

Housing

Long Range Plan Update Housing Policies

- Acknowledge that housing in the Village is generally older and larger than housing in the County and the State placing added responsibility on homeowners to maintain the Village's aging housing stock.
- Proper planning should be geared toward ensuring continuance of past trends and minimization of significant future changes.
- 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 and subdivision regulations.
- Establish a local historic district and local reviewing body.
- Encourage reinvestment in existing housing stock,
- Evaluate the modification of current zoning requirements for housing to encourage more affordable housing.
- Consider zoning modifications that establish criteria for multi-family developments to be consistent with the small town character, limiting the scale to smaller buildings, and maintaining densities that will not burden community services.

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 2016 U.S. Census estimate, there are 266 housing units in the Village, of which 250 are occupied. The occupancy rate of housing in the Village has remained fairly stable over the last 15 years. Table 11 shows that almost 83% of all occupied housing units in Peninsula are owner-occupied. This is higher than State and County averages, which both have occupancy rates of approximately 70%. The Village has seen an increase in owner occupied housing over the last 15 years.

Table 11

Housing Units by Occupancy 2000 to 2016

| Category | Village of Peninsula | | | Summit County | | | State of Ohio | | |
|------------------------------|----------------------|------|------|---------------|---------|---------|---------------|-----------|-----------|
| | 2000 | 2010 | 2016 | 2000 | 2010 | 2016 | 2000 | 2010 | 2016 |
| Total Housing Units | 254 | 261 | 266 | 230,880 | 245,109 | 245,164 | 4,783,051 | 5,227,508 | 5,146,944 |
| Occupied Units | 240 | 237 | 250 | 217,788 | 222,781 | 221,879 | 4,445,773 | 4,603,435 | 4,601,449 |
| % Occupancy | 95.5 | 90.8 | 94 | 94.3 | 90.9 | 90.5 | 92.9 | 89.8 | 89.4 |
| Owner Occupied Units | 190 | 185 | 207 | 152,974 | 151,134 | 145,616 | 3,072,522 | 3,111,054 | 3,035,485 |
| % of all occupied units | 79.2 | 78.1 | 82.8 | 70.2 | 67.8 | 65.6 | 69.1 | 67.6 | 66.0 |
| Average Household Size | 2.47 | 2.53 | 2.55 | 2.58 | 2.49 | 2.5 | 2.62 | 2.54 | 2.55 |
| Vacancy Rate | 1.0 | 0 | 1.0 | 1.4 | 2.5 | 1.9 | 1.6 | 2.4 | 1.8 |
| Renter Occupied Units | 50 | 52 | 43 | 64,814 | 71,647 | 76,271 | 1,373,251 | 1,492,381 | 1,565,964 |
| % of all occupied units | 20.8 | 21.9 | 17.2 | 29.8 | 32.2 | 34.4 | 30.9 | 32.4 | 34.0 |
| Average Household Size | 2.1 | 1.87 | 2.05 | 2.14 | 2.18 | 2.21 | 2.19 | 2.24 | 2.27 |
| Vacancy Rate | 9.1 | 7.1 | 0 | 8.1 | 9.8 | 6.7 | 8.3 | 10.9 | 6.0 |

Source: U.S. Census

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:

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 1940, compared to roughly 1/4 for both the County and State. Table 12

Nearly 90% of housing units in the Village are over 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. Much of this older housing stock is located in the downtown area, is on smaller lots and in the historic district. A review of the housing values in the community indicate that the value of homes in this area is almost half the value of a home in the outer areas of the community. Creating opportunity and incentives for reinvestment and updating of this housing stock should be a priority. This housing stock may also provide an opportunity to encourage younger families to relocate to the Village.

Housing Size and Density. Housing size in the Village of Peninsula, based on the number of rooms per housing unit, is on average larger than that of Summit County. As indicated in Table 13, only 1.5% 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%, respectively. Permitting and/or encouraging smaller units may assist in diversifying the population in both age and socio-economic status.



Projected Long Term Housing Demand. The population of the Village is expected to remain relatively flat over this planning period. Contrary to the estimates in the 2003 Long Range Plan, the population of the Village has decreased in the last 15 years. Therefore, additional demand for housing appears unlikely based on the current population projections. To date,

housing starts have been minimal based on the lack of available land for development. However, the population and the demand for housing could be impacted by the potential development of one of the few large parcels of vacant or underutilized parcels of property located in the Village and outside of the National Park designation. As noted in the Population chapter, there continues to be a significant loss of the over 65 population. Finding options to keep that population in the Village should be a consideration. Also, as the population continues to grow older, the Village should look for opportunities to entice younger families into the community to maintain a vital and vibrant community.

Table 12

Housing Units by Year Structure Built

| Construction Period | Village of Peninsula | | Summit County | State of Ohio |
|---------------------|----------------------|------|---------------|---------------|
| | | % | % | % |
| 2014 or Later | | 0 | .1 | .2 |
| 2010-2013 | | 5.3 | .7 | 1.1 |
| 2000-2009 | | 3.4 | 7.9 | 9.8 |
| 1990-1999 | | 13.9 | 11.7 | 11.8 |
| 1980-1989 | | 2.6 | 8.3 | 9.0 |
| 1970-1979 | | 7.1 | 12.9 | 14.3 |
| 1960-1969 | | 5.6 | 13.1 | 12.3 |
| 1940-1959 | | 14.6 | 24.9 | 20.7 |
| 1939 or Earlier | | 47.4 | 20.3 | 20.7 |

Source: U.S. Census

Table 13

Size of Housing Units through 2016

| No. Rooms | Village of Peninsula | | Summit County | State of Ohio |
|-----------|----------------------|---------|---------------|---------------|
| | No. Units | Percent | Percent | Percent |
| 3 or less | 4 | 1.5 | 9.4 | 9.7 |
| 4 | 19 | 7.1 | 12.3 | 13.7 |
| 5 | 24 | 9.0 | 18.7 | 19.4 |
| 6 | 52 | 19.5 | 21.2 | 20.0 |
| 7 | 60 | 22.6 | 15.0 | 14.3 |
| 8 or more | 107 | 26.7 | 23.3 | 22.9 |

Source: U.S. Census

The percentage of renter occupied housing has continued to decline since the 2003 Long Range Plan. This trend is expected to continue, however the recent increase in seasonal and tourist related rentals through such services as Airbnb and VRBO could impact the short-term rental market. This phenomenon may also impact the demand for housing and the property values, if the market for short term rentals remains strong. The Village may wish to consider short-term rental regulations to mitigate any potential impacts on surrounding neighbors.

Analysis of Multi-family Housing Needs. Table 14 shows that the Village continues to have few multi-family housing structures with five or more units. This is significantly lower than the housing stock of the County and State, respectively, which both consist of roughly 15% multi-family housing structures of five or more units. In fact, just over 2% of all the housing units in the Village are found in buildings with three (3) or more units. The Village’s housing stock has historically been and continues to be predominately single family, which reinforces the “small town” character of the community. Large housing and apartment complexes would be out of character and dramatically change the Village’s environment, as well as placing an increased burden on local services.

Table 14 **Housing Units by Type 2000 and 2016**

| Structure Type | Village of Peninsula | | | | Summit County | | State of Ohio | |
|-----------------|----------------------|------|----------------|------|---------------|------|---------------|------|
| | 2000 | | 2016 | | 2000 | 2016 | 2000 | 2016 |
| | No. Structures | % | No. Structures | % | % | % | % | % |
| Single Detached | 208 | 92.9 | 262 | 98.5 | 71.0 | 70.7 | 67.4 | 68.4 |
| Single Attached | 7 | 3.1 | NA | NA | 4.4 | 5.3 | 3.8 | 4.5 |
| 2 unit | 4 | 1.8 | NA | NA | 5.4 | 4.6 | 5.2 | 4.4 |
| 3-4 unit | 2 | 0.9 | NA | NA | 3.7 | 3.8 | 4.8 | 4.9 |
| 5 or more unit | 3 | 1.3 | NA | NA | 14.7 | 14.7 | 14.2 | 14.2 |
| Mobile Home | 0 | 0.0 | NA | NA | 1.1 | 0.9 | 4.6 | 3.8 |

Source: U. S. Census

While multi-family housing can meet housing needs for some elderly residents, empty nesters, as well as young singles, couples, and even small families, it must be designed and constructed to retain the desired small-town character of the Village. Smaller buildings with 4 units or less located near the center of the Village and subject to specific design and development guidelines would offer the most protection to the Village in the implementation of this option. This option may only be viable should central sewer and water service become available in the area.

Analysis of Affordable Housing Needs. The Village is a small community covering a small area with a small population. As previously stated, the housing values in the community vary greatly but continue to increase. Working toward providing affordable housing can support the diversification of the population base. Typically younger families and young professionals are first time home buyers and have limited resources for the home purchase. The Village may promote the older housing stock and the historic area as an ideal first home investment. The area has many of the characteristics desirable to the younger buyer, walkability, close to restaurants and night life, a unique character and design, and a historic district location. Many of the homes in the historic district are valued in the range of \$100,000 to \$150,000, based on the Summit County Auditor's information. This is considered affordable in the 2018 housing market. The support of the housing in this area through the establishment of housing assistance programs to maintain and upgrade the structures would not only entice buyers but also help to preserve the historic housing stock.

Housing affordability may also be addressed through the minimum house square footage, lot size and design standards established in the Zoning Ordinance. Allowing smaller homes on infill lots in the areas adjacent to the downtown could assist in creating affordable housing options. This provision may only be viable should limited sanitary sewer capacity become available or improved technology is created which permits individual sanitary systems on small lots in this area. Other options that may be explored are 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 for multifamily rental or condominium use.

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.

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/or redevelopment. Since the 2003 Long Range Plan, the only significant new residential development has occurred on the Bender property. The other large parcels identified in the 2003 Plan as potential development sites, the Haramis (unencumbered portion), and Brandywine parcels continue to offer potential locations for future residential development. However, Federal government actions (land acquisition) may also impact their potential. In the future, and on these parcels in particular, the quality, density, and intensity of development will depend on the close coordination between land development (zoning and subdivision) requirements and the availability of central water and sanitary sewer services.

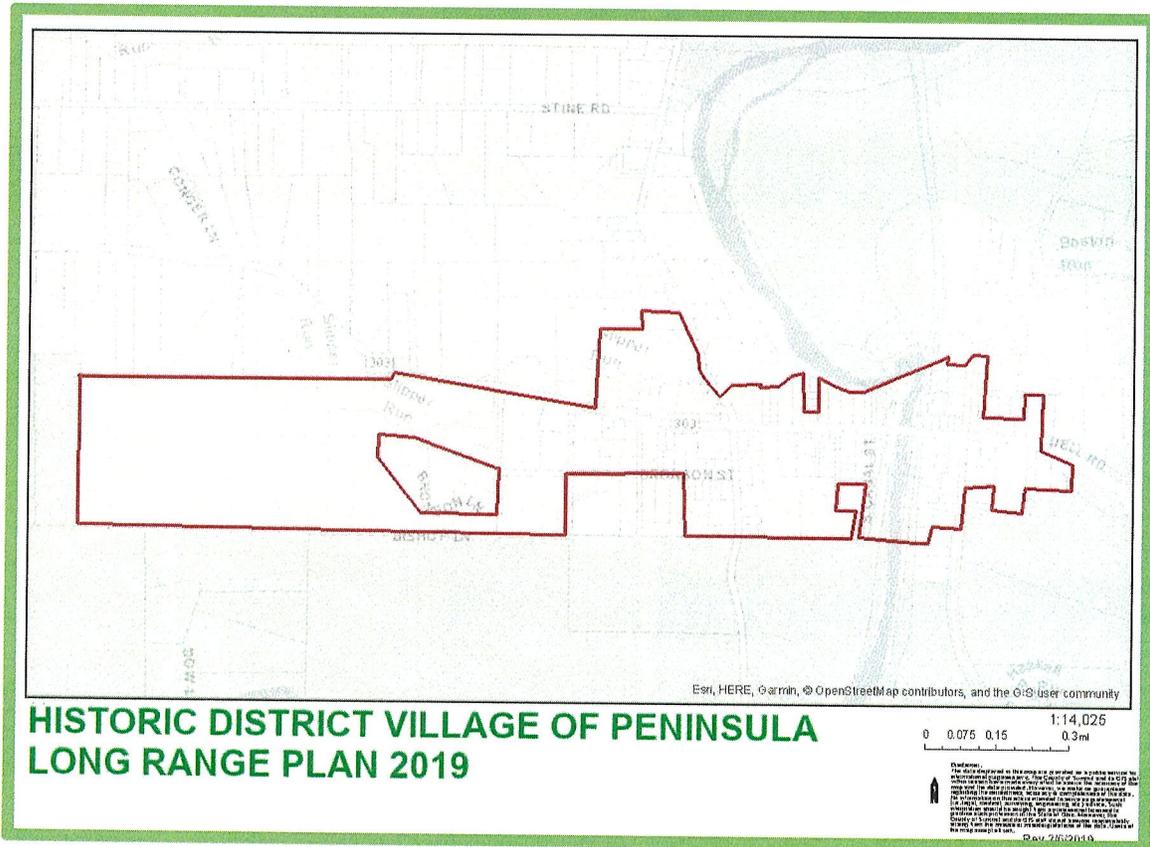
Need for a Variety of Housing Types. In the future, Village residents may desire a wider range of housing type choices due to changing demographics and lifestyles. With a median age of 47.3 years, the population is older than the population of both the County and State. In addition, the Village population is getting older, with the greatest population gain occurring in the 45 to 64 year-old, or mature families age bracket. However, the 2010 Census saw a decline in the population over 65 which is contrary to regional and national trends. 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. If the demand for further senior housing in the Village is determined to exist, the Village should consider small scale projects that are in keeping with the current development of the community as recommended under Population.

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.

Historic Preservation. This Long Range Plan Update 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.

The Village has in place a National Register Historic District, which is demarcated by signage and the result of considerable past study and analysis. This district was expanded in 2017, resulting in a boundary increase that encompasses a number of the side streets along Main Street, Riverview Road, and Locust Street, and includes Bronson Avenue, Center Street, Canal Street, Church Street, Parker Court, and Orchard Street. The boundary increase also includes additional properties at the west end of Main Street, the north end of Riverview Road, and the north and south ends of Locust Street within the Village. A map of the Historic District is found below.



To achieve the greater protection of structures and properties sought by this Plan, however, the Village should consider establishment of a local historic district; the establishment of design and maintenance standards for the area; and the creation of a local reviewing body to oversee changes in that district. Such protections could be accomplished through an amendment 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. The Zoning Ordinance was amended after the creation of the 2003 Long Range Plan to provide a process for the review of site plans for new uses or construction or the change of use of a land

or structure. However, the current site regulations do not require site plan review for single family or two-family homes. To preserve the historic character of the properties in the historic district a review process for those properties should be established. This process may be a streamlined version of the existing site plan review process so as not to be overly burdensome to the homeowners. The review process would allow the Village to address issues of quality of residential design previously discussed in this chapter.

Summary: Housing Policies.

- ❖ 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 or in the State. These characteristics place added responsibility on homeowners to maintain the Village's aging housing stock.
- ❖ 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 the Long Range Plan Update's general goals, proper planning should be geared toward ensuring continuance of past trends and minimization of significant future changes.
- ❖ 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 and subdivision regulations.
- ❖ Establish a local historic district and local reviewing body to protect historic structures and the properties on which they are located.
- ❖ Encourage reinvestment in existing housing stock through home improvement and first time home buyer programs.
- ❖ Evaluate the modification of current zoning requirements for housing to encourage more affordable housing options such as smaller housing sizes, housing above commercial uses and "granny flats".
- ❖ Consider zoning modifications that establish criteria for multi-family developments to be consistent with the small town character, limiting the scale to smaller buildings, and maintaining densities that will not burden community services.