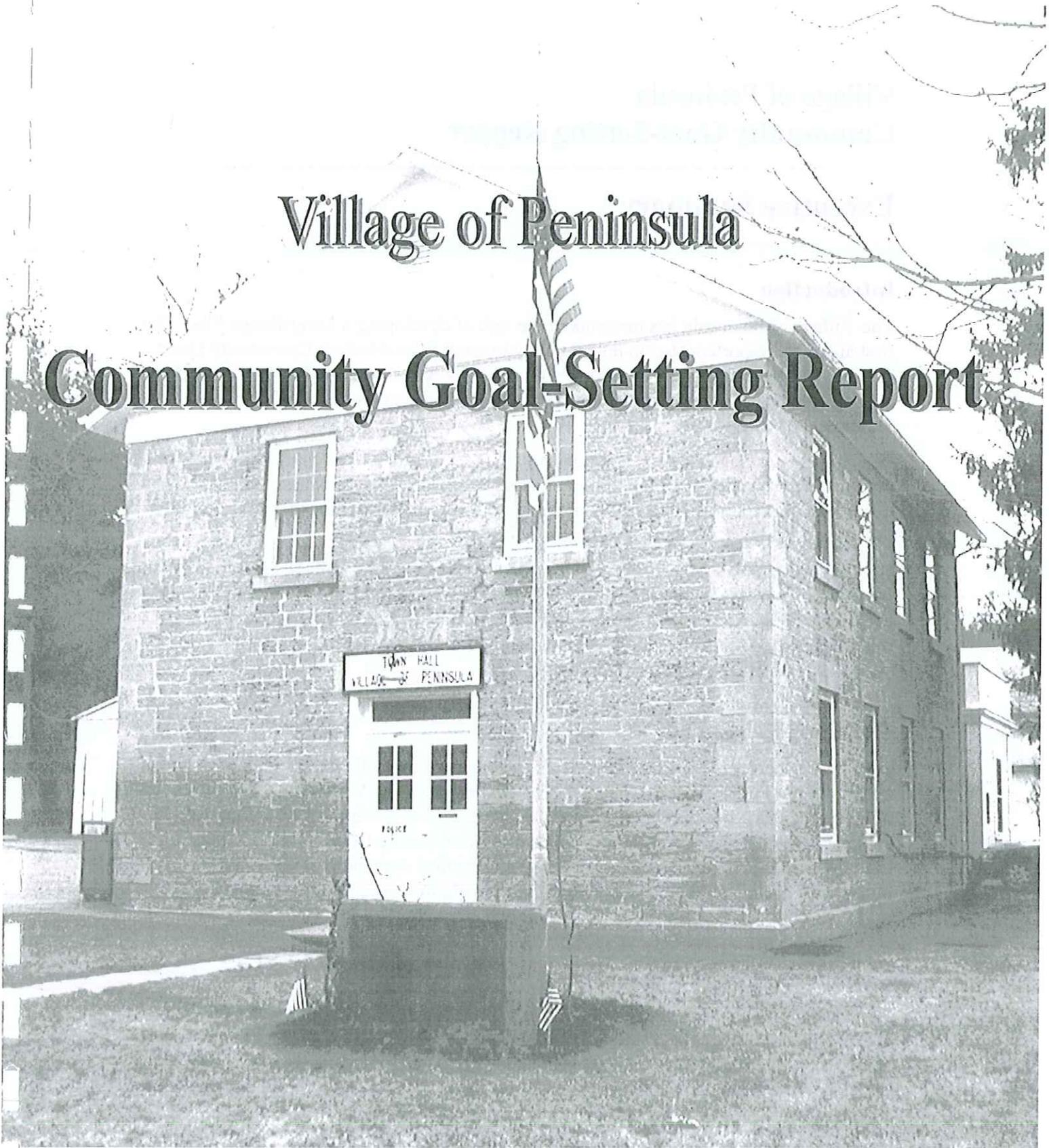
1. Terry Lumber & Supply
2. Woodridge Middle School
3. Peninsula Library & Historical Society
4. Peninsula Village Hall Lobby
5. Peninsula Post Office

each for a period of fifteen days commencing on the 8th day of April, 1994.


Polly Rutledge, Clerk

Village of Peninsula

Community Goal-Setting Report



Prepared for **The Village of Peninsula**
Peninsula, Ohio

December 2000

Prepared by **E. G. & G., Inc.**
Landscape Architecture ♦ Planning ♦ Engineering

388 S. Main Street, Suite 301

Akron, Ohio 44311

Village of Peninsula

Community Goal-Setting Report

Executive Summary

Introduction

The Village of Peninsula has undertaken the task of developing a Long-Range Plan. The first and most important step in this planning process is establishing Community Goals. This has been accomplished through a series of three well-attended Community Goal-Setting Workshops. The starting point for these workshops was the Village's Vision Statement.

Peninsula is a vintage canal-era community. In recent years it has become known as a visitor destination for shopping, dining, history, the experience of nature, hiking, bicycle riding, and much more. Both within and outside the community it is known as a highly desirable place to live with many attractive features.

For most of Peninsula's history certain events have affected the Village dramatically, but for the most part the impact of these events have been absorbed slowly. The difference between then and now is that the rate of change in the modern world has accelerated. As one Planning Commission noted, "I have seen more changes here in the last 20 years than have occurred in the previous 175 years."

The Long-Range Plan

A Long-Range Plan is one tool that will help Peninsula deal effectively with change in a timely way, and in a proactive manner. The challenge for the Village is to make appropriate, effective and timely decisions. Some process is required to do this well. A Long-Range Plan can assist in this regard. Another Planning Commission member commented, "I hope these workshops begin a continued approach to protecting our community from 'forced defense to thoughtful evolution' – determined change by the community rather than forced adaptation to outside pressure."

Community Goal-Setting Process

The primary objective for the Goal-Setting Process was to allow community, through a series of workshops, to become involved in determining the future of the Village. Clearly members of the community know best their requirements for living, working and playing and their aspirations for the future. The primary virtue of this Goal-Setting process was that it focused discussion on the Village's most important issues.

The Goal-Setting process focused on important and long-term issues through a process of narrowing down options. The ultimate objective of these workshops was to specifically define action-oriented goal statements. These goals now form the foundation of the Long-Range Plan.