

City of Perrysburg, Ohio 2001 Comprehensive Plan Update

Submitted to:

The City of Perrysburg

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December 2002

Note: All research, analysis, and Plan Update information work was completed during the time period ending December 1, 2001.

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Introduction

Twenty years from now, it is believed the population in Perrysburg will increase by over eleven thousand people. A total of 28,000 people will live in the City of Perrysburg, an increase of 65 percent from the 2000 population. Another way to look at this is in terms of number of families. In 2020, about 4,400 more families will live here. These families will build almost five thousand new houses and apartments, consume approximately 1,400 acres of residential land, create new jobs, and demand new public services, grocery stores, shopping centers, roads and parks.

The Perrysburg Planning Commission and the City Council anticipates this growth and has established this Comprehensive Plan so as to avoid the potential problems that might come with uncontrolled growth. The relationship between the people and the environment that they occupy is crucial for balance and quality to both the environment and the occupants lives. Land should be set aside for new housing to avoid overcrowding and unacceptable prices for land and houses. Roads must be improved to handle additional traffic. Commercial development must be planned and coordinated carefully so development is empathetic with existing shopping areas and the existing downtown.

The key to making the best of an increasing population is for the municipality to carefully consider, in advance, all the services and facilities the community will need and to prepare for this in an efficient manner. This report attempts to set parameters and guidelines to easily understand and facilitate controlled growth to our Perrysburg community. This is part of the purpose of the 2001 Perrysburg Comprehensive Plan Update.

A City's Comprehensive Plan is a detailed study of land and its uses, its inhabitants and their needs and desires for future growth. It is a guide to assist in the development of the community's resources using sound planning practices. A Comprehensive Plan gives a community a detailed picture of its current conditions and a sense of the trends that have shaped its development. A Comprehensive Plan is also based on a process of community discussion, one that identifies the needs and issues that community leaders and residents care most about. The resulting report uses this information to help Perrysburg take control of its future, and ensures that decisions made in a single situation support the larger goals of the community.

This document is a Comprehensive Plan Update to the original Plan adopted in 1987. It builds on update plans revised in 1987 and again in 1993. In some cases, the 2001 Plan Update repeats or reinforces recommendations made in 1993. In other cases, conditions have changed in Perrysburg and different recommendations are necessary. This document should be read as a continuation of the latest 1993 Plan Update. It should also be understood as a companion to other plans that that have been completed, including the 1994 Perrysburg Area Recreation Master Plan, the 1997 Historic Preservation Plan Update, and other project-specific plans and studies.

Comprehensive Plans sometimes seem abstract, but they have a direct impact on the future of the community because they lay the framework for decisions that may be made years from now. Municipal officials, staff commissions and other agencies should use the Comprehensive Plan for years as a source of recommendations and background information, so all development will be a benefit to the community, residents, owners and developers.

What is in this Comprehensive Plan Update?

The Perrysburg Comprehensive Plan Update is a guide to the future development of Perrysburg and its surrounding area. This draft has several chapters that can be divided into three sections. The first section presents actions the City intends to take to meet the goals and objectives of the community and those goals as understood today. This section includes:

- **Land Use Plan**

This chapter provides a general outline of the types and use that will be permitted in the community. It will also show various areas where the City's development will support the community's goals and priorities.

- **Economic Development Strategies**

For Business, the Development strategies are to create new jobs and retain existing jobs. For Residential, the development strategies are to maintain a friendly prosperous and quiet community with a small town atmosphere. This chapter outlines current strategies, and identifies specific concerns and recommendations for alternative approaches.

- **Thoroughfare Plan**

The Thoroughfare Plan supports the Land Use Plan and Economic Development Strategies by addressing access and transportation issues. This chapter recommends road improvements, access management techniques, buffering and other strategies.

The Plan Update also describes two specific focus areas in Perrysburg, the Downtown and Riverfront. These sections make recommendations for specific policies and programs for both focus areas.

- **Downtown Focus Area Plan**

Downtown Perrysburg is a key part of Perrysburg's identity, and an important economic and cultural center. This chapter provides strategies for preserving and enhancing this unique location.

- **Riverfront Focus Area Plan**

The Perrysburg Riverfront is an important, untapped resource for recreation, economic development and transportation.

This chapter outlines uses for the riverfront area, strategies for encouraging people to enjoy the riverfront, and illustrates some conceptual improvements that will enhance the Riverfront's appeal and use in city life.

The final section includes the current listing of community goals and objectives. It also establishes development trends based on the demand analysis for population growth in this area.

- **Development Trends and Demand Analysis**

Using recent trends and regional patterns, this chapter projects the need for housing in the Perrysburg area and its land uses over the next 20 years. It also compares that demand to the amount of land available.

- **Strategies, Development Goals and Policies**

This chapter presents the work of four subcommittees of the Perrysburg Steering Committee. The strategies, goals and policies they developed were used to identify the community's priorities and interests, and this information formed the basis of this Plan Update's recommendations.

2001 Comprehensive Plan Update Study

The study area used for this report extends from Thompson road on the east to the Maumee River on the west, and from Reitz Road to the south to the river on the north. This study area covers much of Perrysburg Township and a portion of Middleton Township in addition to the City of Perrysburg itself.

This study area was chosen for two reasons. First, any plan for Perrysburg needs to include areas outside of the current City limits because much of the existing City is built-out. If Perrysburg is to add residents, business and other jobs or other tax generators, the City will need to annex adjacent areas. Areas should be chosen for annexation based upon the City's ability to extend services to them efficiently and the area's ability to benefit the City. Recommendations for any area outside of the current City limits are based upon this expectation. Secondly, the City will advocate for rational development in these areas so that new projects outside of the City do not have negative impacts on City streets and other infrastructure.

How to Use this Comprehensive Plan Update

This Comprehensive Plan Update will help the City's staff Planning Commission and Council evaluate proposals, allocate funding, and develop programs to insure the proper development of the areas resources. A Comprehensive Plan will guide future policy development in many areas, including zoning, public works, economic development, etc.

The Comprehensive Plan will be reviewed and revised regularly. Comprehensive planning is a continual process, always having to adapt and address new changes and events in a community. City staff and elected officials should keep a record of problems or discrepancies they encounter administering or interpreting the plan, so that these can be addressed in future revisions.

Supporting Information

The *2001 Comprehensive Plan Update* presents overall recommendations and conclusions of this comprehensive planning process. It contains a great deal of information on what steps the City should take to maximize the opportunities growth will bring. Supporting the conclusions of this report is a series of technical memoranda submitted by Edwards and Kelcey (EK), formerly Pflum, Klausmeier & Gehrum Consultants, Inc., to the City of Perrysburg. These memoranda describe the recommendations of the plan in more detail and contain additional supporting data. City staff and elected officials who wish to know more about the conclusions in this Update Plan should refer to these supplemental memoranda.

Future Land Use Plan

Introduction

The Future Land Use Plan is where this planning process truly comes to fruition—where goals and objectives, policies, and community opinion for Perrysburg’s future is realized in physical development. The community, through this plan process, has set ambitious goals for the future. This challenge can be met through successful land use planning.

With significant population and area growth, Perrysburg has been successful in retaining its small-town character and quality of life.

To sustain and enhance Perrysburg’s distinct character and quality of life, a harmonious blend of land uses must be encouraged and directed towards locations best suited for such uses. Implementing the goal and objectives of this Update Plan will affect the physical layout and appearance of the community in various ways. For example, increased local economic development will require a significant amount of new commercial and industrial land. Thoroughfare improvements will require new road construction, new traffic patterns, right-of-way purchases, and projects on existing roads. However, these land uses and projects must not overshadow the existing character of the City – the positive aspects - which draw people to Perrysburg should be preserved even though the future will bring many changes.

Goals and Policies

Land use and community character goals address issues related to quality and innovation of new land development, establishing standards for land use and development, accommodating new growth while maintaining the small town character, and balancing public needs with private property rights. The following briefly describes the Land Use and Community Character Goals of this Update Plan.

- Goal #1 Maintain the community’s small town and historic character while accommodating growth.
- Goal #2 Preserve and enhance the character of the community.
- Goal #3 Encourage creative and innovative residential communities, commercial, and industrial projects.
- Goal #4 Provide a harmonious blend and mix of land uses that are supportive of a well-balanced community and maintain and enhance the community’s existing high quality of life.

Each Goal, in turn, includes specific policies, which explain and support the interest of the overall Land Use Plan. For example, Policy 3a (under Goal #3) states in part:

“Encourage housing expansion to take place only where infrastructure and service have the capacity to accommodate the growth. . . .”

The proposed Conservation and Agricultural area in the Land Use Plan clearly is intended to conform to that Policy.

Note that separate Goal and Policy statements have been developed for:

- Land Use and Community Character;
- Parks, Recreation and Open Space;
- Economic Development; and
- Utilities, Community Services, and Transportation.

For more discussion about Goals and Policies, see the section in this Report entitled “Strategies, Development Goals and Polices”.

Future Land Use and Community Character

The following sections describe the Future Land Use Plan proposed for Perrysburg and the surrounding areas. The Future Land Use Plan indicates present and future conditions for the City and the surrounding areas. References to Land Use and Community Character goals and/or Policies are made as appropriate.

Conservation and Agricultural

Conservation and Agricultural areas lie along the southern edge of the Perrysburg study area. Since they are the farthest from existing Perrysburg water and sewer infrastructure, intensive development in these areas should be discouraged.

Allowing sites identified in this area to develop before lots closer to the City are occupied will contribute to “sprawl” that should be avoided. Appropriate land uses in the Conservation and Agricultural area include agriculture, recreation or public institution uses and very low-density (two acre minimum lot size) rural residential development.

Goal #2: Policy 2b

Goal #3: Policy 3a, 3c

Goal #4: Policy 4a, 4c

Single Family Residential

The largest proposed land use is for single-family housing. In addition to existing residential areas, the Future Land Use Plan identified a significant area southeast of Interstate 75 and southwest of Interstate 475 for new single-family housing. This land should accommodate the projected housing demand for the next 20 years. The areas designated for single-family residential are the most appropriate in Perrysburg for this use since they adjoin existing residential areas and services, and are accessible from the Employment Corridor along interstate 75 and State Route 25. The future single-family residential areas are close to existing infrastructure, providing for logical and cost-effective extension of public services.

The parcel located between Fort Meigs Road, Roachton Road and the railroad right-of-way is designated Single Family Residential. However, development in this area will need to be buffered from the rail line.

Although most of the single-family residential area east of Fort Meigs Road falls within the City of Perrysburg Sewer Treatment Service Area, not all of the area is currently serviced. Development in unserved areas should be discouraged until adjacent development has allowed for an orderly extension of services to these properties. Most of the area west of Fort Meigs Road and south of Roachton Road falls outside the existing boundaries of the Perrysburg Sewer Treatment Service Area. Development at any but the lowest densities in this area should be discouraged.

Goal #1: Policy 1a

Goal #2: Policy 2a, 2e, 2f

Goal #3: Policy 3e

Two-Family Residential

The two small areas identified for Two-Family Residential represent existing concentrations of duplex style housing. Additional construction of two-family residences on any available land in this area would be appropriate and would provide Perrysburg residents with additional housing choices. Two-family housing provides opportunities for home ownership and suburban residential environment to people from whom traditional single-family residences or multiple family residences are not desired or appropriate.

Goal #1: Policy 1a, 2e

Goal #3: Policy 3a, 3c

Multiple-Family Residential

Several small areas in Perrysburg are identified for Multiple-Family Residential. The Development Trends and Demand Analysis prepared for this plan forecasts demand for 855 additional units of multifamily housing over the next 20 years. Multiple-family housing provides opportunities for people to live in Perrysburg who may not want to live in single-family housing. This includes young single people, retired and elderly residents, and those who work in Perrysburg's retail and service business. Without Multiple-Family Residential locations, Perrysburg may find it difficult to attract young residents, retain its older citizens, or house employees for Perrysburg businesses.

The area south of Roachton Road next to the new high school consists of high density single-family residential development or low density multiple-family development. This will provide transition between the new high school and lower density single-family housing to the west and commercial district along State Route 25 to the east. Existing apartments in the area have already established a pattern for this development. Placing this type of development at this site provides opportunities for residents to do necessary shopping without being required to drive. It would also provide a transition from commercial and industrial uses north of Roachton Road to residential uses to the south.

Goal #1: Policy 1a, 1b

Goal #2: Policy 2e, 2f

Goal #3: Policy 3a, 3c, 3e

Goal #4: Policy 4a

Manufactured Housing

Some of the Perrysburg Heights community consists of manufactured housing, which is designated on the Future Land Use Plan. Areas designated for Manufactured Housing provide another housing option for Perrysburg residents. Provided that the manufactured housing meets building codes, this housing option should exist in Perrysburg.

Manufactured housing will present some problems in terms of infrastructure demand. Site design considerations will be essential in avoiding negative effects, and site plans should be carefully reviewed.

Goal #1: Policy 1, 1b

Goal #2: Policy 2a, 2e

Goal #3: Policy 3a, 3c, 3e

Commercial

Commercial land uses are important to the economic health of any community. The Future Land Use Plan designates several areas for commercial use. It does so, primarily because of access to the areas road system.

The majority of the commercial land use areas are currently located within the City of Perrysburg. Exceptions include a narrow strip along State Route 25, as well as parcels near the intersections of Interstate 475 and State Route 25, and at State Route 25 and West Boundary Street. All of these Commercial locations fall within the S.R. 25 Employment Corridor. Since these areas are adjoined or surrounded by City lands, the City should pursue their annexation whenever possible. It should be noted that the section between Interstate 75 and Thompson Road falls within an area that the Perrysburg Sewer Treatment Authority has decided not to serve. This area should be low priority for annexation into the City.

Goal #1: Policy 1b

Goal #2: Policy 2e, 2g, 2h, 2i

Goal #3: Policy 3b, 3c, 3d, 3e

Goal #4: Policy 4a, 4b, 4c

Mixed Use

The Mixed Use areas of the Future Land Use Plan fulfill a variety of land uses in one area. This designation sets aside property, allowing the City flexibility for a wide variety of projects. Zoning regulations in Mixed Use areas shall be crafted in a way that maintains control and compatibility between occupancies and land uses but also maintains flexibility in development options.

In the downtown area, mixed use designation will allow the rehabilitation of upper story spaces for uses different from that of the first story storefront. In central business districts, mixed use buildings are essential for the district's preservation, as well as for its safety and vitality. Large sections of the area around Interstate 475, between State Route 25 and Interstate 75, and between Reitz Road and McCutcheonville Road are also designated Mixed Use. These areas would be appropriate for commercial, office park, and light industrial development.

Projects proposed for Mixed Use areas will require detailed, case-by-case evaluation to determine their potential impact on surrounding land uses, infrastructure and other factors. This designation will allow the City to more swiftly approve a wider range of projects benefiting the City. Planned Unit Development (PUD) processes should be established for these areas, and they should be clear and simple to facilitate development.

A large portion of the Mixed Use land falls outside the City boundaries. These areas fall within the Employment Corridor and the boundaries of the annexation agreement between the City and Township, and are within the existing Perrysburg sewer service area. As a result, these parcels are good candidates for annexation.

It is possible that residential developments may be proposed for this area. These should be discouraged. The Interstate 75 – State Route 25 corridor represents an important element of Perrysburg’s economic development planning. Residential development in any of the non-residential zones in this area could impair the ability of Perrysburg to continue development of a strong commercial and industrial tax base. This is an important consideration discussed further in the Economic development Strategies section of this Comprehensive Plan Update.

Goal #1: Policy 1b **Goal #2:** Policy 2e, 2g, 2h, 2i **Goal #3:** Policy 3b, 3c, 3d, 3e
Goal #4: Policy 4a, 4b, 4c

Office

Perrysburg is ideally situated for many types of office uses. The community’s location on the region’s transportation system allows Perrysburg offices to draw their specialized employees from a wide area, which improves these firms’s competitiveness. Perrysburg’s population has a good representation of white collar professionals, which provide a good local base of potential employment for these firms. Office land uses also fit well with Perrysburg’s land use and economic goals by providing high quality jobs and good sources of tax base.

The primary area proposed for office land use lies along Interstate 75 south of the City, between Five Point Road, and McCutcheonville Road, in addition to a quarter section east of Interstate 75 and south of Roachtown Road. This area will also have good access to the highway system via State Route 25 and U.S. Route 20 and the potential new interchange at Five Point Road and Interstate 75. This area is also easily accessible from much of Perrysburg’s residential area. Smaller areas of offices are located near the CBD and near major routes and intersections throughout the central and eastern part of the City, where they will provide convenient services and nearby employment for Perrysburg residents.

Most of the designated office land use falls outside of the current City limits, but is within both the Perrysburg Sewer Treatment Service Area and the area covered by the annexation agreement between the City and the Township. These parcels fall within the designated Employment Corridor. As a result, these parcels are good candidates for annexation.

Goal #1: Policy 1b **Goal #2:** Policy 2e, 2g, 2h, 2i **Goal #3:** Policy 3b, 3c, 3d, 3e
Goal #4: Policy 4b, 4c

Industrial

Industrial land uses are extremely important to Perrysburg’s economic future. As discussed in the Economic Development Strategies portion of the Plan Update, Perrysburg currently relies heavily on residential property taxes to finance its general fund obligations. To overcome this limitation, Perrysburg needs to encourage the development of industrial projects, particularly those that will generate significant tax revenue without placing unreasonable demands on City infrastructure. Perrysburg’s Goals and Objectives for this Comprehensive Plan Update

include the creation of new industrial development that has minimal impact on the environment. As a result, light industrial projects should be carefully recruited to these areas.

Two areas of industrial development are defined in this plan. The larger area lies south of the City between Interstate 75 and State Route 25. Defined on the Future Land Use Map as Mixed Use, this area is particularly well served by road access. State Route 25 has an existing interchange with I-475, and an interchange with I-75 is under discussion at Five Point Road. As a result, this area would be particularly well suited for light industrial operations that have large numbers of employees or ship their products on Interstates. This area also has larger parcels available, which help recruit developments that require more space. Distribution operations may also be appropriate for this area, but these businesses may not provide the numbers or quality of employment that may be sought.

The land in this area is not currently within the City boundaries, but it lies within the Sewer Treatment Area, the Employment Corridor, and the area addressed by the annexation agreement between the City and Township. It is recommended that new industrial developments occur as close to existing operations as possible, to minimize the municipal expense of extending services.

The second major concentration of industrial land use lies along the railroad right-of-way from the east side of West Boundary Street to Roachton Road. Since parcels in this area are smaller than those along State Route 25, smaller operations should be directed to this area. This corridor also has excellent rail access, and industries that ship by rail should be particularly directed to this area. Some small warehousing and distribution businesses may be appropriate for this area, but they should not dominate. Approximately two-thirds of this area currently falls within the City boundaries; the remainder is part of an unincorporated island surrounded by the municipality and may be a good candidate for annexation.

Goal #1: Policy 1b **Goal #2:** Policy 2e, 2g, 2h, 2i **Goal #3:** Policy 3b, 3c, 3d, 3e
Goal #4: Policy 4b, 4c

Public/Institutional

This category includes schools, churches, municipal buildings, hospitals and other public uses. Most of those designated on the Land Use Plan map represent existing facilities. The analyses and discussions conducted for this Comprehensive Plan Update do not indicate any unmet public or institutional needs. However, it is likely that request for specific expansion and/or new developments will occur in the future.

Goal #2: Policy 2c, 2d, 2e, 2f **Goal #3:** Policy 3b, 3c, 3e **Goal #4:** Policy 4c

Park and Recreation

The 1994 Perrysburg Parks and Recreation Master Plan provides a detailed analysis of the City's park and recreation facility needs. This plan should be consulted and relied upon for these issues. Most of the Park and Recreation land uses designated on the Land Use Plan map represent existing facilities.

Future growth and development, however, is likely to create demand for park and recreation facilities, particularly in the single-family areas north of Five Point Road on either side of the Employment Corridor. Further planning and development in these areas should anticipate

park and recreation needs. The 1994 Perrysburg Area Recreation Master Plan proposes a large community park in the vicinity of Roachton Road on the west side, and a neighborhood park of approximately 10 acres between McCutcheonville Road and U.S. Route 20 on the east side. This area is designated on the Future Land Use map for single-family residential development. A new park could be located almost anywhere in this area and be compatible with and complimentary to adjacent residential uses.

Goal #2: Policy 2b, 2c, 2d **Goal #3:** Policy 3b, 3c, 3e **Goal #4:** Policy 4c

Interchange Focus Area

A new interchange has been discussed by regional transportation planners at Interstate 75 and Five Point Road. The area is shown on the Future Land Use Map as an Interchange Focus Area. This interchange is identified as a need for the transportation network, although funding and planning are not in place. Several years of work between regional planners, the City of Perrysburg, and the Ohio Department of Transportation would have to pass before an interchange could be constructed.

However, that is not to say that Perrysburg cannot do anything to encourage this proposal. On the contrary, land use and development decisions should account for this potential interchange. As the City grows south along the Employment Corridor, zoning and development policies should be created to encourage high-value commercial or industrial development in this area. These could be a separate sub-area plan focused on the interchange area, or an overlay district with separate regulations.

Whatever form such a strategy takes, the intent is to discourage development in the Interchange Focus Area that could make a future interchange more difficult to establish or would not be the highest and best use of land adjacent to an interchange. The emphasis in the Interchange Focus Area should be on business development and employment generating uses.

Goal #1: Policy 1b **Goal #2:** Policy 2e, 3g, 3h, 2i **Goal #3:** Policy 3b, 3c, 3d, 3e
Goal #4: Policy 4b, 4c

Future Land Use Map

Economic Development Strategies

Introduction

The purpose of this section is to summarize existing conditions, highlight areas that need attention and offer recommendations on the elements that should be included in a fully integrated economic development plan. This report will make general recommendations on the steps the City of Perrysburg should take in establishing a cohesive development strategy. Only the leadership of the City of Perrysburg can answer the questions and issues raised in this report, so as to direct the future growth of Perrysburg.

In preparing and implementing a complete economic development plan, the goals and objectives must be incorporated and met. This is particularly important in the implementation phase of an economic development plan, when the long-term goals of a community can get lost in the excitement and/or controversy of a proposed project.

Goals and Policies

The following briefly describes the economic development goals of this plan. A detailed list of the Economic Development Goals is included at the end of this report.

- Create a diverse local economy providing adequate numbers of well-paying jobs in the manufacturing, technology and service sectors to support the community's desired quality of life.
- Balance the tax base by increasing the tax revenue generated by non-residential sources.
- Promote the continued revitalization and economic strength of the Central Business District.
- Emphasize activities that support the retention and expansion of businesses.
- Recognition of the need for superior inter- and intra-governmental relationships in order to enhance realization of the region's economic development opportunities.
- Encourage a business-friendly environment to foster growth of quality commercial development while protecting the character of neighborhoods and enhancing the community's overall quality of life.
- Develop a capital improvement plan approach so that City resources and facilities keep pace with the level of growth.

Conclusions and Recommendations

The creation of an economic development plan is an ambitious task, with many factors of the City's services needing to be analyzed and incorporated into a plan. The information and recommendations in this report are designed to raise questions and identify areas that should be included in an economic development plan. By raising these questions, and

answering them, the City leaders can begin to create a plan that will achieve the vision for the future of the City of Perrysburg.

In order to effectively execute and achieve the economic development goals defined by the City of Perrysburg, City leaders must achieve consensus on several key issues. By answering these questions first, a cohesive approach to development can occur, which is important when dealing with the corporate and development community. These key factors are discussed below.

Route 25 Recruitment

State Route 25 represents the biggest geographical area for concentrated growth of the City. The area has the potential to become a regional center in terms of business location, as well as a significant source of tax revenue for the City.

To make this area attractive for development, the issues of annexation and water and sewer extension need to be settled as soon as possible. Because relocation and expansion decisions represent a significant financial investment for a business, private corporations do not have the ability or desire to wait out a dispute between communities over annexation or who will provide water or sewer services. Companies will locate where they have the fewest issues to resolve with the location. It should be the position of the City to have the local infrastructure and jurisdiction issues resolved to facilitate a company's location to the area.

Other recommended steps to begin the process incorporating the Route 25 Corridor into the City's business community include:

- Make sure infrastructure is in place or planned to support development;
- Enlist the support and cooperation of existing property owners in achieving the development vision for the area. This effort should begin as soon as possible, so that when a project presents itself, land assemblage does not become an issue;
- Maximize the use of the existing Enterprise Zone. Consider its expansion to incorporate the entire area into the Enterprise Zone;
- Rely upon the updated Land Use Plan to guide development. By following the Land Use Plan, the City will demonstrate commitment to good business development; and
- Promote the area as a "business location", emphasizing the location's benefits of highway proximity, Enterprise Zone availability, vision for the area, and the amenities of the City of Perrysburg.

Annexation Policy

Much of the area that is identified for future development and growth lies outside of the existing City corporation limits, particularly along the Route 25 Corridor. City leadership must decide whether that property should be annexed into the City. In evaluating this decision, the recent passage of new state annexation law must be taken into account. The new laws give townships and county commissioners more discretion over potential

annexations and require municipalities to partially reimburse townships for lost tax revenue. As a result of the changes in the annexation law, the City of Perrysburg must perform a financial analysis of any potential annexation to ensure that the benefit is greater than the cost of the annexation. This analysis is a critical component in determining the overall approach to annexation that the City of Perrysburg may adopt.

New I-75 Interchange

A new interchange at I-75 and Five Point Road has been proposed. Based on information available at this time, the general consensus is that a new interchange would be a positive step for the community. The City leadership must evaluate the potential impact of the interchange in terms of financial investment before a final decision can be made on whether to pursue the project. These investment decisions include public improvements (water, sewer, roads) needed, potential for annexation, timeframe for completion, and the impact on the future development of the area.

To see the new interchange to fruition, many other governmental agencies will need to become involved. Most importantly, the Ohio Department of Transportation (ODOT) must provide approval for the project. Experience with similar projects shows that it may take 10 – 15 years before the interchange would be complete. Beyond the multi-agency effort, the funding source(s) also need to be determined.

If it is determined to pursue the project, and given the estimated timeframe to complete the project, the City must decide on an interim development policy for the area. The area will not lie dormant while the interchange planning and construction occurs. The City needs to develop a short-term development strategy and a long-term strategy to develop the area. These two strategies need to be complementary so that once the interchange is complete there is not a drastic shift in the development approach to the area.

City Staffing - Organization and Staff Plan

The responsibility for economic development efforts currently falls to the Planning and Zoning Department—specifically to the Planning and Zoning Administrator. To improve the focus on development and the associated goals the City has established, a dedicated staff person should be designated. An economic development staff person could provide the consistency and momentum necessary to implement an aggressive economic development plan.

The fundamental aspect of the economic development position is to grow the tax base for the City of Perrysburg. Responsibilities of this position should include:

- Administering all aspects, including the promotion of the existing economic development programs (Community Reinvestment Areas, Revolving Loan Fund, Enterprise Zones and Joint Economic Development Zones);
- Serve as City liaison with the development arms of Wood County and the State of Ohio;
- Serve as primary City contact for all business retention and recruitment matters;

- Implement new development programs and initiatives for the City;
- Implement a plan to achieve the stated economic development goals;
- Analyze the financial impact on the City of Perrysburg of any incentive(s) offered to a new or existing business;
- Prepare incentive packages, for Council approval, to offer to new and/or existing businesses to encourage their locating or growing in Perrysburg; and
- Determine and implement the best way to promote the City of Perrysburg as a place to live and work.

Central Business District Retention

A strong CBD enhances the community's public image, quality of life and the ability to recruit new residents and businesses to the area. Therefore, any of the recommendations made in the Downtown Focus Area Plan that are implemented need to be integrated into the overall economic development plan for the City. The economic development plan and the Downtown Focus Area Plan are not mutually exclusive, nor should be treated as such. In its efforts to maintain a strong mix of businesses in the CBD, the City must ensure that the programming elements implemented on behalf of the CBD strengthen and support the overall business retention and recruitment plan of the City.

General attraction, retention, expansion and targeting activities

The City of Perrysburg has made a good start in the economic development arena, with the creation of several standing incentive programs and through the use of tax abatement on selected projects. In addition to these existing efforts, some of the following activities could be employed to strengthen the development actions of the City.

- Create a promotional campaign to increase the identity and image of Perrysburg in the eye of the business and commercial real estate community.
- Establish contact and communication with commercial realtors and the development community so that they think of Perrysburg when helping a client search for a suitable site.
- Work with State of Ohio and Wood County officials and departments to enhance and reinforce efforts, as well as stay aware of changes in programs or the introduction of new ones.
- Inventory existing business base to use in the determination of target recruitment areas.
- Determine target industries for recruitment and develop an outreach program to businesses in those industries.
- Develop a systematic strategy for contacting existing Perrysburg businesses to ensure that their corporate needs are being met in Perrysburg. Identify any issue(s) to be addressed with a particular business, address those issue(s) and follow-up with that business to ensure their satisfaction.
- Promote existing programs to eligible companies and/or properties.

Infrastructure and Capital Improvements Planning

Perrysburg is located strategically along Interstate 75 and 475; major US Routes include 20 and 23, and State Routes include 25, 65, 199 and 795. The City is well served by this roadway system. This transportation network can be employed in the recruitment process. Easy access to major highways, thus easy access to suppliers and customers, is important to many companies. Other transportation facilities that serve Perrysburg include the Toledo Express Airport, and a local airport, Metcalf Field. The railroad in the area is CSX, and the nearest port is the Port of Toledo.

Water is provided by the City of Toledo with a treatment capacity of 7 million gallons per day (MGD), with a daily output of approximately 4 MGD. The City of Perrysburg sewer treatment plant was last upgraded in 1993. It has a capacity of approximately 5.4 MGD, with a current use of approximately 3 MGD.

All of the above infrastructure elements must be taken into consideration as part of the future growth of the City. Much discussion has been held about a Capital Improvement Program (CIP) for the City. However, there is no evidence of a written, City Council approved CIP. It is strongly recommended that the City make the creation of a CIP a top priority. Not only will a CIP assist in keeping City infrastructure in pace with future growth, it will provide a systematic plan for the general upkeep of public facilities throughout the City. A CIP is also a marvelous budgeting tool. An annual CIP should be reviewed and approved by City Council and implemented by City staff.

Tax Base Diversification Initiatives

Perrysburg's tax base must be analyzed regularly to ensure a proper mix of residential and commercial properties. In general, a commercial property generates more tax revenue than a residential property. A successful city that provides amenities and services desired by its residents must also have a strong commercial tax base to help fund them. On the other hand a successful business climate also requires a strong residential base to provide a labor pool. By relying upon each other, the two sectors can combine to create a high quality of life in Perrysburg.

A carefully designed land use plan should be implemented and followed. The land use plan should be used as a tool to guide residential and commercial development in the appropriate areas of the City. The City must consider the balance needed between commercial, industrial, and residential properties. Based on past experience, EK recommends the City work toward achieving a tax base mixture of 70% residential and 30% commercial/industrial. Perrysburg currently has a percentage of 84% residential property to 16% non-residential property.

Economic Development Programs

Existing City Programs

The City of Perrysburg has several economic development programs in place, which are described below. The programs can be categorized from underused to moderately successful. The existence of these programs is a positive step in the economic development programming of the City. In general, the City should encourage the expanded use of these programs. One way to do that would be to educate City officials and staff in the use of these programs, how they are linked to one another and how they can be used in conjunction with State programs. By doing this on a regular basis, or after key personnel changes, all officials and staff can keep apprised of changes in the laws or administrative interpretations in the application of these programs.

Enterprise Zone – The purpose of the Enterprise Zone is to designate an area to provide local and state tax incentives for businesses to encourage their expansion or location into the specified area. The program offers up to a 75% exemption on real property improvements or tangible personal property tax valuation for up to 10 years. Local school board approval is required to exceed these limits. Businesses must finalize an Enterprise Zone agreement prior to project initiation, agree to retain or create jobs and establish, expand, renovate or occupy a facility in an Enterprise Zone to obtain the benefit of the program.

The City of Perrysburg Enterprise Zone has expanded several times to further encourage investment and job growth in the area. The Enterprise Zone is a useful development tool, but has only been used several times in the City thus far. The Enterprise Zone boundaries include a significant portion of the Route 25 Corridor that has been identified for development. The City must use the Enterprise Zone to its advantage when recruiting companies to this section of the City.

The location of enterprise zones in Perrysburg is illustrated on the Enterprise Zone/Community Reinvestment Area Map.

Joint Economic Development Zone – A Joint Economic Development Zone (JEDZ) was formed with the City of Toledo on January 6, 1993. The location of the JEDZ is illustrated in the attached Joint Economic Development Zone map. The purpose of the JEDZ is to have the City of Toledo provide water service to properties annexed in the future to the City of Perrysburg. The agreement calls for a split of the Perrysburg municipal income tax generated in the JEDZ between the cities of Toledo and Perrysburg, 0.615% and 0.885% respectively. The division is based upon Perrysburg's income tax of 1.5%. The agreement is in effect until December 9, 2027. To date, only one company has triggered the conditions of the JEDZ agreement

This program is underutilized and it should be studied to determine ways to enhance its use. Better use of this program is directly tied to the ability of the City to attract new large-scale developments because of the nature of the benefit involved.

Revolving Loan Fund – The City of Perrysburg has established a Revolving Loan Fund (RLF) with the stated purpose of helping to retain and create private sector job opportunities principally for persons of low and moderate income within the City of Perrysburg. Where possible, this program is also intended to help diversify the local economy and encourage the redevelopment of blighted or deteriorated areas. The program is not intended to be a substitute for private sector financing. The program was created for the expressed purpose of providing financing to a project that, without the program’s involvement, would not proceed.

The RLF has a current portfolio of nearly \$1,000,000 and has been moderately successful since its inception in 1985. The RLF recently made a \$100,000 contribution to the streetscape improvements in the CBD. The RLF is administered by the Poggemeyer Group who markets the program through brochures and seminars with local bankers and CPA’s.

Community Reinvestment Area (CRA) – CRA’s are areas where property owners can receive tax incentives for investing in real property improvements. Two types of CRA’s are in existence; those created prior to 1994 and those after. The pre-1994 CRA’s offer a greater percentage of tax abatements without school board approval. The CRA program is a direct tax exemption program benefiting property owners who renovate an existing building or construct a new building(s). This program permits local governments to designate areas where investment has been discouraged as a CRA to encourage revitalization of the existing housing stock and the development of new structures. Tax exemptions are granted up to 100%, with local school board approval, for 10 to 15 years, depending on the project. State of Ohio approval is required in establishment of the area and for projects.

The City of Perrysburg has four CRA’s. These are illustrated on the Enterprise Zone/Community Reinvestment Area map. Three were created prior to 1994 and one after. In attempts to make things more equitable for the school district, the City has agreed to pursue a payment in lieu of taxes to the school district from any of the companies receiving a benefit under this program. Representatives from the school district also participate in the “negotiation team” when an incentive is discussed.

Use of the four CRA’s varies. One CRA, CRA #3, is used quite heavily with many companies within that area taking advantage of the tax abatement benefit. Other CRA’s have been used only a few times or not at all by any of the qualified properties. For instance, CRA #1 that incorporates the CBD has not been used.

Utility Extension

There has been much debate and conflict over who shall provide sewer services to the outlying areas of the City. Litigation has occurred between Perrysburg and the Northwest Regional Water and Sewer District over the jurisdiction of their respective service areas. The lawsuit was settled and distinct service areas have been defined for each area.

The area has its electric and natural gas needs served by Toledo Edison and Columbia Gas, respectively. There is no evidence of extension issues with these services. However, the water and sewer services and their ability to handle growth and expand must be looked at closely.

City leadership must ensure that future development can be supported by the existing water and sewer treatment facilities. If the additional demand placed on the system by future development exceeds capacity, the City may need to upgrade the sewer treatment facility to accommodate this growth. In regard to future water capacity, the City of Perrysburg must maintain good communication with the supplier, the City of Toledo. Since the water source is housed in another jurisdiction, careful attention must be paid to competing demands on the supply. The potential for investment in the sewer and water systems needs to be evaluated and incorporated into future City budgets and Capital Improvement Plans.

Retention/Recruitment Policy

In the ultimate creation of a fully integrated economic development plan the City—both public officials and private business—must come to agreement on the type of businesses to recruit for the Route 25 Corridor. What develops on the Route 25 Corridor will affect the vitality of the Central Business District. The goal should be to recruit complementary, not competing, businesses for the Route 25 Corridor.

The Comprehensive Plan Update will provide guidelines for land use and growth management. However, the City should facilitate a thoughtful discussion between itself, the Perrysburg Chamber of Commerce, the Downtown Business Association and other key stakeholders to establish buy-in and consistency on a recruitment plan. This dialog should also include a discussion on a retention policy and how it would integrate with a clear and consistent recruitment policy.

The City leadership must decide how to balance the needs of existing businesses, with those of recruiting new business and investment. An approach should be developed and implemented which allows Perrysburg to maintain its character and quality of life, while growing its tax base.

Sewer map

JECZ

Major Thoroughfare Plan

Introduction

There is an interlocking relationship between land use and the system of roadways serving the activities on the land. There is also an important partnership between the public sector, responsible for maintaining and improving the roadways, and the private sector's development of the land. The City of Perrysburg should recognize this implicit partnership and take steps to implement programs, which will help both sectors to achieve their goals.

Goals and Policies

The following briefly describes the transportation goals of this plan. A detailed list of transportation goals is included with the Utilities, Community Services and Transportation Goals at the end of this report.

- Provide a safe and efficient network of clearly designated major, collector, and local streets to offer suitable access to property, and safety for vehicular and pedestrian traffic.
- Ensure safe, convenient, pedestrian friendly neighborhood environments, which are accessible to all citizens and encourage well-planned corporate communities to support the community's quality of life objectives. The systems needed to support these areas should be provided in a cost-effective manner
- Develop a transportation system that is commensurate with and supportive of the efficient and economical use of public funds.
- Provide adequate, attractive, and safe parking facilities
- Costs of utility, transportation, and other infrastructure improvements necessitated by new development should be borne in a fair and equitable manner by the developer, and should not solely be the responsibility of the City. New development should not diminish the high level of service currently enjoyed by the residents of the community.

In addition to these goals, improving the transportation system should be considered an opportunity to visually enhance road corridors through landscaping, sign controls, and urban design standards. Perrysburg's community image must be considered when implementing the recommendations of this Thoroughfare Plan. Accommodating increasing volumes of traffic without consideration of the visual impacts associated with roadway improvements can destroy the character of a neighborhood, or add more unattractive visual clutter along a road.

Successful achievement of the above goals can be met by the preparation of a coordinated Transportation Plan. The work tasks and technical methodology required in the transportation planning process is beyond the scope of the *2001 Comprehensive Plan*

Update. However, this report will describe the basic parameters of transportation planning. The City in the future may use this report as a guide to expand planning into more detailed road improvement projects.

Conclusions and Recommendations

Preparing for Future Traffic Volumes

Preliminary traffic volume forecasts have been prepared for selected major roadways. These forecasts are approximate since detailed information about land development and roadway improvements is not available.

Using available information for possible intensity of new development identified in the Future Land Use Plan, future traffic estimates were derived using the Institute of Transportation Engineer’s *Trip Generation Manual*. This manual, widely used by civil engineers and urban planners, uses detailed statistical analyses to predict how much traffic will be created by a wide variety of land uses and development types.

The predicted new traffic volumes for selected major roads with future development are about 292,000 car trips on an average weekday. This measurement of traffic volume is called Average Daily Trips (ADT). The majority of this new traffic is generated by future development in the southern portion of the planning area. Much of this land is presently outside the City limits.

The total estimated ADT from future development indicates a significant increase in the amount of traffic on several major roads, particularly in the southern part of the City and the planning area. Following is a more detailed breakdown of this new traffic load on specific streets.

<i>Roads</i>	<i>New Traffic Volume (ADT)</i>
Roachton Road	22,700
State Route 25	33,400
State Route 199	7,200
Five Point Road	15,800
State Route 65	13,000

Conditions on these roadways are not adequate to handle such an increase in traffic. In order to maintain acceptable traffic conditions, these roads should be monitored and measures should be taken at appropriate times to maintain acceptable traffic flow throughout the City.

Access Management and Corridor Planning

Achieving and maintaining an efficient transportation network will be a significant investment by Perrysburg. Implementing an access management program can maximize the returns from this investment. Access management is literally where land use and transportation decisions meet. It is the regulation of the design, location, alignment, and

number of entrances from private property onto a public road. The purpose is to minimize conflicts between traffic driving on a road and cars entering and exiting properties along that road.

Access management seeks to consolidate many poorly designed entrances into fewer well designed and planned entrances. Location and design of these entrances can be coordinated with public road improvements such as road widening, median construction, and traffic signal installation.

Benefits Perrysburg can realize through access management include:

- maintaining the level of service of roads;
- minimizing traffic congestion and travel delay;
- improving safety for vehicles and pedestrians;
- providing safer access to roads from private property;
- reducing the need for major road reconstruction or improvements; and
- improving land use patterns.

Driveway and entrance design standards, coordination of land use planning and transportation planning, and development review are all elements of access management standards.

Driveway and Entrance Design Standards

The most straightforward element of access management is regulating the design and location of driveway curb cuts off a roadway. This is achieved through a review and permitting system for all new driveways off public roads.

An administrative model that Perrysburg should consider is provided by the ODOT *Access Management Manual*. This manual establishes guidelines, a permit and review system, and enforcement provisions for all new entrances onto state highways. A parallel approach should be implemented in Perrysburg.

Coordination of Land Use And Transportation Planning

Land use determines the traffic that will be generated along a roadway. Likewise, how efficiently a road carries traffic will in part determine the attractiveness of that corridor for development. It follows that for the most efficient land use pattern and roadway function, land use and transportation planning should be closely coordinated.

The functional classification of Perrysburg's roads will help identify the most important corridors through the City. These should have the highest level of access management. In order for them to be effective, access management standards should be part of all development review along these corridors. However, along with regulating the physical design and construction of driveways along important corridors, the land uses permitted must be considered as well.

In Perrysburg's situation, with established road corridors and land uses, road classification should be one of the driving forces behind zoning for development and redevelopment. More intense uses such as commercial and industrial development should be limited to arterial roads. Residential and neighborhood-scale commercial development should be channeled onto collector and local streets,

Development Review

The traffic impact from a particular development depends a lot on how well that development is planned and its relationship with neighboring properties. An effective access management system should include site plan review procedures which consider internal traffic circulation and its effects on the public road system.

Traffic Impact Studies for New Development

A Traffic Impact Study should be required for any proposed access to development or land use which will generate enough traffic to impact significantly on the road system. Generally, a development which generates traffic volumes of 100 or more trip ends (total of entering and exiting vehicles for the proposed development at full build out and occupancy) should be considered for a detailed traffic impact study.

The objective of a Traffic Impact Study is to:

- Determine whether or not the access request can meet the design standards and requirements of the applicable government agencies;
- Determine the appropriate location, spacing, and design of access connection(s) necessary to mitigate the traffic and operational impacts on the highway system;
- Determine the need for any improvements to the adjacent roadway system to maintain a satisfactory level of service and safety, and to protect the function of the highway system while providing appropriate and necessary access to the proposed development; and
- Assure the internal traffic circulation of the proposed development is designed to provide safe and efficient access to and from the adjacent and nearby roadway system.

The Perrysburg Planning Commission should review each traffic impact study and assure that the improvements attributed to each proposed development are carried out in a fair and equitable manner.

Proposed Interchange on Interstate 75 at Five Point Road

The southern part of the City and the areas abutting will be the generator for the majority of new trips. A significant portion of these trips will be oriented to and from Interstate 75. There will be a definite need for an additional interchange on Interstate 75 that can serve the traffic generated by future development. According to the information received

from Toledo Metropolitan Area Council of Governments (TMACOG), a recently completed Major Investment Study (MIS) includes a recommendation for providing an interchange on Interstate 75 at Five Point Road. Although this improvement is not listed as one of the highest priority projects, with significant potential for growth in the area north of Five Point Road, the need for this proposed interchange is apparent.

The Perrysburg land use plan should include measures to ensure that an interchange and road improvements on Five Point Road are installed concurrent with the approval of major new development in the Five Point Road Corridor.

Bikeway Plan

Perrysburg should continue expansion of its bikeway system to interconnect areas within the community as well as outside the City. By expanding the existing system, the City is providing opportunities to reduce the amount of motorized trips within the City by providing for alternate transportation. The Bikeway System recommendations identified in the 1993 Comprehensive Plan remain appropriate and should continue to be implemented.

A Bikeway Plan should be developed to define the best bicycle routes within and through Perrysburg to connect with the riverfront, schools, parks, downtown and other retail areas, as well as with national and regional bikeway systems planned around northwestern Ohio.

Functional Classification of Local Roads

Establishing the functional classification of streets and highways provides the foundation for planning, design, and implementation of a major thoroughfare plan. To meet existing and future traffic demand, streets must be specialized with each serving a specific role in the overall transportation network. The Road Classification Map shows the existing road classifications.

Interstate Highway System

Interstate highways are a major component of the regional transportation system. Designed to carry large volumes of traffic, highways are free from direct access from adjacent properties. Access to interstates is only through designated interchanges, the location of which is controlled by the Ohio Department of Transportation (ODOT).

Perrysburg has excellent regional access, since it is served by three major Interstate roadways (I-75, I-475, and I-80). Two of these highways pass through the City (I-75 and I-475). Interstate 75 is connected with the City through its interchange at US Route 20. Interstate 475 has an interchange at State Route 25 within the City's jurisdiction.

Arterial System

Similar to an interstate highway, arterial roads are designed to carry large volumes of traffic with a minimum number of at-grade intersections. Some crossings are provided at selected public roads, and in some cases limited private driveway access can also be provided. Arterial roads usually are multiple-lane roads sometimes with a median dividing the different traffic directions.

Several arterial roads pass through the City of Perrysburg, and work together with the interstate highways to further enhance the City's regional transportation connections. They are: State Route 65 (River Road); State Route 25 (North Dixie Highway); State Route 199 (McCutcheonville Road); US Route 20 (Sandusky Street); US Route 23 (Front Street); and State Route 795 (Avenue Road/Indiana Avenue).

Collector Streets

Collector streets and roads link local streets with arterial roads and provide circulation within different neighborhoods and communities. Collector streets usually do not connect major activity centers, but function to collect traffic out of several areas and distribute it to the arterial road system. Collector streets must balance between providing access to adjacent land and accommodating through traffic volumes.

Local Streets

Local Streets are all the remaining roads in the system. Their primary function is to provide direct access to individual properties and linkages to the rest of the road network. Local Streets generally carry low volumes of traffic at relatively slow speeds.

Road classifications

Riverfront Focus Area Plan

Introduction

The Maumee River is an important asset to the City of Perrysburg. Throughout Perrysburg's history, the river has provided economic vitality with paper mills, saw mills, shipyards and other industries. In the late 1800's, trade shifted downstream of the Maumee from Perrysburg to the Port of Toledo, causing activity along the Perrysburg riverfront to slowly disappear. Today, the Maumee River is cut off from the community by other land uses and development.

Perrysburg can make the Maumee River an important part of the community again by enticing residents and visitors to a rejuvenated riverfront that provides diverse experiences and emphasizes the beauty of the riverfront. The riverfront can be designed as a destination point that provides a community enhancement and draws people to Perrysburg.



Building stronger ties between Perrysburg and its riverfront will implement many of the community character-building and recreation goals and policies contained in the 2001 Comprehensive Plan Update. The Goals and Policies Section at the end of this report specifically states that the City should work toward enhancing the riverfront and building linkages both between the riverfront and the City, and between destination points along the shoreline itself.

While the riverfront needs improvement, there are fortunately many assets in place that can easily be built on. This Riverfront Focus Area Plan takes a three-tier approach to waterfront improvement: Riverfront Enhancement Areas, Riverfront Pathway Linkages, and Community Linkages. Riverfront Enhancement Areas address existing parks, open spaces, sidewalks, and paths. Many of these need improving so the City can capitalize on existing investments in parks and public spaces. Second, Riverfront Pathway Linkages create strong links between these different public places on the riverfront in order to tie them into a unified experience. Finally, Community Linkages tie the riverfront back into the rest of the community.

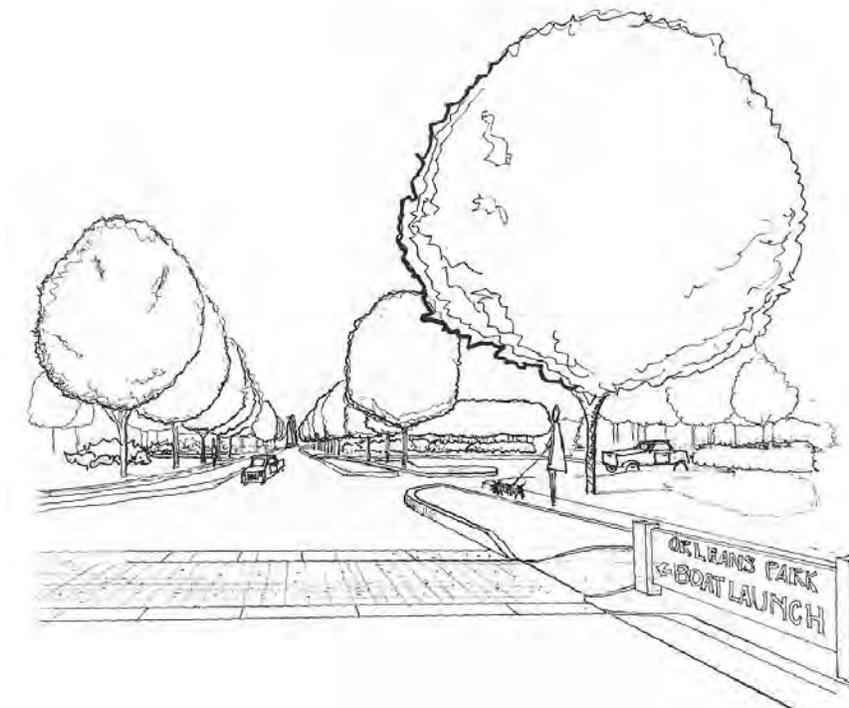
Riverfront Enhancement Areas

The existing parks provide few amenities for residents and visitors. Four sites that have the most to offer the citizens of Perrysburg for redevelopment are Orleans Park, Riverside Park, Hood Park/Louisiana Avenue and Maple Street. Based upon their proximity to each other and the central business district, these four sites will have the largest impact on establishing a cohesive riverfront for Perrysburg.

Orleans Park

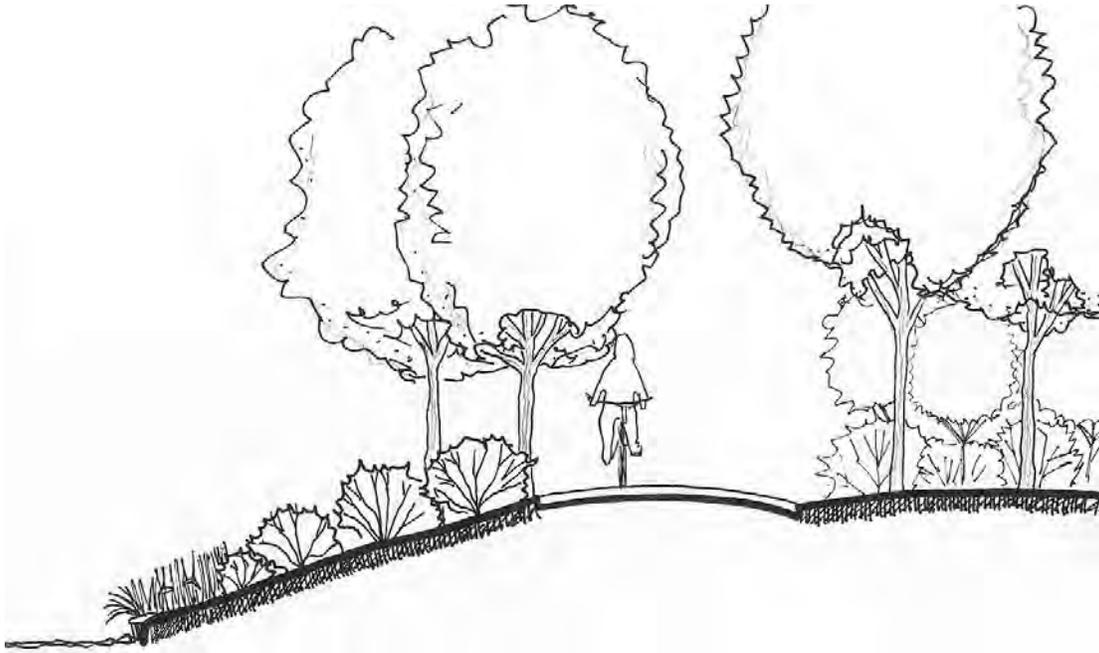
Orleans Park is a large natural area within the core of the City. It encompasses approximately 32 acres immediately adjacent to Perrysburg's wastewater treatment facility. Orleans Park is a natural oasis within the City. The park provides a ramp to launch personal watercraft (jet skis) and boats into the Maumee River. Orleans Park is also a popular location for fishing. The City will benefit from maintaining the natural beauty of this park while enhancing its amenities. The improvements recommended for Orleans Park are as follows:

- Pave the existing trail along the river (west of the existing boat launch) and connect with the other park amenities;
- Define the entrance to Orleans Park with an aesthetic entrance treatment and signage. Incorporate the entrance for the park with a gateway streetscape treatment that announces entering Perrysburg from the Maumee-Perrysburg Bridge and extends to the intersection of Front Street, West Boundary Street and Maumee Western Reserve Road;
- Improve park access by reconstructing the main entrance drive to eliminate the steep grades at the entrance and opening sight lines along Maumee Western Reserve Road;
- Provide wayfinding signage to all elements within the park;
- Separate pedestrian and vehicular traffic;
- Develop an open vista to the river and create focal point that is visible from the other areas of the City;
- Develop a centralized park shelter that could accommodate several functions such as picnic tables, restroom facilities, and storage area;



Orleans Park Access Drive with Separation of Pedestrians and Vehicles

- Pave vehicular areas;
- Maximize the separation of the wastewater service vehicles and park traffic;
- Restore the area of the park that is currently being used for municipal storage of wood chips. If this can not be relocated out of Orleans Park then it should be moved closer to the wastewater plant service drive where it is not visible to the general public;
- Improve personal watercraft ramp pavement at watercraft access launch;
- Provide aesthetics for permanent screening structure to surround portable toilets near the personal watercraft ramp;
- Increase parking for vehicles with boat trailers and improve circulation for these vehicles;
- Develop fishing docks along the riverbank to preserve the natural shore and provide more access to the water by the general public;
- Introduce native plant species along the riverbank and eliminate invasive non-native plant material;
- Develop program of passive and active recreational uses that work together within the park;



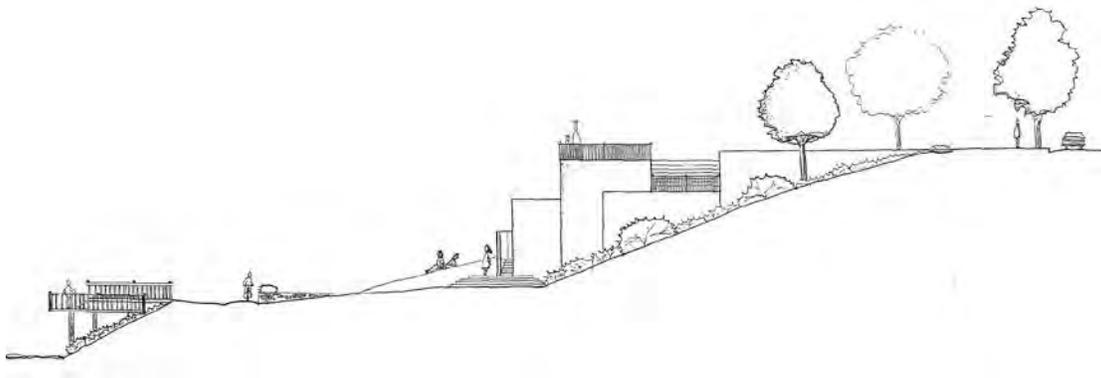
Develop and Construct Accessible Trails

- Pave the existing trail along the river (west of the existing boat launch) to increase accessibility and connect with the other park amenities;
- Establish additional trails within the park and develop interpretive panels that discuss the plants and animals in the area;
- Provide a pedestrian connection from the existing trail along the river to Ft. Meigs through the bridge abutments designed for the new Maumee-Perrysburg Bridge; and
- Provide a pedestrian connection to Riverside Park via Water Street and Maumee Western Reserve Road/Front Street.

Riverside Park

Riverside Park currently provides one of the few vistas of the Maumee River. Riverside Park provides pedestrian amenities with benches set towards the river in the lawn area that allow visitors to sit and enjoy the view. Perrysburg's history is also acknowledged with the establishment of the war memorial monument and cannon. Riverside Park should expand on the elements that already exist. The improvements recommended for Riverside Park are as follows:

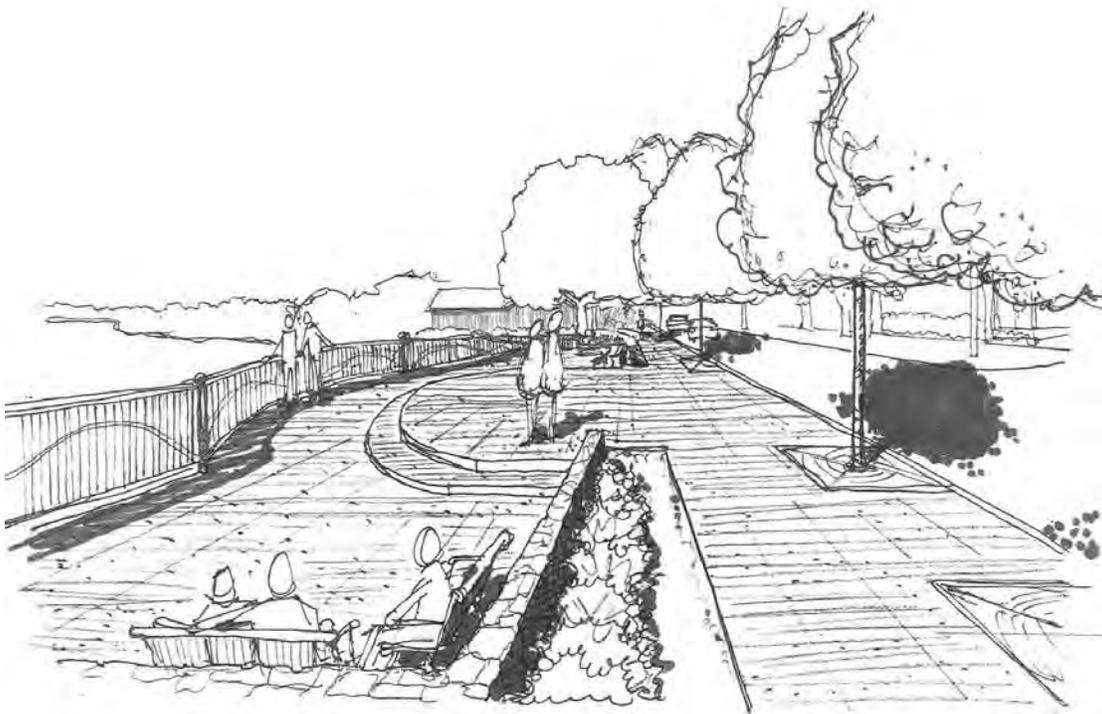
- Through selective clearing of vegetation the view of the Maumee River should be opened enhanced;
- Develop a multi-level pedestrian plaza along Front Street that compliments the view of the river. Pedestrians as well as motorists will be able to take advantage of the view from the plaza;
- Provide pedestrian access from the plaza to Water Street through a series of steps, stairs and/or ramps;
- Develop a pedestrian riverfront experience along the riverbank. Create a natural amphitheater along Water Street that coordinates with the pedestrian plaza and riverfront improvements;
- Stabilize the riverbank with native plant species along the river's edge and eliminate invasive non-native plant material;
- Improve the existing trail along Water Street (which begins at Hood Park) and extend west to Orleans Park; and
- Develop streetscape improvements along Front Street to provide sidewalks east to Hood Park and improve the sidewalks west to Orleans Park.



Cross Section of Improvements at Riverside Park extending to the River's Edge



Existing Conditions



Riverside Park – Pedestrian Plaza along Front Street

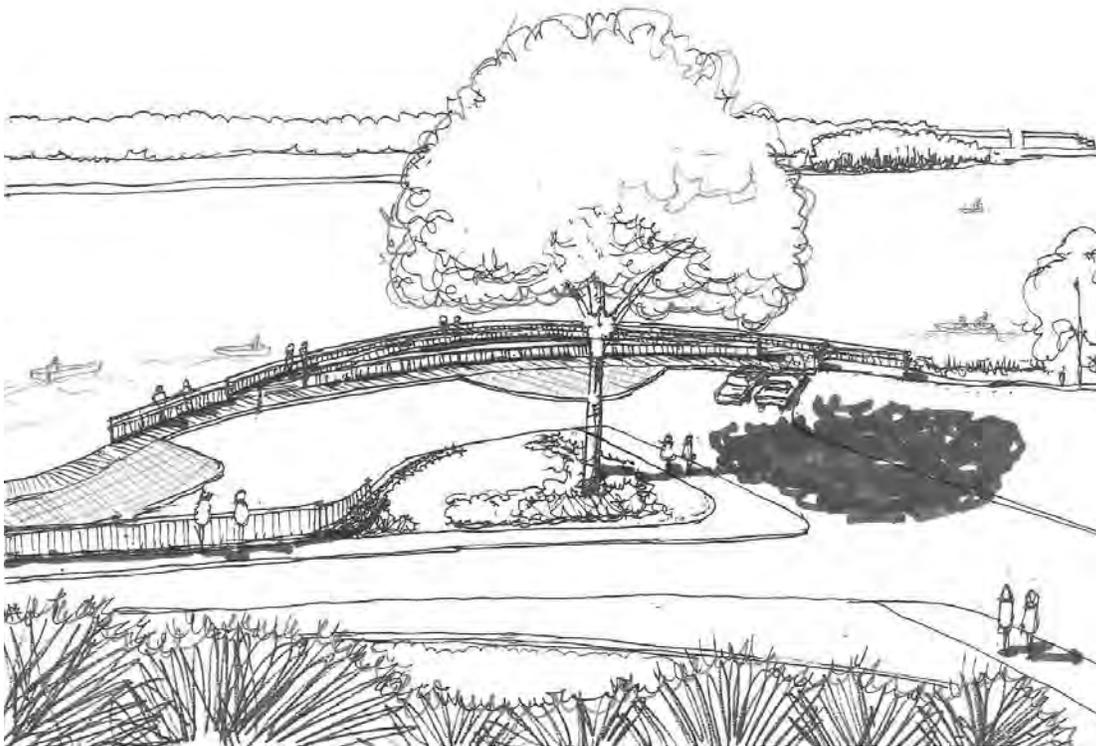
Hood Park/Louisiana Avenue

The monument plaza at the top of Hood Park provides a beautiful vista of the Maumee River. Steps from the monument plaza provide access to Water Street, the Boat Club and the riverfront at the base of Louisiana Avenue. The intersection of Louisiana and Front Street also provides a vista of the river with the silhouette of Commodore Perry's statue accenting the access to the river. The improvements recommended for Hood Park/Louisiana Avenue are as follows:

- Provide pedestrian access along both sides of Louisiana Avenue to the river. This connection would provide a direct link to the retail establishments along Louisiana Avenue south of Front Street;
- Improve the marina area to accommodate additional boat slips for private and public use. Develop a retail use such as a restaurant in the marina area to attract boats off the river to Perrysburg. A restaurant in the marina area could become a destination point and draw more visitors to Perrysburg;
- Create a public space at the end of Louisiana Avenue which projects out into the river and provides public access to the river and welcomes boaters to Perrysburg. A series of boardwalks would provide areas for fishing and viewing;
- Construction of a parking garage west of Hood Park. The upper level would be at Front Street with the lower level exiting on Water Street. Construction of an elevator in the garage would assist with access from the marina and Water Street to the businesses in the central business district;
- Connect the Water Street Riverfront Pathway with Louisiana Avenue improvements;
- Develop wayfinding signage to direct the public to the riverfront improvements and Water Street Riverfront Pathway;
- Provide a pedestrian connection east along Front Street to Maple Street and west to Riverside Park; and
- Develop a pedestrian trail west of Louisiana Avenue in the conservation easement and connect with the Louisiana Avenue improvements. The trail could connect up to Front Street.



Existing Conditions

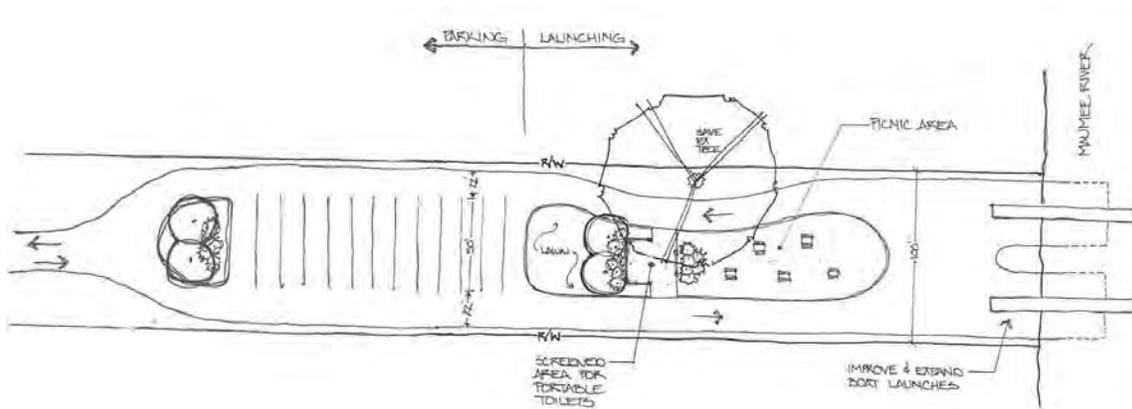


Hood Park/Louisiana Avenue – Public Boardwalk and Fishing Deck

Maple Street Boat Launch

Maple Street currently provides boat-launching facilities to the Maumee River. There are concerns that the existing boat ramps are unsafe. This is because of limited space for launching boats and parking vehicles. Residential estates surround the Maple Street facilities with deep open expanses of lawn areas extending to the river. Recommended improvements for the Maple Street Boat Launch are as follows:

- Improve the vehicular circulation to access the boat launch;
- Separate the boat launch area from the parking area;
- Reconstruct existing and add additional boat ramps and boarding docks;
- Pave parking area;
- Improve aesthetics for screening structure that surrounds portable toilets;
- Enhance area with landscape improvements;
- Provide aesthetics for permanent screening structure to surround portable toilets; and
- Provide aesthetic wayfinding signage along Front Street to direct visitors to the boat launching facilities.



Conceptual Maple Street Boat Launching Improvements

Riverfront Pathway Linkage

Orleans, Riverside and Hood Park are currently interconnected along the river through a gravel path that follows along Water Street. The path begins at Hood Park behind the Boat Club and extends west of Riverside Park. Wooded slopes extend from the residents and businesses that face Front Street down the hill to Water Street. Some areas along the riverbank are cleared to provide for individual makeshift access points to the river.

Along Water Street west of Riverside Park, the defined gravel path disappears into manicured lawns that extend from several homes to a shored riverbank wall. Timber posts mark the location of Water Street across the lawns. But, a pedestrian using this path feels as if they are trespassing on private property instead of using a public right-of-way. In addition, the cross slope of the lawn is too steep to accommodate safe pedestrian access. Just west of Mulberry Street, along Water Street, a gravel path is reestablished and extends to the entrance drive for the wastewater treatment plant east of Orleans Park. The entrance drive connects to the other drives and trails in Orleans Park which provide further riverfront experiences.

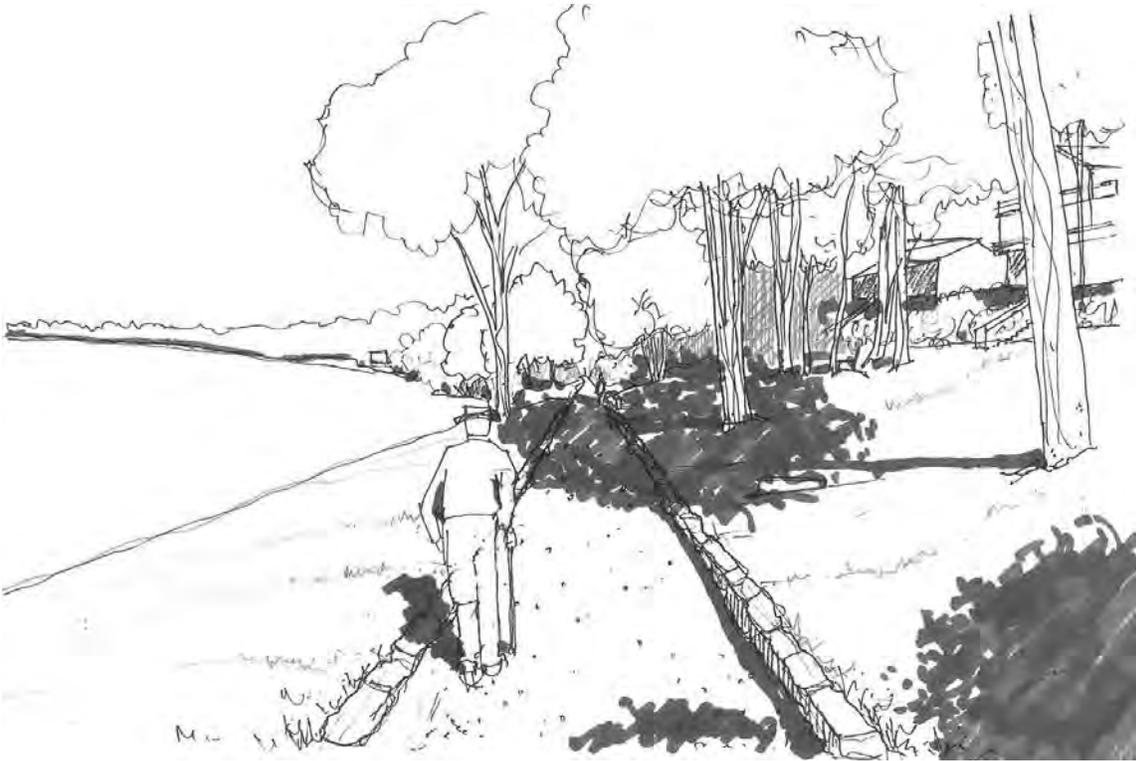
Though this riverfront pathway already exists, there is limited signage that identifies its presence to the community. The riverfront pathway along Water Street can be expanded and enhanced to provide better access for pedestrians. The gravel surface of the existing pathway could be paved to provide a more defined path. The portion of Water Street, which is currently sloped lawn, can be graded with a retaining wall to accommodate a paved trail. Any improvements along Water Street need to be constructed to minimize intrusion on the contingent property owners, since private property is on the south and the north of Water Street.

The riverfront pathway can be extended west beyond Orleans Park through the construction of the new Maumee-Perrysburg Bridge. The design of the new bridge abutment is proposed to accommodate pedestrian access under the new bridge decking. This access along the bridge abutment will provide a direct connection from Orleans Park to Fort Meigs. The riverfront pathway could then be extended along the river through the Fort Meigs' property.

The opportunities to expand the riverfront pathway east of the existing Water Street linkage, include providing pedestrian facilities at the base of Louisiana Avenue where it meets the Maumee River, and accessing the land adjacent to the eastern edge of Louisiana Avenue through the conservation easement which was established in 1999. Development further east of Louisiana Avenue provides limited opportunities to continue the riverfront pathway, but as defined previously there are potential and existing access points to the river, such as the boat launch facilities at Maple Avenue. All these areas need to be linked to the existing core riverfront pathway.



Existing Conditions



Water Street Riverfront Pathway Improvements

Community Linkage

Besides the Maumee River, a common element among all the existing and potential access points along the river is Front Street. Front Street provides an alternative to Water Street to link Orleans, Riverside and Hood Park, as well as providing the perfect opportunity to link more remote access points to the core riverfront pathway. Improvements to the current sidewalk system, such as providing a minimum width of 6 feet to accommodate individuals to walk two abreast, provide a defined sidewalk across all properties, and quality and consistent pavement conditions. This linkage can be established by enhancing the pedestrian experience with streetscape improvements and wayfinding signage.

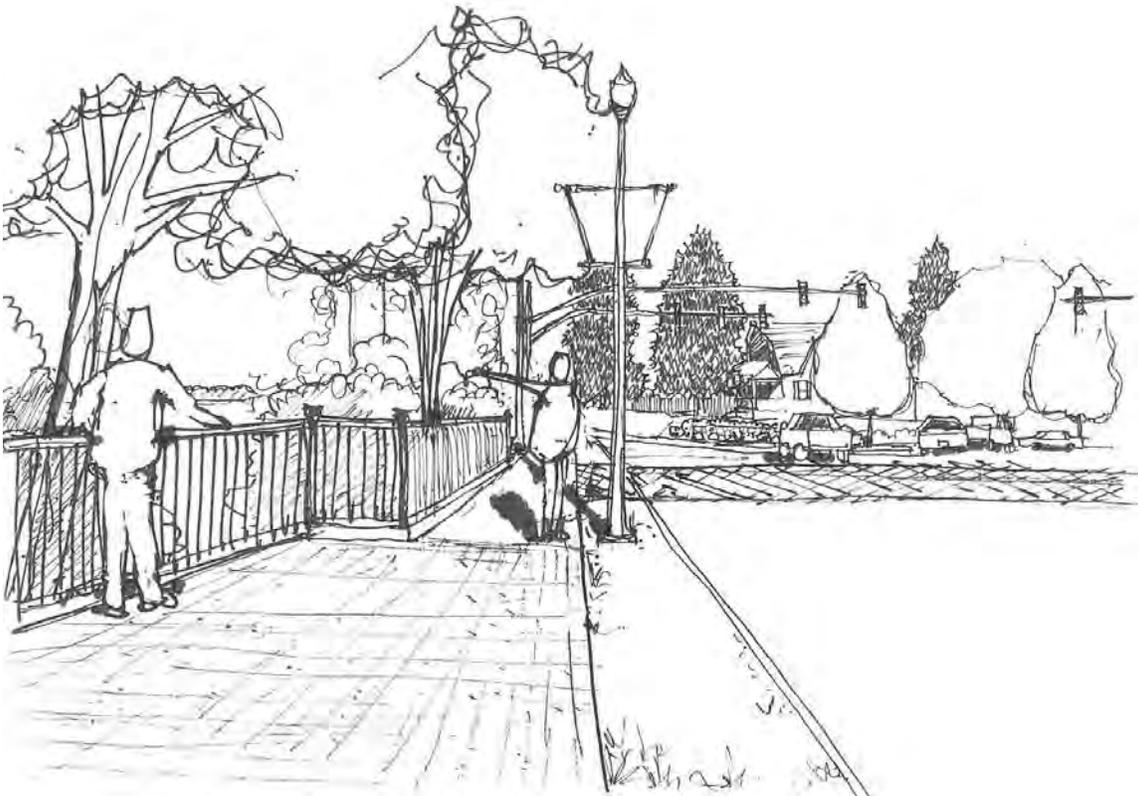
Providing these linkages within the community has other benefits for the facilitating visitors to the riverfront. For instance, parking is not available at Riverside Park, but Ft. Meigs and Orleans Park have land that could accommodate parking for pedestrians that would walk to Riverside Park and areas further east. Front Street would act as the backbone of the Riverfront Focus Area Plan.

Currently, though, Front Street is a barrier to the river. There is a considerable volume of traffic along Front Street from individuals commuting through Perrysburg and accessing the Maumee-Perrysburg Bridge. An obstacle to establish Front Street as the backbone for the Riverfront linkage is the need to provide a better streetscape environment for pedestrians, bicyclists and cars along Front Street west of Hood Park. These improvements should also be carried along Maumee Western Reserve Road to the Maumee-Perrysburg Bridge.

At all intersections, pedestrian safety must be the primary goal. The streetscape improvements should accentuate the river's presence along the street with selective views of the river. Streetscape elements such as: decorative streetlights, landscaping, narrow travel lanes, bicycle lanes, and way-finding signage to the river will provide traffic calming to slow the speed of cars. Traffic calming efforts along Front Street will also facilitate safer pedestrian crossings. Not only will these enhancements along Front Street facilitate "inviting" pedestrians to the river, but they also will improve the experience for the individuals driving along these roads.



Existing Conditions



Typical Streetscape Improvements

Overall plan

Downtown Focus Area Plan

Introduction

Presently, the Perrysburg central business district (CBD) enjoys high occupancy, good amenities, and a community that supports downtown businesses. However, the CBD should not be ignored in planning for the City's future, since the continuation of prosperity will not come automatically. This portion of the Plan analyzes the current condition of the CBD and offers recommendations that will help it continue to serve as an economic and cultural center for the community.

Role of the CBD in Perrysburg

The Perrysburg area has multiple commercial areas, both within and outside of the City limits. The explosion of disposable income and personal mobility since World War II has resulted in a proliferation of retail and service consumer options, and as a result no one commercial location can claim the primacy that belonged to downtown Perrysburg in the early twentieth century. This trend will continue. Other new developments will heighten the already intense competition that downtown Perrysburg faces from other commercial areas, which enjoy mass buying power, expansive parking areas, professional management and large promotional budgets. Downtown Perrysburg businesses will not be able to compete with the newcomers on many of these terms, but the CBD does offer several advantages which, although little-known, remain valid. Like the malls and suburban shopping districts, downtown Perrysburg must continually strive to maintain and improve its position in the market, and this must happen for the whole CBD, not just for individual, independent businesses.

The Perrysburg CBD continues to fulfill important economic and community purposes. The CBD deserves particular attention from the City and the community as a result of its significant contributions to the community image and its unique needs. Although Perrysburg does have multiple retail locations, it is proper for the City and others interested in the health of the community to accord a higher amount of attention to Perrysburg's CBD for the reasons outlined below.

Conclusions and Recommendations

Organization and Finance

To date, there has been little proactive management of the CBD's physical and economic environment. The City of Perrysburg develops and maintains all public spaces, including streets, sidewalks, landscaping and public parking lots, as well as providing zoning, building code, law and historic preservation guidelines enforcement. Most of the above

are done well; the maintenance of off-street parking will be discussed below. However, two factors inhibit the City's ability to invest in the CBD:

- Fiscal restraints currently hinder Perrysburg's and many other cities' capital improvement capabilities, and
- The extension of City responsibility over an increasingly larger physical area, as property to the south of the City is annexed in order to provide for residential, commercial and industrial growth.

For these reasons, the City's ability to provide significant funding to downtown projects outright may be limited, and the City may not be able to provide the high quality of design or high level of amenities that the CBD may find necessary. This does not reduce the City's responsibility to the CBD, particularly with regard to public services and maintenance of City-owned property, but it does mean that the City will need to partner with other entities in order for the CBD to excel.

Successful downtowns do not happen by accident. Instead, they are managed and husbanded by an entity whose sole focus is improving the downtown environment. Because of their unique characteristics and the changing nature of commercial competition, CBDs require this kind of concerted effort. Without it, each business owner is powerless to affect her or his environment. City support, in all of its political, administrative and fiscal capacities, is still essential and must not be reduced, but successful downtown management requires both public and organized private participation.

There are two existing organizations that have the potential to represent the downtown community and partner with the City:

The Perrysburg Area Chamber of Commerce. This organization has independent funding and staffing, but is not a good candidate for the downtown management role due to the scope of its mission. As its name implies, the Chamber is responsible for promoting the business community of the entire Perrysburg area, of which the downtown is only one part. Although the Chamber has historically played a strong role in downtown promotion, including the popular Farmer's Market, the Chamber is being increasingly required to shift its attention away from the CBD. Like most nonprofit organizations, the Chamber has limited staff and budget, and, as a result, would not likely, under its current configuration, be able to provide strong downtown leadership. The Chamber will continue to play an essential role in downtown development, but it should not be regarded as the logical organization to partner with the City to implement the recommendations below.

Downtown Business Association. This organization has the proper scope, but will require considerable reorganization in order to fill this role. The Downtown Business Association (DBA) was formed in 1998, and is intended to promote and support the downtown business environment. However, the organization relies on the volunteer

labor of a handful of business operators, who by definition do not have a great deal of free time. These volunteers have been able to put together some successful promotional events, but the DBA does not have the manpower or the organizational or financial capacity to participate in the recommendations below.

DBA was also described by some business operators as lacking a strong vision or sense of purpose. Although part of the responsibility for DBA's lack of momentum must fall upon business operators who have chosen not to participate in the organization, it must also be noted that it is difficult for all-volunteer organizations to develop a mission and goals, or organize means of meeting those goals. For these reasons, the Downtown Business Association should develop into a strong, well-funded and well-staffed organization that can partner with the City and other entities to improve the downtown. The Downtown Business Association is the logical entity to fill this role, and the City, the Chamber, and the larger business and residential community should support the strengthening of the DBA so that it may fully meet its potential.

Recommendations

The City, the Chamber and the DBA should jointly convene a Task Force to formulate plans to strengthen the Downtown Business Association. The Task Force should include representatives from each of the above organizations, as well as business and building owners not active in DBA or the Chamber, members of the historic preservation community, local residents and customers, and representatives of large Perrysburg area businesses, including banks, manufacturers, and other large employers. The Task Force's responsibilities should include the following:

- Assessing the level of support for downtown revitalization that may be expected from the City government and staff, downtown business owners and operators, and the wider business and residential community;
- Developing a mission statement and a brief set of goals, objectives and programs to be implemented. These should be strategically selected to reflect the downtown's most pressing needs and those items that can be realistically addressed in a few years' time;
- Develop a budget for staff, office, and programs;
- Develop a fundraising plan;
- Develop public awareness of the new DBA and recruit members, volunteers, and funding; and
- Decide whether the new DBA should seek Main Street status.

Main Street status may significantly benefit Perrysburg, but it also requires a level of commitment that may or may not be realistic at this time. People who are vested in the City and Community must make this assessment thoughtfully. It will be important to recognize that previous political struggles may not be relevant to the Task Force's

responsibility. The above process should not extend longer than one year; if that point is reached without substantial progress it will be necessary to re-evaluate the likelihood of gathering sufficient support.

If the Task Force concludes that a strengthened DBA and/or a Main Street program should be pursued, the Task Force should contact Downtown Ohio, Inc. (DOI) to arrange for more intensive consulting. Depending on the Task Force's interests, DOI may be able to conduct technical assessments and provide detailed recommendations as to how to establish a strong downtown organization. DOI is the best available source for "nuts and bolts" advise, and Downtown Perrysburg interests should make the best possible use of this resource.

DOI will also be able to put the Downtown Perrysburg Task Force in contact with other communities that have established successful downtown programs. Leaders in these communities can be valuable resources for Perrysburg, not only by providing a role model, but also by helping Perrysburg's leaders learn from their experiences.

Funding the strengthened DBA can be achieved through a variety of means, and the Task Force should be responsible for identifying the best option for Perrysburg. Funding sources can include a combination of volunteer donations, corporate or foundation giving, public support, and special events proceeds. It is also possible that a Special Improvement District may provide a good funding option, but it may be necessary for a downtown organization to establish some track record of success before attempting this. Downtown Ohio, Inc. will be an excellent source for information and references on funding approaches.

Retail/Service Business Mix

Retail business differs significantly from services in many respects, and traditional downtown districts like Perrysburg's were designed primarily to meet retail needs. Downtown retailers rely directly on pedestrian traffic through the district to generate sales income. If the number of retailers in the CBD declines, the remaining retailers are likely to lose a corresponding proportion of sales, since there will be fewer individual destinations and fewer businesses to contribute to the district as a destination.

Most retailers depend on their visibility and proximity to complementary businesses more than service businesses. It should be noted that service establishments whose patrons do come in person to their buildings may create some residual retail traffic when patrons decide to pursue other errands or browse in the district. Additionally, employees of service businesses often also make purchases in the downtown. Since some types of service businesses employ more people than the average retail establishment, it is possible that downtown service employees may constitute a significant portion of downtown sales.

Although service businesses make significant contributions to Downtown Perrysburg, they should not be allowed to dominate the district if maintaining the sense of street vitality and the pedestrian environment is desired. Additionally, some service businesses are likely to benefit the entire district more if they are located in buildings that do not face Louisiana or in the upper stories of buildings along Louisiana Avenue. If downtown Perrysburg is to remain an interesting, vital district, it must maintain its pedestrian traffic, and in order to do so, it must maintain a healthy retail atmosphere. Of course, retail space conversions are a product of market forces, and the rights of individual business and building owners should not be impaired. There are, however, some measures that the City, the Chamber of Commerce and/or a strengthened Downtown Business Association can take to encourage a mix of retail in storefronts and service businesses on side streets and upper stories that will maintain the health of the CBD.

Recommendations

Encourage ground-floor retail businesses. In order to encourage retail operations on the ground floor of downtown buildings, the City should pursue two strategies.

- Consider revising the C-2 Downtown Commercial zoning to give preference to retail uses at the storefront level. Retail uses could be defined as a permitted use in the storefront space and office and personal service uses permitted by right in other downtown spaces. Under this regulation, office uses in storefront spaces would require a zoning variance. Another approach would be to make retail the principal permitted use in storefront spaces and office or personal services a conditional use. This second approach will not prevent office uses in storefront spaces, but it will require some additional evaluation of a potential business's impacts on the rest of the downtown before approval.
- Revise the requirements for use of the tax abatements available in conjunction with the Community Reinvestment Area program to give preference to retail reinvestment in Louisiana Avenue storefronts and service reinvestment in other areas

Sponsor a detailed Downtown Market Analysis. A market analysis was conducted in 1991, but a new study should be commissioned. A comprehensive analysis will provide quantitative evidence of the changes in retail/service uses, provide a rational basis for City and nonprofit actions, and will help prepare a road map for the economic development tools outlined in this plan. In the future, a new downtown market analysis should be completed every five to ten years, depending on the speed of change observed.

Develop a strategic retail recruitment program. Perrysburg storefronts are often converted to service businesses after building owners try without success to find retail businesses that can afford downtown rent and will thrive in downtown. A well-informed and targeted retail recruitment program can assist building owners in finding tenants that will thrive in their space and will benefit the overall business community.

Identify specialty retail “clusters”. Clusters are groups of small businesses that compliment each other in their market draw and area of business, and can have a similar effect on a downtown as one large destination store. A collection of noteworthy custom furniture stores is an example of a retail cluster. Clusters may provide the basis for specialty promotions of the district. Subsequent strategic planning and recruitment efforts should also try to augment these clusters and identify other potential clusters.

Reuse upper stories of buildings for office/service uses. The City should offer technical assistance to building owners or potential tenants who wish to rehabilitate upper story space for offices. This topic requires a great deal of technical expertise. Downtown Ohio, Inc. may be able to provide assistance and resources.

Consider carefully the correct mixture of businesses. There may be significant demand for convenience retailers oriented to local residents living within a walk or a short drive’s distance from downtown. Businesses oriented to local residents’ demand not only strengthen the downtown by diversifying the business base and bringing in customers, but they also reinforce the residential neighborhoods by providing convenient shopping that enhances the neighborhood’s attractiveness.

Parking

Parking is almost always a concern in CBD's. Despite this observation, parking lots which are available in downtowns are not always used efficiently. Better management of available parking can often alleviate actual and perceived parking shortages. Tools for parking management include parking lot location, design and maintenance, and signage that guide people between parking lots and downtown destinations.

Many downtown Perrysburg business owners identify parking as a major problem. Complaints about parking in downtown stem from a combination of customer perception and physical conditions, even though the absolute number of parking spaces available to the downtown is sufficient. Although the most effective means of addressing customer complaints about parking may be to give the customers a district worth parking for, the issues listed above also adversely impact downtown by making parking appear more limited and challenging than it is.

Recommendations

Pave and stripe all public lots. Gravel and dirt lots are not in keeping with the image which either the CBD or the City of Perrysburg wishes to project. Additionally, the lack of marked spaces and indistinct edges of non-paved lots do not permit these lots to be used by the maximum number of vehicles.

Install appropriate-scale lighting in all public lots.

Lighting will become increasingly important as the number of restaurants in the CBD increase and as retail businesses extend their hours to accommodate evening patrons. There are a variety of means of providing sufficient lighting, ranging from streetlights similar to those on Louisiana Avenue to low-cost spotlights that may be affixed to public utility poles for minimal cost.



Design and install effective public parking designation signs.

Signs designating public lots should be installed at all entrances to lots, and additional signs should be installed in those lots that have private and public parking in close proximity in order to clearly designate the extent of the public parking area.

Design and install effective public parking wayfinding signs. Every public lot should be marked from the street with at least two wayfinding signs. The location of these signs should only be determined after a careful analysis of how visitors are likely to travel through the district and where they may be looking for signs. Wayfinding signs should further be installed at the gateways to downtown in order to give drivers early notification of the location of lots.

No new parking lots unless needed. Parking lots should not be permitted that are larger than a few parcels, and existing parking lots should not be expanded any more than one-half their current size. Demolishing buildings for parking lots should be strenuously avoided, and demolishing Louisiana Avenue buildings for parking lots should be prohibited.

Provide appropriate landscaping for all lots. Landscaping will serve many purposes, including definition of public and private spaces, improving safety perceptions, screening unattractive views, improving vehicular and pedestrian safety, and projecting an image of the CBD and the City as welcoming and prosperous..

Evaluate and improve pedestrian access where necessary. Pedestrians walking to and from most downtown parking lots must walk around commercial buildings or through alleys in order to reach the commercial district.

Create a map of the district showing the location of off-street parking. Such a map can be used in a variety of forms and can help combat visitors' perceptions of lack of parking.

These additional parking recommendations are listed in the event that, after the above improvements have been made, downtown Perrysburg is still perceived as having too little parking. This determination should be made as part of a quantitative parking study, and not on the basis of anecdotal evidence.

- Commission a professional parking analysis and plan.
- Pursue cooperative parking agreements with owners of private parking lots in and near the CBD.
- Acquire strategically selected properties for construction of surface parking lots.
- Construct a parking garage adjacent to Hood Park, as proposed in the riverfront portion of this comprehensive plan update.

Reuse of Residential Structures

Although the number of residential structures which have been converted to commercial uses is relatively small, this trend may accelerate, particularly if demand for space in the CBD increases. Although the *1993 Comprehensive Plan Update* recommended that non-residential uses be permitted to “widely scatter through the historic district”, this recommendation should be reconsidered. Expanding commercial uses into the historic residential district could have negative impacts on both downtown and the residential neighborhoods. First, maintaining a certain density or “critical mass” of commercial activity in the CBD will be important to its continued health. Allowing too much expansion of commercial uses into adjacent neighborhoods could result in vacant buildings downtown. Also, allowing businesses to “widely scatter” into the residential historic district may have detrimental effects on the quality of life and property values of district homes. In many cases, poorly planned commercial development can have negative impacts on residential areas.

Perrysburg has an exceptionally strong historic preservation program, and much of Perrysburg's success in maintaining its regional reputation and its high quality of life derives from the degree to which investment in the historic district has been protected from insensitive encroachments. This strength has also gained Perrysburg Certified Local Government status, which makes Perrysburg eligible for their preservation-related grants. Perhaps most significantly for downtown, the Historic Landmarks Commission (HLC) is the only agency with authority to review site-specific details, a power which is important to a dense commercial district and which is referenced throughout these recommendations. Efforts to weaken Perrysburg's Historic Landmarks Commission or

its Certificate of Appropriateness powers should be regarded as a threat to downtown Perrysburg's economic viability and community status, and should be resisted.

In general, The HLC should consider developing an update to the guidelines that more directly addresses the City's historic commercial stock and provides more detailed guidance on appropriate renovations and new construction for these buildings. It is also possible that the HLC may benefit from enhanced training in historic commercial building rehabilitation. Downtown Ohio, Inc./Heritage Ohio, Inc. and the state historic preservation office may be able to provide examples and references for good commercial construction guidelines and training for HLC members.

Recommendations

Maintain present zoning restrictions. At the present time, almost the entire commercial district as defined in this report is zoned C-2, Central Business District. Due to its changing demographics, a variety of housing options are desirable for Perrysburg. Since residents in the historic district are likely to provide valuable support to the CBD, the current blend of residential and commercial uses should be maintained.

Strategically expand commercial zoning when necessary. There may come a time when conditions exist which warrant expanding commercial uses outside of the current CBD. If such conditions are in place, the City could consider expanding the C-2 district or creating an overlay zone to allow limited commercial expansion.

In the case of future commercial expansion, preference should be given to live/work land uses where the business owner may live in a portion of the building. Such mixed land uses provide an effective buffer between residential and commercial zones. Live/work land uses could be encouraged as conditional uses under current zoning, or may be considered permitted uses within a new overlay zone.

Limit extension of commercial streetscape elements. Only certain elements of the Louisiana Avenue streetscape should be extended along side streets. For example, a small number of light fixtures and benches may be desirable along the first block east and west of Louisiana Avenue, but no attempt should be made to widen the sidewalks or pave the tree lawn, which are essential elements of the historic character of these corridors.

Development Trends and Demand Analysis

Introduction

A lot of the work that went into this Comprehensive Plan Update addresses the quality of development—how new growth should take place in the community. However, what is equally important to consider is how *much* growth will take place. Without having some idea of the physical amount of land, roads, and buildings which will be needed to accommodate increasing population, this Comprehensive Plan Update would not be of much use.

This Development Trends and Demand Analysis provides a forecast of the amount of land needed to accommodate projected growth in Perrysburg. To arrive at this forecast, EK analyzed current development trends and demand for different types of land within Perrysburg and the surrounding region. This forecast of projected growth provides the City with a glimpse into the future, based upon local, county and national trends, as to what type of development can be expected in the next twenty years. By understanding these development trends and demands, Perrysburg can incorporate these elements into the planning process and create appropriate development policies for the City.

The population, employment, and land demand data presented in this report will be vital to implementing this comprehensive plan update. Implementation of the Comprehensive Plan Strategies, Goals, and Policies needs to account for how population and employment will change over time. The Future Land Use Plan and Thoroughfare Plan must assure that the City will provide enough land to accommodate future growth and that adequate access to public roads is provided. Economic development efforts undertaken by Perrysburg will have a major role to play in future development and whether enough land is available.

It needs to be noted that no development forecast is 100% accurate. The model presented in this report is based on the best data available at the time of writing. Actual development volumes will depend on economic trends and real estate markets. That said, preparing this kind of demand analysis is still an invaluable part of any comprehensive planning process.

This Development Trends and Demand Analysis accomplishes the following:

- Projects future population and household growth;
- Estimates land demand for single family and multi-family residential uses;
- Forecasts employment growth in eleven general job categories; and
- Estimates land demand for retail, office and industrial uses.

Population Forecasts

Perrysburg has continued to capture a larger percentage of Wood County’s total population since 1980. In 1980, Perrysburg held approximately 9.3% of the county’s total population. In 1990, that percentage had increased to approximately 11.3%, and in 1995 the City held around 12.7% of the county’s population. 2000 Census data indicates that the City’s share of county population increased to 14 percent.

The Regional Growth Partnership (RGP) projects that Wood County will be the fastest growing county in the three-county Toledo Metropolitan Statistical Area (MSA). Estimates indicate that Wood County will experience a 9% increase in population by the year 2015 while Fulton County (northwest) will experience a 6.4% increase and Lucas County will only increase 1.6%. The City of Toledo will likely experience a population loss over the next 20 years as a result of continuing migration of Toledo’s population to surrounding areas.

Assuming that the national economic slowdown which began in late 2000 and continues in 2001 is reversed, this region should enjoy continued job growth. This, along with low unemployment rates and good access to a regional network of roads, will allow for continued population and employment growth in Perrysburg.

	<i>Perrysburg Forecast (3% growth/yr)</i>	<i>Woods and Poole Economics Forecast</i>	<i>Final Population Forecast</i>	<i>Annual Growth Rate</i>
2000	16,945 (2000 Census)	—	16,945	—
2005	19,644	19,258	19,451	3.0%
2010	22,773	21,218	21,996	2.6
2015	26,400	23,323	24,862	2.6
2020	30,605	25,543	28,074	2.6

City of Perrysburg Population Forecast 2000–2020

Determination of Residential Land Demand

Average Household Size and Housing Unit Forecast

In 1990, the average persons per household, or household size, in Wood County was 2.64 and the average household size in Perrysburg was 2.61. All indications point to a decreasing household size throughout the country due to an aging population and an increase in the number of single parent households.

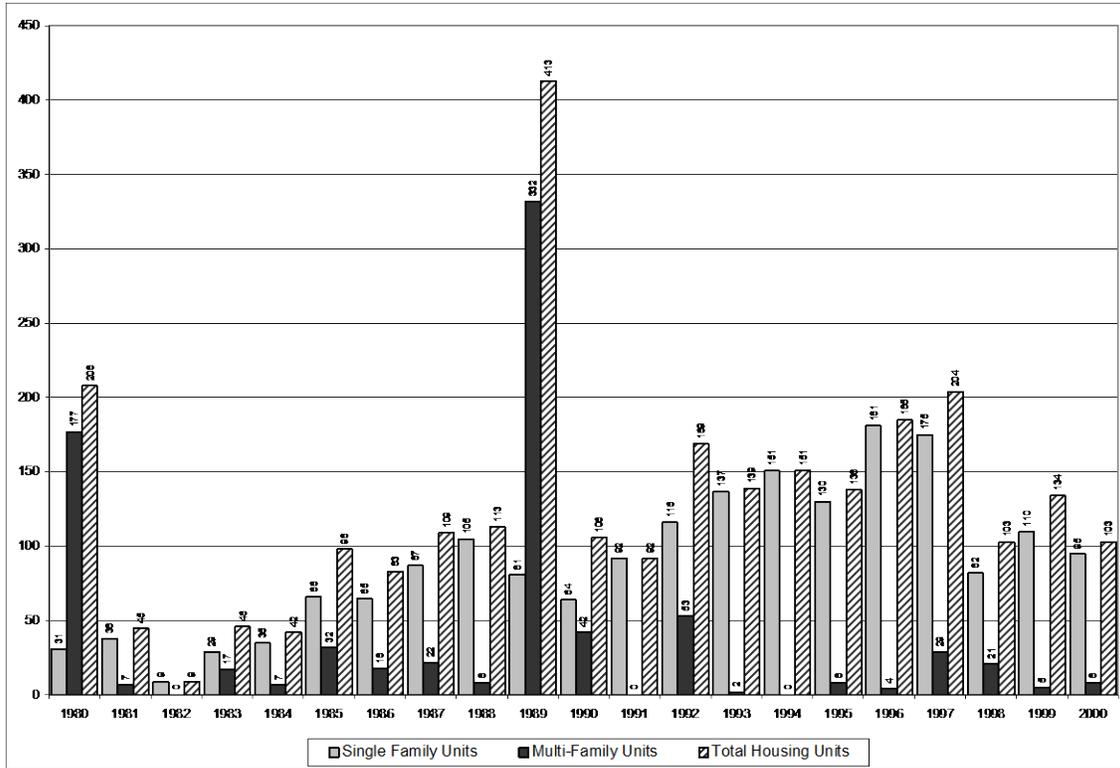
	<i>Population Forecast</i>	<i>Average Household Size</i>	<i>Housing Units Forecast</i>
2005	19,451	2.57	7,568
2010	21,966	2.55	8,614
2015	24,862	2.52	9,866
2020	28,074	2.50	11,230

Housing Units Forecast 2005–2020

Using permit counts provided by the City from 1991–2000 and the 1990 Census count of 5,044 housing units, EK estimates that there were a total of 6,462 housing units in Perrysburg in 2000. The above figures forecast that Perrysburg will have an additional 4,768 housing units by the year 2020. This increase would mean an average of 250 new housing units each year.

According to zoning permit information from the Division of Planning and Zoning, the only year in the past 20 when 250 or more permits were issued was in 1989. A total of 413 permits were issued that year. This was due in large part to the construction of a large number of multi-family housing units (332 units). Figure 4-1 illustrates the number of zoning permits issued from 1980 to 2000 separated into single family and multi-family units.

EK projects that the rate of growth in the number of new households in Perrysburg will increase gradually through 2005 and then accelerate at a faster pace leading to an average growth of 250 units per year.



Zoning Permit History 1980–2000

Projected Ratio of Single Family Units to Multiple Family Units

Perrysburg, like other communities, has experienced an increased demand for single family homes versus multi-family housing. This is due to an increase in household incomes, dual income families, and the availability of more affordable housing options. The large numbers of multi-family housing units built prior to 1991 in comparison to the last several years of almost exclusively single family housing development reflect this trend.

The U.S. Census reported that in 1990, almost 75% of all housing units in Perrysburg were single family with the remaining 25% located in multi-family buildings. Between 1991 and 2000, the average percentage of multi-family housing permits issued is less than ten percent according to zoning permit information. EK estimates that in 2000, the housing mixture was 78% single family and 22% multiple family residential.

According to permit data, single-family construction has achieved a higher percentage of the total housing stock. For the purpose of this analysis, EK will assume that the trend will lead to an overall breakdown of 80% single-family housing and 20% multiple family housing.

	<i>Single Family (80%)</i>	<i>Multi Family (20%)</i>	<i>Total</i>
2005	6,054	1,513	7,568
2010	6,891	1,723	8,614
2015	7,893	1,973	9,866
2020	8,984	2,246	11,230
Net Increase	2,930	733	3,662

Total Housing Unit Forecasts by Structure Type 2005–2020

Derive Future Demand for Residential Land

In order to convert the number of households into an amount of land demand, it is necessary to estimate the future density of new residential development—how much land each new house will take up. The *1993 Comprehensive Plan Update and Strategic Overview* prepared by NBBJ for Perrysburg projects an average multiple-family residential density of 8.0 units/acre and an average single-family residential density of 3.0 units/acre. For the purpose of this analysis, EK assumes that the recommended densities in the *1993 Comprehensive Plan Update* are realistic and allow a consistent comparison between land demand and land capacity.

Applying these densities to the household forecasts by structure type (single family residential, multiple family residential) results in an estimate of the residential land demands.

	<i>2000-2005</i>	<i>2006-2010</i>	<i>2011-2015</i>	<i>2016-2020</i>	<i>Total</i>
Single Family					
Additional Housing Units	983	837	1,002	1,091	3,913
Acres Consumed	328	279	334	364	1,305
Multi-Family					
Additional Housing Units	122	210	250	273	855
Acres Consumed	15	26	31	34	106
Total Additional Residential Acres	343	305	365	398	1,411
Total Additional Housing Units	1,105	1,047	1,252	1,364	4,768

Residential Land Demand 2000–2020

Determination of Retail, Office and Industrial Land Demand

Employment Estimates and Forecasts for Wood County

During the 1990's, Wood County experienced an increase in the number of new jobs at an annual rate of between 2% and 3%. Both the Ohio Department of Development (ODOD) and Woods and Poole Economics, Inc. estimate that the County gained about 5,000 new jobs between 1990 and 1995.

The job sectors that experienced the strongest growth were manufacturing, wholesale trades, and services (i.e., personal, repair, professional services, etc.). This was due in part to the County's location in the Toledo region, the availability of roads, railroads and waterways for transportation, and the emphasis on developing job intensive uses.

Determine Employment Projections for the City of Perrysburg

The only data readily available concerning employment within the City of Perrysburg is from the 1990 U.S. Census that breaks down employment into the same eleven job categories illustrated in Table 4-9. Employment data from the 2000 Census is not available at this time.

Industry	Perrysburg – 1990		% of County
	Number	% of City Total	
Agricultural Services, Other	46	0.9%	10.5%
Mining	14	0.3%	11.7%
Construction	275	5.2%	10.5%
Manufacturing	1,195	22.4%	10.1%
T/C/PU	375	7.0%	16.7%
Wholesale Trade	295	5.5%	13.5%
Retail Trade	1,050	19.7%	9.8%
FIRE	399	7.5%	15.6%
Services	1,685	31.6%	14.5%
Total Private Sector Employment	5,334	100.0%	12.0%

Private-Sector Employment in Perrysburg: 1990

Sources: Woods and Poole Economics, Inc. 1998 County Economic Demographic Data Service for 1995 to 2020 County employment estimates and projections; 1990 U.S. Census Data for Perrysburg employment data.

Perrysburg has a healthy percentage of Wood County’s employment in each of the industries as illustrated above. It is reasonable to assume that Perrysburg will continue to grow in the future and that the employment per job sector will increase at a similar rate to the population forecast. This will result in an increase of 1% every five years in the proportion of Perrysburg employment to Wood County employment. For example, in the case of manufacturing, EK assumes that in 2000 Perrysburg captured 12.1% of the County’s manufacturing employment. In 2005, Perrysburg will increase its share to 13.1% of the County manufacturing employment.

Derive Future Land Demand for Retail, Office and Industrial Uses

Similar to the analysis of residential land demand, commercial and industrial land consumption can be estimated for the next twenty years. This is done by using the information presented on employment in Perrysburg by Land Use Category and the information on average gross floor area per employee.

The first step is to multiply the average gross floor area per employee (sf/emp) to the forecasted increase in employees per land use type. This results in the amount of total new gross floor area, per land use type, that will be generated by new employment growth.

The total new gross floor area is then divided by an assumed floor area ratio. A floor area ratio (FAR) is the proportion of building area to the area of the property the building is located on. For instance, a 2,000 square foot retail center located on a 10,000 square foot lot has a FAR of 0.20. Information on non-residential square footage and lot sizes was obtained by analyzing information from the Perrysburg Division of Planning and Zoning's 2000 Year End Report along with an analysis of lot sizes. It was discovered that the average FARs for retail, office and industrial uses in Perrysburg were less than national averages. To be conservative, it was assumed that, at a minimum, future development will follow the minimum national trends that are illustrated.

	2005	2010	2015	2020
Population Forecast	19,451	21,966	24,862	28,074
Total Future Residential Units	7,568	8,614	9,866	11,230
Net Residential Land Demand (acres)	343	305	365	398
Private Non-Farm Employment Projections	7,808	8,809	9,813	10,814
Net Non-Residential Land Demand (acres)	65	66	65	65

Perrysburg Development Trend Summary

Strategies, Development Goals and Policies

Goals and Policies

Previous sections of the *2001 Comprehensive Plan Update* refer to various goals and objectives for the community. In fact, the previous sections of the plan are really implementation measures for the goals and objectives described in this section. Much work and deliberation by City Staff and the Steering Committee went into writing these Goals and Policies. This effort resulted in a document with detailed action steps ready for the City to implement. A detailed vision for the future of Perrysburg becomes apparent by reading the Goals and Policies.

To be meaningful and effective, any planning process must be based on what the citizens of a community want. This Comprehensive Plan Update is no different. Throughout the plan, EK coordinated closely with City staff and elected officials. In addition, the plan process was guided by a Steering Committee which included City staff and officials, business and community leaders, and representatives from the general public. Working with the City and the Steering Committee throughout this plan ensures that the recommendations will meet the current and future needs of the community

The Goals and Policies address four different planning policy areas:

1. *Land Use and Community Character* goals addresses issues related to quality and innovation of new land development, establishment of standards for land use and development, accommodating new growth while maintaining the small town character, and balancing public needs with private property rights.
2. *Parks, Recreation, and Open Space* goals consider the maintenance of existing park lands and the need to develop new public spaces for a growing population, enhancing the riverfront and creating linkage back to the City, reviewing requirements for open space provision in new developments, and funding sources for a parks and recreation administration.
3. *Economic Development* goals are related to the need for Perrysburg to upgrade its infrastructure to encourage economic growth, establishing measurable economic development objectives, balancing new commercial and industrial development with maintaining the life in the Central Business District, creating a better balance in the City's property tax base, and positioning Perrysburg to compete effectively for regional economic growth.
4. *Utilities, Community Services, and Transportation* goals consider specific improvements to the City's transportation network, water and sewer utilities, storm drainage systems, and community services to youth and senior citizens.

Each of these four policy areas is presented first with a statement of Community Vision and Value. These statements, written by subcommittees of the full Steering Committee, set out in narrative form the vision for the community in each of these policy areas.

Following the Community Vision and Value Statements are the Goals and Policies generated by the Steering Committee to implement the community vision.

Land Use and Community Character

Community Vision and Value Statement

The City of Perrysburg experienced sustained residential growth in the decades preceding the close of the 20th Century. Despite this significant population and area growth, the City has been reasonably successful in retaining its small-town character and quality of life. Growth, of course, creates both challenges and opportunities for the City. How the land in the study area will be used and the intensity of this use will determine how Perrysburg will look and function in the next century.

The *1993 Comprehensive Plan Update* marked a turning point for the Perrysburg area in the area of land use planning. The Plan established the State Route 25 Employment Corridor, provided a vision for future development of Roachton Road, and created a system of planning “sub-areas” in the growth areas of the community. This was done so that a managed level of flexibility could be employed in determining appropriate future land uses. The 1993 Plan emphasized the need for the community to increase the amount of land reserved for employment/ economic development purposes, parks and recreation, and identification of areas best suited for future residential neighborhoods. The Plan emphasized the need to retain the Riverfront in as natural a state as possible while reiterating the need to develop better linkages between the riverfront and the rest of the City.

Given the community’s commitment to planned growth, the *2001 Comprehensive Plan Update* should be viewed as an opportunity to build upon the 1993 Plan and the success achieved since that time.

To sustain and enhance Perrysburg’s distinct and exceptional quality of life, a harmonious blend of land uses must be encouraged and directed towards locations best suited for such uses. This Plan Update should be committed to encouraging commercial and industrial growth along the State Route 25 Employment Corridor. Large amounts of land need to be retained along the Corridor to support this growth. The conversion of land best suited for non-residential purposes to residential uses must be resisted.

However, commercial and industrial growth must remain in harmony with the quality of life enjoyed in Perrysburg’s existing neighborhoods and future residential areas. Areas where there is a transition from non-residential to residential uses must receive special attention when development projects are proposed in order to retain compatibility between land uses. Mixed uses should also be encouraged if they support the community’s quality of life goals.

To provide for future growth and to foster a sense of community, sufficient land must be set aside for recreation and open space. The natural beauty of the Riverfront should be retained and more directly integrated into the fabric of the community. A linear path system designed to provide access to citizens with a minimum impact on adjacent property owners should continue to be a long-term priority. The Downtown and the surrounding Historic District best represent the community's small-town character and heritage. Preservation must continue to be supported in combination with encouragement of this area as a vibrant commercial center and mixed-use neighborhood. The Subcommittee recognizes that the existing commercial areas and future retail locations are critical to providing goods and services to a growing community. Such uses are a vital element in the community's quality of life.

Use of the land in the vicinity of the highway interchanges must be developed via a planned approach, since these areas represent critical gateways into the community. The Interstate has tended to divide the developed areas from the undeveloped areas of the Perrysburg community. Interstate beautification efforts can serve as a unifying feature for the community.

Goals and Policies

Goal #1: Maintain the community's small town and historic character while accommodating growth.

- Policy 1a: Encourage diversity in the size and design of residential developments so that all citizens of the community can enjoy safe, decent, and sanitary housing in desirable neighborhood settings.
- Policy 1b: Identify specific areas along designated corridors for planned and integrated commercial and industrial developments, in lieu of strip commercial development.

Goal #2: Preserve and enhance the character of the community.

- Policy 2a: Continue to require a minimum level of property maintenance that contributes to a safe, sustainable, aesthetically pleasing, and environmentally sound community.
- Policy 2b: Ensure that development takes place in a manner which allows for the preservation of farmland, riparian corridors, open space, and significant natural features (such as the Riverfront), and set aside sufficient amounts of land for future park land development to serve a growing population.
- Policy 2c: The Riverfront should be used, where possible, for a linear pathway system linking various recreational destination points. The pathway, which is recognized as a long-term project, should be maintained in as natural a state as possible, minimizing the impact on adjacent private property owners, with input from adjacent property owners on design and development issues being an important element in this process.

- Policy 2d: The Community should strive to ensure that parks are located in areas that can be conveniently accessed by those for whom they are intended. Future elementary schools should be programmed with future neighborhood park locations.
- Policy 2e: Require appropriate landscape buffers between residential and non-residential uses. Ensure that areas are developed while maintaining a responsible physical transition from high intensity to low intensity uses. Substantial internal landscaping should be required for all development projects proposing large areas devoted to pavement and parking.
- Policy 2f: Preserve and enhance the character of neighborhoods including preservation of the Historic District and architectural integrity throughout the community.
- Policy 2g: Establish objective design standards within a range of acceptable parameters for commercial, industrial, and institutional development.
- Policy 2h: Develop a Community Gateways and Interstate Beautification Plan whereby entrances into the City and the appearance of the City with views from the Interstates are aesthetically pleasing. Provide for buffering the residential areas adjacent to the Interstates.
- Policy 2i: The City should pursue the development of corridor plans which specify landscape plans along the major corridors within the community. The City should pursue the possibility of funding the implementation and maintenance of such plans through grants, assessments, and other alternative financing measures.
- Goal #3: Encourage creative and innovative residential communities, commercial, and industrial projects.*
- Policy 3a: Encourage housing expansion to take place only where infrastructure and services have the capacity to accommodate the growth. New development should be encouraged to locate adjacent to compatible existing development. Expansion of infrastructure should be used to control the direction and amount of growth.
- Policy 3b: The City should strive to support growth with excellent public facilities and services by providing adequate resources within the context of a Capital Improvement Program planning process.
- Policy 3c: Full regional governmental communication and coordination should be expected in development issues. A high level of coordination should be achieved between City departments, with the Townships and with the utility service providers.
- Policy 3d: Planned Employment Centers (a planned business park or “campus”) should be encouraged throughout the appropriate employment areas and corridors in the City.
- Policy 3e: Flexibility should be an important element of the City’s land use review approach. Flexibility should be balanced with and result in quality development supportive of the community’s quality of life objectives.

Goal #4: Provide a harmonious blend and mix of land uses that are supportive of a well-balanced community and maintain and enhance the community's existing high quality of life.

Policy 4a: Encourage neighborhood retail development in close proximity to residential areas to provide these neighborhoods with easily accessible shopping opportunities (ensure appropriate buffering and multi-modal access from neighborhoods).

Policy 4b: The City should reaffirm the need for, and importance of, the S.R. 25 Employment Corridor and should continue to pursue infrastructure improvements to encourage employment generating land uses within the Corridor.

Policy 4c: Land that is best suited for non-residential uses should be reserved.

Parks, Recreation, and Open Space

Community Vision and Value Statement

The Subcommittee understands that having excellent parks and recreation system and retaining areas that have unique natural qualities are fundamental to continuing this community's high quality of life.

An important focal point of the 1993 Plan was the category of Public Open Space, Parks, and Recreation. This Plan established that improvements in this area were a distinct goal for the community to pursue. The Plan emphasized the need for the community to pursue the goals of increasing the amount of land dedicated to recreational use, improving the existing parks through various park construction projects, and pursuing various organizational and park management structures. The Plan further called for the development of a specific Recreation Master Plan, a linear pathway system along the Maumee River, and the development of a community center to provide programs aimed primarily at youths and seniors.

An outgrowth of the 1993 Plan was the collaborative effort of the City, Perrysburg Township, and the Perrysburg Exempted Village School District culminating in the 1994 Recreation Master Plan for the Perrysburg area. This Plan included a park and recreation facilities and program inventory, a needs analysis, district-wide recommendations, individual park recommendations for future improvements, a proposed recreation district with administrative strategies, cost estimates for planned improvements, and funding strategies. Although the joint recreation district was never established, the recommendations of the 1994 Recreation Master Plan and 1993 Comprehensive Plan Update have provided the foundation for numerous improvements and projects in local parks, including Rivercrest Park – West Phases I-III, Bicentennial Park Phase I, and the new pool in Municipal Park.

Recent growth in population has created substantial pressure on maintaining existing park resources, completing planned improvements to these parks, and acquiring new land for park development. The source of these pressures is the ever-growing demand for quality recreational resources. Given the City's commitment to a comprehensive planning approach to establish goals for parks, recreation and open space and an effective strategy for achieving these goals, the current comprehensive plan update is viewed as an opportunity to build upon the direction provided in the 1993 Comprehensive Plan, the 1994 Recreation Master Plan, and to address the issues that have arisen as a result of rapid population growth. In preparing this updated Plan, the City should recommit itself to the goal of an excellent parks and recreation system. Quality parks and recreation facilities provide a sense of neighborhood and community, and promote the public health.

The major components of the City's approach to parks, recreation and open space, will include: completion of the improvements illustrated in the Master Plans for each existing City park; development of new parks to serve an expanding population; efforts to increase funding levels for park improvements and maintenance; redevelopment and modernization of older parks; and recreation management.

To obtain this vision of high quality recreation programs and park facilities, the Perrysburg community must allocate sufficient resources for recreation programs, park development and maintenance. These resources include stable sources of funding matched with adequate numbers of trained personnel to achieve this objective. Funding sources should include budgeted amounts, grants, and subdivision open space requirements, and other alternative funding sources. The community should review all three of these sources to determine how funding levels can be improved.

The community should provide a balance of neighborhood parks, community parks, linear parks and special parks. New parks to accommodate growth in the population must be developed and located in areas that will serve new neighborhoods by providing convenient access and a variety of improvements.

The community has also experienced significant increase in the youth and senior segments of the population. As a result, the community should strive to balance the need for active and passive recreational activities, and should proactively seek ways to adequately serve all sectors of the community relative to age, interests, and abilities. Trails, bikeways, and other linkages are to be pursued in order to tie the community together and provide an important recreational element.

The community also must recognize that active support for the arts is imperative to achieve a comprehensive recreation system of high quality.

The Subcommittee considered the Riverfront as an area of unique natural beauty, which should be retained and made available for public enjoyment through a linear pathway system linking various points of recreational interest. Such a pathway should be developed in a manner to minimize the impact on adjacent property owners.

Finally, the Subcommittee recognized that excellent inter and intra-governmental relations must be maintained in order to further the goals of the City and provide excellent recreational services to the community. Full-time management of the recreation system should be explored in order to provide advocacy for funding, a liaison to the community, and to provide unified direction and implementation for the City's park system efforts.

Goals and Policies

Goal #1: The Perrysburg community must allocate sufficient resources for recreation programs, park development and maintenance. These resources include stable sources of funding matched with adequate numbers of trained personnel to achieve this objective.

Policy 1a: Year round recreational programming should be provided.

Goal #2: Parks should be maintained by the City to a superior level of maintenance; adequately trained staff should be dedicated for maintenance related to parks, recreation, and open space.

Goal #3: Completion of existing parks consistent with the approved Master Plans for these parks is a major priority.

Goal #4: Acquisition of land in advance of development for use as parks must be pursued. Such future parkland must be strategically located to best serve the needs of future neighborhoods.

Policy 4a: Parkland should be added to the existing Perrysburg Heights Community Association Park as appropriate and practical.

Goal #5: The Community should embark on a process of upgrading, improving, redeveloping and modernizing older parks to provide state of the art safety features and enhance the recreational experience provided by these parks.

Policy 5a: The City should maintain a level of basic park amenities such as pay telephones, restrooms.

Policy 5b: Skate boarding, in-line skating, and a year round rink for roller and ice-skating should be accommodated throughout the park system.

Policy 5c: A modern baseball facility complete with press box, concession stands, and other amenities should be pursued as appropriate.

Goal #6: The Community should strive to balance the goals of preserving the natural beauty of this area" scenic vistas and the Riverfront while encouraging greater access and public use of such areas and the Riverfront.

Policy 6a: Establish a linear pathway system along the Riverfront linking various recreational and scenic locations.

Goal #7: The Community should support the Arts, senior and youth related programs.

Policy 7a: An Amphitheater is a needed facility in either Woodlands or Hood Park

Policy 7b: A Senior and Youth Center is a needed facility.

Economic Development

Community Vision and Value Statement

The 1993 Plan established economic development as a distinct goal for the community to pursue. The Plan defined the need for the City to plan for and develop an employment corridor along State Route 25 in order to bring balance to the City's tax base, provide employment opportunity to the citizens of the community, and, most importantly, to maintain and improve the community's quality of life. The Plan outlined the types of land uses to be encouraged in the Corridor, needed infrastructure and related capital improvements that would be needed for the Corridor to reach its full potential.

The City recently developed a mission statement for economic development intended to promote non-residential growth consistent with preserving Perrysburg's heritage, which enhances the community and enriches the lives of its citizens by encouraging and developing a thoughtful balance of commercial and residential development. The statement directs the City to maximize economic development opportunities by promoting Perrysburg's superior support facilities, economic advantages and overall high quality of life. This Plan update is viewed as an opportunity to build upon the direction provided in the 1993 Plan and the successes achieved since that time.

The Subcommittee recognized that creating and sustaining a diverse and growing economic base is critical in order for the City to maintain and enhance its high quality of life. Economic growth is necessary to provide the resources necessary to create a quality community. While planning for economic growth, the City should continue to strive to retain its unique small-town character, which makes Perrysburg a highly desirable place to live and work. The City must aggressively secure growth in its tax base from non-residential sectors. The growing residential areas of the community must also be served by an expanding service and retail sector of high quality. In pursuing a strong and diverse economic base, the community recognizes the need for Perrysburg to be

perceived as business-friendly and having a high "corporate" quality of life equal to its established residential quality of life.

The Subcommittee believes that a strong, diverse, and expanding economic base requires a balanced approach emphasizing the retention of existing businesses, encouraging the expansion of existing businesses, and attracting firms from outside the area considering locations for future expansions. The Subcommittee recognized that attracting firms of a type consistent with the creation of high paying jobs without negative impacts on the environment, which enhances the livability of the community, will support the maintenance and enhancement of the City's quality of life. This approach should result in job retention, job creation, and growth in property values.

The Community should concentrate economic growth in the Central and Employment Corridor areas of the City while retaining the residential nature of the East and Southwest areas and the recreational and natural character of the Riverfront. The unique historic character of the Downtown must be maintained, however, it is recognized that the central business district is a thriving economic market as well and should continue as a viable economic entity.

An important approach towards achieving the level of economic development necessary to achieve the community's quality of life goals is striking a balance between flexibility in interpreting the land use policies of the plan with the need for consistency in direction. Therefore, the City should strive for quality development, not quantity of development, as the desired result of its economic development activities.

The Subcommittee believes that promoting intergovernmental cooperation and coordination and embracing economic development that strengthens the local educational system will result in a successful economic development strategy for the community.

Goals and Policies

Goal #1: Create a diverse local economy providing adequate numbers of well paying jobs in the manufacturing, technology, and service sectors to support the community's desired quality of life.

- Policy 1a: The City should position itself as a regional manufacturing and technology center by continually enhancing its competitive position.
- Policy 1b: The City should actively recruit manufacturing, technology, and service businesses that have low environmental impacts.
- Policy 1c: The City should promote the ongoing growth of the Progress Corporate Community (S.R. 25 Employment Corridor) with necessary infrastructure improvements and encouraging quality development in this corridor. This includes aggressive support for a new interchange off I-75, potentially at Five Point Road, and monitoring the capacity of the I-475 Interchange at S.R. 25 and pursuing improvements as necessary.

Goal #2: Balance the Tax Base by increasing the tax revenue generated by non-residential sources.

- Policy 2a: The City should build on its geographic location by aggressively marketing the community's advantages.
- Policy 2b: The City should protect suitable industrial land from residential conversion of such land to residential uses.
- Policy 2c: The City should direct environmentally responsible industrial growth onto land highly suited for such uses.
- Policy 2d: Attract businesses that do not overburden the City's existing or planned infrastructure such as water, sewer, and roadway improvements. A profile of industries that are compatible with and would optimally support the community's desired quality of life should be created and these industries should be targeted for recruitment.
- Policy 2e: The City should establish targeted thresholds for the use of tax incentives to attract new business and support expansions.

Goal #3: Promote the continuing revitalization and economic strength of the Central Business District.

- Policy 3a: The City should continue to annually initiate and complete redevelopment and revitalization projects in the CBD that support the area as a viable economic entity.
- Policy 3b: The City should support preservation activities in the CBD, and the continuation of retail, office, and governmental activities in this area.

Goal #4: Emphasize activities that support the retention and expansion of existing businesses.

- Policy 4a: The City should continue to strive to create a regulatory environment of cooperation to facilitate economic development which incorporates flexibility to support the economic development competitiveness of the community while emphasizing the quality of development, as well as ensuring growth compatible with existing residential neighborhoods.
- Policy 4b: The City should support activities that maximize job creation and retention.

Goal #5: Recognition of the need for superior inter and intra-governmental relationships in order to enhance realization of the Region's Economic Development opportunities.

- Policy 5a: Seek out ways to enhance communications between governmental entities to prevent conflict and promote coordination to achieve Economic Development results.

Policy 5b: Promote communications and cooperation in the areas of maintenance of existing and development of new infrastructure needed to support the desired level of economic growth.

Policy 5c: The City should strive to enhance its political clout at the State and Federal levels to support needed infrastructure improvements.

Goal #6: Encourage a Business-Friendly environment to foster growth of quality commercial development while protecting the character of neighborhoods and enhancing the community's overall quality of life.

Policy 6a: The City should review its current non-residential development requirements to ensure they support the City's Economic Development goals. Such requirements should encourage truly innovative approaches to development resulting in high quality projects and the creation of well paying jobs.

Policy 6b: The City should seek to establish specific design standards for non-residential development.

Goal #7: Develop a Capital Improvements Plan approach so that City resources and facilities keep pace with the level of growth.

Policy 7a: The City should provide adequate amounts of funding and personnel necessary to achieve this goal.

Policy 7b: Earmark the location and timing of extensions of infrastructure to support Economic Development initiatives.

Policy 7c: The City should support the role of the Economic Development Director and staff, the Community Improvements Committee and RLF Committee and the relationship and coordination between these entities.

Utilities, Community Services, and Transportation

Community Vision and Value Statement

Since the 1993 Plan Update, the City has pursued infrastructure improvements in the S.R. 25 Corridor, particularly water line and sanitary sewer placement. The City has required that proposed development be consistent with the Plan in order for City services to be extended. Unfortunately, other providers of water and sewer services in the area have not applied this planning aspect of utility extension. This situation has the potential to negatively impact the City's goal of managed growth.

This Plan Update is viewed as an opportunity to build upon the direction provided in 1993 and the successes since that time.

The Subcommittee recognizes the need to plan for and manage growth to maintain and enhance its high quality of life and is committed to providing the level of infrastructure investment, personnel and other resources required to achieve its development goals. The City should continue to prioritize needed improvements with a Capital Improvements Program process so that continuous improvement is pursued. The City should maintain and periodically update its Transportation and Major Thoroughfare Plan as part of this process. Recommendations relative to Development and Design Standards should be an element of this Plan to support the goal of quality development in the community. The City should strive to achieve a safe and efficient network of major, collector, and local streets, to provide a smooth and efficient traffic flow. Sidewalks and a Bikeway/Trails system are an integral part of such a plan by providing an alternative to vehicular traffic. Such trails also provide a sense of neighborhood and community by linking neighborhoods and destinations.

The City should review its improvement standards to determine if innovative materials and standards can be introduced into the development process to result in unique and exciting developments, but at the same time, ensuring that such materials and standards do not result in unreasonable maintenance costs for the City and its citizens. The City should explore legally supportable methods by which development provides improvements commensurate with the impact such development has on the community. New growth should be consistent with the City's overall growth management plans for utility extensions.

The Subcommittee recognizes the need to maintain superior police, fire, and EMS services. A periodic review of all facilities and staffing needs within the context of a Capital Improvement Planning process should be pursued as one element of maintaining and enhancing the community's high quality of life. Youth and Senior services should be monitored to provide the highest quality level of service. Inter and Intra governmental relationships are critical for the area to achieve its growth management goals. Promoting cooperation and coordination will enhance the probability of achieving these goals.

Goals and Policies

Goal #1: Provide a safe and efficient network of clearly designated major, collector, and local streets offer suitable access to property, and safety for vehicular and pedestrian traffic.

- Policy 1a: The State Route 25 Employment Corridor must be developed in a planned and coordinated manner to reach its full potential.
- Policy 1b: The City should aggressively pursue the planning and construction of a new I-75 Interchange in the vicinity of Five Point Road to provide greater access to and expansion of commerce in the S.R. 25 Employment Corridor.
- Policy 1c: Provide an objective set of design standards for commercial, industrial and institutional development in designated corridors.

Policy 1d: Reduce points of conflict on public streets through proper driveway and intersection separation/location requirements. In reviewing development plans, the City should encourage and require, where possible, enhanced traffic flow and safety by reducing points of conflict and allowing fewer places where turning movements take place. Balancing the distribution of traffic generated by development projects through proper internal street system design should be an integral part of all project review and approval processes.

Goal #2: Ensure safe, convenient, pedestrian friendly neighborhood environments, which are accessible to all citizens, encourage well-planned corporate communities to support the community's quality of life objectives. The systems needed to support these areas should be provided in a cost-effective manner.

Policy 2a: Continue to require the installation of sidewalks on all public streets and the repair and maintenance of existing sidewalk systems.

Policy 2b: Provide for pedestrian and bikeway trails to link neighborhoods and recognized destination points.

Policy 2c: Encourage street design that complements the character of planned neighborhoods (pavement widths, cul-de-sacs, street patterns).

Policy 2d: To encourage creative design, the City should explore the adoption of standards which clearly encourage the use of truly innovative materials and designs which meet the community's high standard for quality development which do not adversely affect the functioning of infrastructure, service, and transportation systems, or the City's ability to maintain these systems.

Policy 2e: Traffic calming approaches should be considered in new and existing neighborhoods as appropriate. Elements of such an approach may include traffic circles, narrower pavements, curves, avoiding long stretches of road with no intersections, and other similar measures.

Policy 2f: Encourage improvement in traffic flow by properly locating, spacing, and timing of traffic signals and through proper geometric design of streets and intersections. Sequencing of traffic signals in an integrated network is an important objective to reduce fuel consumption, enhance traffic flow, and increase the overall functioning of the transportation network.

Goal #3: Develop a transportation system that is commensurate with and supportive of the efficient and economical use of public funds.

Policy 3a: The City should review and adopt the Transportation and Major Thoroughfare Plan on an annual basis to determine the status of projects and funding sources, and to assess the priorities inherent in the Plan.

Policy 3b: The possibility of bikeway/pathway/trail linkages should be considered in the planning of all roadway projects.

Policy 3c: The City should continue to support regional public transportation services (TARTA) to the community and strive to expand these services where needed.

Policy 3d: Maintenance costs must be a key factor considered in the design, review, approval, and implementation of major roadway and utility projects, as well as subdivision design.

Goal #4: Provide adequate, attractive, and safe parking facilities.

Policy 4a: The City should review its parking standards to encourage requirements that match the character of the neighborhood in which the parking facility is to be provided.

Policy 4b: The City should require adequate landscaping of on-site support parking facilities.

Goal #5: Provide high quality utility services at the lowest possible cost while maintaining the aesthetics of the community.

Policy 5a: Utilities should be placed underground wherever possible.

Policy 5b: Fiber optics and future technologies should be accommodated in all public projects.

Policy 5c: The City should review and adopt a Water, Sanitary Sewer, and Storm Drainage Plan on an annual basis to determine the status of projects and funding sources, and to assess the priorities inherent in the Plan.

Goal #6: Ensure that all utilities serving residents are of the same high standards throughout the community.

Policy 6a: The City should continually monitor the impact of deregulation on its citizens and support their interests.

Goal #7: Continue to provide services of superior quality to the community.

Policy 7a: The City should strive to continue to maintain superior fire, EMS, and police, and all other services as the community grows. This should be accomplished within a Capital Improvements Planning Process.

Policy 7b: The City should encourage excellent inter and intra governmental relationships and coordination to ensure the realization of transportation, educational, recreational, and utility related initiatives.

Policy 7c: Attention should be directed toward developing and enhancing programs and services designed for youth and senior segments of the population.

Goal #8: Costs of utility, transportation, and other infrastructure improvements necessitated by new development should be borne in a fair and equitable manner by the developer, and should not solely be the responsibility of the City. New development should not diminish the high level of service currently enjoyed by the residents of the community.

Policy 8a: New development having a substantial and measurable impact on the level of service in a defined impact area should be responsible for a fair and equitable portion of the cost of off-site improvements necessitated by the development.