

**COMPREHENSIVE PLAN
VILLAGE OF POWELL, OHIO
DECEMBER, 1995**

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PREFACE

This project was authorized by the Powell Village Council and conducted during the first half of 1995. The planning process was divided into three phases. Phase I created study teams and identified the community's overall character. Phase II mapped natural, cultural and visual elements of the community and through the creation of a composite plan identified specific zones requiring special attention. Phase III documented each phase and prepared a plan which incorporated recommendations and their implementation.

The focus of the work process was four public workshops which were designed to achieve as much public involvement as possible. Each workshop solicited the opinion and experience of Village residents, and provided both valuable information and ideas considered crucial to the planning process.

All work was directed to respond to the Village Council's statement on Growth and Development which had been adopted on June 8, 1994. In short, the primary goals of this statement included the following:

1. To improve and renew old Powell to develop a Village Center with distinctive elements identifying a theme for Powell.
2. To improve the quality of life for the residents of Powell.
3. To minimize local taxation. That is, to achieve growth which does not increase the taxes being levied on our residents.

4. To increase property values
5. To embrace the concepts outlined in the Delaware County Master Plan, in particular page 61 of the Plan, as follows:
 - The Village should have its own roadway system, complete with internal linkages and connections. If there are parkways, they should connect neighborhoods and areas of the community to each other. The Village is too large for a "cross-roads" roadway system.
 - There should be visible public spaces which provide civic settings for businesses and institutions.
 - Locations should be defined which possess ideal qualities and characteristics for office and business development, but which also make sense in structuring the form of the community. To respond to, or plan around, nothing but developer proposals is wrong.
 - The special characteristics of neighborhoods should be defined and protected or enhanced.
6. An appropriate array of civic design features should be defined and utilized to establish community identity.

7. To adopt a specific land-use plan which achieves land use patterns balancing tax revenues with costs of required services and infrastructure improvements needed to support the desired usages. The plan should include land use that accommodates mixed use that provides environmentally sound commercial and industrial businesses, offices and restaurants.
8. To preserve green space not only in the design of all new projects, but also to encourage the preservation of natural rural environments (e.g. farms, lakes, ravines, etc.).
9. To develop parks and recreation facilities, including bike paths and walkways which encourage pedestrian traffic.
10. To develop a roadway system that serves the needs of the residents of Powell, but does not encourage the flow of through traffic through residential areas of the Village.

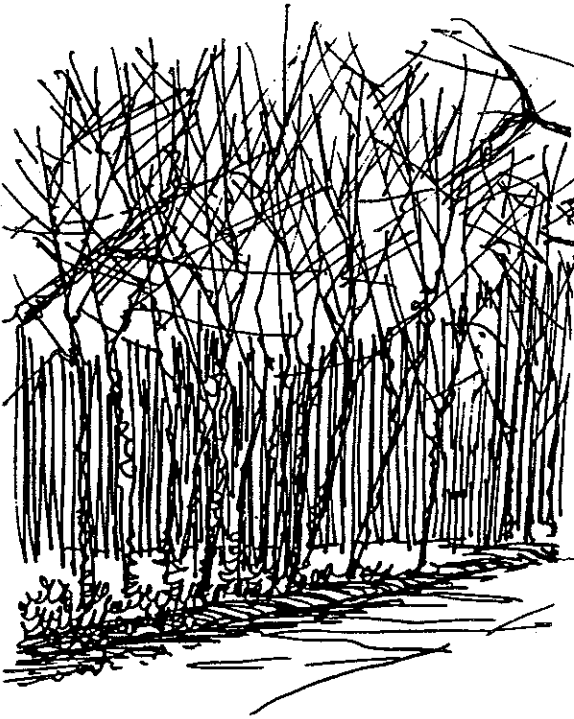
INTRODUCTION

This plan is all about a new concept of the Village of Powell. It tells how this village can retain its historic town center, area farmsteads and its rural character. It is a complete conception, which seeks to accommodate single family development and the preservation of the natural scenic areas which envelope the Village. The plan portrays a scope of village services which can be delivered economically and in balance with a new understanding about tax revenue and the nature of economic development which would complement the contemporary life styles of Village residents.

This plan diverges greatly from the previous planning direction, which had focused on implementing region-wide traffic routing schemes through the village and very extensive commitments to commercial and industrial land development plans.

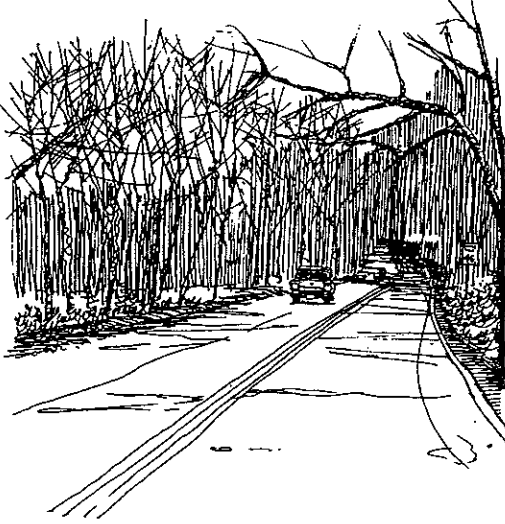
This plan suggests that the Village should seek growth, but at a pace and of a type that support community goals. The unique cultural and historic features of Powell and its extraordinary natural setting along the Olentangy River Valley wall can be preserved. Powell can expand to the north and south along this valley wall and can accommodate more single family development, without compromising the Village's character and sense of place.

The creation of this plan generates a new vision. It is for Powell a clear statement of purpose and direction which incorporates the community goals with a vision for future growth and development.



VISION STATEMENT

The Village of Powell is a small, rural, Greenbelt town, located off the beaten path, along the west bank of the scenic Olentangy River valley, in southern Delaware County.



- Residential neighborhoods spread along the valley wall, north and south of Powell Road. Other neighborhoods are clustered close to the original village, thereby saving valuable farmland and protecting natural resources as a "green" edge.
- Natural vegetation is preserved in Powell, and tree-lined parkways and pedestrian scaled Village streets punctuate the natural landscape.
- Civic design is important in this community. Stone and white rail fence lines recall the agricultural heritage of the village, along with barns and farmsteads which have been preserved through the village's land trust. Monuments and markers, commemorating locally significant personages and historic places, are located throughout the community, and the town's public art program has enriched the public places where community events are held.
- The village's open space system consists of reserved natural areas, community entrance gateways which shape primary roadways and slow through-traffic, neighborhood parks, a community recreation center and park, and a non-traditional town center green and historic cemetery.

- Bikeways and walkways provide access and connections from residential areas to the open space system and the town center, and other nearby destinations.
- The historic town center, with its mix of uses, has been renovated and provides many enjoyable social, shopping activities and business offices along tree-lined village streets and new walkways. Its underlying scale -- pedestrian scale, narrow streets, vernacular architecture -- has been extended to new town center housing nearby. Public parking is provided in the town center where municipal offices are located along with the town's commuter rail transit station.
- Powell provides an excellent setting in which to live and work. The community truly is a protected respite from the outside region, and many residents conduct professional businesses from their homes, using tele-commuting technology.

PLAN SUMMARY

This Comprehensive Plan is best summarized in the form of six (6) component recommendations, which are also shown on the enclosed Comprehensive Plan Map.

1. ACHIEVE THE IDENTITY OF A RURAL GREENBELT TOWN.

- Obtain and preserve wood lots, ravines, farmsteads and open space as permanent boundaries for Powell
- Obtain and preserve landmark sites at entries to the town. Seek sites with barns, stone walls and other historic agricultural "artifacts".
- Preserve and create fence lines to highlight village roads and neighborhoods.
- Obtain scenic easements to control natural areas and roadway access to developable sites.

2. REDEVELOP THE TOWN CENTER.

- Restore historic buildings for new uses.
- Seek new office and business development which is in scale with historic buildings.
- Implement the new streetscape plan.
- Seek new town center housing development at historic old village lot densities.
- Relocate municipal offices to the town center and preserve the opportunity for a future commuter rail transit stop.
- Provide a village green.

3. INSTITUTE AN ACCESS MANAGEMENT PROGRAM

- Maintain a roadway network of low speed two-lane roads.
- Limit the scale of development and control access to maintain high ADT capacities at low speeds.
- Plan new roadways to shift demand for through-town travel to a north and south pattern.
 - Work to shift traffic generated by non-residential development to the west and future Sawmill Parkway.
 - Work to shift the residential traffic of Village residents to the scenic roadways.
 - Reserve parkways for in-village neighborhood access.
- Provide and improve at-grade rail crossings.
- Integrate community gateway parks, historic landmark sites, and similar civic design elements with primary Village roadways to maintain low speeds and to establish the greenbelt town identity on through streets.
- Achieve internal street connections within and between neighborhoods to facilitate "in-village travel" for Village residents. Discourage cul-de-sac street plans.

- Implement a bikeway (walkway) plan connecting neighborhoods and parks to the town center, creating options to vehicular travel for residents within the town.

4. ACHIEVE BALANCE IN LAND USE MIX.

- Seek to decrease the proportion of land in the Village which could be developed for non-residential uses.
 - Encourage developers to "build-out" sites zoned for non-residential uses with project types that generate lower levels of traffic generation.
 - Support petitions for annexation of residential lands to the north and south, which are located on the valley wall.
- Encourage developments which mix various land uses.
- Provide new development controls to limit the size of non-residential projects to a village scale. Discourage developments which require regional markets.

5. SHAPE A SMALL TOWN ECONOMIC DEVELOPMENT PROGRAM.

- Encourage the development of home-occupations in Powell.
- Facilitate marketing assistance to developers to attract specialty businesses to Powell which support home occupations or which complement the life style of Village residents.

- Work to retain existing businesses and assist their expansion and/or relocation needs in conformance with this plan.
- Target small, "upscale" companies seeking quiet, scenic, "out-of-the-way" office locations and strategic sites in Powell, which could attract them to the community.
- Target small entrepreneurial businesses.

6. LIMIT VILLAGE SERVICES.

- Limit services to the present mix, but work to improve delivery.
- Be strategic in planning future community facilities.
 - Acquire park land, for example, which can accommodate a location for economic development return adequate to support acquisition.
 - Support self-financing facilities sponsored by community groups.
 - Seek viable uses and sources of community support for historic barns or similar landmarks which may be acquired for community identity purposes. An art league or historic group may form, for example, to "adopt" a project.
- Structure a scenic easement acquisition program which provides documentation and review supportive of donors receiving tax credits.

- Continue to assist developers in their efforts to plan developments to reserve resources and/or provide components of this plan as part of their projects.

LAND USE PLAN

COMMUNITY GOALS WITH REGARD TO LAND USE

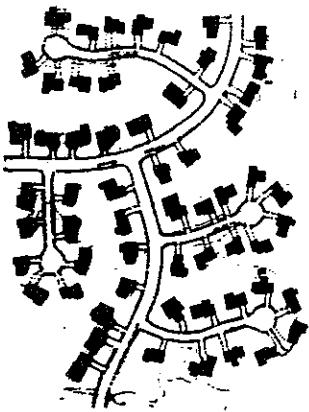
- Enhance the historic character of the town center.
- Encourage a more pedestrian-scaled environment, small scale non-residential uses and an emphasis on civic design. Focus on "Village-scaled", not regionally-scaled, land use development. Land use development should focus at a smaller Village-scale rather than a larger regional-scale. Village-scale means a smaller scale relating to typical small town atmosphere.
- Promote the concept of both living and working in Powell by providing support services.
- Create "natural" limits to development and protect the "green edge" by conserving natural resources and concentrating non-residential development at the Village core.
- Utilize public art as a major contributor to civic design.
- Provide links to and within open space and park system for community access.
- Seek development that will both economically support the provision of Village services, and strategically support the life style of the community.

THE SPECIAL UNIQUENESS OF POWELL

The Village of Powell is a small rural crossroads town. Its historic center is just "four corners" in a Village pattern at a pedestrian scale with barns and farmsteads dispersed in and around the Village. In the midst of the Olentangy River Valley, the town is off the beaten path, miles from the regional freeway system.

The visual landscape is distinguished by open space (the flood plain of the Olentangy River), natural vistas from the valley wall, ravines, wooded areas and small farms. The municipal limits encompass three different land forms: the Olentangy River Valley, the Valley Wall (including ravines and natural drainage areas) and the Upland Plateau. The River Valley and the Valley Wall have and will continue to provide natural and scenic character suitable for upscale single family development.

Like many rural communities in Ohio, the new development occurring in Powell has been completed in the suburban pattern. Residential neighborhoods are large lot, low density with curvilinear street pattern. Commercial, office and new industrial developments have been completed or planned on a subdivided plat basis and require vehicular access for operation. Retail development proposals in the area are highway-oriented (strip) plans. Most existing non-residential development plans which have been proposed and/or approved are located on the flat plateau to the west end of town, along the railroad and to the west of the railroad. While some historic town center buildings have been renovated to reflect historic character, some new construction, following a more "isolated" suburban pattern has been completed.



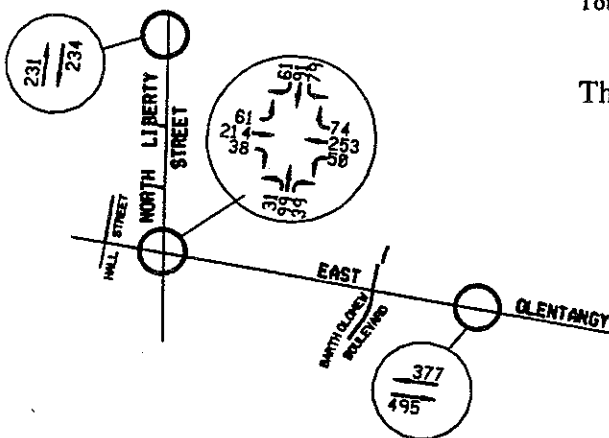
PLANNING ISSUES

Following the conventional wisdom that most communities have adopted as an economic development strategy, the Village of Powell has zoned a portion of its land for commercial and industrial use in an effort to provide future tax dollars as revenue to support the Village in a way thought to be not possible from a solely residential tax base. See Figure A. The zoning rate has far outpaced the rate at which non-residential building is occurring. Through comparative assessments of zoned land, it could be said that the Village is out of balance with respect to the amount of land zoned for non-residential versus residential use. For example, in all of Columbus the percentage of land developed for commercial and industrial land uses is 7.36% (source: GIS Data, Columbus Comprehensive Plan). In Powell, 16.3% of Village land area is zoned or developed for commercial and industrial uses.

Figure A

TALLY OF ZONED AND DEVELOPED COMMERCIAL AND INDUSTRIAL LAND

Zoning	Built	Unbuilt	Total
Old Powell Commercial	16.0 acres	0.0 acres	16.0 acres
Old Powell Planned Commercial/ Residential	6.5 acres	28.0 acres	34.5 acres
Planned Commercial	36.5 acres	95.2 acres	131.7 acres
Planned Industrial	44.0 acres	51.8 acres	95.8 acres
Planned Office	0.0 acres	8.5 acres	8.5 acres
Total	103.0 acres	183.5 acres	286.5 acres



The difficulties this imbalance generates are as follows:

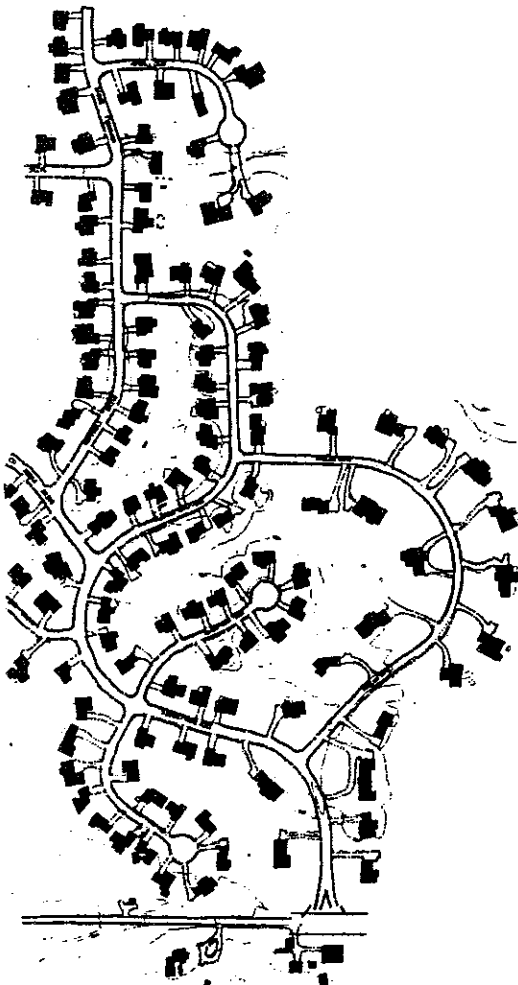
- Attracting large area and large scale non-residential land use to the Village in the amount that is currently zoned will bring with it an increase in traffic through the town which would at least match if not exceed all of the traffic that all of the residents would generate. For example, one 12,000 s.f. office building could generate 160

trips per acre per day while one house , on a 3/4 acre lot would generate 13.7 trips per acre per day. Large scale non-residential development also builds a demand for more high volume, multilane roadways, and at a rate that would likely exceed the ability of the community to generate the revenue to pay for them. To accommodate multilane roads, the community must necessarily change the scale of development. Narrow streets of pedestrian scale with tight, right-angled corners must give way to wide, high volume and high speed, automobile-scaled streets with broad sweeping curves. The latter seriously compromises the health and safety of Village residents and the rural Village community character that residents have been seeking to maintain.

- The types of non-residential development that will likely come to Powell are not of an economic profile that would significantly impact the financial resources of the town and would not be consistent with the lifestyle of the community. Without a focused economic development program and targeted marketing assistance, office users and industrial companies are likely to be small firms with few employees and moderate salary levels. It is also important that the residential base, due to the quality of housing built in Powell, is generating more revenue than is customary for most communities. In Powell, the residential revenue base is presently adequate to support the existing range of services provided to the community. If this scope of services is maintained, and if the Village can remain free of large roadway improvement projects, then

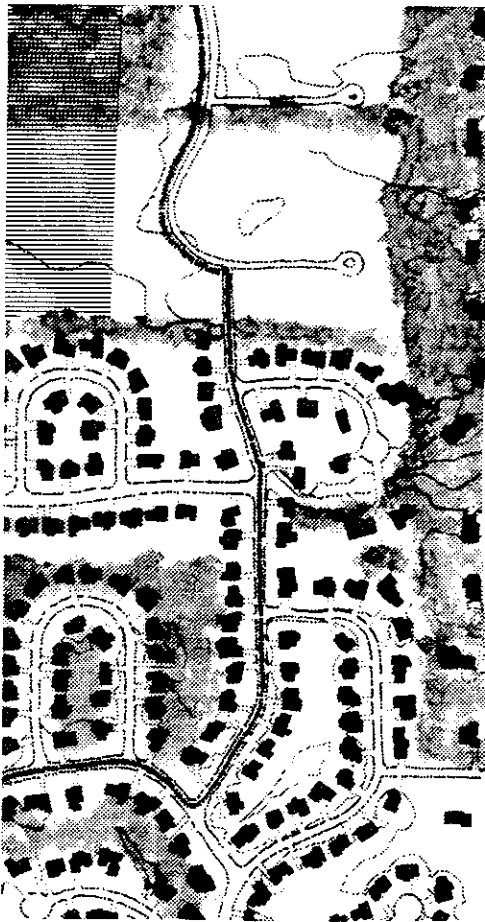
extensive, non-residential development would not be necessary.

- Roads serve a dual function. They not only move people from one point to another but they also provide access to land. It is then essential, when discussing land use and traffic to consider the effects of one on the other. In fact, to be effective, one plan must necessarily reinforce the other. Planning must, therefore, limit highway-oriented land uses such as high density frontage development of strip malls which quickly use up the carrying capacity of the roadway with high volumes of automobiles making frequent turns on and off the roadway and interrupting the flow of through-traffic.



- The provision of land for parking in the Town Center is another important consideration of the Land Use Plan. While the goal is to maintain a pedestrian scale, the plan must address the issue of parking and the balance between the amount of asphalt surface required to support economic growth in the town center. Traditionally, development also brings an excess of parking outside town center locations, shopping malls and "big box" retail uses in easily accessible locations. Such developments tend to diminish the overall character of the town through their aesthetically unappealing scale and plan layout, which is so divergent from the town's traditional nature.
- In order to maintain Powell's small town character and still allow for growth and development several other planning issues must be considered. The identity of the Village must be established and defined. It must be clear where the Village

begins and ends through distinct boundaries that let people know they have arrived in a different place. Without edges, limits and boundaries, growth tends to "sprawl" in all directions in a chaotic and uncontrolled fashion often giving way to the establishment of "edge cities" whose identity emerges from arbitrary points where highways intersect. This definition is accomplished in a number of different ways which the Land Use Plan addresses in its planning proposals.



- At issue here as well is the current growth trend for the Village which is in a suburban pattern. Distinguished by curvilinear street patterns and non-pedestrian scale, cul-de-sacs and the absence of sidewalks, suburban pattern development tends to isolate residents of the community by subdivision. Placed off of busy streets carrying through traffic, these residential groupings are also isolated from the town center, except by automobile. The result is a fragmented community dependent on automobile transportation and often along high volume, high speed streets. This plan seeks to mitigate such an outcome by addressing the need for bikeways, walkways, and small street connections between and among residential neighborhoods.
- Another result of the typical suburban growth pattern is a lack of diversity in community structure. Single family residential development is often isolated from other residential types as well as from schools, libraries, churches, parks and shopping. It is not unusual for a family to be required to drive some distance from home to the playground. Increasing diversity of land use

invites Village residents from a variety of lifestyles which might range from raising a family, to an office at home, to single and working outside of the Village, to retirement living. Each requires proximity to or distance from different town elements. A homogeneous development pattern removes the freedom of choice and requires a style of living centered on transportation rather than quality of life.

LAND USE PROPOSALS

In order to address the planning issues facing the growth and development of the Village of Powell the following proposals have been made for land use.

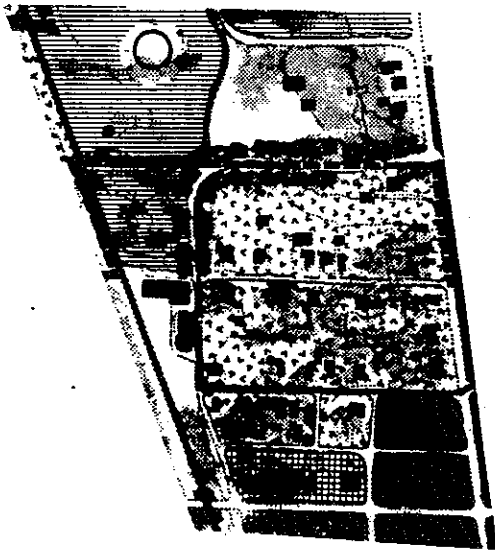
1. The Village should continue to encourage a land use policy which promotes low density housing development that minimizes the fiscal impact of providing basic Village services.
2. The Village should seek a balance of residential and non-residential land use based on the scope and cost of existing Village services and revenues from upscale residential property development and small scale non-residential development. By limiting the range of services the Village currently provides (and can afford to provide in the future), an accurate picture of future development will be mapped out. This will be an ongoing Village management function which will remove pressure from the Village to seek additional funds to accommodate the high cost of road building and highway maintenance.

Land use development must be kept in line with these objectives. This also means that the Village should

work to prepare design standards which would shape the scale, the massing and the plan layouts of non-residential developments to be as representative as possible of traditional village scale development. This will require modifications of the Village's zoning ordinance, (i.e. to add design standards, for example), but such modifications may actually reduce the total developed square footage of non-residential projects.

- By expanding the extent of residential development based on an understanding of the unique demographics of this Village (i.e. the large amount of revenue generated by the current high quality of housing), the Village will be able to provide services to its population without the need to seek revenue from large commercial and industrial business. This will not only secure a financial and economic base for the town but will also contribute to the continuation and preservation of village character. Expansion of the residential base means several things from a land use planning perspective.
- Annexation of lands along the Olentangy River Valley wall is highly recommended. Existing neighborhoods and developments in these areas are of the same quality as those in Powell which are economically supporting the present range of Village services. Undeveloped property to the north and south of existing Village limits would provide opportunity for future housing development of the same type.
- Higher density housing development should be encouraged in locations where lands possessing tree stands or other natural scenic features exist and which may have been prematurely zoned for

non-residential uses. In such locations, development of cluster housing or other types of multi-family housing units would be of benefit to the Village, even if average unit values (as say in a condominium) would be somewhat less than average Village housing value provided it is consistent with the primary goals of this Comprehensive Plan. The reason lies chiefly in the mitigation of future traffic volumes and of pressures for roadway improvements.



- Town center housing development should be strongly encouraged. Whether accomplished unit by unit on "Village lots" (to complete original plats or newly developed small parcels) or through multi-family or condominium projects, new housing will support the redevelopment and renovation of Town Center businesses and offices.
- By seeking alternative land uses for the industrial and commercial sites not yet developed, the Village will be able to control the number and types of roadways through the community which could be regained in future years. Less traffic-intensive development will reduce the demand for high volume, high speed roads. Developers have been finding (in the Spring of 1995) it more profitable to purchase land zoned for non-residential use and developing single family subdivisions. The Village should encourage developers to this end whenever possible.

There are sites in Powell, some of which are presently zoned for non-residential uses, which would be very attractive locations for future schools, or other community facilities. The following two sites serve as examples.

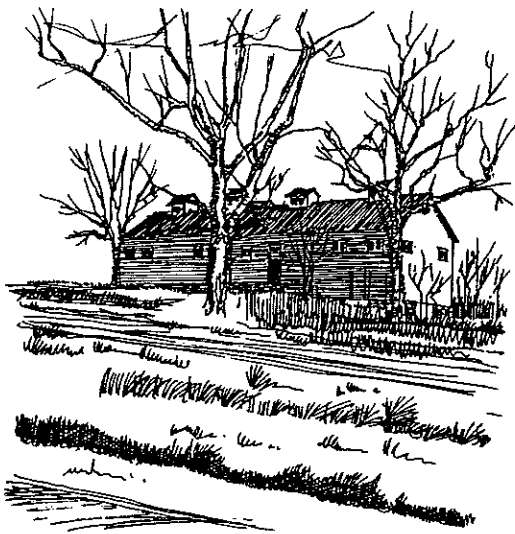
schools, or other community facilities. The following two sites serve as examples.

- The site adjacent to, but west of the CSX Railroad, running south of Powell Road, and combined with some of the lands attached to the property presently known as Murphy's Party Barn.
 - The site on North Liberty Street, opposite the intersections at Ridge Side Drive and Liberty Ridge Drive, north of North Park.
3. The Village should plan the redevelopment of the town center to establish a pedestrian scale "downtown" with a distinct identity and to provide a focal point for the community. The town center will be a center of economic diversity, linked to residential neighborhoods and accommodating mixed residence types. It will support small businesses and home occupations as well as the lifestyle and character of the Village community. See the Old Powell Villagescape Plan.
- By developing a marketing plan for business retention and new business location, the town center will become a vital, focal point of community activity.
 - By considering new street extensions to improve access to parking, rear access to buildings, to maintain the access that already exists, and allow pedestrian and bike connections to neighborhoods, the quality and character of life in the Village will be enhanced and preserved.
 - By providing landscaped parks and civic design features at significant locations throughout the

Village a unique sense of identity begins to emerge and entrances to the town are clearly defined.

- By relocating the Village center of government downtown a consistent level of activity is assured in the town center.
 - By seeking to assist in relocating the Powell Truss and Door Company to a site in Powell more suitable for its business functions, an ideal location for a rail transit stop is created, complete with municipal parking and business or office expansion. (See also Community Facilities section).
4. In support of community goals, the Village of Powell should seek to control the quality of the visual landscape, to maintain existing natural and historic features of significance and to establish a "greenbelt" with the powers to limit and prohibit access and development within the town limits. To that end the Village should:

- Acquire land holdings containing farmsteads, barns and other historic artifacts which offer strategic economic development opportunity, public use opportunity or which are located at the periphery of the Village and offer character-defining visual identity. The barn which stands at the corner of State Route 315 and Jewett Road is one such example. At each of the four corners of Powell such significant historic features still exist, which if acquired by the Village, will be protected and will become landmarks of the community. These will become the entry features that signify

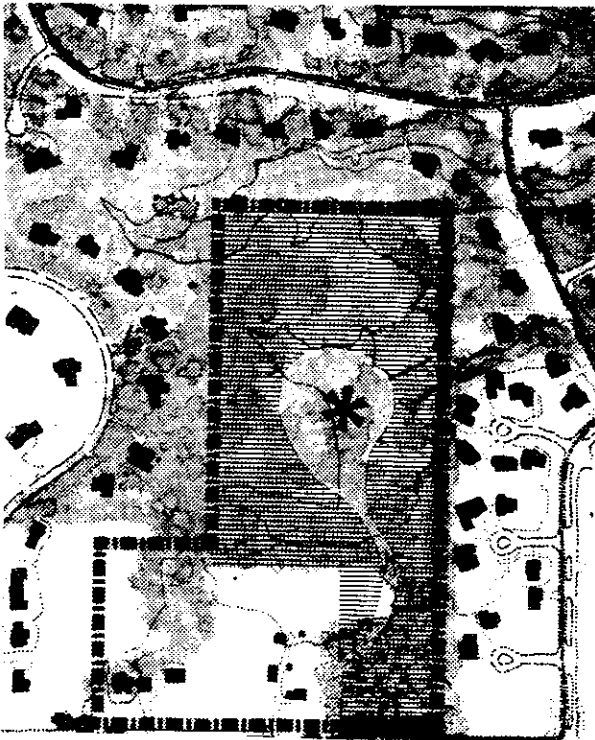


both the history of the community and the quality of life that it seeks to preserve.



STRATEGIC DEVELOPMENT POTENTIAL

Acquisition of the wooded, ravine lots to the northeast of buildings fronting the north side of Olentangy Street and the east side of North Liberty Street, provides the town center with a Village Green. Though non-traditional in location, small drives provide access to parking facilities which support business use of historic buildings and community access to the Village Green. An office site for an "upscale" company and space to expand the existing shopping center with terraced restaurants is also created. Development of such facilities can offset the cost of acquisition of the Village Green.



- Acquire open space within the Village. This gives the community the opportunity, as stated above, to preserve important historic features such as the Bennett Farm. This farm should be maintained as a park or to use a site for small scale office development of an up-scale workforce. The tract of Township land on the north side of Powell Road, north of the intersection of Bennett Parkway would be another site for consideration. A third parcel would be the wooded, ravine tract at the northeast corner of Olentangy Street and North Liberty Road.
- Acquire scenic easements along the frontages of town roads such as Powell, Liberty and Jewett

Roads and Rt. 315. These linear elements establish green edges which are so important in the control of access and development in the community as well as in preserving the natural scenic quality of Powell.

5. An important component of the Land Use Plan is the support and encouragement of home occupations. Current research shows that more than six percent of the U.S. workforce now work at least part time from home or some other remote site, using a computer and modem to link up with a main office. That is nearly twice the number who telecommuted in 1990 and the rate is predicted to rise to 12 percent a year through the year 2000. Many firms will look to communities that offer the necessary technology to support telecommuting programs. And while the exact implications for communities are not clear it has also been suggested that the telecommuting phenomenon will have a major impact on selected, highly desirable rural communities.

- Changing the zoning code to allow home occupations as a right, under certain conditions, will make it easier to adopt this new approach and is recommended.
- This type of workforce will help to limit traffic in the Village to "in-town" traffic, and would "spin-off" a demand for service businesses appropriate for the Town Center. Self-employed people working at home, for example, enjoy business lunches with peers in town center restaurants. The contemporary copy-services businesses which provide fax and computer print-out services would be supportive of home occupations.

These proposals for land use in the Village of Powell seek to establish and define a new plan for growth and development. It should be clear, however, that there are many components to a comprehensive plan and that none function well in isolation. Land use development affects thoroughfares and each is related to community growth. These land use proposals are interwoven with thoroughfare planning proposals to create a Village plan generated from a commitment to community goals and values.



THOROUGHFARE PLAN

COMMUNITY GOALS WITH REGARD TO TRAFFIC

- Minimize "through" traffic and enhance the historic character of the town center.
- Link neighborhoods and destination places with visible multi-purpose paths and walkways.
- Emphasize the Village's internal circulation system and reconfigure the use of parkways for the use of Village residents and help reduce dependence on Powell as a conduit for through traffic.

PLANNING ISSUES

In order to meet the goals of the planning process a comprehensive plan must embody some fundamental change in community form and structure. This is particularly true with relation to the overall plan of the village streets, as the community has already grown past the historic "four corners" Village. A commitment to change our own "Indian path habits" in preferred routes of travel is necessary if we expect to truly affect the through-traffic flow pattern of others who would drive through our town. The results of commitment to this change will support the community goals with respect to the Thoroughfare Plan.

An understanding of the planning issues required studies concerning traffic on existing roads, leading to and through Powell, and involved consultants, Wilbur Smith Associates, as well as prior work done by the Mid-Ohio Regional Planning Commission.

It has been previously established that changes which occur in land use as a result of growth necessarily impact on traffic conditions in the area. Therefore, traffic and the management of roadway capacity is of critical importance. This plan seeks to understand and to address issues regarding traffic that will have a negative effect on the natural scenic and historic character of the town center, that serve to isolate neighborhoods and community services and thereby pose a threat to community goals and values. However, this plan goes further in an effort to propose steps that will also enhance and cultivate those qualities the residents of Powell see as valuable and necessary to the growth and development of the village.

1. Studies undertaken by Wilbur Smith Associates projected the average daily traffic trip generation for various land uses and for the Village of Powell. See Figures B and C. A comparison of the residential traffic to traffic from future non-residential uses shows that if all the land were built as zoned in Powell, the traffic generated by non-residential uses greatly exceeds all of the traffic that the residents would generate. To proceed along this course in land use would automatically build in a demand for roads that can accommodate this increased traffic. The nature of these types of roads is incompatible with the community's goals and they are costly as well. Costs would derive from the needs of standard engineering practice in providing a suitable base for surface pavements, issues related to storm water drainage and maximum permissible grades. The Powell Road hill, for example, would need to be cut down and re-graded from Route 315 west, past Valley Run Drive. As it is no longer possible to rely upon funding such road improvements through government grants, the economic burden would be placed on the village.

2. The results of a 1994 study by MORPC support the prediction that implementing the previously adopted Thoroughfare Plan for Powell would attract significantly larger amounts of through-traffic into Powell and would direct that traffic to the single intersection of Powell Road and Route 315. It further predicts that connecting the parkway system (Sawmill to Presidential to Bennett) will cause the number of cars traveling through Powell to increase from two-thirds to three-fourths of the total traffic on Powell roads. In addition the previously planned road network will provide virtually no reduction in traffic at the "four corners" of Powell Road and Liberty Road downtown. Thus the implementation of the 1988 Comprehensive Plan will result in over-building the road network beyond the best interests of village residents.

FIGURE B
TRIP GENERATION
VILLAGE OF POWELL

LAND USE	NUMBER OF ACRES	TRAFFIC GENERATION						
		Daily	WEEKDAY A.M. Peak	P.M. Peak	SATURDAY Daily	SATURDAY Peak Hour	SUNDAY Daily	SUNDAY Peak Hour
Residential	1480.2	26,940	3,552	2,960	23,979	2,220	20,723	3,256
Offices	8.5	1,337	199	195	NA	NA	NA	NA
Retail (Small Shopping Centers)	182.2	80,842	NA	NA	74,447	NA	29,662	NA
Industrial (Light)	95.8	5,212	1,198	1,198	1,581	402	2,510	374

NA - Data is not available/applicable

SOURCE: Trip Generation Tables. Institute of Transportation Engineers

FIGURE C
TRIP GENERATION
GENERAL

LAND USE	PER ACRE	TRAFFIC GENERATION PER 10 ACRES						
		Daily	WEEKDAY A.M. Peak	P.M. Peak	SATURDAY Daily	SATURDAY Peak Hour	SUNDAY Daily	SUNDAY Peak Hour
Residential	1.6 Units	26,940	24	20	162	15	140	22
Offices	12,000 Sq. Ft. (48 employees)	1,337	234	229	NA	NA	NA	NA
Retail (Small Shopping Centers)	10,000 Sq. Ft.	80,842	NA	NA	4,086	NA	1,628	NA
Manufacturing	20.1 Employees		113	118	NA	NA	NA	NA
Warehousing	14.0 Employees		111	119	NA	NA	NA	NA
Industrial (Light)	17.4 Employees		107	125	165	165	262	39
Industrial (Heavy)	7.6 Employees	5,212	76	NA	NA	NA	NA	NA

NA - Data is not available/applicable

SOURCE: Trip Generation Tables. Institute of Transportation Engineers

3. Village streets must maintain a pedestrian scale, slow speed and low volume roadways. Future traffic must not generate the building of costly and visually dominant highway underpasses and overpasses at intersections and rail crossings. These are out of scale for the character of the village and seriously limit access within the village proper.
 - The street network of the Village must provide internal links for residents and simultaneously discourage the use of these roads for through-traffic. The latter, it has already been shown, will compromise the safety of residents as well as limit local access throughout the village.
 - Parkways could be used to connect Village neighborhoods.
 - Methods shall be sought to designate those roadways that connect Powell to the surrounding countryside as scenic highways with access limitations on future development. Preserving scenic corridors would also help to visually define the Village's boundaries.
4. The Village of Powell currently has both a rural town structure and a suburban pattern of new development. Good internal thoroughfare links are particularly important and should address both motorized and non-motorized modes of transportation. Developments that are created around the cul-de-sac concept severely restrict access to anything beyond the development boundaries. These streets tend to feed to one or two exits. Bicycle and pedestrian traffic eventually ends up on the shoulder of a busy highway.

The traffic issues then center on existing Powell roads, their carrying capacity and the types of new road connections that will be allowed. A clear distinction must be made that will separate through-traffic and local traffic. Access within the village must be preserved and enhanced. Current threats to the village are the following:

- The construction of Sawmill Parkway
- The possibility of widening Powell Road
- The possibility of new parkway connections through the village
- The increase in through-traffic as a result of the above
- The increase in traffic concomitant with the future development of existing non-residential zoning in Powell.

THOROUGHFARE PLAN PROPOSALS

The Village of Powell is predominantly a residential community within the confines of the surrounding countryside and wishes to remain so. In order to preserve the distinct rural character of this town along with the contemporary lifestyle of its residents the following proposals are offered concerning roads and the generation of traffic in the village community.

In 1994 MORPC prepared a series of computer generated models of traffic projections in Powell for the year 2020. This report was prepared at the request of the Powell Planning and Zoning Commission to assist them in making informed decisions regarding the thoroughfare plan for

Powell. In response to this report, members of the Planning Commission identified which of all the options seemed most consistent with Village goals and objectives.. The option without parkway connections showed the least through-traffic and was the point of beginning for this Comprehensive Plan.

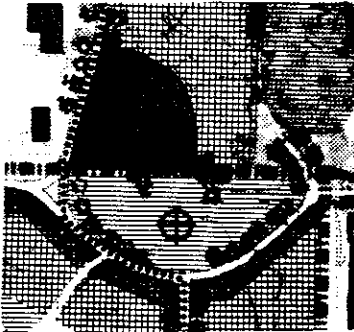
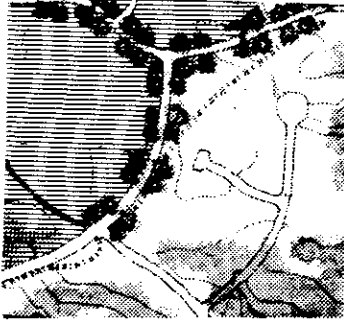
New traffic counts and studies by Wilbur Smith Associates have produced data which verifies that the existing two lane roads in Powell are capable of handling the traffic currently experienced and expected to result in future years, if the land use proposals in this plan are also implemented. Using computer analysis the traffic consultants generated the carrying capacity of two lane, low speed roads at various levels of service. See Figure D. The findings were that Level of Service A, B, and C are realistically possible to achieve and maintain on existing two lane roads if the Village parkways are not connected and are configured instead to serve existing Powell neighborhoods.

The major traffic generation is presently from Powell and surrounding residential areas, with the demand for through-traffic actually seeking a north and south travel pattern. To review the traffic study consult the appendix. The significant conclusion of the new capacity tables for low speed, two lane roads is that higher traffic volumes than previously considered in thoroughfare planning can be achieved if low speeds are maintained and if the roads are not widened to encourage through traffic.

FIGURE D

**CARRYING CAPACITY OF
TWO-LANE ROADS**

AADT	LOS (Levels of Service)				
	Minor Roads			Major Roads	
	25 Mph	30 Mph	35Mph	40 Mph	45 Mph
2,000	B	A	A	B	B
4,000	B	A	A	B	B
<u>5,000</u>	B	A	A	B	B
6,000	B	A	A	B	B
8,000	B	B	A	B	B
<u>10,000</u>	B	B	A	B	B
12,000	C	B	B	C	C
14,000	D	C	C	E	E
<u>15,000</u>	D	D	D	F	F
16,000	E	E	E	F	F
18,000	F	F	F	F	F
<u>20,000</u>	F	F	F	F	F

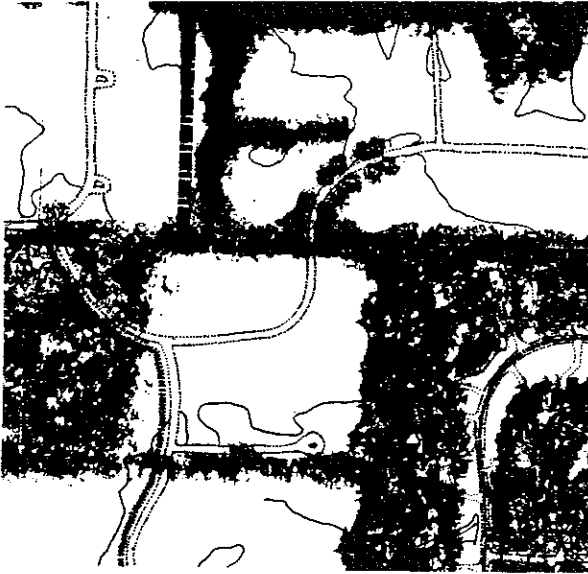


- To preserve the highest volumes of traffic possible and to achieve the civic design features of a greenbelt town identity, while maintaining the slow-moving, rural character of Route 750, loops or bends in the road will be created at two points. These points will be the site of new parks and significant civic design features. Links will be created to connect these "focal Village entry" spaces to the rest of the village making them easily accessible through links to the bikeway and pedestrian paths.

In order to maintain the carrying capacity and quality of "local" street types in the village the following proposals have been made:

- *Bennett*
- Construct similar focal entry feature open spaces on North Liberty Street at Seldom Seen Road and at South Liberty Street at Jewett Road.
- To keep all railroad crossings at grade and where new crossings are necessary prohibit the building of overpasses which are obtrusive in the visual landscape and very costly.
- Carefully manage the access of village thoroughfares by employing a scrupulously designed Management Access Strategy. This includes improving internal links for local traffic and pedestrians, avoiding frontage development of highway oriented uses, such as fast food restaurants, which require curb cuts every 120 feet and greatly diminish the carrying capacity of a road faster than any other kind of development. Curb cuts on major roads should be minimized.

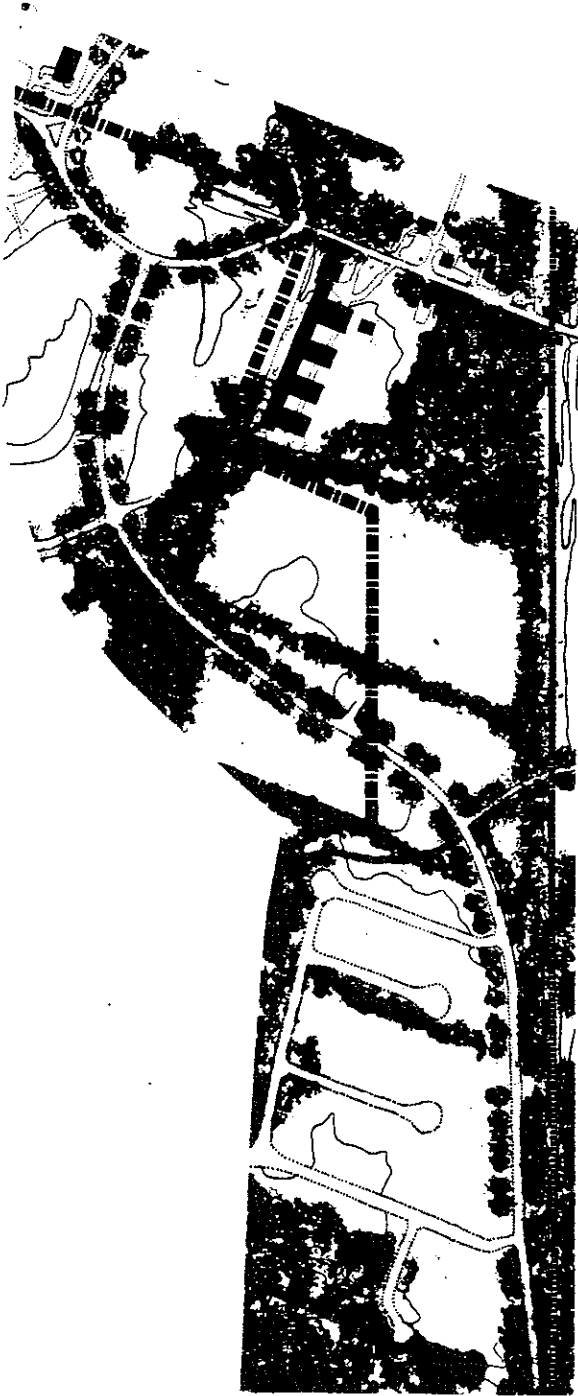
- New Street extensions to connect residential areas internally include the following:



- Connect the Ashmoore development with the Sherbourne Mews development at the northwest corner of the Retreat development. This will require acquisition of right of way outside the Village's existing corporate limits. This connection is considered sufficiently important to maintain delivery of public services and management of Village roadway capacities that the Village's eminent domain power should be used if necessary.
 - Provide new Town Center street extensions as shown to achieve rear access to public parking facilities, pedestrian access to the town center from near-in neighborhoods and bikeway access from residential areas more distant. These extensions will have positive impact upon the traffic volumes on Olentangy Street and North and South Liberty Streets in the Town Center area.
- The Old Powell Villagescape Plan prepared by Edsall Associates is an essential part of the Thoroughfare Plan. It will contribute to the establishment of the unique character of the village center and reinforce the internal linkage which is a crucial element of this plan.
 - The Bikeway Plan in the Community Facilities section of this report is an important element in the establishment of thoroughfare links throughout the community. A bikeway already exists along Bennett Parkway with the opportunity to connect to a future town park. Roadway

improvements will allow the incorporation of a bikeway along Powell Road and South Liberty Road. Depending on the nature of the road it may be necessary to construct the bikeway on the berm as part of the right-of-way or in parkland parallel to the road. See the adopted Master Plan for Bikeways and Walkways.

- Shift through-traffic for commercially and industrially zoned development in Powell to the west to the proposed Sawmill Parkway and keep this traffic off Liberty Road. To this end create new road connections from the commercial and industrial development on the north side of Powell west of Liberty Road directly toward the new parkway. This necessitates a new, at-grade railroad crossing. Another link is proposed south of Powell Road, west of Liberty Road. This new road will carry the traffic from commercially zoned development in this area directly into the new parkway. This will require a second new at-grade railroad crossing.
- By zoning land west of town as mixed use, the township sees commercial and industrial businesses funding the Sawmill Parkway extension along the western edge of Powell. It remains to be seen whether all costs of this parkway will be borne by developers but it seems likely that the new road will be built. The Village of Powell has the opportunity to remain free of any public costs by refusing annexations to the Parkway alignment. Where the Village limits abut the alignment, however, the Village will have the opportunity to seek a roadway extension to it, allowing future traffic an alternative to access from Liberty Road.



- To effectively manage future traffic flow through the flat plateau lands zoned for non-residential uses, west of the town center and the railroad, a new South Liberty Road is proposed. This new road should begin south of the railroad crossing in the vicinity of Jewett Road. It should take an alignment west of the railroad tracks permitting connections to the proposed Lakes of Powell development and to the Grandshire neighborhood, running north to connect with the proposed west focal entry park at Powell Road. A new street is also proposed to run north from the entry park through presently undeveloped land and bend westerly to connect with the proposed Sawmill Parkway.
- Keep open the potential for a future rail transit stop south of Powell Road and west of South Liberty Street. In the event that this becomes a reality it could greatly relieve daily traffic by providing an alternate route to jobs outside of the village. With the rural character that Powell wishes to retain, this transit stop seems a throwback to early days of rail transit in England when villages grew up around the train stations as lines moved radially out from the urban center. Such a facility would be completely consistent with the greenbelt town vision of future years.

Definition of the types of roadways that are appropriate for the Village of Powell is central to the Thoroughfare Plan. Yet, the commitment to change is crucial to its success. Through the collection of new information, the evaluation of traffic projections for the future and an understanding of the community goals it has been possible to formulate a carefully constructed framework within which the community may grow.

COMMUNITY FACILITIES AND VILLAGE SERVICES

COMMUNITY GOALS WITH REGARD TO COMMUNITY FACILITIES

- Improve the quality of life for the residents of Powell.
- Define, protect and enhance the special characteristics of the neighborhoods of Powell.
- Define and utilize an appropriate array of civic design features to establish a community identity.
- Preserve green space not only in the design of all new projects, but also to encourage the preservation of natural rural environments (e.g. farms, lakes, ravines, etc).
- Develop parks and recreation facilities, including bike paths and walkways which encourage pedestrian traffic.

The Village of Powell provides a limited range of public services. Current administrative services consist of management and finance functions, administration of public boards and commissions, and planning, engineering and building regulation services. The Village also operates a Service Department, responsible for the maintenance of Village streets, storm sewers and public lands. The Village provides police services, through a twenty-four hour police department.

Delaware County provides sanitary sewer maintenance services. Delco Water Co. operates and services the water

supply system. Fire and emergency services are provided under agreement by Liberty Township's fire department.

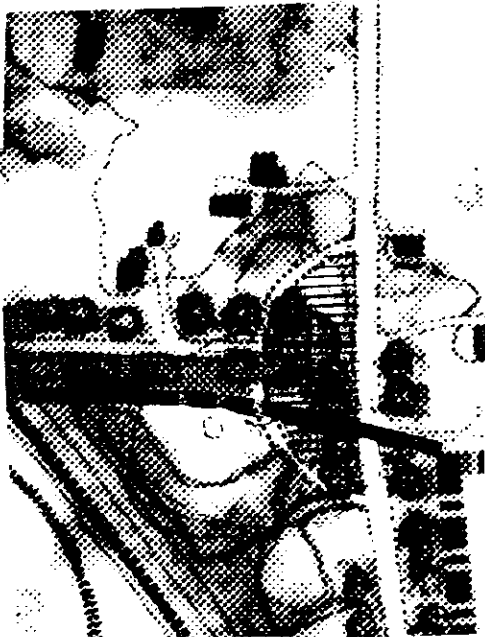
As the Village of Powell continues to grow, there will be expanded demand for public services. The Village should focus on delivery and seek to limit the range of services offered to the present mix. This should be possible, except in the area of parks and recreation.

As public parkland is set aside by developers and as the Village may make its own acquisitions, there will be growing demand to develop active and passive recreation facilities. As an example of how such demands can be met without increasing taxes, a local group of residents has organized a private effort to plan a swimming pool. Financing will be accomplished through the sale of subscriptions providing family membership. The pool will be located in North Park, south of Village Park Drive. Efforts of this type should be supported as such "grass-roots" community involvement has a significant effect in uniting a community.

As other public facilities are built, however, maintenance requirements and administrative programming functions become necessary. The Village will need to provide staffing and services in this area in future years. The Village administration will need to be strategic in addressing how it will deliver services, as well as how it will provide needed facilities.

The Village should continue to assist developers in their efforts to plan developments, to preserve natural resources and to implement components of the comprehensive plan as part of their projects. In addition, the proactive acquisition of parkland should be completed in concert with the town's economic development program. Certain key sites have been identified, for example, which possess

sufficient acreage and environmental character to be able to accommodate an "upscale" office development as well as public open space. To acquire such land and to be able to market such development opportunity to a small company with a high-salaried work force would, for the Village, be similar to a larger community's efforts in promoting industrial park sites. The strategy, of course, would be that income tax revenues from the office user, and revenues from either the outright sale of the office site, or from a land lease, would offset the cost of land acquisition.



In a similar vein, the Village should seek viable uses and sources of community support for the acquisition of historic landmark sites for the purpose of identifying community boundaries and solidifying the image of a rural greenbelt town. A landmarks site acquisition program could be structured as a joint effort of the town's economic development activity, and the recreation and parks staff. The Chamber of Commerce and Village staff could then seek the involvement of the local historical society and /or public arts league to "adopt" a particular site or aspect of the program and "network" throughout the community to garner private support. Village expenditures for site acquisition would then be seed money to assist in the further organization of community groups which would occupy an historic barn (i.e. offices for the historic society), or which would "match" public expenditure with monies raised to commission public art or performances at selected sites. All such activities lend significant "sales appeal" to economic development efforts, as the special identity and community spirit of Powell becomes known. The special character of small towns is most attractive to small entrepreneurial companies seeking office locations.

Finally, the necessity of providing new facilities for the Village's police department and administrative and office functions must also be addressed. Current facilities are

inadequate in many respects. Three of the most important are as follows:

- Public meetings are presently held, in facilities which cannot comply with code requirements for public assembly.
- Office space is so limited that the elimination of work inefficiencies is not possible.
- The present workplace image is so poor that the Village's efforts to encourage developers to build high quality and well-planned projects are effectively diminished.



It is essential to the formulation of this plan, that a town center location be found for new municipal facilities. It is not necessary that new buildings be constructed to meet space needs and other functional requirements. In fact it could be more cost-effective for the Village to renovate existing facilities.

The Powell Truss and Door Company's facilities presently exist at a most strategic location making the acquisition and subsequent renovation of these facilities for municipal use highly desirable. Site area is sufficient to provide public parking, which would not only accommodate public needs for municipal functions, but would also support a dual use for town center business needs.

In addition, the Powell Truss site would contain the right-of-way for the proposed new street and at-grade railroad crossing proposed to link the town center with the proposed new South Liberty Road, to the west of the railroad. Finally, the Powell Truss site provides one of the most ideal locations for a future commuter rail transit stop.

Consideration directed toward relocating Powell Truss to a new site in Powell would be seen as an economic development venture to retain an important existing employer. A new location would permit an improvement in business potential for the company. A new location would also improve opportunities for redevelopment of town center properties, and at the same time, decrease present levels of vehicular traffic flow at the "four corners".

BIKEWAY PLAN

As part of the Thoroughfare Plan goal to link neighborhoods and facilities within the Village of Powell, a bikeway plan is proposed. This plan provides residents the ability to travel on foot or by non-motorized vehicles throughout the Village. See the graphic Comprehensive Plan, and the adopted Master Plan for Walkways and Bikeways.

The primary goal of this plan is to link all park land, library and school sites, downtown with all neighborhoods and adjoining neighborhoods, and other non-motorized trails for destinations such as the zoo and other parks such as Highbanks and Liberty. The conceptual design is a plan that runs along a north/south and east/west axis as well as extends out radially from the town center.

An important consideration with regard to the acquisition of land within and outside present corporate limits of the Village is the formation of land trust. This nonprofit corporation established and run by local citizens presents a significant option for the protection and preservation of natural and cultural resources within the community planning area. Land trusts, as they would apply to Powell are discussed in the Implementation Section of this document. Some tie, whether through structure of



membership or other means, between such a trust and the Village government is recommended.

PLAN IMPLEMENTATION

This section offers recommended actions for implementation of the comprehensive plan. In addition to the more traditional suggestions for sequencing review and adoption procedures, for capital improvements programming work, and for addressing revisions in the Village's zoning ordinance, recommendations are set forth with regard to annexation policy, economic development and the management of roadway traffic capacity. The concept of a land trust is also presented.

The comprehensive plan is based upon these fundamental premises.

- To increase and protect property values.
- To maintain both the environmental character of Powell's rural village history and the character of the Village's natural setting which has accommodated suburban pattern residential development, the Village should seek to achieve the identity of a rural, greenbelt town.
- The village must redevelop its town center to focus economic development and job creation, but also to re-instill the old village context of the social community and to provide focus for the life style of current and future village residents.
- The village must maintain a roadway network of two-lane roads to preserve small town character, and to avoid roadway improvements which the Village's revenue sources cannot support. This will require careful management of land development and development access to preserve the maximum traffic capacities possible at low speeds.

- The village must balance its land use mix and development pattern to preserve the high quality of its residential areas, to control traffic generation of non-residential development, and to ensure the potential for achieving a rural greenbelt town identity.
- The village must address the issue of economic development differently than currently approached by larger, suburban pattern communities with lower average residential property values.
- The village must make strategic decisions regarding the limitation of public services in order to live within its financial means and at the same time accommodate growth to city status.

Several actions are recommended to initiate the implementation of the Comprehensive Plan, including:

- Adoption of the Comprehensive Plan.
- Adoption of annexation policy.
- Initiation and completion of project plans and studies.
 - Bikeway plan... design of improvements.
 - Village gateway park designs.
 - Preliminary engineering and costing of street improvements which will not be accomplished by developers.
 - Revisions of zoning ordinance to incorporate design standards and home occupations.
- Initiate capital improvements programming
 - Land acquisition
 - Town center streetscape and parking improvements.
 - Street improvements
 - Park development
 - Municipal building
 - Civic design projects/seed money set aside to solidify formation of citizen support groups.
 - At-grade railroad crossings/upgrades and new.

- Review/revise governmental structure
 - Council manager format
 - Finance director
 - Recreation and Parks Director/staffing
 - Planning for city charter status
- Establish Access Management Program/Policies
- Establish Economic Development Program
- Support creation of Land Trust

SUGGESTED ANNEXATION POLICY

This comprehensive plan has shown that the Village of Powell should support petitions from residential areas to annex to the Village. Additional residential property base would help the Village to balance its land use mix and to achieve the development pattern of a rural, greenbelt town. In addition, residential lands to the north and south of present village limits, if annexed would permit the Village greater control in implementing its thoroughfare plan and planning objectives. The western boundary should be "squared" and made more regular.

The following Annexation Policy is, therefore, suggested:

It is the policy of the Village of Powell to encourage and support annexation of unincorporated, developed or undeveloped single family residential property, which is either presently surrounded by Village or corporate limits, or located to the north and south of village limits, east of Liberty Street, along the Olentangy River Valley wall and which:

- can be provided with all public services offered by the Village;
- by circumstance of location, would afford the Village the opportunity to implement its thoroughfare plan and thoroughfare planning

objectives, including the Village's Access Management Program;

- by circumstance of location, serves to square the Village boundaries, allowing efficient delivery of services;
- by circumstance of location, would afford the Village the opportunity to balance its land use mix and to achieve a development pattern consistent with its comprehensive plan for a rural, greenbelt town.

RECOMMENDED ACCESS MANAGEMENT PROGRAM

The Village of Powell should adopt a simplified roadway classification system, which would establish an indexed basis for planning. The classification system should account for scenic highways, state routes, local parkways designed to provide access within the village between neighborhoods, and village streets.

- This classification should be paired with an inventory of roadway condition and existing traffic capacity.
- This classification should accept as a working basis that the village roadway network will always be a network of low speed, two-lane roads.
- Long term traffic capacities and acceptable levels of service for low speed, two-lane roads (as determined by Wilbur Smith & Associates) should be assigned to indexed streets and used to guide land access and other capacity management measures.

The Access Management Program should be integrated with land use planning policies to achieve a new development pattern which lessens trip generation and travel demand. Among important elements would be the following:

- Limit the scale of development and control access to maintain high ADT capacities at low speeds.
- Plan new roadways to shift demand for through-town travel to a north and south pattern.
 - Work to shift traffic generated by non-residential development to the west, to the future Sawmill Parkway.
 - Work to shift the residential traffic of Village residents to the scenic roadways.
 - Reserve parkways for in-village, neighborhood access.
- Require plans for new developments to include new internal roads for their own traffic access needs.
- Require developers to provide traffic studies and traffic flow improvements necessary to accommodate traffic flow generated by their developments.
- Encourage developments which, by the nature of their component uses or plan layout, would reduce the amount of automobile travel by encouraging ride sharing, mass transit, bicycling, walking, telecommunications, and staggered work hours.
- Encourage mixed-use development (such as new housing in the town center) which would permit pedestrian and bicycle options to travel to and from stores, offices and schools.

- Zoning and development approvals for projects within the Village and adjacent to township development should seek to make logical connections between existing and proposed streets.

Within the village, and in particular for areas still developing, access management efforts should also include the following components.

- Provide and improve at-grade rail crossings.
- Integrate community gateway parks, historic landmark sites, and similar civic design elements with primary Village roadways to maintain low speeds and to establish the greenbelt town identity on through streets.
- Achieve internal street connections within and between neighborhoods to facilitate "in-village travel" for Village residents. Discourage cul-de-sac street plans.
- Implement a bikeway (walkway) plan connecting neighborhoods and parks to the town center, creating options to vehicular travel for residents within the town.
- Initiate a program of curb cut controls
 - Discourage expansion of existing curb cuts.
 - Reduce the size of already oversized curb cuts where possible.
 - Consider the necessity of new curb cuts
 - negotiate for alternative access (including temporary access).
 - Obtain scenic easements along scenic highways.

- Restrict existing private access in built-up areas where necessary to achieve safe traffic flow.
 - Close private access to arterial streets if another, local public street is available.
 - Construct medians or boulevards and/or right turn only barriers to restrict left hand turning movements.
 - Signalize existing intersections to control traffic flow from main roadway to side streets if traffic volumes warrant such an improvement.

OUTLINE FOR ECONOMIC DEVELOPMENT PROGRAM

Solicit the involvement of the Chamber of Commerce in structuring an economic development program. Utilize the findings of *Job Formation in America*. David Birch. *The Free Press*. 1987, a study of 95% of all non-governmental workers in the United States from 1969 through 1986. Findings include:

- An assessment of the roughly seven million companies in the United States, 80% employ fewer than 20 employees. These smaller companies create more jobs than the "Fortune 500".
- Entrepreneurial start-up businesses are few in number but account for almost 20% of all job creations for new firms.
- Focus on services, the fastest area of growth in trade, world-wide.
- New businesses do not need new facilities, many start in the home. These businesses expand and seek leased space in buildings with flexibility built into leases.

Working with information presented and referenced above, Powell's economic development program can be structured to achieve community goals:

- The development of home-occupations in Powell should be encouraged.
- Entrepreneurial start-up businesses, those that may begin as home occupations, as well as those seeking a supportive location, should be directed to town center locations, whether in restored historic properties or newly developed facilities.
- Economic development activity should be focused to assist developers and property owners to attract specialty businesses which support home occupations, small entrepreneurial businesses, service businesses, or which compliment in other ways the life style of village residents. Food-related retailing, catering services, computing and electronic printing, and computer and telecomputing services serve as examples. The merchandising of life style products would keynote any retail cluster.
- The National Main Street Center provides assistance with downtown revitalization efforts. The National Main Street Center is a human resource and technical reference center set up by the National Trust for Historic Preservation to stimulate economic development within the context of historic preservation.
- The Village of Powell may wish to incorporate the Main Street Approach to town center economic development. The Main Street approach consists of a comprehensive revitalization process

designed to improve all aspects of the downtown, producing both intangible and tangible benefits. Building on the traditional downtown's inherent assets - historic architecture, personal service and traditional values - the Main Street approach has been successful in rekindling entrepreneurship, downtown cooperation and civic concern. The four major components of the Main Street program include organization, promotion, design, and economic restructuring. Published manuals and videos are available as resources for structuring marketing efforts.

Powell's economic development program should also focus on existing businesses and existing non-residential development planned or under construction.

- Assistance, even if only in the form of cooperative effort or coordination of planning steps, should be offered to existing businesses in Powell. Any businesses in need of expansion or relocation should be targeted and approached to gain an understanding of their needs.
- Developers and property owners seeking tenant companies should be assisted through the marketing efforts of the Chamber of Commerce. Businesses considered complimentary to Powell's life style should be sought.

As a long term aspect of the program, economic development efforts should be coordinated with the Village's efforts to acquire key sites, and/or with the work of a land trust which could be formed to acquire key sites. Such sites would provide strategic and limited development

opportunity, within the context of scenic natural lands which would be preserved as open space.

For such sites, small, "up-scale" companies seeking quiet, scenic, "out-of-the-way" office location should be targeted. Specific efforts to attract such firms to Powell should be structured and a specific marketing program implemented. The program should include any incentives which can be devised, such as land leases or similar benefits which could offset moving and new facility development costs.

LAND TRUST

An important option as a method of land acquisition, either within the Village or outside present corporate limits, is the creation of a Land Trust. Such a trust would be a Powell-based, private, not-for-profit corporation, established by local citizens to protect important, natural and cultural resources within the community and its planning area.

Sometimes known as a conservancy, a land trust protects land by acquiring outright ownership, by receiving conservation (or scenic) easements, and/or by facilitating the transfer of ownership to achieve restrictions or covenants. Within Powell, a land trust could seek to protect productive agricultural land, forest land, scenic and recreational resources (i.e. bikeway right-of-way), riverbanks, floodways, wildlife habitats and movement corridors, historic sites, community open space, and ecologically sensitive areas such as groundwater recharge areas and wetlands.

The creation of a land trust would assist in another important way in implementing the comprehensive plan. The existence of a land trust actually encourages the continuance of "upscale" single family residential

development. This is because developers and prospective home buyers are drawn to the extra level of assurance that natural scenic features would be preserved. Property values may rise, and trust activity may actually encourage the annexation of areas seeking the protection afforded by conservation activity.

Land trusts can also pursue special techniques for protecting lands, because they possess more flexibility than units of government. A land trust could, for example, enter into a "bargain sale", which would strike a compromise between selling a property at fair market value and donating the property outright. Under a bargain sale, the landowner would receive some monetary compensation, but would be eligible for income and capital gains tax benefits on the percentage of the land's value that was donated.

Related to the bargain sale would be the technique of limited development. This approach allows a property owner to sell or develop a strategic portion of the property, while protecting the balance of the property with a conservation easement. The protected portion could also be donated to a land trust, thereby providing the owner with a charitable income tax deduction.

Land trusts need assistance, as they are generally underfunded and rely upon extensive volunteer energy. Village participation in the form of seed money and staffing (say through a recreation and parks director) would help provide organization and ongoing continuity. For this reason, some structural tie between such a trust and village government is recommended. The formation of a land trust with some appropriate ties to the Village administration would also be beneficial from the point of view of targeting the lands and resources necessary or desired for conservation purposes. Such a relationship would greatly

benefit the community since the conservation of resources could be accomplished in a variety of ways without total reliance upon the expenditure of public money.

CONCLUDING REMARKS AND ACKNOWLEDGMENTS

The preparation of this Comprehensive Plan was conceived as an update of the 1988 Policy Plan of the Village of Powell. The research and documentation completed as part of this current work was also intended to provide the re-evaluation called for in the adoption proceedings of the Policies Plan. What was found, however, was that the growth of the Village has been sufficiently significant to both confirm and nullify assumptions made during the 1988 planning process.

What has also happened during the seven years since the adoption of the Policies Plan, is that the large-lot single family development thrust, which had been targeted as the primary planning focus, came to pass, but at an average property value much higher than could have been projected. This circumstance had other importance as well, and can now be reported, we believe, as concluding remarks.

- Work completed in preparation of the 1988 Policies Plan could not have been done with the benefit of understanding the potential impact on community character and property value of the roadway plan envisioned at that time.
- No one could have known in 1988 that Powell would become sufficiently self-supporting in single family tax revenues (assuming present limits in public services) to not require the type of economic development program commonly implemented in most communities.
- For these reasons, it is recommended that this Comprehensive Plan be considered for adoption

as a new plan, not as an update of the previous work.

- For these reasons, it is also recommended that this Comprehensive Plan be reviewed for its continued relevance within five to seven years.

This Comprehensive Plan has focused upon the Village of Powell's unique position among residential communities in Central Ohio. The vision of achieving the character of a small, rural, greenbelt town has been shown to be achievable. The project has benefited greatly from the Village Council's Statement on Growth and Development which was adopted on June 8, 1994. The availability of this document, as well as the support of community residents who participated in the public workshops conducted to focus the planning process, are in large measure responsible for the land use and thoroughfare planning proposals and for the success of this project. We acknowledge participants here:

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