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WESTSIDE NEIGHBORHOOD DEVELOPMENT PLAN & PROGRAM

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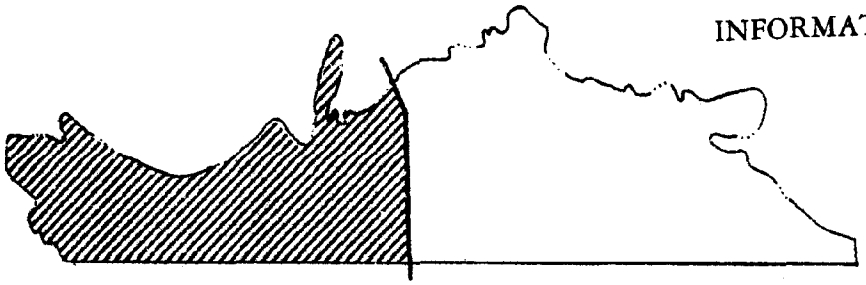

CITY OF SANDUSKY, OHIO

OHIO, Dept OF Energy

woolpert
consultants

WESTSIDE NEIGHBORHOODS
DEVELOPMENT PLAN AND PROGRAM

CITY OF SANDUSKY, OHIO

Prepared For: Sandusky City Planning Commission
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January, 1980

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CHAPTER I

INTRODUCTION

The Sandusky Westside Neighborhood Study and Plan presents an inventory-analysis and plan proposal for the neighborhoods of Mills, Barker, Broadway, East Venice, Wilson, Superior, Lions Park, Cold Creek, Venice Heights and McCartney. The study area houses 24% of Sandusky's population, contains 43% of the City's total land area, and encompasses over half of the City's vacant, developable land, much of it suitable for industrial sites. The McCartney, Cold Creek, and Venice Heights neighborhoods and portions of Superior and Lions Park were annexed to the City in the 1960's (Figure 1), the former corporation line being at Bennett Avenue. The annexation greatly expanded the City's residential and industrial land base potential, requiring the completion of certain infrastructure improvements for some of that potential to be realized.

History of Comprehensive and Functional Planning for the Westside Neighborhoods

The Sandusky Comprehensive Development Plan (1971) provided a city-wide framework for transportation, land use, and capital budget planning. This plan recommended a large concentration of industrial development in the corridor between Tiffin Avenue and the Norfolk & Western Railway, and along most of the lakefront. The plan also recommended a western extension of Perkins Avenue, aligning it toward the north to connect with Ferndale Drive in the Venice Heights subdivision. Other recommendations made at that time included the construction of new junior high and elementary schools in the western end of the City, the provision of additional recreational lands in the Mills Creek and Venice Heights areas, and the completion of the utility infrastructure in the western end of the City, largely to serve anticipated low-density residential growth.

The Sandusky Park and Recreation Master Plan (1978) provided a comprehensive city-wide inventory and analysis of recreational opportunities within the City, and phased plan recommendations including the acquisition of 175 acres of former railroad property between Venice Road and Sandusky Bay. The plan also recommended acquisition and development of a large community park site southeast of the mouth of Cold Creek. In terms of the plan's implications for the west side of Sandusky, the remaining recommendations emphasized further development of existing facilities, making no formal recommendation as to the treatment of the Mills Creek estuary north of the golf course and Catholic Cemetery.

PLATE 1

CITY OF SANDUSKY, OHIO

COASTAL ENERGY IMPACT PROGRAM

Vicinity Map & Westside Neighborhood Boundaries

NORTH

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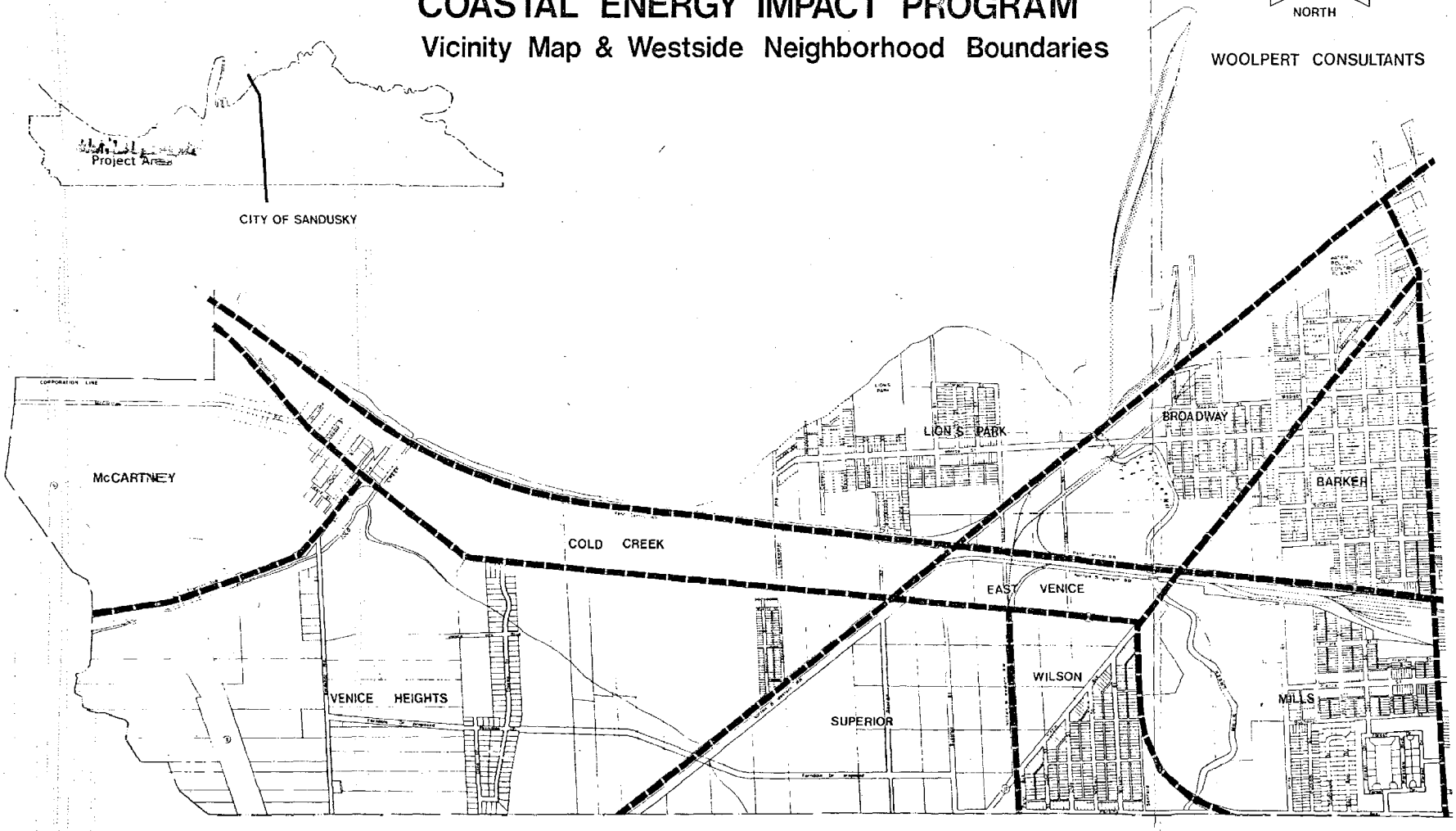

The Water Treatment Plant and System Improvements Report (1976) provides another data base upon which to build planning recommendations for the Westside Neighborhoods. The report identified deficiencies in the existing water distribution system and recommended trunk main improvements for Monroe Street, Edgewater Avenue, Bardshar Road, Fremont Avenue, and McCartney Road.

The Westside Sewer and Water District Storm Sewerage Study for the City of Sandusky (1966) also added to the Westside Neighborhoods planning data base by identifying the storm drainage problems of the area and following with some recommendations for upgrading the storm drainage system.

Other reports which were analyzed include the 1977-1981 Capital Improvements Program, the 1970 City of Sandusky Water and Sewer Study by the Erie Regional Planning Commission, the 1970 Erie Regional Planning Commission Economic Study for Sandusky, the 1967 Water System Development Study for Sandusky, the 1965 Waterfront Study, and the 1965 Thoroughfare Plan.

In summary, the previous planning work pictures most of the westside of Sandusky as an area which has been relatively slow to develop over the years for a variety of reasons including outlying location relative to built-up areas of the City, problem of general accessibility due to interruption of vehicular traffic flow by railroad traffic, incomplete infrastructure, clay soils and poor drainage, and certain pockets of substandard structures.

CHAPTER II

STATEMENT OF COMMUNITY AND WESTSIDE NEIGHBORHOOD DEVELOPMENT GOALS AND OBJECTIVES

The first step in this goal formulation process was to examine earlier planning reports done by the City of Sandusky, most notably the 1971 Comprehensive Development Plan, the 1978 Parks and Recreation Master Plan and the 1979 Community Development Block Grant Program. The 1971 Plan contained certain "Plan Considerations and Limitations" which recited certain factual information and stated some specific requirements for future growth and development. The section of the Land Use Plan named a series of principles relative to residential, commercial and industrial development and these have been reviewed. The 1978 Master Plan contained some general goals relating to the conservation and preservation of unique natural areas within the City; encouragement of establishing a hierarchy of recreation "service" areas in order to more fully meet residents needs in the area of parks and recreation; and an emphasis on the multiple use of parklands whether in the form of combined school/park sites or in the form of both "active" and "passive" recreation to be contained on the same park site. Included among the short range objectives to be accomplished were early land acquisition of important sites, use of low-lying flood plain lands for recreation purposes, the promotion of the school/park concept and the proper utilization and development of existing park sites within the City. The 1979 CDBG Program contains a series of statements urging the revitalization of substandard housing areas and related public works (street, curb-and-gutter, sidewalk, utility lines). Also reviewed were the City's utility master plans relative to future water, sewer, and storm sewer improvements which contain certain statements recommending that service needs in these particular areas be fully met as well as remedying present deficiencies in those utility systems.

Specific Westside Neighborhoods Goals and Objectives

In addition to the basic citywide community development goals and objectives enumerated in those earlier planning documents, there are enumerated below a series of development goals and objectives specific to the ten (10) Westside Neighborhoods. The purpose of these development goals and objectives is to establish an overall framework to assist and provide direction to the subsequent formulation of a Development Plan and Program for the Westside of the City. Furthermore, these goals and objectives should provide both the Planning Commission and the City Commission with a set of policy statements toward planning and development and the shoreline, which allows them to make sound decisions on specific matters that require their attention. It is recommended that the following development goals and objectives be formally adopted by both Commissions so that the City of Sandusky will have a consistent set of policies concerning the Westside Neighborhoods:

Economic Development:

(1) To strengthen the City's tax base through full and effective utilization of the Westside Neighborhoods' land base. (Long Term and Short Term)

(2) To further diversify the local tax base through sound development planning and programming for the Westside Neighborhoods' future. (Long Term)

(3) To promote, in an aggressive manner, industrial development to locate within the Westside's several industrial districts. (Short Term)

(4) To structure neighborhood commercial development so as to maximize the convenience factor for Westside neighborhood residents. (Long Term)

Land Use Development:

(1) To interrelate, in an orderly way, new urban development on the Westside with the existing built-up area in the Westside as well as in the rest of the City. (Long Term and Short Term)

(2) To capitalize upon certain "images" of the Westside Neighborhoods (e.g., last place in the City to live in the country, remaining land base of any size or consequence for a variety of uses) and, conversely, overcome certain negative "images" (e.g., a no-man's land, old part of the City, other side of the tracks). (Long Term and Short Term)

(3) To establish orderly transitions between areas of business and industry and areas of housing within and between individual Westside Neighborhoods. (Long Term)

(4) To revitalize areas of substandard and marginal development. (Long Term and Short Term)

(5) To preserve the integrity and amenity of the Westside's residential neighborhoods. (Short Term)

(6) To further diversify the character of the City's housing stock relative to both house type and cost. (Short Term)

(7) To encourage energy conservation and neighborhood stabilization through residential infilling with compatible type housing. (Long Term and Short Term)

(8) To upgrade the quality of the existing housing stock within the Westside. (Long Term)

Land Use Development (Continued)

(9) To provide Westside neighborhood residents with a full range of community facilities and municipal services; to utilize the timing and placement of such facilities/services to help structure new development throughout the Westside. (Long Term)

(10) To capitalize upon certain unique natural resources within the Westside to help structure development and to establish linkages between different areas. (Long Term and Short Term)

Transportation and Traffic Circulation:

(1) To improve the general accessibility of the entire Westside as well as to improve the direct access of industrial lands under development or being promoted for development. (Short Term)

(2) To improve cross-town traffic and through traffic circulation in the Westside Neighborhoods. (Short Term)

(3) To provide Westside Neighborhood residents with good access to the City's Central Business District, to major employers in the Central and Southern parts of Sandusky and to other neighborhoods within the City on the Southside, Northside and Eastside. (Short Term)

(4) To maximize public safety where the extensive rail network in the Westside and the City street system interact with each other. (Short Term)

(5) To establish a clear hierarchy of City streets throughout the Westside Neighborhoods so as to minimize trip distances and to facilitate traffic flow. (Long Term)

(6) To strengthen linkages (public access) to the shoreline of Sandusky Bay. (Long Term and Short Term)

These then are the series of development goals and objectives for the Westside Neighborhoods. It is the intent of the plan formulation work that follows to embody, to the fullest extent, these development goals and objectives in the various Plan proposals and program recommendations that will be made so that the City of Sandusky can work over the near future as well as the long run to accomplish as many of these objectives as possible and to accomplish them as fully as possible.

CHAPTER III

WESTSIDE NEIGHBORHOODS: THE NATURAL AND MAN-MADE SETTING

Figure 1 depicts the location of the Westside Neighborhoods relative to the balance of the City and the major transportation approaches into Sandusky. A parcel-by-parcel land use/building conditions inventory was conducted within the ten Westside Neighborhoods indicated on Figure 1, the results of which are tabulated in the upcoming "Land Base" Section. Ecological reconnaissance was also conducted at selected points for the purpose of determining the relative quality and uniqueness of natural areas on the Westside. The ecological field reconnaissance sites include both estuarine and upstream sites along Cold Creek and Mills Creek, and several additional inlying and lakefront locations as well (see below and see Appendix A).

Geology, Soils, and Major Tree Cover

The Westside consists of Fulton-Toledo Association Lucastrine Clay Soils, underlain with limestone, and a high water table. The slow permeability and high water table of these soils have served as a development constraint, especially in terms of their suitability for septic tanks.

The estuarine areas at the mouths of Mills Creek and Cold Creek contain a variety of waterfowl and marsh wildlife, and are generally unsuitable for development. The shoreline is subject to erosion at a rate of less than 3 feet per year.[1]

Tree cover is relatively sparse, and generally limited to flood plain areas adjacent to Mills Creek and Cold Creek, and certain coastal areas. Additional ecological baseline data based upon field observation is presented in Appendix A.

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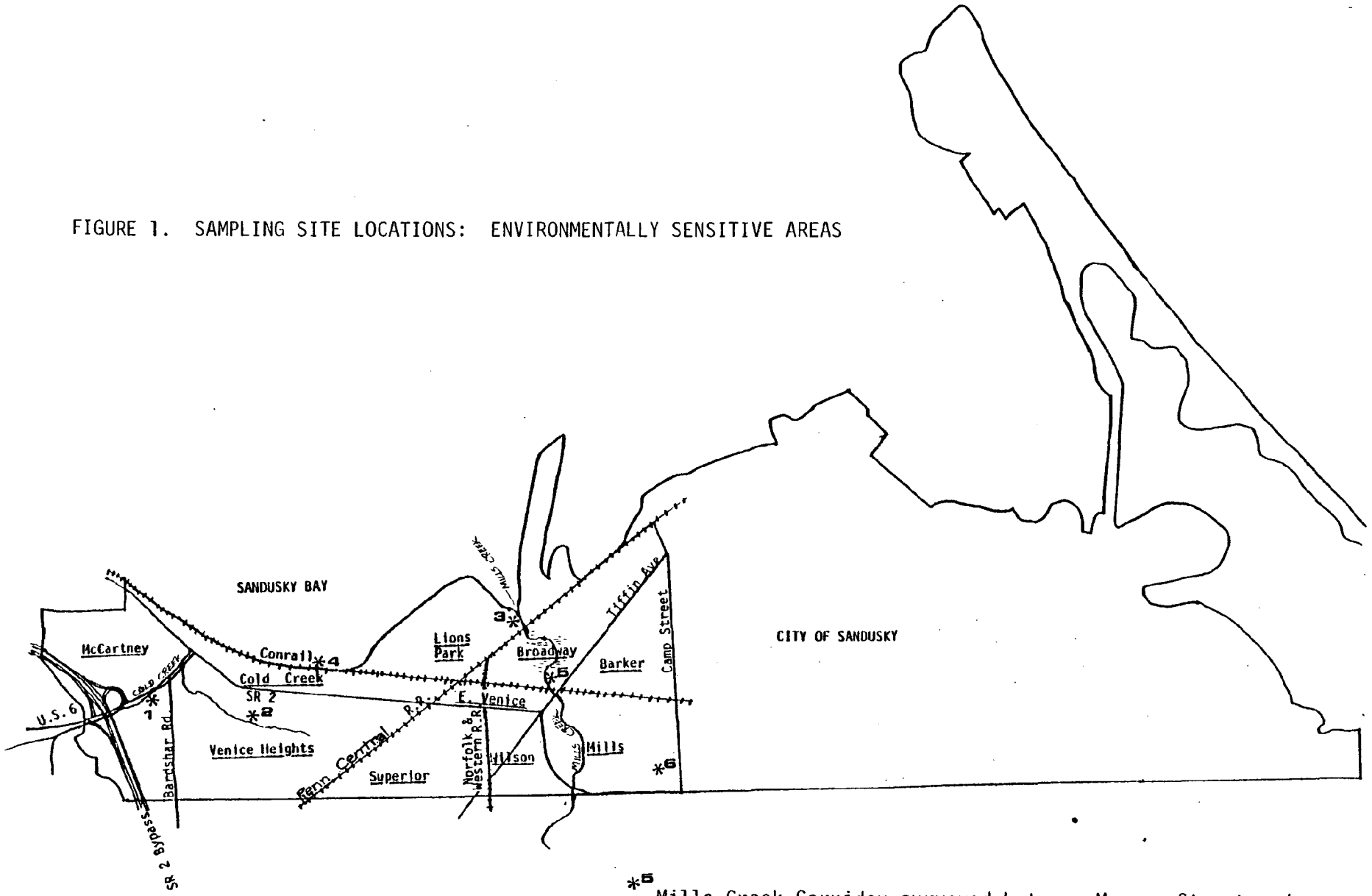
[1]Public Review Draft, Ohio Coastal Zone Management Plan, 1979, Map 6.

FIGURE 1. SAMPLING SITE LOCATIONS: ENVIRONMENTALLY SENSITIVE AREAS



*5 Mills Creek Corridor surveyed between Monroe Street and Perkins Avenue.

Land Base

The Westside Neighborhoods include an area consisting of 2,677 acres. Table 1 contains a summary tabulation of the existing land use development pattern and is based upon a comprehensive parcel-by-parcel field investigation of all the Westside neighborhoods. The figures indicate that over 70% of the land on the Westside is either currently undeveloped, or is devoted to various transportation uses such as highways, streets and alleys, rail right-of-way, and railroad yards and junctions. In particular, large areas of land are consumed by the State Route 2 Bypass, and its interchange at Highway 6. Also, very large acreages are devoted to the Lower Lake Dock Company Coal Dock in the Lions Park Neighborhood, and its associated rail service facilities. Other major land uses include the Municipal Golf Course, the municipal wastewater treatment plant and the Calvary Cemetery. In addition, large areas of potentially developable residential land continue to lie vacant in the Venice Heights and McCartney neighborhoods. Developed single family residential areas also consume a relatively large amount of land on the Westside, especially in the Wilson, Mills, Barker, Broadway, and Lions Park neighborhoods.

Access

The Westside area is disected by numerous rail lines and thoroughfares which have made access to certain areas difficult, and promoted "leapfrogging" and strip development in other areas. The transportation network, in terms of both road and rail, is developed around a radial pattern with routes emanating from the central part of Sandusky near the lakefront. In certain areas a grid street pattern has been superimposed over this radial pattern, resulting in numerous angular and diagonal street intersections, along with many triangular or wedge-shaped land parcels which are difficult to develop. The above is particularly true in the Barker and Broadway neighborhoods. The problem is compounded by the fact that many of the railroad crossings are at grade level, causing trains to act as barriers to traffic, hindering access between neighborhoods.

Environmentally Sensitive Areas

In order to remedy somewhat the general lack of specific baseline ecological information, a brief field reconnaissance was conducted at certain environmentally sensitive natural areas within the Westside Neighborhoods. This field work took place on October 3rd and 4th, 1979. Information obtained during this brief survey has been used to generally characterize the relative quality and local significance of these natural areas in relation to neighborhood development planning and coastal zone management. In addition to the written analysis below, there is a summary of water quality data obtained and master lists of both terrestrial and aquatic species that were sampled that is to be found in Appendix A.

Table 1
Sandusky
EXISTING LAND USE DEVELOPMENT: ACREAGE AND PERCENTAGE DISTRIBUTION
1979

EXISTING LAND USE	ACREAGE	% OF TOTAL WESTSIDE LAND AREA
Single-Family Residential	348.5	13.0%
Two-Family Residential	11.9	0.4%
Multi-Family Residential	15.1	0.6%
Mobile Home Residential	26.9	1.0%
Public and Semi-Public	32.0	1.2%
General Commercial	53.0	2.0%
Neighborhood Commercial	9.3	0.4%
Industrial or Warehouse	182.3	6.8%
Community and Neighborhood Parkland	114.6	4.3%
Undeveloped or Agricultural	1,066.4	39.8%
Transportation (Highway, Streets and Alleys, Rail Right-of-Way)	817.0	30.5%
TOTAL	2,677	100.0%

Source: Woolpert Consultants, 1979 Field Survey
Computations by City of Sandusky, Department of Planning and Community Development.

Site Reconnaissance and Water Quality Sampling:

The physical characteristics, vegetation, and wildlife of six sites within the Westside of Sandusky were briefly surveyed by an observer on foot. The time spent at each site varied from approximately 20 minutes (Site 6) to 4 hours (Site 5). The areas surveyed (see Figure 1) included Sites 1 through 3 (described above under Water Quality Sampling), and the "Railroad Property" which is bounded by Lake Erie on the north, Venice Road (U.S. Route 6) on the south, Edgewater Avenue on the east, and west to U.S. 6 and Thorpe Drive (Site 4); Mills Creek streamside, adjacent woodlands and wetlands between Perkins Avenue on the south and Monroe Street on the north (Site 5); and the Forest Park subdivision (Site 6).

Water quality sampling was conducted once at three sites (see Figure 1) - Cold Creek 100 yards upstream of the Bardshar Road bridge (Site 1), an unnamed tributary of Cold Creek fifty yards downstream of Thorpe Drive (Site 2), and Mills Creek approximately 400 yards upstream of its entry into Lake Erie (Site 3). Measured at each site were dissolved oxygen (mg/l), conductivity (umhos), salinity (parts per thousand), and water temperature (degrees C).

The information on stream water quality, vegetation and wildlife obtained during these ground surveys was limited by the time of year of the study, the fact that only one visit was made to each area, and the small amount of time that could be spent in each area. Surveys during October do not provide information representative of variations in water quality, many spring and summer season plants, breeding birds and other animals active primarily during summer. The more common (and identifiable at this time of year) plant species observed were recorded, as were all birds and mammals (or recognizable signs thereof). These observations cannot be considered to represent more than a fraction of the diversity of plants and animals that occur in these areas. On the basis of what was seen, however, the relative quality and uniqueness of these natural areas has been assessed in a general way.

Qualitative Evaluation of Terrestrial and Aquatic Species Samples:

Cold Creek (Site 1). The stream was about 15 feet wide, and had a maximum depth of about 3 feet at the sampling site, and was on a fairly level gradient. A waterfall over an old mill race exists downstream of this site. The level of dissolved oxygen was high, conductivity was low, and the water was very clear although a fairly heavy rainfall occurred during the previous evening and day of sampling. Several trout (Salmo spp.), apparently escaped from the privately owned trout farm upstream, were observed near the sampling point.

At this site, both banks of the stream were vegetated by a narrow strip (20 to 50 feet wide) of successional woodland. These wooded borders help to maintain the water quality of this stream by shading it during summer (hence, keeping the water temperature cool) and by filtering sediment from runoff that would otherwise reach the stream. This wooded corridor supported a variety of trees, shrubs and herbaceous plants. No rare or endangered species of plants

or animals were observed at this site. The abundant seed, nut and fruit producing plants and the occasional large trees there probably are a significant source of shelter and food for wildlife. The corridor of woodland itself also provides an avenue of dispersal for plants and animals, and a pleasant place for people to fish, hike, jog, ski, or have a picnic. This area is used for recreation by local residents, as young boys were seen fishing in the stream, and a footpath followed the southeast side of the stream through the woods.

Unnamed Tributary of Cold Creek (Site 2). This stream was sampled approximately 100 feet downstream of the Thorpe Drive culvert, in a residential area. A pool approximately 8 feet wide and 2 to 3 feet deep exists on the downstream side of the street crossing. Below and above the pool, the stream is normally 1 foot wide and 6" deep at most, and is braided over a gravel-pebble substrate. The stream banks were not wooded at the sampling site, but patches of woodland do occur along the stream on both sides of the Thorpe Drive crossing. Some marsh vegetation persists along this open part of the creek.

Although the stream was turbid, conductivity was high, dissolved oxygen relatively low, and the stream's substrate coated with silt, several small fish and crayfish burrows were observed at the time of sampling. The fact that this stream was sampled on October 3rd, the day before it rained, indicates that the low water quality of the stream is due to a poor quality source (or sources) rather than washoff of sediment and pollution during a rainfall event. The stream then proceeds through a diverse, well-developed woodlot that borders the west side of the residential area. This woodlot appears to have been undisturbed by grazing or selective logging in recent years, and has mature canopy trees, some very large old Redbuds and dogwood in the subcanopy, and a diversity of shrubs and herbs. No rare or endangered species were observed during this survey.

A conversation with children playing in the area indicated that these woodlots are appreciated and enjoyed frequently by local residents. Several well-used footpaths led into the woods. The children also indicated that at least some of the woodlot on the west side of the subdivision is being removed and developed as housing. This was the least disturbed woodland observed during the field study.

Although not naturally wooded along its entire length, this stream is also important as a corridor and reservoir of the natural environment in an urban or urbanizing setting. The quality of this corridor could be greatly enhanced by permitting a more continuous strip of natural woodland to develop along it to the confluence with Cold Creek. A trail suitable for walking, jogging, and cross-country skiing could follow this corridor and meet with the trail along Cold Creek.

Mills Creek (Sites 3 and 5). Although Mills Creek is about the same size or slightly larger than Cold Creek, the two streams differ in almost all other respects. The water quality of Mills Creek was sampled (Site 3) while it was raining on October 4th (it had started raining on the previous evening). The creek was very turbid, dissolved oxygen was very low, conductivity was high, and the water temperature was $3^{o}C$ warmer than that of Cold Creek. The apparently poor water quality of Mills Creek is due in part to its passage through the highly developed residential and industrial Westside of Sandusky. South of the City of Sandusky, surrounding agricultural land use and apparent passage through a corner of the Sandusky landfill probably adversely affect water quality in Mills Creek.

South of Tiffin Avenue, Mills Creek meanders through the Mills Creek Golf Course. A small patch of woods borders the creek near Perkins Avenue. The remainder of the creek shoreline is not wooded. A variety of emergent aquatic plants occurs along the stream through the golf course, accompanied by scattered shrubs and trees. The creek bed is apparently a series of rocky shelves, with one small, shallow backwater (approximately 60 feet wide) area supporting a small wetland. This part of the creek could support a much greater natural diversity if a narrow corridor of herbaceous and shrubby vegetation were allowed to develop along the creek. This area could be managed by selective removal of young trees in the corridor. Development of such a corridor would connect the natural creek corridor to the north (see below) with the creek corridor south of Perkins Avenue, providing an avenue of dispersal and additional living space for plants and animals. Natural shrub and herbaceous cover along the creek would also remove some of the fertilizers (and herbicides) washing in from the golf course and provide partial shade to keep the water temperature cooler in summer.

North of Tiffin Avenue, Mills Creek is bordered by the only extensive area of streamside woodland and marsh in the Westside of Sandusky. The woodland is located mainly along the west side of the creek, and appears to be partially owned by industrial concerns, railroads, and possibly homeowners. Included in this area is a marsh dominated by cattails (Typha spp.) located in a bend in the stream (see Figure 2). This marsh is at least 100 yards in diameter. This marsh is visible from the railroad bridge located south of Monroe Street. In addition, this marsh is identified as a "wetland" in the maps of Ohio's Coastal Zone by ODNR (1979 Draft). The vegetation of the successional woodland and marsh showed evidence of previous disturbance, but was still impressive in its diversity and extent, considering its urban location. This area has potential as a valuable source of outdoor education within walking distance of local school classes and the public, as well as a valuable natural area on a local scale if the current situation is changed somewhat.

First, industrial concerns located on the west side of the creek are gradually filling in that side of the creek. One area encroached upon is a small low spot with marsh vegetation. The fill material is steeply sloped (approximately 30^{o}), unvegetated, and about 10 feet higher than marsh level. There was a sheen of oil on the water of this low spot, although the vegetation appeared to be healthy. Fill material has also encroached on the

PLATE 2A

CITY OF SANDUSKY, OHIO

COASTAL ENERGY IMPACT PROGRAM

Westside Neighborhoods: Eastern Half

EXISTING LAND USE

- Single-Family Residential
- Two-Family Residential
- Multiple-Family Residential
- Mobile Home Residential (Showing Number Of Mobile Home Units)
- H Home Occupation
- Neighborhood Commercial
- General Commercial
- Industrial Or Warehouse
- Public Or Semi-Public
- Community And Neighborhood Parkland
- Undeveloped (Agricutture Or Vacant)
- Split Use

EXISTING BUILDING CONDITIONS

- ● Sound
- ▲ Minor Deficiencies
- ◆ Major Deficiencies
- ■ Dilapidated

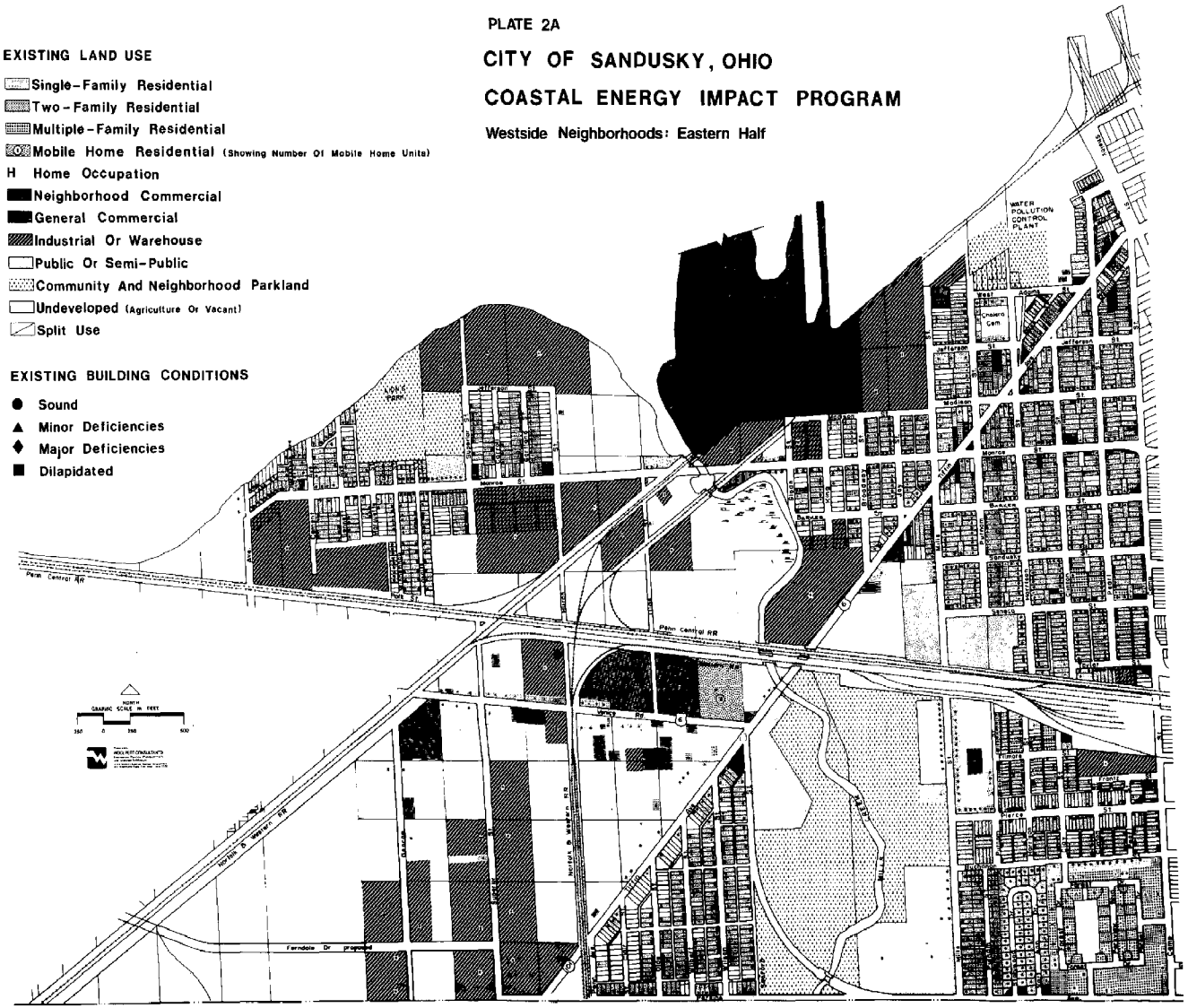


PLATE 2B

CITY OF SANDUSKY, OHIO

COASTAL ENERGY IMPACT PROGRAM

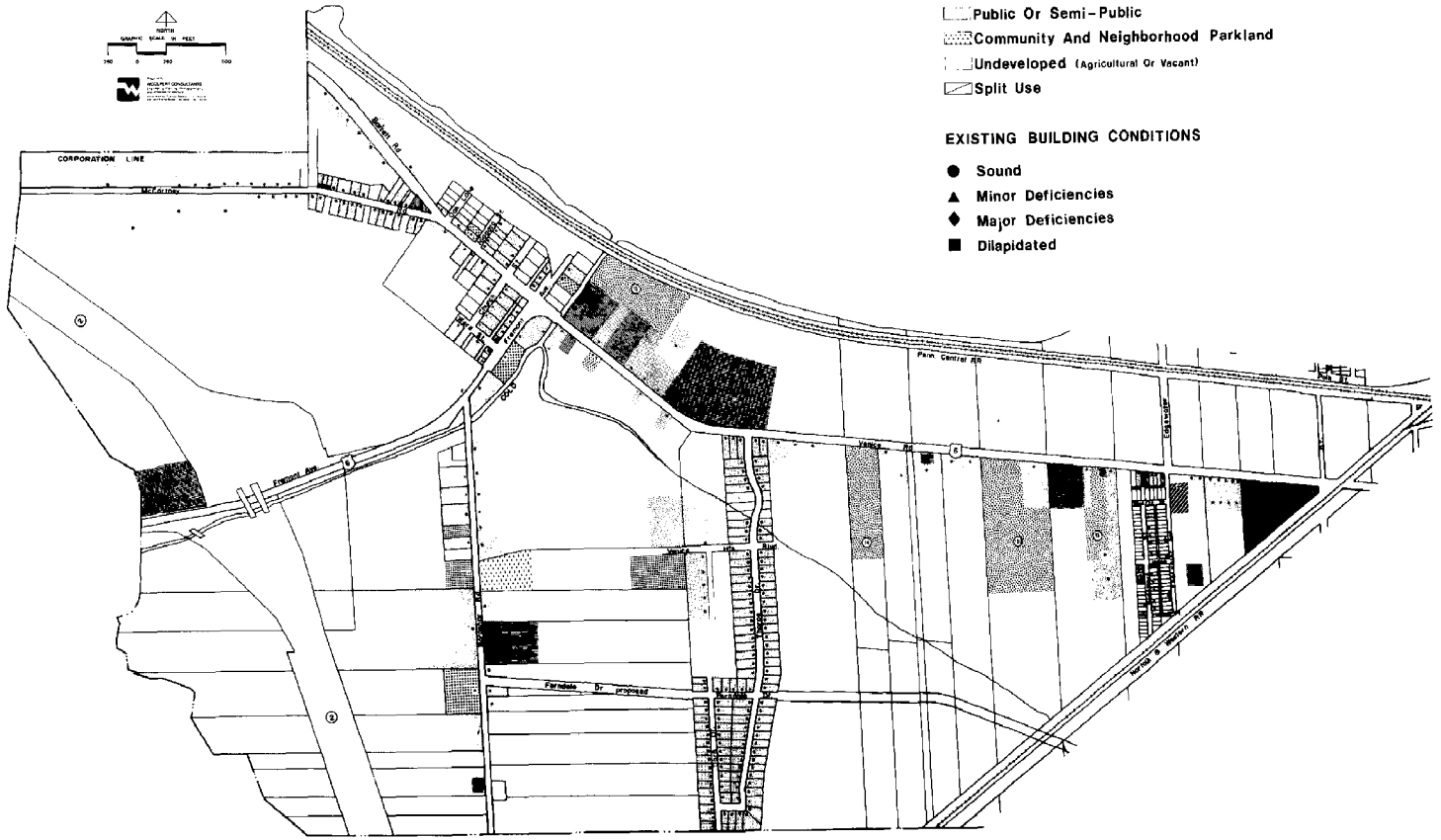
Westside Neighborhoods: Western Half

EXISTING LAND USE

- Single-Family Residential
- Two-Family Residential
- Multiple-Family Residential
- Mobile Home Residential (Showing Number Of Mobile Home Units)
- H Home Occupation
- Neighborhood Commercial
- General Commercial
- Industrial Or Warehouse
- Public Or Semi-Public
- Community And Neighborhood Parkland
- Undeveloped (Agricultural Or Vacant)
- Split Use

EXISTING BUILDING CONDITIONS

- ● Sound
- ▲ Minor Deficiencies
- ◆ Major Deficiencies
- ■ Dilapidated



woodland in other areas. Further filling of this area should be stopped, and the existing fill should be graded to a gentler contour, covered with topsoil and revegetated to reduce soil erosion and surface runoff, hence, sedimentation of Mills Creek. Proposals for further industrial expansion in this area should be reevaluated in light of the existing and potential adverse impacts on this locally important natural area.

Second, limited development of a footpath along the west side of the creek should be allowed. This path could lead to an observation blind looking into the marsh. A blind and limited trail system is suggested because this area is rather fragile, and should be protected from high levels of recreational use.

The bird life of the area was diverse during the survey. Birds of note that were observed included a flock of approximately one hundred White-throated Sparrows (migrants or winter residents), a Belted Kingfisher, and a Great Blue Heron. Furthermore, the appearance of the marsh and dense understory of the woodland near the stream, combined with observations of a Veery and an unidentified marsh-wren (both considered to be rare in Ohio) indicate that this area provides suitable nesting habitat for these species. Small marsh birds such as rails, some of which are rare or endangered in Ohio, may also find suitable nesting habitat there. Additional field studies of this area during the spring and summer of 1980 would yield more complete information about the ecological significance and potential for recreational and educational development of this area.

"Railroad Property" (Site 4). The natural vegetation of this area consists mainly of a fencerow strip between the railroad tracks and the croplands to the south. Properly fenced to prevent access to the intensively used tracks, the balance of this area is suited to a variety of uses. A small patch of successional woodland exists in the southwest portion of the area. Light commercial, residential and/or recreational development of this area could be made compatible with maintenance or enhancement of these areas of natural vegetation, which are part of the corridor of the vegetation maintained by the railroad right-of-way in both directions. This right-of-way is connected to the Mills Creek and Cold Creek corridors previously discussed. Noise from the trains could be reduced if a landscape earthen barrier (earth mound) was built paralleling the railroad's tracks. Many of the plants along this fencerow were seed and fruit producing species (Prunus spp., dogwood, mulberry, grapes, Virginia Creeper, wild strawberry, hawthorns, raspberries, blackberries) that provide important food and shelter to wildlife.

McArthur Park Open Space (Site 6). The central portion of this subdivision is an open grassy field that is mowed regularly. One large oak, located in the southeast corner of the subdivision, should be preserved if possible when demolition and construction occurs. Careful demolition and construction procedures could also preserve some of the smaller shade trees that already exist in the subdivision. If part of this area were to become a neighborhood park, a plan that allowed some of this park to develop naturally could be implemented at low cost. The area to be left alone could be covered

with a thin layer of fresh soil and slash from any woodland being cleared for development in the vicinity. Dormant seeds and rootstocks in this soil and slash would serve to "seed in" the area. Development of the vegetation of this area would take longer than traditional landscaping, and the results would be different in that many of the species that would appear are fruit producing. Perhaps a combination planting of trees and shrubs combined with the above would provide the best results at lower cost.

Neighborhood Analysis

The Westside Neighborhoods land use and building condition inventory in 1979 provides a new, comprehensive data base for examining housing and other development characteristics of the study area. The field survey rated all structures on a four point condition scale, as described below:

1. "Sound" Structure

A structure was rated sound if it contained either no deficiencies or only slight defects normally correctable by regular maintenance. Typical allowable slight defects included cracked, peeled, or missing paint, or broken windows.

2. "Minor Deficiencies"

Structures judged to have minor deficiencies were those which had pronounced and easily discernable examples of the following problems:

a) Damaged porches or loading docks

b) Slight damage to steps or stairs

c) Wearing away of mortar between bricks and masonry

d) Loose shingles, coping, or building trim

e) Wear on door sills and frames

f) Broken gutters or downspouts

g) A large accumulation of very small defects

In addition to the above list, other minor deficiencies included missing or deteriorated roofing material; rotted, weathered or otherwise deteriorated cornices, slight cracking or spalling of foundation materials; slight spalling of chimney stacks; loose coping; rotted or deteriorated wood trim, or defects listed as major deficiencies below, but which make up less than 20% of the structural components cited.

3. "Major Deficiencies"

Structures rated as having major deficiencies would be those in which defects were present to the extent that major repair and/or replacement of major portions would be necessary if the unit were to continue to adequately serve the use for which it was intended. Examples of problems which indicated a structure with major deficiencies included:

a) Holes; sagging; bowing; open cracks; rotted, loose, or missing materials in foundation, bearing walls or roofs

b) Cracked, bent or rotted beams, girders, or columns

c) Sagging or otherwise unsafe loading docks or porches

d) Loose or missing bricks or visible cracks in chimneys which are possibly serious enough to be a fire hazard

In addition to the above, a building rated as having "major deficiencies" often had an accumulation of numerous minor deficiencies even though no major structural damage was present.

4. Dilapidated

A rating of dilapidated was reserved for those structures which no longer can provide safe and adequate shelter, and which are probably beyond rehabilitation. Such critical conditions included:

a) Holes, open cracks; rotted or missing materials in foundations, bearing walls, roofing or flooring which result in a deterioration of the load bearing, of design capacity of these elements.

b) Cracked, warped, or rotted beams, rafters, girders, or columns which result in a deterioration of the load bearing or design capacity of these elements.

c) Warped, buckled, or out of plumb condition, which results in a deterioration in a load bearing capacity of foundations, floors, bearing walls, or roofs.

It should be stressed that the major difference between a structure having major deficiencies and one which is dilapidated is the fact that while the former has major defects, it is restorable from an economic standpoint, whereas the latter would be cheaper to remove than to restore.

The land uses of each parcel were also recorded and classified according to the system used in Table 1, "Existing Land Use Development". Tables 1 and 2 present the land use development characteristics for the Westside and all its neighborhoods. Table 3 presents housing unit characteristics, showing which neighborhoods realized a population gain over the past eleven years, and showing which neighborhoods suffered population loss. The McCartney, Cold Creek, Venice Heights, Lions Park, Wilson and Mills neighborhoods gained housing units between 1968 and 1979, whereas Superior, East Venice, Broadway, and Barker lost housing units. Table 4 compares the results of the 1979 housing conditions survey with the similar survey which was conducted in 1968. Both surveys used an identical four point scale for rating housing structural conditions.

This information can aid the City in pinpointing those areas where a decline in housing quality is occurring. Table 5 depicts housing conditions for dwelling units (as opposed to structures) as surveyed in 1979. Overall, the population of the Westside has probably increased, as the number of dwelling units have increased by 3.3%. A description of the housing and other development characteristics on a neighborhood-by-neighborhood basis follows:

Barker

The Barker neighborhood is a triangular area bounded by Camp Street on the east, the Norfolk and Western-Conrail tracks on the south, and Tiffin Avenue on the north and west. The neighborhood is largely residential in character (over 80 acres which comprises about 62.6% of the neighborhood's total land area. There exists a modest amount of neighborhood commercial development (5.7) acres) and very little public land - only 3 acres. Some 42.6 acres of land remain vacant. The neighborhood is fully serviced with municipal utilities.

Barker is one of Sandusky's oldest and most densely populated neighborhoods, consisting mostly of small single-family dwellings on modest lots. The neighborhood also contains a few intermixed two-family and multiple-family dwellings. Mixed residential-strip commercial development is located along the south frontage of Tiffin Avenue (U.S. Route 6) and in a few other neighborhoods as well. Barker has experienced a population loss during the last decade, losing 10.9% of its dwelling units. This population loss has been accompanied by a general improvement in neighborhood housing conditions, as evidenced by Table 3. Although a few dwellings have moved from the "sound" classification into the "minor deficiencies" classification over the past decade, this has been accompanied by decreases in the number of dwellings in the "major deficiencies" and "dilapidated" categories. This has been the result of selective code enforcement and removal of substandard structures.

Traffic generally flows smoothly throughout the neighborhood with the exception of certain points along Tiffin Avenue, where the diagonal streets make turning movements difficult. Camp Street serves as the major north/south thoroughfare, and Monroe the major east/west street.

Table 2
Sandusky
EXISTING LAND USE DEVELOPMENT BY INDIVIDUAL NEIGHBORHOOD
1979

LAND USE TYPE	PERCENTAGE OF NEIGHBORHOOD TOTAL	NUMBER OF ACRES NEIGHBORHOOD									TOTAL WESTSIDE NEIGHBORHOODS
		BARKER	MILLS	BROADWAY	LIONS PARK	WILSON	SUPERIOR	COLD CREEK-EAST VENICE	VENICE HEIGHTS	McCARTNEY	
Single Family Residential	18.74%	80.65	106.19	32.09	50.49	28.93	2.20	4.33	30.30	13.34	348.52
Two Family Residential	0.64%	2.75	2.59	3.85	.70	1.00	-	-	1.00	-	11.89
Multiple Family Residential	0.81%	2.30	9.86	-	-	-	-	-	1.65	1.33	15.14
Mobile Home Residential	1.45%	-	-	-	1.67	-	-	8.44	16.83	-	26.94
Neighborhood Commercial	0.50%	5.70	.91	1.00	1.67	-	-	-	-	.01	9.29
General Commercial	2.85%	-	-	-	-	4.65	4.21	27.00	13.10	4.03	52.99
Industrial or Warehouse	9.80%	-	2.64	51.34	94.53	1.00	28.76	4.00	-	-	182.27
Community and Neighborhood Park Land	6.16%	-	75.63	10.70	28.28	-	-	-	-	-	114.61
Public or Semi-Public	1.72%	3.00	2.53	1.29	-	1.00	-	-	20.12	4.03	31.97
Undeveloped or Agricultural	57.33%	42.60	28.65	115.73	57.66	43.42	92.83	99.23	406.00	180.26	1,066.38
Neighborhood Total	100.00%	137.00	229.00	216.00	235.00	80.00	128.00	143.00	489.00	203.00	1,860.00
Transportation (Highways, Streets, Alleys, R.O.W.)											817.00
GRAND TOTAL											2,677.00

Source: Woolpert Consultants Field Survey, 1979
Computations by City of Sandusky, Department of Planning and Community Development, 1980.

Table 3
Sandusky
COMPARATIVE DWELLING UNIT COUNT BY INDIVIDUAL NEIGHBORHOOD
1968-1979

Name of Neighborhood	Number of Dwelling Units 1968	1979	% Dwelling Unit Gain or Loss (1968-1979)
McCartney	51	66	+29.4%
Cold Creek	37	43	+16.2%
Venice Heights	204	332	+62.7%
Lions Park	235	249	+ 5.9%
Superior	13	8	-38.4%
Wilson	165	184	+11.5%
East Venice	73	67	- 8.2%
Broadway	314	290	- 7.6%
Barker	701	624	-10.9%
Mills	523	530	+ 1.3%
TOTAL	2,316	2,393	+ 3.3%

Sources: 1968 Sandusky Comprehensive Development Plan
Woolpert Consultants, Field Survey, 1979

Table 4
Sandusky
COMPARATIVE HOUSING CONDITIONS BY INDIVIDUAL NEIGHBORHOOD
1968-1979

NAME OF NEIGHBORHOOD	HOUSING CONDITIONS, 1968									HOUSING CONDITIONS, 1979								
	TOTAL RESIDENTIAL STRUCTURES	SOUND		NEEDING MINOR REPAIR		DETERIORATING		DILAPIDATED		TOTAL RESIDENTIAL STRUCTURES	"SOUND"		"MINOR DEFICIENCIES"		"MAJOR DEFICIENCIES"		"DILAPIDATED"	
		NO.	PER-CENT	NO.	PER-CENT	NO.	PER-CENT	NO.	PER-CENT		NO.	PER-CENT	NO.	PER-CENT	NO.	PER-CENT	NO.	PER-CENT
Barker	618	356	57.6%	190	30.7%	59	9.6%	13	2.1%	570	325	59.0%	212	37.2%	24	4.2%	9	1.5%
Broadway	275	122	44.4%	113	41.1%	33	12.0%	7	2.5%	259	117	45.2%	106	40.9%	34	13.1%	2	0.7%
Lions Park	205	146	71.2%	37	18.1%	9	6.3%	13	6.3%	249	175	70.3%	62	24.9%	7	2.8%	5	2.0%
Mills	368	220	59.8%	96	26.1%	31	8.4%	21	5.7%	372	219	58.9%	82	22.0%	57	15.3%	14	3.8%
Wilson	152	94	61.8%	46	30.3%	7	4.6%	5	3.3%	174	138	79.3%	30	17.2%	6	3.4%	0	0.0%
East Venice	20	10	50.0%	8	40.0%	2	10.0%	0	0.0%	67	53	79.1%	8	11.9%	4	6.0%	2	3.0%
Superior	13	4	30.8%	3	23.0%	4	30.8%	2	15.4%	8	5	62.5%	0	0.0%	2	25.0%	1	12.5%
Cold Creek	37	23	62.2%	8	21.6%	3	8.1%	3	8.1%	19	2	55.3%	13	34.2%	3	7.9%	1	2.6%
Venice Heights	199	145	72.9%	22	11.1%	11	5.5%	21	10.5%	315	274	87.0%	27	8.5%	8	2.5%	6	1.9%
McCartney	51	39	76.5%	6	11.8%	4	7.8%	2	3.9%	66	51	77.3%	15	22.7%	0	0.0%	0	0.0%
WEST SIDE TOTAL	1938	1159	59.8%	529	27.3%	163	8.4%	87	4.5%	2099	1359	64.8%	555	26.4%	145	6.9%	40	1.9%

Sources: 1968 Sandusky Comprehensive Development Plan
Woolpert Consultants Field Survey, 1979

Table 5
Sandusky
SUMMARY STATEMENT OF EXTERIOR BUILDING CONDITIONS BY NEIGHBORHOOD
1979*

NAME OF NEIGHBORHOOD	TOTAL NO. DWELLINGS	NUMBER OF DWELLINGS BY CONDITION							
		"SOUND"		"MINOR DEFICIENCIES"		"MAJOR DEFICIENCIES"		"DILAPIDATED"	
		NO.	PERCENT	NO.	PERCENT	NO.	PERCENT	NO.	PERCENT
Barker	624	343	55.0%	233	37.3%	36	5.8%	12	1.9%
Broadway	290	120	41.4%	123	42.4%	45	15.3%	2	.7%
Lions Park	249	175	70.3%	62	24.9%	7	2.8%	5	2.0%
Mills	530	241	45.%	157	29.6%	106	20.0%	26	4.9%
Wilson	184	141	76.6%	32	17.4%	11	6.0%	0	0.0%
East Venice	67	53	79.1%	8	11.9%	4	6.0%	2	3.0%
Superior	8	5	62.5%	0	0.0%	2	25.0%	1	12.5%
Cold Creek	43	25	58.1%	14	32.6%	3	7.0%	1	2.3%
Venice Heights	332	286	86.1%	32	9.6%	8	2.4%	6	1.8%
McCartney	66	51	77.3%	15	22.7%	0	0.0%	0	0.0%
WEST SIDE TOTAL	2393	1440	60.2%	676	28.2%	222	9.3%	55	2.3%

*Individual dwelling units were not tabulated on the 4-point condition scale in 1968.

Source: Woolpert Consultants, Field Survey, 1979.

Barker (Continued)

The major traffic artery is Tiffin Avenue, running from southwest to northeast. Train movements do not present a serious problem to the Barker neighborhood traffic as there are railroad overpasses at both the Tiffin and Camp Street crossings.

Street pavement conditions are generally "good". Curb, gutter, and sidewalk conditions range from "good" to "fair" throughout the neighborhood, although there are some scattered areas of "poor" curb/gutter conditions along Camp Street. Certain areas around St. Mary's and St. Joseph's cemeteries, particularly along Mills and Seneca Streets, lack curbs, gutters, and sidewalks. Aside from these few areas, street conditions in the Barker neighborhood are among the best on the Westside.

Broadway

The Broadway neighborhood consists of the area northwest of Tiffin Avenue, north of the Conrail tracks, southeast of the Norfolk and Western tracks, and west of Shelby Street. The area is characterized by a large amount of mixed land use, including mixed residential-"strip" commercial along the northwest frontage of Tiffin Avenue, and a large amount of mixed residential-industrial uses all along the northern edge of the neighborhood near Sandusky Bay. The area contains the Mills Creek estuary and wetlands, visible from the Monroe Street bridge and the nearby railroad bridges. The Broadway neighborhood has realized a population loss over the past decade, losing 7.6% of its dwelling units during that period. The reasons for this include selective removal of substandard dwellings, as well as a small amount of industrial expansion. Based on the figures in Table 4, housing conditions in the Broadway neighborhood have neither improved nor deteriorated substantially during the past decade. Most of the housing stock of the Broadway neighborhood consists of small single-family dwellings on small lots, intermixed with an occasional two-family dwelling or conversion. A few apartments over stores are also to be found along Tiffin Avenue.

The Broadway neighborhood contains some of the Westside's major industrial employers, including the American Hoechst Company, the Industrial Nut Corporation, and the Rudow Manufacturing Company. There is in fact more industrial acreage (51.3 acres) than residential acreage (36.9 acres) within this neighborhood. The municipal sewage disposal plant is also located in the Broadway neighborhood, north of Adams Street. While there exists substantial vacant land within the Broadway neighborhood (115.7 acres), quite a bit of this land has less than optimal development potential. Many potentially developable parcels are restricted due to small size, poor access, or proximity to incompatible land uses. Residential infill opportunities are somewhat limited due to the small size of many of the building lots, and proximity to industry.

Broadway (Continued)

The major traffic arteries of the Broadway neighborhood are Tiffin Avenue, running from southwest to northeast, and Monroe Street, running from east to west. Railroad movements crossing Monroe Street near the Mills Creek estuary present traffic conflict at certain times. Pavement conditions in the Broadway neighborhood are generally "good", with the exception of a few short segments of Madison Street and Sloan Street, where pavement conditions are "poor". Where they exist, curbs, gutters, and sidewalks are generally "good" to "fair", although many streets toward the northwestern edge of the neighborhood are without these improvements.

Cold Creek and East Venice

The Cold Creek and East Venice neighborhoods, described here as a single unit, consist of a long narrow wedge of land between the east-west Norfolk & Western Railroad, and Venice Road (U.S. 6). This general area totals 143 acres. Much of the Cold Creek Neighborhood is former railroad property which is no longer used, and now lies vacant. The East Venice Neighborhood consists of a 50-unit mobile home park at the intersection of Venice Road and Tiffin Avenue, and the shopping center at the intersection of Venice Road and Olds Street. The north frontage of Venice Road (U.S. 6) in the East Venice neighborhood, east of George Street, is lined with a few, old single-family dwelling units, interspersed with the occasional convenience commercial establishment. Aside from these dwellings, the mobile home park represents the total extent of the housing stock in either neighborhood. Both neighborhoods have an excellent vacant land base (99.2 acres or 69.4% of the total), which could be suited to commercial, industrial, or even carefully planned residential development.

Train movements across Venice Road (U.S. 6) create problems with the traffic flow. Likewise, grade crossings along the Norfolk & Western at Olds, Huron, George, and Edgewater also cause traffic delays. Pavement conditions range from "good" to "fair". Both neighborhoods are without curbs, gutters, and sidewalks.

Lions Park

The Lions Park area encompasses a total of 235 acres and is bounded on the north by the shoreline area along Sandusky Bay and is centered around Monroe Street. The neighborhood is bounded on the east by the Lower Lake Company docks, on the southeast and southwest by the Norfolk & Western and Conrail railroads, and on the northwest and north by the shoreline. This neighborhood is characterized by small residential streets surrounded by large industries, parkland, and the shoreline. The area has one mobile home park containing approximately 24 units along the southern edge of the park.

Lions Park (Continued)

The Lions Park Neighborhood has realized a population gain over the last decade, with a 5.9% increase in the number of dwelling units. On the basis of the figures in Table 3, housing conditions in Lions Park appear to have improved slightly since the 1960's. This is most likely the result of some new construction and scattered infill areas, coupled with code enforcement and removal of vacant, abandoned structures.

Within this neighborhood, industry occupies almost twice as much land area here as does housing (94.5 acres versus 52.8 acres).

Lions Park contains three of the area's major industries, including Vulcan Metals, Chrysler, and Union Chain. About one-fourth of the neighborhood land consists of vacant, developable land, much of which is suited for possible industrial or residential expansion.

Traffic movements through the neighborhood are subject to train delays at the eastern approach to the neighborhood along Monroe Street near the Mills Creek estuary, and at the southwestern approach to the neighborhood along Edgewater Avenue. Train delays may also occur along any of the other north/south entrances to the neighborhood such as George Street, Huron Street, or Olds Street. Pavement, curb, gutter, and sidewalk conditions are generally "fair" to "good" along Monroe Street and Edgewater Avenue, although street conditions may range from "good" to "poor" along the side streets. Many of the side streets are without curb, gutter, or sidewalk. Sewer extensions are needed to serve those areas in the far western portion of Lions Park Neighborhood which were annexed during the 1960's.

McCartney

The McCartney Neighborhood is at the far western end of the City, consisting of all of the area west of Cold Creek, and to the northeast of the Route 2 Bypass. The area consists of a large amount of vacant land, a small amount of interchange-related commercial development at the U.S. 6/S.R. 2 Bypass interchange, and a small cluster of old and new housing near Sandusky Bay. This housing is intermixed with some spotty commercial development. The neighborhood has never had a large population, although the population has grown over the past decade. The total number of dwelling units increased significantly by 29.4% due largely to new construction brought about by the extension of water and sewer lines. Housing conditions have improved, as the neighborhood no longer contains structures in the "major deficiencies" or "dilapidated" categories. This is probably the result of selective removal of vacant, substandard structures.

McCartney (Continued)

Access to and from the neighborhood is generally good, by virtue of its proximity to the U.S. 6/State Route 2 Bypass interchange, and the neighborhood's distance from any major grade-level rail crossings. The area contains a very large vacant land base, some of it (near the interchange) potentially developable for certain commercial uses. However, visibility problems from the State Route 2 Bypass, and predominantly single purpose trips to Cedar Point has limited development potential of this interchange land in the past for intensive highway commercial development. Anticipated development of the McCartney Neighborhood for single-family and multiple-family residential use will create a market for neighborhood commercial establishments in the area. Recent extension of water and sewer lines along McCartney Road will stimulate new development in this general vicinity.

Pavement conditions are "good" throughout the neighborhood, although curb, gutter, and sidewalk conditions vary from "good" to "poor". Many areas of the neighborhood are still without curb, gutter, or sidewalk.

Mills

Mills is a predominantly residential neighborhood in the southeast corner of the Westside study area bounded by Camp Street on the east, the Norfolk & Western railroad on the north, and Tiffin, Sanford, and Perkins Avenues to the south and west. The neighborhood is almost fully developed with housing (118.6 acres) and parkland (75.6 acres) out of a total neighborhood land area of 229 acres, very little vacant land remains (about 28.6 acres or 12% of the total land base). The neighborhood contains a substantial amount of open space including the Catholic Cemetery, the YMCA property, the Winkler Arboretum, the Sanford & Perkins Park site and the Mills Creek Golf Course. In addition, one large industry (Sterling Castings) is located within this neighborhood on Mills Street adjacent the Conrail Railroad right-of-way. The Sterling Castings Company is poorly screened from the adjacent residential development. The Mills area contains some spotty commercial development along the north side frontage of Perkins Avenue, and it contains the largest single concentration of multiple-family housing in the City. The area also has a large number of single-family residential subdivisions, some very old, and others new.

Although the number of housing units in the Mills Neighborhood increased 1.3% since 1968, housing conditions may have declined slightly. Two pockets of severely deteriorated housing in the Mills Neighborhood are evident: the first consists of those dwellings fronting on Filmore Street, Frantz Street, and Putnam, Harrison, Clay, Clinton, and Pearl Streets north of Pierce Street. The second concentration of substandard dwellings in the Mills Neighborhood is in the multiple-family area in the southeast corner of the neighborhood, where dwellings front on Forest Drive, Parkview Boulevard, and Perkins Avenue.

Mills (Continued)

Traffic flow through and around the neighborhood is generally good, as railroad overpasses are provided at the Camp and Tiffin Avenue crossings. Mills Street, however, still has a grade level crossing. Street conditions range from "good" to "poor" with the "poor" street conditions being concentrated in those areas which also have poor housing: Forest Drive, Parkview Boulevard, and north of Pierce Street along Putnam, Harrison, Clay, and Clinton. Many of these streets lack curbs, gutters, and sidewalks.

Wilson

The Wilson Neighborhood is the smallest Westside Neighborhood with a total land area of 80 acres; this neighborhood is bounded on the north by Venice Road, on the east by Sanford Street, on the south by Perkins Avenue, and on the west by the Norfolk & Western Railroad tracks. Tiffin Avenue, running diagonally, bisects the neighborhood. Residential development is concentrated to the southeast of Tiffin Avenue, with a variety of mixed land uses and large amount of vacant land lying to the northwest. Housing conditions in the subdivisions to the southeast of Tiffin Avenue are generally good; to the northwest, however, the dwellings are scattered on isolated lots, and they tend to have deficiencies. More than half (54%) of the neighborhood's land is vacant at the present time. The southwestern corner of the Wilson Neighborhood still has vacant land developable for residential purposes; the northwestern portion has a large vacant land base which could be used for commercial or industrial purposes. Residential development occupies 29.9 acres or 36.1% of the total land base in the neighborhood. Conditions in the Wilson Neighborhood have improved over the last several years as a result of a large amount of new construction, particularly along Olds Street, and on scattered vacant infill lots along Wilbert and Wilson Streets. St. Clair Street, which is platted, remains undeveloped. The southeastern frontage of Tiffin Avenue is predominantly residential, and remains free of any large intrusion by scattered non-conforming commercial uses.

The neighborhood suffers from access problems, as the Norfolk & Western crossing at Tiffin Avenue is at grade level, and traffic back-ups are frequent. Pavement conditions in the Wilson Neighborhood range from "good" to "fair", however, curb, gutter, and sidewalk improvements on most of the streets remain incomplete. The neighborhood's utility infrastructure is in place and is adequate for those subdivision streets which are currently developed.

Superior

The Superior Neighborhood is bordered by the Norfolk & Western tracks on the east, the Conrail tracks on the northwest, Venice Road (U.S. 6) on the north, and the Margaretta Township line on the south. The neighborhood encompasses a total of 125 acres; most of this acreage (92.8 acres) consists of vacant industrial land. This general area contains a majority of the City's future prime industrial sites. At present the area contains only two full-length streets: George and Superior. A future east-west street easement for Ferndale Drive extended cuts across the southern part of the neighborhood.

The industrial establishments currently there include Kelko Products, Union Fabricating, Sandusky Packaging, as well as some other major employers - primarily light industrial, warehousing, or packaging-type operations. Access to the area, as with other neighborhoods, is limited at certain points when trains obstruct grade level vehicular crossings.

Venice Heights

Venice Heights is by far the largest neighborhood within the Westside of the City. This neighborhood contains a total of some 489 acres and includes all the land area east of Cold Creek, north of the Margaretta Township line, northeast of the Norfolk and Western tracks, and south of Venice Road (U.S. 6). Over four-fifths (83%) of the neighborhood's acreage is vacant. The exceptions to this rule are the scattered residential and agricultural uses along Bardshar Road, the mixed-use development fronting on the south side of U.S. 6, the Venice Heights subdivision, and a small subdivision in the eastern end of the neighborhood off Edgewater Avenue. This housing occupies only about 33 acres. The area is bisected by a small tributary to Cold Creek. The area has not been the location of much urban development due to poor drainage and an incomplete utility infrastructure.

Mixed land uses present problems along U.S. 6, where single-family development is interspersed with mobile homes and commercial uses. Sagamore Street also presents a case of conflicting land uses, with housing adjacent to industry. Street conditions are generally "good", although curb, gutter, and sidewalk improvements are not complete.

CHAPTER IV

ENUMERATION OF MAJOR PROBLEM AREAS AND MAJOR PLANNING ISSUES

A certain framework was established in the goal formulation that was described in Chapter II in the series of community development goals and objectives contained therein. Technical work has been undertaken and described in narrative form in Chapter III, The Natural and Man-Made Setting. From the various field surveys, general observations, personal interviews with City officials and staff as well as local area developers/builders/realtors, and careful evaluation of all the existing conditions data on neighborhood development patterns, vacant land, land values, development pressures, streets and thoroughfares and community facilities/municipal services, the major problem areas confronting the Westside Neighborhoods and the City of Sandusky as a whole, have become a great deal clearer. These major problem areas consist of the following:

(1) The general accessibility of the Westside Neighborhoods is severely limited by the configuration of the thoroughfare and city street network and a series of at-grade railroad crossings. Direct access into and out of the Westside Neighborhoods is obstructed by the combination of the almost continuous train traffic along the east-west Conrail tracks and the substantial Norfolk and Western Railroad operations that serve the coal loading facilities on Sandusky Bay and some shoreline industry as well. This interruption of cross-town and through traffic is a major constraint to the future growth and development of the west side and serves to reinforce the historic image of the Westside Neighborhoods as the "other side of the tracks".

(2) Westside Neighborhood residents enjoy only limited public access to the Sandusky Bay shoreline because of the immediate proximity of the Conrail tracks to a considerable stretch of that shoreline, the preemption of much of the remaining shoreline by industrial and residential development and the lack of public control where the two drainageways (Cold Creek and Mills Creek) enter into Sandusky Bay. Lions Park is the only significant area where the general public enjoys access to the Sandusky Bay shoreline and this particular facility is generally considered to be heavily overloaded in terms of user demand by City residents as a whole.

(3) The integrity and continuity of the Westside Neighborhood(s) is broken up at numerous points by a series of railroad rights-of-way, resulting in some relatively small pockets of development that do not encompass enough land area to establish clearly their own identity and viability. This scattered pattern of residential, commercial and industrial development represents a problem in terms of

efficiently supplying community facilities and municipal services, of image and of having a sense of place and relationship to other development.

(4) There exists an excessive length of major thoroughfare frontage throughout the Westside Neighborhoods, including such examples as Venice Road (State Route 6), Monroe Street, Tiffin Avenue and Perkins Avenue.

(5) Housing deficiencies and deterioration are to be found in certain sub-areas within individual Westside Neighborhoods and related deficiencies in the public environment are also present in those locations.

(6) Significant encroachment of non-residential uses has occurred within numerous Westside residential neighborhoods, and this "mixed use" pattern has had a noticeable negative impact in many instances.

(7) The public infrastructure (e.g., streets, curb-and-gutter, parkland, utility lines) is relatively incomplete in numerous locations throughout the Westside of the City.

(8) There exists a general lack of neighborhood commercial facilities within the Westside to serve the emerging residential development and housing there.

(9) Substantial sections of vacant, developable land are to be found throughout the Westside neighborhoods that have either been planned or zoned for uses which may or may not materialize in the near future.

(10) Certain natural areas, such as the Mills Creek estuary, have been seriously encroached upon by man-made development and have deteriorated because of the negative impact this urban development has had on them.

Major Planning Issues for the Formulation of the Development Plan and Program

In the formulation of the Westside Neighborhoods Development Plan and Program that is to follow in Chapter V, there are a few major planning issues that will need to be addressed by the City of Sandusky. First and foremost among these is the very large scale of the land base of those ten (10) Westside Neighborhoods. These neighborhoods encompass a total of some 2,677 acres, which is equal to almost half (43.6%) of the City's total land area. Of that Westside total acreage, there are 1,081 acres of vacant and/or agricultural land which amounts to about 40% of the Westside's land base and almost 20% (17.6%) of the City's total land area. A significant percentage of the City's vacant, developable land lies within the Westside Neighborhoods and it is very important that the scale of this general area be taken fully into

account; the size of certain of these Westside Neighborhoods approximate that of a district elsewhere.

Secondly, the "mix" of various types of development within the Westside area as a whole, as well as within individual neighborhoods, is an important issue. Historically, the City of Sandusky is developed with a relatively high degree of mixed use throughout the City and the Westside Neighborhoods are no exception to that rule. A number of incompatible land uses have materialized next to one another and there has occurred a great deal of leap-frogging due to certain physical factors, location of transportation facilities, land ownership patterns and the like. The resulting "grain" of the Westside Neighborhood development pattern presents a significant challenge to be faced in tying together different pieces of development, regulating the infilling that needs to occur and sorting out, to the extent possible, the incompatibilities that have been allowed to occur historically at different locations within the Westside Neighborhoods.

Also at issue are the various conflicts relative to the potential timing of new urban development; these consist of conflicts between long range development that may very well be desirable from the City's point of view and short range development that can occur in the marketplace over the next few years and that does not necessarily want to wait for that optimal, "ultimate" development to materialize at some undefined future point in time. One example of such an area is the Penn Central Railroad landholding between the Conrail right-of-way and Venice Road to the west of Edgewater Avenue where the land has been zoned for industrial use but which may have certain other development potential over the short run. These are tough but important decisions that will need to be made by the City in planning and programming development for the Westside.

A fourth and very critical issue for the City of Sandusky is the necessity and urgency to further enlarge and to strengthen the community's tax base through sound development throughout the Westside Neighborhoods as well as in other parts of the City. To under-utilize or misuse parts of this land base would be a serious error with important implications for the future operation of the City.

These four major planning issues - scale of development, "grain" of existing and new development, type and timing of future development and tax base implications of future development - should be carefully addressed in the Westside Neighborhoods' Development Plan and Program.

CHAPTER V

WESTSIDE NEIGHBORHOODS DEVELOPMENT PLAN AND PROGRAM

Functions and Time Horizons of the Development Plan

The primary functions of the Development Plan are as follows:

1. To provide an explicit statement of public policy toward the guidance and control of future urban development.

   a. To provide the City Commission with policy guidelines in order to assist in their decision-making on future public expenditures, specific planning and development matters, and ongoing business.

   b. To remove as much uncertainty as possible from the development process within Sandusky, and thereby to facilitate optimum location decisions on the part of households, businesses and industries, and city and other local government.

2. To determine the recommended pattern of future land use in the Westside so that the City Commission will have a basis upon which to predicate decisions on the proposed review and update of the City's existing Zoning Ordinance and upon subsequent zoning petitions.

3. To provide direction in terms of administering and enforcing the Subdivision Regulations throughout the Westside Neighborhoods of the City where much of the City's remaining vacant and developable land is to be found.

4. To establish, through sound land use planning, the location and type of major traffic generators on the Westside that will determine future traffic volumes so that the formulation of an Official Thoroughfare Plan can take this traffic generation fully into account.

5. To forecast the approximate "service area" populations and development pattern for the various public and community facilities owned and operated by the City of Sandusky and/or having a city-wide "service area".

6. To establish the framework for coordinated action between the City of Sandusky's local area school district, the townships, as well as among the city, county, state, and federal government.

7. To provide continuity, in terms of overall direction, of the Westside Neighborhood's future growth through successive city administrations.

The plan period is intended to encompass approximately a ten to twenty-year time span from 1980 through the year 2000, and the recommendations on the Development Plan have been made with this time period in mind. The actual Plan proposals, however, will reflect a greater geographic area than that which will actually develop in twenty years' time. This is due to the fact that urban growth and development almost never occur in precise, orderly increments because of the landholding pattern, estate problems, prevailing land values, differential positions of property owners and incomplete market information. As a result, a generous reserve of land is usually provided in order to take into account the partial scatter resulting from differential rates of new urban development.

It must be clearly recognized that the Westside's future growth will be an ongoing process extending indefinitely into the future, and that this Development Plan and Program is a working framework that must be reviewed and updated regularly on a five-year basis in order to extend that time horizon to encompass additional years. Intermixed on this Plan and Program map are short-range, intermediate-range and long-range plan proposals. Some of the short-range proposals are capable of being realized within the next 12 to 36 months whereas certain of the long-range proposals may only be realized 10 to 15 years from now. Furthermore, some of the recommendations are contingent upon certain other developments in the intervening time period. The longer-range plan proposals are, of necessity, more generalized in form than are the short-run recommendations.

Description of Planned Development Categories

Twelve (12) planned development areas are designated on the Development Plan and Program map legend. These indicate the nature of the recommended future land uses and overall development pattern for the City of Sandusky's ten (10) Westside Neighborhoods. Described below in the sequence in which they appear on the Plan map legend are the different planned development categories:

1. Low Density Residential:

   These land areas are designated for relatively large lot housing. Individual homesites in these general areas should average about one to three (1-3) dwelling units per acre; these dwellings should be capable of being tied into the existing water and wastewater systems of the City at some future point in time.

2. Medium Density Residential:

This land area at inlying locations and within areas for short-range and intermediate-range community expansion should accommodate new residential subdivisions and individual home sites ranging in size from three to seven (3-7) dwelling units per acre in addition to reflecting certain existing residential development. All of this medium density residential development must be provided at the outset with public water supply and public wastewater collection service. A sizable percentage of the new urban residential development and housing within the City and its planning area is expected to fall within this particular category. In addition, a limited amount of medium-high density residential development (multiple-family dwelling units) may be allowable within these general areas as a part of residential planned unit developments which include required common open space and are subject to a site plan review-and-approval process. Planned unit developments should be encouraged where the landholdings are above a certain minimum size to allow for a usable amount of common open space to be provided as an integral part of the overall development.

3. Medium-High Density Residential:

This type of development is to include such dwelling types as townhouses, condominium units, row houses and garden apartments. This multiple-family housing should occupy relatively strategic locations in relationship to general or neighborhood commercial activities in proximity to major intersections and adjacent major thoroughfare frontage or as a transition between major industrial districts and adjacent land. "Medium-high density" for this predominantly multiple-family housing should average about ten (10) to fourteen (14) dwelling units per acre. A limited amount of single-family housing at lower densities may also be located within these general areas, although the predominant use is intended to be higher density multiple-family units rather than single-family homes. Planned unit developments are also allowed in these general areas where the individual landholding is sufficiently large to meet the minimum size requirement.

4. Mobile Home Residential:

This land use category encompasses mobile home parks under unified management and with certain central facilities such as laundries, recreational facilities, buffer areas, etc.

5. Residential Planned Unit Development:

Planned unit development allows for flexibility in land planning and for imaginative site planning on large tracts of land that are to be developed in accordance with an overall development plan, specified procedures and site plan review-and-approval. A

5. Residential Planned Unit Development (Continued)

variety of housing types and residential densities should be allowed, provided they are compatible with each other and with adjacent development within the overall neighborhood. Varied lot and area requirements are allowed, provided common open space is incorporated into this residential development.

6. Neighborhood Commercial:

Convenience markets, barber shops, beauty salons, laundry and dry-cleaning pick-up stations, doctors' and dentists' offices and the like are typical of the uses that locate in such neighborhood commercial areas. Neighborhood commercial development includes those businesses and personal services intended to provide daily convenience goods and services at the neighborhood level within different sections of the Westside Neighborhoods.

7. General Commercial:

Typical general commercial uses include automobile sales/ services uses, car washes, animal hospitals, building and related trades sales, restaurants, motels, business offices and similar general commercial uses which serve people from a sizable trade area which may extend well beyond the neighborhood and often beyond the city limits, plus local commercial uses such as convenience markets, barber shops, beauty salons, laundry and dry-cleaning pick-up stations, and the like. General commercial areas are intended to accommodate extensive commercial uses on larger lots that require good general accessibility and high visibility and, secondarily those businesses and personal services intended to provide daily convenience goods and services at the neighborhood level within different sections of the community. These general commercial areas should be developed as relatively compact districts that house a grouping of business establishments, not as scattered and isolated individual business locations.

8. Warehouse - Wholesale:

These land areas are devoted to bulk storage and the distribution of certain products to retail outlets over a wide trade area. These areas should allow for development of relatively low intensity industrial uses in a compact setting which sometimes can serve as buffer or transition zones between other land uses and open space.

9. General Industrial:

These general industrial lands should be reserved (1) to provide suitable sites for new industry desiring to locate in Sandusky, (2) to reflect existing industrial development, and

(3) to allow sufficient room for future expansion of these existing plants. These areas should allow for the development of relatively compact industrial districts rather than the scatter of individual industrial sites. Due consideration should be given to the need for good general accessibility but limited direct access onto adjacent major thoroughfares, the availability of needed utility services (water, sewer, electricity), and flat terrain.

10. Public and Quasi-Public:

This land use category includes major landholdings of the City and County governments, the school districts, and any other related institutions (e.g., fire station, public school sites, cemeteries, etc.).

11. Community and Neighborhood Parkland/Open Space/ Conservation Areas:

These lands include both community and neighborhood parkland which is open to the general public. Not to be confused with "open-space" and "conservation areas", the designation of parkland implies development as a park. The term "open space" simply implies that the land will remain in its natural state, while "conservation areas" indicate areas retained in their natural state for a designated purpose such as wildlife habitats, outdoor educational areas, etc.

12. Agriculture:

These lands include farmland currently in production as well as prime and moderately productive farmland available for cultivation. These soil types should generally be utilized for agricultural cultivation in the form of cropland or pasture. Some wasteland and fallow land will also fall within this land use category because of the difficulty in isolating variations in the effects of topography and natural drainage.

Development Plan Proposals and Program Recommendations

A series of recommendations concerning future growth and development within the Westside Neighborhoods has been made based upon the initial field reconnaissance; evaluation of field survey results; planning analysis of existing conditions within individual neighborhoods; statement of recommended development goals and objectives for the Westside Neighborhoods; discussions and review sessions with the Planning Commission; and established planning principles and design standards. The Development Plan and Program for the Westside Neighborhoods is delineated on Plate 4 and described in detail in the written text below. This Development Plan and Program includes both a recommended development pattern for each individual neighborhood as well as for the Westside as a whole, and a recommended improvement program for each individual neighborhood as well as for the Westside as a whole. In addition, the implications of this future growth and development for the thoroughfare and street network are pointed out and suggestions made as to how the minor street pattern should look in future years and how these various type streets interconnect with the major thoroughfare network.

This Development Plan and Program should provide the City of Sandusky with an overall planning framework for the management of land use development along the Sandusky Bay shoreline, as well as for the regulation of land usage within the interior lands to the south of the coastal zone. This development planning should provide a sound basis for subsequent revision to the City's Zoning Code in order to facilitate implementation of specific plan proposals. This may require, in certain instances, certain modifications to the written zoning text, and in other cases, changes on the City's Official Zoning District Map.

Commercial and Industrial Development:

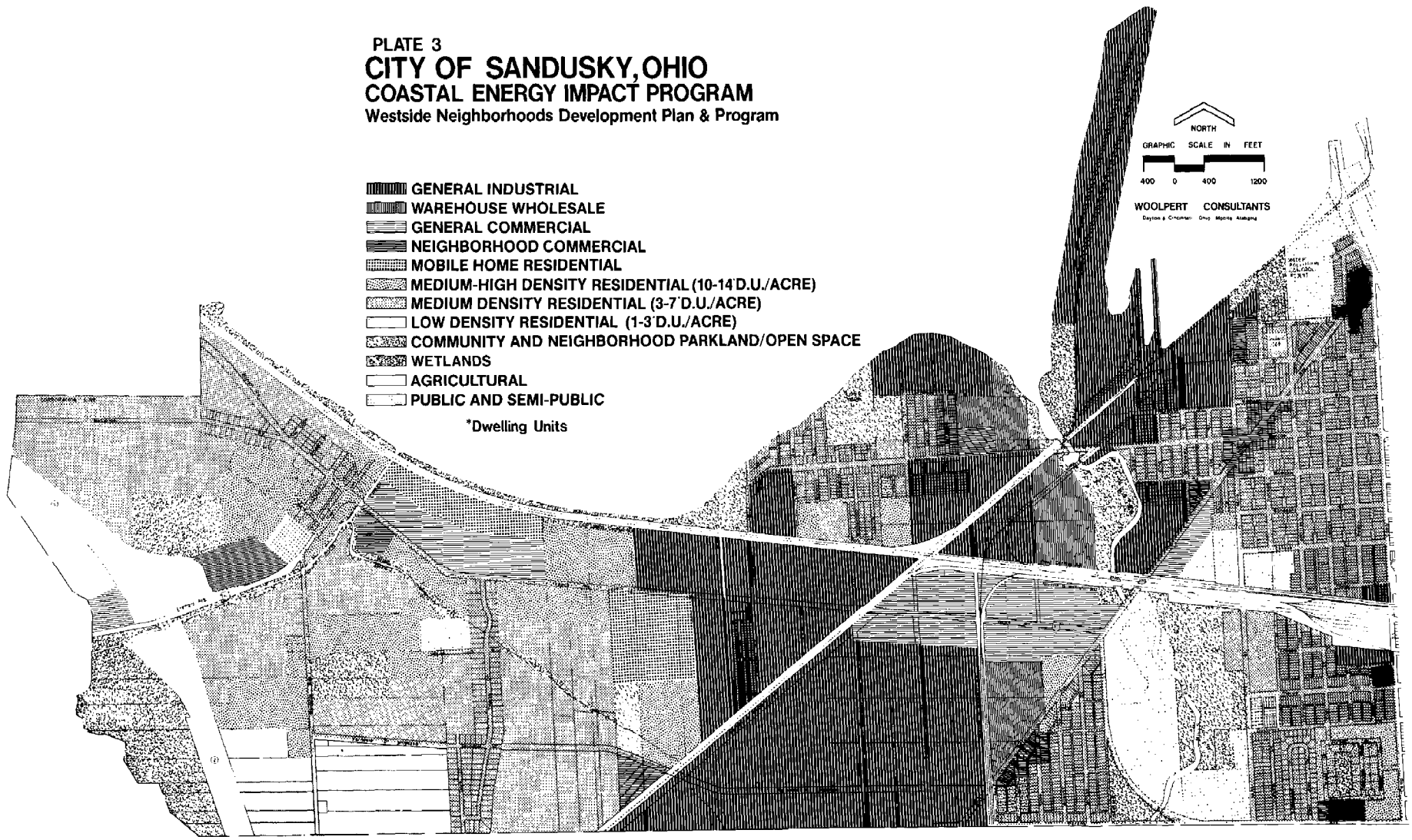
From a review of Plate 3, it is apparent that the recommended "General Industrial" development is largely located within the eastern half of the Westside Neighborhoods with the exception of a little additional industrial land adjacent George Street and Edgewater Avenue. The majority of this industrial land is located either immediately adjacent or in close proximity to the Conrail and Norfolk and Western Railroad rights-of-way and/or along one of the major thoroughfares in the general area (Venice Road, Monroe Street, Tiffin Avenue and Ferndale Drive Extended). Certain of these industries are located along the Sandusky Bay shoreline on the northern edge of the Lions Park Neighborhood and of the Broadway Neighborhood with the exception of the Lions Park Neighborhood where industry and housing are intermixed to a high degree and the Mills and Broadway Neighborhoods where orderly transitions need to be made between general industrial development and adjacent housing. This industry is fairly well concentrated within one general location and separated out from the other residential neighborhoods within the Westside of the City. Provision has been made both for the expansion of existing industrial establishments within this part of the City and both small-and medium-sized sites for new industry desiring to locate within the community. At such time as future industrial development would preempt and occupy a majority of the remaining vacant, developable industrial land, the City of Sandusky might want to consider the possibility of annexing adjacent lands in Margaretta Township immediately south of the Superior Neighborhood's industrial district.

PLATE 3

CITY OF SANDUSKY, OHIO

COASTAL ENERGY IMPACT PROGRAM

Westside Neighborhoods Development Plan & Program



Residential Development and Housing:

The pattern of the recommended residential and housing varies from location to location within the Westside Neighborhoods. Within the Barker, Mills, Broadway, Lions Park and Wilson Neighborhoods are to be found the majority of the older houses on relatively small lots. These general areas have been designated for the most part "medium density residential", both to reflect existing conditions there and to allow for continued residential infilling with additional single-family dwellings and other house types that are essentially compatible with the pre-existing housing there. "Medium-high density residential" development is recommended for some selective, strategically located areas such as certain vacant ground within the Lions Park Neighborhood where transition needs to be made from industry to single-family housing; along and/ or adjacent Tiffin Avenue frontage where higher intensity development is called for and where a transition needs to be made between general/-neighborhood commercial and adjacent single-family housing; and within the McArthur Park section of the Mills Neighborhood where the old World War II housing needs to be replaced by higher density housing of suitable quality to meet the needs of certain low-and modest-income residents; and adjacent the Conrail right-of-way on the northern edge of the Mills Neighborhood where an incompatible commercial use needs to be replaced by higher intensity residential development.

In the western half of the Westside Neighborhoods, there is designated on the Plan Map a variety of density levels for recommended future residential development and housing. "Medium-high residential" development has been designated at certain strategic locations including the following:

(1) along the Venice Road southside frontage both to the east and west of Thorpe Drive to make the transition between that heavily traveled thoroughfare and the sizeable residential neighborhoods in the interior of the Venice Heights Neighborhood;

(2) immediately north of the Ferndale Drive-Norfolk & Western Railroad right-of-way crossing to serve as a transition between the large "general industrial" areas to the east and the Venice Heights residential neighborhood to the west;

(3) immediately adjacent the Venice Road-Fremont Avenue intersection to reflect higher level development potential at those locations and make a transition between "general commercial" and "neighborhood commercial" and adjacent single-family housing in the Cold Creek and McCartney Neighborhoods;

(4) along Bardshar Road adjacent the Venice Heights Neighborhood Park and the future Bardshar Road-Ferndale Drive intersection; and

(5) within the McCartney Neighborhood adjacent the State Highway Patrol facility and the proposed "general-neighborhood commercial" district at the U.S. Route 6-State Route 2 Bypass Interchange to allow

for mixed density within the McCartney Neighborhood and to make the transition between the commercial and institutional uses along Fremont Avenue and the single-family residential development in the interior of that neighborhood.

Sizeable areas are designated "medium density residential" throughout the northern part of the Venice Heights Neighborhood and in the southeastern portion of the neighborhood south of Ferndale Drive Extended. "Low density residential" is recommended for the lands south of Ferndale Drive Extended and the Lutheran Memorial Nursing Home facility to the east and west of Bardshar Road plus a majority of the lands within the McCartney Neighborhood north and south of McCartney Road and north of the State Route 2 Bypass. One other area has been designated "medium density residential" and that is the lands along Barrett Road, the easternmost segment of McCartney Road and a one-and-a half block between Fremont Avenue and Church Street. That largely reflects existing conditions, but also allows for some additional residential infilling in the form of new development adjacent the Conrail right-of-way.

The areas that have been recommended either for "medium density residential" or for "medium-high density residential" can accommodate a combination of both single-family and multiple-family residential development provided that such development would be done on a relatively large landholding under a Planned Unit Development procedure whereby the City would be in a position to exercise a reasonable measure of control over the "mix" of residential densities and house types, location of required open space and quality of the proposed development.

Recommended Housing Treatment Strategies:

In addition to the above proposals for different types of residential development and housing, this Development Plan and Program contains a series of recommendations for the preferred treatment strategy to deal with housing conditions, housing problems and housing opportunities throughout the Westside of the City. Among the alternative treatment strategies for these neighborhoods are the following:

(1) Conservation - continued good home maintenance and preservation of sound housing conditions,

(2) Code Enforcement - the systematic and aggressive enforcement of the City's "Housing Code" by the City administration,

(3) Rehabilitation - the carrying out of required home improvements, both major and minor, where economically feasible,

(4) Redevelopment - the demolition of dilapidated dwellings that are not capable, physically and/or economically, of being rehabilitated, the public or private acquisition of such housing sites, the assemblage of land where necessary to affect redevelopment and the redevelopment of such areas with new housing or alternate uses,

(5) New Development - the construction of new housing units with conventional and, in certain instances, assisted financing and,

(6) Residential Infilling - the construction of new housing units on vacant, often relatively small lots, within already built-up residential neighborhoods where such building lots have been bypassed in the past for one reason or another.

These are the six alternative treatment strategies to be employed in the various individual neighborhoods throughout the Westside. It is proposed that the City of Sandusky utilize these treatment strategies as follows in the individual neighborhoods:

Barker Neighborhood:	Conservation, Code Enforcement, Rehabilitation, Residential Infilling
Mills Neighborhood:	Conservation, Code Enforcement, Rehabilitation, Redevelopment
Broadway Neighborhood:	Conservation, Code Enforcement, Rehabilitation
Lions Park Neighborhood:	Conservation, Code Enforcement, Rehabilitation, Residential Infilling
Wilson Neighborhood:	Conservation, Code Enforcement, Rehabilitation
East Venice Neighborhood:	Redevelopment, New Development
Superior Neighborhood:	New Development, Redevelopment
Cold Creek Neighborhood:	New Development, Code Enforcement, Rehabilitation
Venice Heights Neighborhood:	Conservation, New Development, Redevelopment
McCartney Neighborhood:	Conservation, New Development

This recommended outline of treatment strategies for the various Westside Neighborhoods should provide the City with a policy framework for future programming of community development activities, intermediate and long range capital budgeting and for the formulation of a workable zoning strategy with regard to residential zoning and/or rezoning.

With regard to "Mobile Home Residential" development, there exists a series of mobile home parks along the Venice Road southside frontage and adjacent to the Conrail right-of-way near the mouth of Cold Creek within the Venice Heights Neighborhood. Provision has been made for the expansion of these "Mobile Home Residential" areas in order to provide for future demand for such housing.

Community and Neighborhood Parkland and Open Space:

The proposals shown on the Plan Map (Plate 3) are a combination of recommendations to be found in the Sandusky Park and Recreation Master Plan, plus certain new plan proposals which are an outgrowth of this particular Development Plan and Program. A majority of the areas proposed for community and neighborhood parkland or open space are located either along the Sandusky Bay shoreline or immediately adjacent drainageways and tributary streams that flow into Sandusky Bay. The Plan calls for the expansion of Lions Park through the acquisition of the vacant 4.3 acres immediately east of the existing park site in order to better accommodate the heavy demand for recreation at this location and to allow for greater access on the part of Westside residents to recreational facilities adjacent Sandusky Bay.

In addition, it is recommended that the City of Sandusky acquire the 9-acre site along Edgewater Avenue north of the Conrail right-of-way in order to provide for additional shoreline park development and to ensure adequate access to Sandusky Bay for all those City residents in the western portion of the Westside Neighborhoods. At the present time access to the Bay is effectively cut off by the Conrail right-of-way. This community parkland would provide primarily for "passive" recreation including a shelter, picnic facilities, and certain other selective improvements. This is the only real opportunity to retain some shoreline for this entire part of the City so that the proposed land acquisition should be considered a high priority item in the capital budgeting for future improvements within the general area.

Because of the future expiration of the City's lease with the Catholic Diocese, the Municipal Golf Course will need to be relocated from its present location along Mills Creeks to a more outlying location the City's sanitary landfill site just south of the State Route 2 Bypass. It has been proposed that a community park be developed on 31.8 acres of the municipally owned land to meet the need of residents within the Wilson, Mills, Barker, Broadway, and to a lesser extent, adjacent neighborhoods (Osborne and Stadium). It has also been proposed that the Mills Creek Neighborhood Park be developed on a 5.0-acre site along Perkins Avenue east of Stanford Street to meet the needs of residents within the Wilson and Mills Neighborhoods for such a neighborhood park facility. The proposed McArthur Neighborhood Park development is a part of the City's current three-year Community Development Block Grant Program and includes the improvement of a 2.0-acre site within McArthur Park area as a neighborhood park to serve residents within the immediate area. Sprau Park is recommended to be expanded to accommodate additional baseball activity over the short run, although eventually there should be the introduction of certain selective neighborhood recreation facilities such as shelter, picnic facilities, playlot apparatus, sitting areas, etc. This will broaden the recreation opportunities of residents within the Broadway and (secondarily) Barker Neighborhoods.

It is strongly recommended that the City of Sandusky acquire and preserve the lands immediately adjacent the mouth of Mills Creek and the adjacent wetlands immediately south of Monroe Street and between the Norfolk & Western and Conrail Railroad rights-of-way immediately to the west of Sloan Street and one

small piece of land immediately south of the Conrail right-of-way to interconnect the Mills Creek Community Park and Sandusky Bay. This general area is a very important wetlands which should be preserved and protected from encroachment by industrial uses. There is a unique opportunity here to provide some badly needed open space for the neighborhood as well as all City residents, and to coordinate with the Sandusky School District to perhaps establish an outdoor education area and interpretive area at this particular location. In addition, it is recommended that an open space corridor be established through the purchase of easements and/or the utilization of planned unit development procedures for new development - residential and otherwise - along Cold Creek and its tributary stream which passes through a large portion of the Venice Heights Neighborhood. It is very important as development proposals are reviewed in this general vicinity, that they make provisions for such an open space corridor so that a hiking trail and/or bicycle path can be established along the length of that tributary stream through the several different areas of residential development and housing. It should be noted that this drainageway also passes through the northeastern corner of the Venice Heights Elementary School site which would make possible access to the school by foot and/or bike independent of the local street network, which would both increase public safety and be a distinct amenity for this entire residential neighborhood. This open space corridor also extends eastward to link up with the proposed New Ferndale Drive Neighborhood Park.

It is recommended that a new neighborhood park be established adjacent Ferndale Drive extended in the immediate vicinity of the Cold Creek tributary stream and adjacent the proposed "neighborhood commercial" area and "medium-high density residential" area next to the abandoned Penn-Central Railroad right-of-way. Such a facility will help to meet the needs of residents within the eastern half of the Venice Heights Neighborhood, as well as to help facilitate the transition from industrial development to the Venice Heights residential areas. This proposed neighborhood park is to occupy approximately 7.5 acres at that location. In addition, it is recommended that the Venice Heights Neighborhood Park be expanded to the south to allow for a wider range of park and recreation facilities to be provided at that location, including tennis courts, field games, additional picnicking area, play lot apparatus and baseball fields. Finally, a new McCartney Neighborhood Park is proposed within the McCartney Neighborhood; this proposed park site will encompass the borrow pit area and include some adjacent lands as well and is proposed to occupy a 16.9-acre site adjacent the U.S. Route 6-State Route 2 Bypass interchange. This neighborhood park facility is to meet the needs of the McCartney Neighborhood residents and the residents within Cold Creek Neighborhood as well. One final recommendation is that a linear open space including earth mounding and landscaping be established along the Conrail right-of-way on the northern edge of the proposed planned unit development areas of "medium-high density residential" area between Venice Road and the railroad right-of-way in the Cold Creek Neighborhood in order to provide adequate buffer between such residential development and the railroad operations.

Public and Quasi-Public Lands:

Public and quasi-public lands occupy some 32 acres out of a total of 1,860 acres within the Westside Neighborhoods, or 1.7 percent. Included in this total are the State Highway Patrol office on Fremont Avenue; the Fire Station #7 on the south side of Venice Road just to the west of Sagamore Street; the Venice Heights Elementary School on a 13.4-acre site just northwest of the Thorpe Drive-Venice Heights Boulevard intersection; the 8.7-acre Catholic Cemetery on Sanford Street; the YMCA facility fronting on Perkins Avenue south of the Municipal Golf Course; the Mills Elementary School site (6 acres) at the intersection of Mills Street and Buchanan Street; 16-acre Cholera Cemetery adjacent the Harrison Street-Milne-Jefferson Street intersection; and the 15.4-acre Municipal Wastewater Treatment Plant site adjacent Shelby Street and West Adams Street. These are the major "public and quasi-public lands" designated on the Plan map.

Transportation, Utilities and Communications Facilities:

A considerable amount of land is occupied by these uses, particularly by the numerous railroad rights-of-way and by City street rights-of-way. Such uses occupy a total of 817 acres which amounts to 30.5 percent of the total land area within the Westside Neighborhoods. The Conrail right-of-way crosses the Westside Neighborhoods following an east-west orientation; the number of trains utilizing this right-of-way is in excess of 50 per day. This heavy traffic level obstructs certain vehicular movements into and out of the Westside Neighborhoods, particularly along Edgewater Avenue (and then Monroe Street) and along Tiffin Avenue. There is a grade separation at Camp Street which does allow for north-south vehicular traffic movements, but Camp Street is the easternmost edge of the Westside Neighborhoods. The Norfolk & Western Railroad right-of-way follows a straight north-south orientation along the dividing line between the Superior and Wilson Neighborhoods and follows a northeast-southwest alignment to the north of the Conrail right-of-way in order to reach the Lower Lake and Dock Company coal loading docks at Sandusky Port and also adjacent industries. This rail line is the location of about 20-30 trips per day that effectively obstruct vehicular traffic travelling on Venice Road which is the other major entrance into the western half of the Westside Neighborhoods. The Penn-Central Railroad owns an abandoned right-of-way which follows northeast-southwest alignment between Venice Road and the City's southerly corporate limits.

The combination of these two sets of rail activities constitutes a major constraint for Westside residents as well as for Westside businesses and industries. Direct access into and out of that portion of the Westside Neighborhoods is quite limited at numerous times throughout the day which is a serious inconvenience to residents who want to reach the central portion of the City, to emergency vehicles who need unrestricted access, and to service vehicles that have as their destination commercial and/or industrial establishments within the general area. In order to alleviate this situation, it is recommended that a feasibility study be undertaken in order to determine whether the construction of a grade separation project at one of several locations is in fact feasible; two to three alternative locations should be investigated including the Venice Road-Norfolk & Western right-of-way at-grade

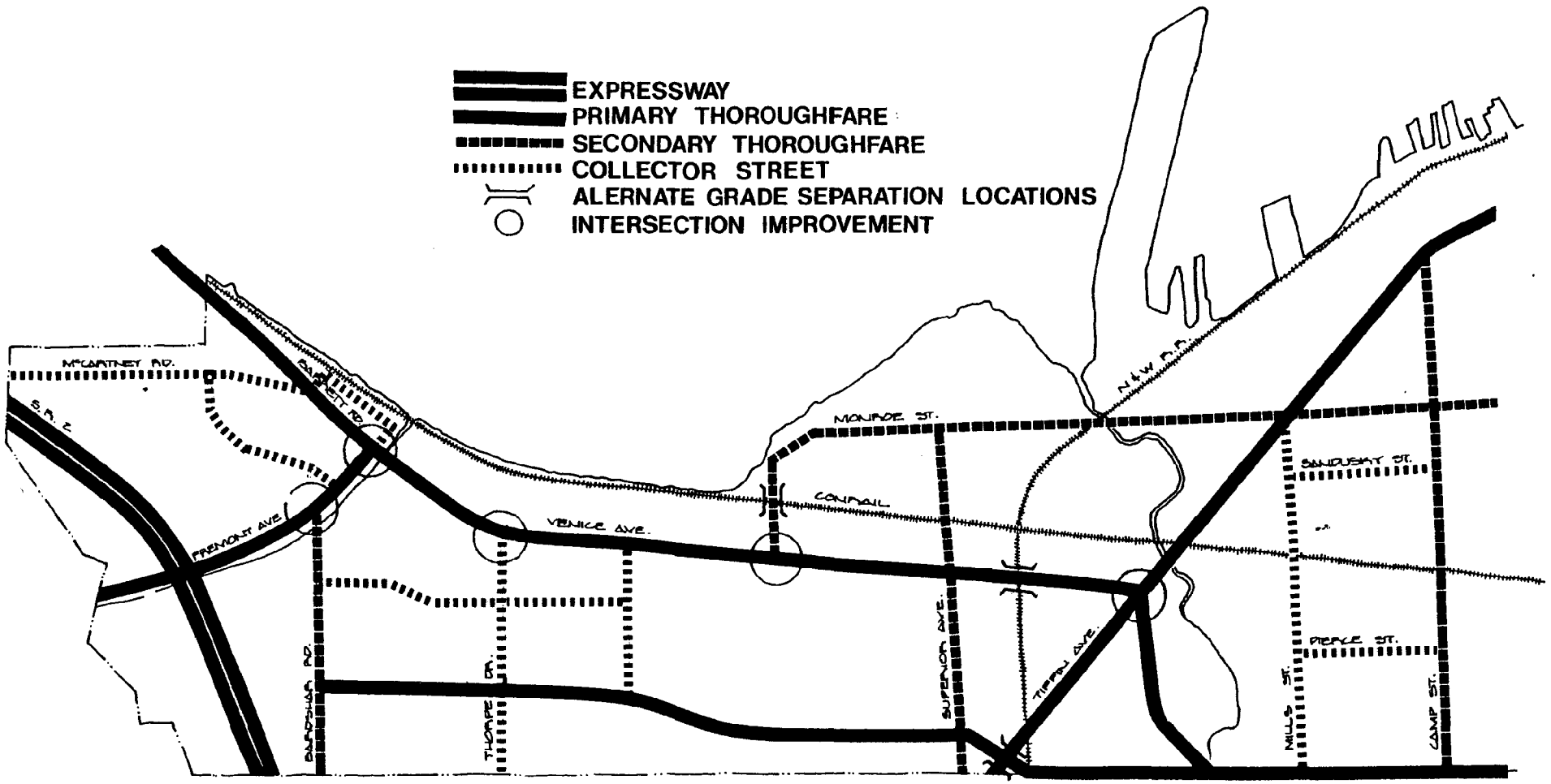


Plate 4
WESTSIDE NEIGHBORHOODS
Proposed Thoroughfare & Collector Street Network

crossing; the possibility of extending Perkins Avenue in a northwesterly direction so as to cross over the Norfolk & Western Railroad right-of-way and Tiffin Avenue and to interconnect with Ferndale Drive extended so as to provide an additional entranceway into the Westside Neighborhoods and, the Edgewater Avenue-Conrail right-of-way at-grade crossing. If the results of such study demonstrate that this type grade separation project is feasible, then that improvement project should become a high priority item because this would open up substantial lands throughout the Westside Neighborhoods and make them "ripe" for development at a much earlier point in time than might otherwise be anticipated. This would have the net result of providing good, accessible building sites for both housing and industry (secondarily business establishments) and to accelerate the rate of development which would bring tax revenues into the City, thereby helping to provide the City with a reasonable "return" on its investment. Much of the residential land within the Venice Heights Neighborhood and even within the McCartney Neighborhood, would likely be considerably more competitive with outlying lands in Perkins Township and at other locations in Erie County.

Major Thoroughfares and Collector Streets:

The following recommendations are made with regard to the thoroughfare network over the Westside Neighborhoods. The State Route 2 Bypass is designated as an "expressway" on Plate 4; this facility passes through the westernmost portion of the Westside Neighborhoods and will remain unchanged over the Plan period. Designated as "primary thoroughfares" are Venice Road (U.S. Route 6, State Route 2) between Tiffin Avenue and Fremont Avenue. It is proposed that Venice Road eventually be upgraded to a four-lane facility in order to carry the relatively high average daily traffic (ADT) on this thoroughfare. This will be necessary even if Ferndale Drive is eventually extended to interconnect Bardshar Road and Superior Street and/or Perkins Avenue. Fremont Avenue (U.S. Route 6) is also designated a "primary thoroughfare" as is Perkins Avenue between Camp Street and Pennsylvania Avenue. In addition, Tiffin Avenue (U.S. Route 101) has been designated as a primary thoroughfare. These five routes are the major highways and thoroughfares through the Westside Neighborhoods. Designated as "secondary thoroughfares", which constitute the next level in the hierarchy of thoroughfares and streets, are the following: Bardshar Road, Superior Street, Edgewater Avenue-Monroe Street, and Ferndale Drive Extended.

The "collector" street network is proposed to consist of the following routes:

(1) a New Westside Collector Street interconnecting McCartney Road and Fremont Avenue;

(2) McCartney Road (corporation limits - Barrett Road);

(3) proposed new loop street to the west off Bardshar Road;

(4) Thorpe Drive (Venice Road-Dorn Drive);

(5) Venice Heights Boulevard (Bardshar Road-New North-South Collector Street);

(6) Mills Street (Perkins Avenue-Tiffin Avenue/Washington Street);

(7) Sandusky Street (Mills-Camp);

(8) Pierce Street (Mills-Camp);

(9) a New North-South Collector Street (Venice Road-Ferndale Drive Extended).

As the Westside Neighborhoods become more heavily populated, it will become increasingly important to evaluate the adequacy of the major intersections within this part of the City and to upgrade them when the prevailing traffic level warrants such improvement. In particular, the several Venice Road intersections (at Fremont Avenue, Edgewater Avenue and Tiffin Avenue) will need to be upgraded as will the Fremont Avenue-Bardshar Road intersection.

Development Plan and Program for Individual Neighborhoods

Barker Neighborhood:

It is recommended that selective code enforcement continue to be carried out in this neighborhood in order to further upgrade the prevailing housing conditions. Barker contains the second largest number of dwellings in need of rehabilitation of all the Westside Neighborhoods. Opportunities for residential infilling are very limited but should be pursued where they do exist. The conservation of sound dwellings within the neighborhood is of course, an important priority. One area of "medium-high density residential" is designated for an area on the northern edge of the Calvary Cemetery behind the commercial development along Tiffin Avenue. A "general commercial" district is proposed for the south side Tiffin Avenue frontage extending from opposite the Joy Street intersection to the Conrail right-of-way in order to accommodate a grouping of general commercial establishments along this major thoroughfare. In spite of the occasional encroachment of non-residential uses along the Monroe Street frontage, it is recommended that Monroe Street remain essentially a residential street, albeit a relatively heavily travelled one. A "neighborhood commercial" district is proposed for the area on Melville Street and along Tiffin Avenue between Shelby Street and Adams Street, together with additional land that lies within the Broadway Neighborhood, in order to reflect existing conditions and allow for some future expansion of this neighborhood business district.

Mills Neighborhood:

The bulk of the residential land within the Mills Neighborhood has been designated "medium density residential" largely to reflect existing conditions and to allow for additional Residential Infilling.

Because of the highly deteriorated condition of many of the homes in this neighborhood, it is recommended that Code Enforcement, Rehabilitation, and Redevelopment be high priority activities in this general area. The McArthur Park area is to be largely redeveloped through the utilization of Community Development Block Grant Program funds - some $2,432,000 over the next three years as part of a Comprehensive Program. A considerable amount of the wartime housing that is located within McArthur Park is to be acquired, demolished, and the land reassembled in order to make possible "medium-high density residential" redevelopment. In addition, the local street network there is to be reworked and upgraded and a 2.0-acre neighborhood park facility installed to serve neighborhood residents. Some $120,000 has been budgeted for housing rehabilitation, which should suffice to fund approximately twenty dwellings. A total of $1,200,000 has been budgeted for property acquisition of this older wartime housing. In addition to the proposed multiple-family housing within the McArthur Park area, a second area has been proposed for "medium-high density residential" development for the 3.0-acre site immediately south of Conrail right-of-way between Mills Street and Putnam Street on the northern edge of the neighborhood.

Mills Neighborhood (Continued)

Certain existing industry has been reflected on the Plan map as "General Industrial" and a small "Neighborhood Commercial" district is proposed for the block bounded by Camp Street, Pierce Street, Pearl Street, and Frantz Street to allow for expansion of commercial activities to serve this residential neighborhood. In addition, on the southwest corner of McArthur Park, a new "neighborhood commercial" district is proposed for certain Perkins Avenue frontage property and additional parcels to provide sufficient depth for a viable business district with adequate off-street parking and loading-unloading.

In the western half of this neighborhood, the City's lease with the Catholic Diocese will expire in the year 1984, necessitating the relocation of the Municipal Golf Course to a more outlying location. It is proposed that a 31.0-acre Mills Creek Community Park facility be developed on a portion of the golf course site whose ownership is retained by the City of Sandusky and that furthermore, a 7.0-acre Mills Creek Neighborhood Park be developed along Perkins Avenue east of Stanford Street. The proposed Community Park is intended to serve City residents from a number of neighborhoods including Mills, Wilson, Barker, Broadway, and perhaps even Lions Park, whereas the proposed Neighborhood Park is intended to serve mainly the Wilson Neighborhood and secondarily the Mills Neighborhoods. The Catholic Church will be expanding its cemetery facility onto lands that formerly were leased to the City of Sandusky for the golf course operation.

Broadway Neighborhood:

The housing within this neighborhood, most of which is located adjacent either Monroe Street or Tiffin Avenue, has been designated "medium-density residential" on the Plan map largely to reflect existing conditions and to allow for additional Residential Infilling on the remaining vacant lots within the neighborhood. The recommended treatment strategy for this housing is a combination of Conservation, Code Enforcement, and Rehabilitation. Over half of the dwellings in the Broadway Neighborhood (58.4%) are in need of some degree of improvement so that the integrity of this residential neighborhood can be maintained and enhanced. Three separate areas have been designated "Neighborhood Commercial" districts; two are situated along the Tiffin Avenue frontage - the first bounded by Tiffin, Broadway, Barker and Jay Streets, and the second bounded by Adams Street, Tiffin Avenue, Lincoln Street, and Pearl Street. The third area is along Mills Street frontage north of Jefferson Street, making the transition between the "General Industrial" district in the Coastal Zone and the residential portion of the Broadway Neighborhood. The coal loading facility and additional industries along the Norfolk & Western Railroad rights-of-way have been largely designated "General Industrial" with the exception of an 18.6-acre area immediately adjacent to the proposed Mills Creek Conservation Area wetlands which has been proposed for "Warehouse-Wholesale" in order to ensure compatibility with that

Broadway Neighborhood (Continued)

conservation area, and to prevent encroachment by heavier industrial activities that would have an adverse impact on these wetlands. It is further recommended that the "General Industrial" activity along Tiffin Avenue be extended northward to Barker Street and eastward to Broadway Street, which then would constitute the appropriate boundaries for this "General Industrial" district. This will allow for some expansion in this industrial activity, yet maintain a clear transition into the adjacent residential neighborhood along those two streets (Barker and Broadway).

Lions Park Neighborhood:

The Lions Park Neighborhood is expected to retain a balance between industrial, residential, and open space uses over the Plan period. The majority of this neighborhood's residential land has been designated "medium-density residential" on the Plan map to reflect existing conditions and to allow for additional Residential Infilling on the remaining vacant lots. It is recommended that some of the vacant lands between the existing industries in the southern half of the neighborhood between the Conrail right-of-way and Monroe Street be utilized for "medium-high density residential" development in order to provide for a "mix" of house types in this particular neighborhood and to make a better transition between those industrial activities and adjacent housing. In addition, it is recommended that a "Neighborhood Commercial" district be established on the north side Monroe Street frontage, both west and east of Huron Street, in order to provide for a suitable range of neighborhood commercial uses to meet the resident's needs. In addition, the area immediately north, northeast and east of this "Neighborhood Commercial" district is proposed to be "Warehouse-Wholesale" rather than "General Industry" in order to accommodate industrial activity, yet minimize the potential impact on the proposed Mills Creek Conservation Areas.

It is recommended that Lions Park be expanded through the acquisition of the 4.3-acre site immediately adjacent to the east so as to allow for the introduction of a fuller range of community park facilities at this location. This park is already heavily overloaded and with continued population growth in the City, will become even more so and access to Sandusky Bay for City residents is relatively limited throughout the entire Westside of the City. This is a high priority item, especially so in the light of the City's inability to acquire parkland on the Conrail property within the Cold Creek Neighborhood. In addition, a 8.1-acre open space site that is currently owned by Union Chain Industries should be acquired by the City of Sandusky to allow for the development of a New Shoreline Community Park facility at that location. Edgewater Avenue is the only thoroughfare throughout the western half of the Westside Neighborhoods which provides access across the Conrail right-of-way to the Sandusky Bay shoreline and this particular tract is the only land area available for such development. The rest of the Sandusky Bay shoreline is effectively

Lions Park Neighborhood (Continued)

cut off by the Conrail right-of-way. This recommendation should also be considered to be a high-priority item, even if the actual development of the community park facility takes place at some time in the future. It is important to remember that the large majority of the remaining vacant, developable residential land within the entire City of Sandusky is located in these Westside Neighborhoods and most of that vacant residential land is situated in the Venice Heights, McCartney, Cold Creek, and to a lesser extent, Lions Park Neighborhoods, all of which residents would then enjoy relatively good access to that New Shoreline Community Park facility.

The recommended treatment strategy for this Neighborhood's housing is a combination of Conservation and Code Enforcement and Residential Infilling. There are some dwellings with "minor deficiencies" that do need to be rehabilitated.

Wilson Neighborhood:

The majority of the housing in this neighborhood has been designated "medium density residential" to reflect existing conditions and to allow for the limited amount of Residential Infilling that is possible. In addition, it is proposed that a significant amount of the Tiffin Avenue frontage be devoted to "medium-high density residential" use in the area between St. Clair Street and Wilson Street. This allows for higher intensity usage of the heavily travelled Tiffin Avenue frontage properties, yet retains some relationship to the single-family residential dwellings in the interior of this neighborhood and makes a good transition into the proposed "Warehouse-Wholesale" area further to the west and northwest. Two small areas have been designated "Neighborhood Commercial" developments - the area bounded by Pennsylvania Avenue, Tiffin Avenue, St. Clair Street and the area bounded by Tiffin Avenue, the mobile home park at the intersection of Venice Road and Tiffin Avenue, and the proposed Mills Creek Conservation Area just south of the Conrail right-of-way. There is a large area recommended for "General Commercial" development, both north and south of Venice Road (U.S. Route 6) between the Norfolk & Western Railroad right-of-way and Sanford Street; this reflects both existing conditions and the suitability of this major thoroughfare frontage for such "General Commercial" development. The area along the Norfolk & Western Railroad right-of-way south of this "General Commercial" district and northwest of the proposed "medium-high density residential" described earlier, is recommended for "Warehouse-Wholesale" uses in order to capitalize upon its location adjacent this railroad right-of-way, yet not impinge upon the existing and proposed single-family and multiple-family housing immediately to the south and southeast.

East Venice Neighborhood:

This is by far the smallest neighborhood throughout the Westside of the City and it enjoys a strategic location both with regard to the major thoroughfare network and the railroad network. Consequently, a combination of "General Commercial" and "Warehouse-Wholesale" development has been recommended for this general area. There are a certain number of dwellings that are located in this vicinity but they are largely left over from an earlier point in time and will gradually be superseded by new development of a more intensive, non-residential character. The Venice Road area is emerging as a major "General Commercial" district serving not only the Westside Neighborhoods but also the through traffic which utilizes U.S. Route 6 (old State Route 2). Because of the probability that this residential development and housing will be redeveloped for commercial purposes, code enforcement does not appear necessarily to be the highest priority at this location.

Superior Neighborhood:

This neighborhood is located south of Venice Road (U.S. Route 6) and between the active Norfolk & Western Railroad and abandoned Penn-Central Railroad rights-of-way. Except for one area proposed for "General Commercial" development along the Venice Road frontage, this entire neighborhood is proposed for "General Industrial" development. There are a number of "prime" industrial sites yet to be developed in this particular neighborhood and the City of Sandusky has currently underway an Industrial Park Feasibility Study to determine in detail the optimum way that this industrial park area should be developed and ways in which to lay out this industrial district so as to encourage such development. One key to facilitating this industrial development will be the construction of the proposed Ferndale Drive Extension across this neighborhood and across the Venice Heights Neighborhood so as to interconnect Superior Street with both Thorpe Drive and Bardshar Road. The development potential of adjacent lands immediately to the south in Margaretta Township should also be investigated as well as the future possibility of annexing such land should it be necessary to make the Superior Industrial Park district more attractive for certain types of industrial development.

Cold Creek Neighborhood:

This neighborhood is elongated in an east-west direction for a considerable distance located as it is between Venice Road (U.S. Route 6)-Barrett Road in the Conrail right-of-way adjacent Sandusky Bay. It is recommended that "General Industrial" development be located on the majority of the Penn-Central property east and west of George Street and Edgewater Avenue to occupy 25 acres out of a total of 50 acres that make up the Penn-Central property. The remainder of the Conrail property (25 acres) is designated for "medium-high density residential" development, together

Cold Creek Neighborhood (Continued)

with a narrow linear open space separating that proposed housing from the Conrail right-of-way. This should preferably take the form of a planned unit development and it is suggested that a part of the required common open space be developed along the railroad right-of-way with earth mounding and extensive landscaping in order to buffer the proposed residential development from the extensive railroad traffic. This proposed housing will help to make the transition between the "General Industrial District" and the large amount of residential development, not only on the opposite side of Venice Road (i.e. the southside frontage) where additional housing is proposed next to the pre-existing mobile home parks, but also to provide certain housing opportunities for City residents in close proximity to Sandusky Bay. Should some of this residential development be multiple-family or even multi-story single family dwellings, those residents will at least enjoy visual access to the Bay. This higher density residential development is also the appropriate usage adjacent the "General Commercial" district and "Mobile home residential" development, which occupies the lands immediately to the west between Venice Road and the Conrail right-of-way.

The proposed "General Commercial" development north of Venice Road further to the west, allows for continued commercial infilling and the gradual upgrading of some of the old roadside business development at that location, as well as for the expansion of the existing mobile home park along Cold Creek to meet additional demands for that type of accommodation. "Medium-high density residential" development is proposed for the 6-acre area adjacent the Fremont Avenue-Venice Road intersection between Venice Road and the Conrail right-of-way. Certain of this land overlooks the boat marina along Cold Creek and represents solid development potential for multi-family dwellings to enjoy a view of that facility. This proposed development also reflects a higher level of development pressure adjacent the strategic intersection point. The remaining land in the eastern quarter of this neighborhood has been designated "Medium density residential" to reflect the existing housing pattern and additional single-family construction between Barrett Road and the railroad right-of-way. The recommended treatment strategy for housing in this neighborhood is primarily New Development with a secondary emphasis on Code Enforcement and Rehabilitation of the relatively few dwellings that are substandard.

Venice Heights Neighborhood

This neighborhood is proposed to remain largely residential in character. A range of residential densities have been proposed for the Venice Heights Neighborhood. "Medium-high density residential" is recommended for a substantial amount of the Venice Road frontage, both to the east and west of Thorpe Drive in order to reflect higher level development pressure along that major thoroughfare frontage, to avoid scattered "strip" commercial development on a series of freestanding locations, and

Venice Heights Neighborhood (Continued)

to protect the single-family residential development and housing that is expected to occur on the interior of this residential neighborhood. In addition, certain of this multi-family housing will be located adjacent to the proposed "Mobile home residential" district, and will provide a high degree of compatibility with that type housing and protection for that continued usage. In addition, several other areas have been proposed for "Medium-high density residential" development including the small area along Fremont Avenue, also bounded by Venice Road, Cold Creek, and Bardshar Road; lands along the westside frontage of Bardshar Road in the vicinity of the Venice Heights Neighborhood Park (including the Lutheran Memorial elderly housing units and cottages); and a 14-acre area adjacent Ferndale Drive Extended and the inactive Penn-Central Railroad right-of-way to make the transition between the Superior Neighborhood's "General Industrial" district and the expanded "Mobile home residential" district on the eastern edge of the Venice Heights Neighborhood and the large amount of single-family housing expected within the interior of the neighborhood. The area east of Thorpe Drive and south of the proposed "Medium-high density residential" along Venice Road is proposed for "Medium density residential" development as are the lands to the west and northwest of the Venice Heights Elementary School and the land bounded by State Route 2 Bypass, Cold Creek, Bardshar Road and the Lutheran Memorial elderly housing and cottages complex. "Low-density residential" is recommended for the areas south of the Venice Heights Neighborhood Park and the Herzog residential PUD and generally to the west of Dorn Drive north of the corporate limits and east of the State Route 2 Bypass.

"Neighborhood Commercial" has been designated for a 5-acre area along the south side of Venice Road frontage immediately to the east of Cold Creek to provide for commercial development serving the needs of neighborhood residents in the Venice Heights, Cold Creek, and McCartney Neighborhoods. Still another 5.0-acre "Neighborhood Commercial" district is proposed for the land south of Ferndale Drive Extended immediately west of its intersection with the inactive Penn-Central Railroad right-of-way to help make the transition from the Superior Neighborhood's Industrial District into the medium-density housing further to the west. There is one residential "PUD" located adjacent to the Venice Heights Elementary School and extending both along Dorn Drive and along Venice Heights Boulevard; this "PUD" contains a variety of residential densities and house types.

The Venice Heights Elementary School may need to be expanded over the Plan period, depending upon the rate at which new residential construction, and therefore population growth, materializes within the Westside Neighborhoods. The Venice Heights Neighborhood Park is proposed to be enlarged with the addition of land immediately south of the existing site and further improvements at that location including installation of tot lot apparatus, additional picnic area, field games, tennis courts, and a baseball diamond or two. A New Ferndale Drive Neighborhood Park is proposed to be located on a 5.0-acre site adjacent Ferndale Drive in the vicinity of the proposed "Neighborhood Commercial" district and proposed

Venice Heights Neighborhood (Continued)

"Medium-high density residential" development next to the inactive Penn-Central Railroad right-of-way. All three of these land uses will be important parts of making the transition between the large scale industrial development within the Superior Neighborhood and the extensive residential development and housing expected to materialize throughout the Venice Heights Neighborhood. A recommended treatment strategy for housing in this neighborhood is Conservation and New Development with a secondary emphasis on Redevelopment in the case of a high concentration of substandard dwellings along Sagamore Street and Edgewater Avenue where industrial redevelopment is proposed to occur.

McCartney Neighborhood:

This neighborhood is proposed to remain largely residential in character. The State Highway Patrol facility along Fremont Avenue is expected to remain. There is proposed a "General-neighborhood Commercial" district along the Fremont Avenue frontage adjacent the State Route 2 Bypass interchange and a "General Commercial District" on the west side of this interchange to accommodate the Steuk's facility. The proposed "General-Neighborhood Commercial" district is expected to accommodate neighborhood commercial uses over the short run to meet the needs of the emerging residential growth in the general vicinity and, general commercial development over the longer run to reflect the demand for certain highway commercial uses at this interchange location. A significant area of "Medium-high density residential" development is proposed for a 20-acre area adjacent the proposed "General-Neighborhood Commercial" district and the State Highway Patrol facility. The remainder of the land along McCartney Road and between McCartney Road and State Route 2 Bypass has been designated "Medium-density residential" to accommodate single-family dwellings at that location. In addition, there is proposed a 5-acre New McCartney Neighborhood Park facility encompassing the borrow pit area and some adjacent land. It is suggested that the relatively large landholding in this vicinity might be developed as a Planned Unit Development project whereby the neighborhood park site could become available without necessitating an outlay of public funds. A smaller area along McCartney Road near its intersection with Barrett Road and between Barrett Road and McCartney Road has also been designated "Medium density residential" on the Plan map.

This residential neighborhood is expected to attract considerable development over the coming years because of its good general accessibility over the highway and thoroughfare network and relative isolation from either commercial/industrial activity or traffic congestion which characterizes certain other portions of the City. The recommended treatment strategy for housing in this neighborhood is Conservation and New Development.

CHAPTER VI

RECOMMENDED NEXT STEPS

Plan Adoption and Amendment Procedures

The formal procedure to adopt the Westside Neighborhoods Development Plan and Program should be as follows. The Sandusky City Planning Commission members need to vote to recommend to the City Commission that they formally adopt the Westside Neighborhoods Development Plan and Program. Following such an affirmative vote, the Secretary of the City Planning Commission should certify the Development Plan and Program and transmit the plan document to the City Commissioners. Prior to taking formal action on the proposed Plan, the City Commissioners may hold a public hearing, although this is not specifically required in the state enabling legislation. It is strongly recommended that the City Commission pass a resolution adopting the Development Plan and Program. Upon such formal adoption, the Secretary of the City Planning Commission should certify a copy of the Development Plan and Program to the Erie County Recorder so that it may be officially recorded as a public document.

It should be clearly stated that the Westside Neighborhoods Development Plan and Program is not an inflexible framework. The Plan proposals are not "fixed in concrete". The Plan may be amended, in part or the whole of it, when this is demonstrated to be necessary to take into account changing area conditions; to better accomplish stated community and/or neighborhood development goals and objectives; and/or to reflect certain changes stemming from detailed planning/programming at the neighborhood level. What is important is that the Plan be utilized in a consistent manner in the regulation of future growth and development within the local area.

Plan Update Procedure

This Westside Neighborhood Development Plan and Program should be formally updated in its entirety once every five years, and certain revisions may be appropriate even prior to that time inasmuch as this is both a policy framework and a working tool for City of Sandusky officials and staff. Major, unanticipated changes in the local or regional economy might necessitate some update of the Development Plan and Program during the intervening years.

Related Plan Implementation Measures

Among the most important tools which the City of Sandusky has to carry out the provisions of this Development Plan and Program are the City's Zoning Code and Subdivision Regulations, and the capital improvement budgeting for future public expenditures. It is recommended that the respective zoning

regulations in effect throughout the Westside Neighborhoods be evaluated in the light of this Development Plan and Program to determine if and where text and/or map revisions should be made to incorporate certain provisions of the Plan and Program. In this process it is important to formulate a workable zoning strategy which takes into account the fact that not all future land uses will be reflected at this particular point in time, but that adequate provision needs to be made for land use development that may reasonably be expected over the short run to occur. One important use of the Development Plan is to provide a policy framework for making zoning decisions on the basis of a consistent set of criteria that have been thought out in advance and which relate to the capability of the Westside's land base to accommodate such development, the recommended community and neighborhood development goals and objectives and generally accepted planning principles and standards.

The City Subdivision Regulations provide Sandusky with an orderly means of regulating the layout and subsequent development of new subdivisions on vacant, developable land throughout the Westside Neighborhoods. The intent of these Subdivision Regulations is the following:

(1) To protect Sandusky against having to install necessary public improvements in a new residential subdivision where lots have been sold by the developer and no public improvements or substandard public improvements have been installed.

(2) To provide the prospective home buyer in Sandusky with a reasonable guarantee that public improvements in his/her residential subdivision will be properly designed.

(3) To minimize development costs in the Westside of the City.

(4) To allow Sandusky to coordinate the various Westside subdivision plats in accordance with the provisions of this Development Plan and Program and the City's Official Thoroughfare Plan.

(5) To ensure that the minimum design of new residential subdivisions in the Westside will be sufficient to meet the needs of those City residents so as to maintain individual home values and to prolong the economic life of residential homes throughout the City.

(6) To ensure adequate road and street rights-of-way and pavements for the expected vehicular traffic at those locations on the Westside.

(7) To reserve land areas for future school and park sites in advance of their actual development.

It is recommended that the City of Sandusky review and evaluate the adequacy of the City Subdivision Regulations to meet the current land use control needs within the City.

Neighborhood Improvement Programs

Outlined in Table 6 is an overall Capital Improvement Program for all of the Westside Neighborhoods. These recommended capital improvement projects have been prioritized in terms of three separate time frames: short-range (1980-1984); intermediate-range (1985-1989); and long-range (1990 and beyond). It is suggested that these various proposed projects be integrated into the City of Sandusky's ongoing capital budgeting process and that serious investigation be made of all the potential non-local sources of financing to help pay for the recommended capital improvement projects for the Westside. This Westside Neighborhoods Development Plan and Program can also be utilized to help program future Community Development Block Grant Program activities over the coming years.

Table 6
Sandusky
WESTSIDE NEIGHBORHOODS DEVELOPMENT PROGRAM
Short - Intermediate - and Long-Range Capital Improvement Program
1980 -1990

Name of Neighborhood	Thoroughfare/ Street Improvements	Public Facility & Public Utility Improvements	Housing Improvements	Parks and Recreation Improvements	Relative Priority	Source of Financing*
Barker Neighborhood						
Mills Neighborhood			McArthur Park Rehabilitation 20 units @ $6000 each = $120,000		1980 - 1984	CDBG
				2.0 acre McArthur Park Neighborhood Park $20,000	1980 - 1984	CDBG
				5.0 acre Mills Community Park Development $786,200	1980 - 1984	CIF, GOB
				4.3 acre Mills Creek Neighborhood Park Site Acquisition $72,500	1980 - 1984	CIF
				Municipal Golf Course Relocation $867,500 - $1,250,000	1985 - 1989	CIF,HCRS, RB

Name of Neighborhood	Thoroughfare/ Street Improvements	Public Facility & Public Utility Improvements	Housing Improvements	Parks and Recreation Improvements	Relative Priority	Source of Planning
Broadway Neighborhood	Monroe Street Bridge Project (Over Mills Creek) $100,000				1980 - 1984	CIF
				Mills Creek Conservation Areas Aquisition Program[b] $60,000	1980 - 1984	CIF,FGRS , HCRS
				Amvet-Sprau Park Expansion and Improvement Program $50,000	1980 - 1984 1985 - 1989	CIF
				Mills Creek Conservation Areas Limited Development Program[b] $40,000	1985 - 1989	CIF,CEIP,HCRS,SD
Lions Park Neighborhood	Edgewater Avenue Grade Separation[c] $925,000				1980 - 1984	CIF, GOB
				Lions Park Expansion (Aquisition) 4.3 - acres $35,000	1980 - 1984	CIF, HCRS, FGRS
				Mills Creek Conservation Areas Aquisition Program[b] $60,000	1980 - 1984	CIF,CEIP,HCRS
				New Shoreline Community Parkland Aquisition $70,000	1980 - 1984	CIF, FGRS,HCRS
				Lions Park Improvements $100,000	1985 - 1989 1990 & Beyond	CIF
				New Shoreline Community Park Development Program $150,000	1985 - 1989 1990 & Beyond	CIF, GF, HCRS

Name of Neighborhood	Thoroughfare/ Street Improvements	Public Facility & Public Utility Improvements	Housing Improvements	Parks & Recreation Improvements	Relative Priority	Source of Funding
Wilson Neighborhood	Venice Rd. Grade Separation[d] $1,100,000				1980 - 1984	CIF, GOB
	Perkins - Ferndale Extension/Grade Separation Project[e] $1,950,000				1980 - 1984	CIF, GOB
Superior Neighborhood	Venice Road Grade Separation Project[d] $1,100,000				1980 - 1984	CIF, GOB
		West Side Storm Sewer Improvements $500,000				CIF
	Perkins - Ferndale Extension/Grade Separation Project[e] $1,950,000				1980 - 1984	CIF, GOB
	Ferndale Drive[f] (George - Superior) $560,000				1980 - 1984	CIF
	Ferndale Drive Extension[g] $1,101,625				1980 - 1984	CIF, GOB
	George Street Improvement Project[f] $ 560,000				1980 - 1984	CIF, GOB

Name of Neighborhood	Street Improvements	Public Facility & Public Utility Improvements	Housing Improvements	Parks & Recreation Improvements	Relative Priority	Source of Funding
East Venice Neighborhood	Venice Rd. Grade Separation Project[d] $1,100,000				1980 - 1984	CIF, GOB, FGRS
	Superior Street Widening Project $540,936					
				Mills Creek Conservation Area Acquisition[b] $ 60,000	1980 - 1984	CIF, GOB, FGRS
Cold Creek Neighborhood	Edgwater Avenue Grade Separation[c] $925,000				1980 - 1984	CIF, GOB, FGRS
				Linear Open Space Corridor $134,000	1980 - 1984 1985 - 1989	P
				4.5 Acres Cold Creek Easements[b] $275,000	1985 - 1989	CIF
	Venice Road Widening Project[f] $1,688,016				1985 - 1989 1990 & Beyond	CIF, GOB
Venice Heights Neighborhood	Venice Road Widening Project[f] $1,688,016				1985 - 1989 1990 & Beyond	CIF, GOB

Name of Neighborhood	Street Improvements	Public Facility & Public Utility Improvements	Housing Improvements	Parks & Recreation Improvements	Relative Priority	Source of Funding
Venice Heights Neighborhood (continued)	Perkins-Ferndale Extension/Grade Separation[e] $1,950,000				1980 - 1984	CIF,GOB,FGRS
	Ferndale Drive Extension[g] $1,101,625				1980 - 1984	CIF,GOB,FGRS
				Venice Heights Park Expansion & Improvement Program $100,000	1980 - 1984	CIF, GOB
	Project $405,000				1985 - 1989	CIF, P
				7.5 acre Venice Heights Elementary School Park Site Improvements $50,000	1985 - 1989	CIF, SD
				7.5 acre New Ferndale Drive Neighborhood Park Acquisition $20,000	1985 - 1989	CIF,HCRS, P
				45.0 acre Cold Creek Easements[h] $275,000	1985 - 1989	CIF, P
McCartney Neighborhood		McCartney Road Water Line Assessment Project $179,402			1980 - 1984	WR, SA

Name of Neighborhood	Street Improvements	Public Facility & Public Utility Improvements	Housing Improvements	Parks & Recreation Improvements	Relative Priority	Source of Funding
McCartney Neighborhood (continued)				New McCartney Neighborhood Park Development $75,000	1985 - 1989	GF, HCRS
	McCartney Road Widening (18'-27') $456,000				1985 - 1989 1990 & Beyond	CIF, P

FOOTNOTE:

a/ Potential Sources of Financing

C I F	-	Capital Improvements Fund
S A	-	Special Assessments
W R	-	Water Revenues
G O B	-	Federal Obligation Bond
R B	-	Revenue Bond
S D	-	Public School District
F G R S	-	Federal General Revenue Sharing (100%)
C D B G	-	Community Development Block Grant -rogram (100%)
H C R S	-	Heritage Conservation Recreation Services (50% - 50%)
M	-	Federal Aid Urban Metro Funds (75% - 25%)
P	-	Private Sector Financing

b/ Project is located in three (3) Neighborhoods (Broadway, Lions Park and East Venice).

c/ Project is located in both Cold Creek and Venice Heights Neighborhoods.

d/ Project is located in three Neighborhoods (Wilson, Superior and East Venice).

e/ Project is located in three Neighborhoods (Wilson, Superior and Venice Heights).

f/ This is a combined project.

g/ Project is located in both Cold Creek and Venice Heights Neighborhoods.

h/ Project is located in both Cold Creek and Venice Heights Neighborhoods.

i/ Project is located in five Neighborhoods (Wilson, East Venice, Superior, Cold Creek and Venice Heights).

APPENDIX A

WATER QUALITY DATA, TERRESTRIAL AND AQUATIC SPECIES LISTS
Selective Environmentally Sensitive Areas Within the Westside
Sample Date: October 3-4, 1979

Site 1. Cold Creek

Water Quality Data

Dissolved Oxygen - 10.2 mg/l
Air Temperatuture - 16°C
Water Temperature - 14°C
Conductivity - 144 umhos
Salinity - 0 parts per thousand
Turbidity estimate - clear
Approximate maximum depth - 3-4 feet
Approximate width - 15 feet
Approximate velocity (surface) - 1 foot/second

Aquatic and Shoreline Plants

Pondweed (Potamogeton spp.)
Duckweed (Lemna spp.)
Water-cress (Nasturtium officinale R. Br.)
True forget-me-not (Myosotis scorpioides L.)
Spotted touch-me-not (Impatiens capensis (Meerb.)

Terrestrial Plants

(Partial List)

Swamp-cottonwood (Populus heterophylla L.)
Goldenrod (Solidago sp.)
Poison ivy (Rhus radicans L.)
Honey Locust (Gleditsia triacanthos L.)
Wild parsnip (Pastinaca sativa L.)
Horsetail (Equisetum sp.)
Japanese honeysuckle (Lonicera japonica Thunb.)
Ragweed (Ambrosia trifida L.)
Raspberry (Rubus sp.)
Red osiser dogwood (Cornus stolonifera Michx.)
Dogwood (Cornus sp.)
Swamp white oak (Quercus bicolor Willd.)
Hawthorn (Crataegus sp.)
Sycamore (Platanus occidentalis L.)
Black Willow (Salix nigra Marsh.)
Box elder (Acer negundo L.)

Terrestrial Plants (Continued)

Silver maple (Acer saccharinum L.)
Tree of heaven (Ailanthus altissima (Mill.) Swingle)
Grapes (Vitis sp. or spp.)
Currant (Ribes sp. or spp.)
Multiflora rose (Rosa multiflora Thunb.)
Asters (Aster spp.)
Ironweed (Vernonia sp.)
Asparagus (Asparagus officinalis L.)
English Plantain (Plantago lanceolata L.)
Queen Anne's lace (Daucus Carota L.)
Black-eyed susan (Rudbeckia hirta L.)
Fleabane (Erigeron sp.)
Thistle (Cirisium sp.)
Chickory (Chicorium Intybus L.)

Wildlife

Blue Jay
Red-winged Blackbird

Site 2. Unnamed Tributary of Cold Creek

Water Quality Data

Dissolved oxygen - 5.4 mg/l
Air temperature - 16°C
Water Temperature - 16°C
conductivity - 1000 umhos
Salinity - 0 parts per thousand
Turbidity estimate - turbid, can see 18 inches
Approximate maximum depth - 2-3 feet, normally less than 6 inches
Approximate width - 1 foot in stream, 6 feet in a pool upstream
Approximate velocity - 1 foot/second
Substrate - gravel, pebbles, lightly coated with silt, some algae growing on rocks

Aquatic and Shoreline Plants

(Partial List)

Swamp milkweed (Asclepias incarnata L.)
Smartweed (Polygonum sp. or spp.)
Spotted touch-me-not (Impatiens capensis (Meerb.)
Wild Parsnip (Pastinaca sativa L.)
Calamagrostis sp.
Aster (Aster sp.)
Catnip (Nepeta cataria L.)

Aquatic and Shoreline Plants (Continued)

Thistle (Cirisium sp.)
Lambs quarters (Chenopodium album L.)
Queen Anne's Lace (Daucus Carota L.)
Ragweed (Ambrosia trifida L.)
Beggars Ticks (Bidens sp.)
Stinging Nettle (Urtica dioica L.)
Grape (Vitis sp. or spp.)
Poison Ivy (Rhus radicans L.)

Plants in the Woodlot West of Site 2

(Partial List)

Common mallow (cheeses) (Malva neglecta Wallr.)
Green amaranth (Amaranthus hybridus L.)
Sunflower (Helianthus sp.)
Red oisier dogwood (Cornus stolonifera Michx.)
Multiflora rose (Rosa multiflora Thunb.)
Black willow (Salix nigra Marsh.)
Swamp cottonwood (Populus heterophylla L.)
Slippery or Red elm (Ulmus rubra Muhl.)
Silver maple (Acer saccharinum L.)
Red mulberry (Morus rubra L.)
White Ash (Fraxinus americana L.)
Black Ash (Fraxinus nigra Marsh L.)
Redbud (Cercis canadensis L.)
Apple (Pyrus Malus L.)
Flowering dogwood (Cornus florida L.)
Poison Ivy (Rhus radicans L.)

Wildlife

Unidentified minnow in stream
Crayfish tunnels
Killdeer
Chimney swift
American Robin (flocks of migrants)
Red-winged Blackbird

Site 3 and 5. Mills Creek

Site 3

Water Quality Data (400 yards upstream of entry into Lake Erie)

Dissolved Oxygen - 5.0 mg/l
Air Temperature - 15°C
Water temperature - 17°C
Conducutivity - 820 umhos
Salinity - 0 parts per thousand
Turbidity estimate - very turbid, can see approximately 6 inches
Approximate maximum depth - unknown
Approximate width - estimate 100 feet
Approximate surface velocity - less than 1 foot per second
Substrate - unknown
Comments - oil sheen on surface

Area Along Creek North of Tiffin Avenue

Plants - Shoreline and Emergent

(Partial List)

Water plantain (Alisma Plantago-aquatica L.)
Arrowhead (Saggitaria latifolia Willd.)
Pale touch-me-not (Impatiens pallida Nutt.)
Spotted touch-me-not (Impatiens capensis (Meerb.)
Cattail (Typa latifolia L.)
Marsh skullcap (Scutellaria epilobiifolia)

Plants - Terrestrial

(Partial List)

Garden red currant (Ribes sativum Syme.)
Bladdernut (Staphylea trifolia L.)
Plum(?) (Prunus sp.)
Currant or gooseberry (Ribes sp.)
Boneset or joe-pye-weed (Eupatorium sp.)
False solomon's seal (Smilacina sp.)
Strawberry (Fragaria sp.)
Red oisier dogwood (Cornus stolonifera Michx.)
Bur-cucumber (Sicyos angulatus L.)
Ash (Fraxinus spp.)
Box elder (Acer negundo L.)
Wild black cherry (Prunus serotina Ehrh.)
Hawthorn (Crataegus sp. or spp.)
Multiflora rose (Rosa multiflora Thunb.)
Tree-of-heaven (Ailanthus altissima (Mill.) Swingle)
Mulberry (Morus sp.)
American elm (Ulmus americana L.)
Slippery or red elm (Ulmus rubra Muhl.)

Plants - Terrestrial (Continued)

Blackberry (Rubus sp. (allegheniensis?))
Moonseed (Menispermum canadense L.)
Hackberry (Celtis occidentalis L.)
Grapes (Vitis sp. or spp.)
Swamp cottonwood (Populus heberophylla L.)

Wildlife

Wood Duck
Great Blue Heron
Common (Yellow-shafted) Flicker
Eastern Kingbird (flock of migrants)
American Robin
Veery
Gray Catbird
Marsh-Wren (Long-billed or short-billed)
Blue Jay
Ruby-crowned Kinglet
Common Yellowthroat
Starling
Red-winged Blackbird
Song Sparrow
White-throated Sparrow (approximately 100 migrants)
Woodchuck

Site 5 - Area Along Creek South of Tiffin Avenue (golf course)

Plants - Shoreline and Emergent

(Partial List)

Dogbane(?) (Apocynum (cannabinum? Indian Hemp?) sp.)
White boneset (Eupatorium album L.)
Common privet (Liguistrum vulgare L.)
Arrowhead (Saggitaria latifolia Willd.)
Soft or great Bulrush (Scirpus validus (Vahl.)
Wild millet (Echinocloa pungens (Poir.) Rydb.)
Water plaintain (Alisma Plantago-aquatica L.)
Nutgrass (Cyperus strigosus L.)
Water willow (Justicia americana (L.) Vahl.)
Smartweed (Polygonum sp. or spp.)
Swamp milkweed (Asclepias incarnata L.)

Terrestrial Plants

Tatarian honeysuckle (Lonicera tatarica L.)
Meadow rue (Thalictrum sp.)
American Elm (Ulmus americana L.)

Terrestrial Plants (Continued)

Slippery or red Elm (Ulmus rubra Muhl.)
Hawthorn (Crataegus sp.)
Flowering dogwood (Cornus florida L.)
Red oisier dogwood (Cornus stolonifera Michx.)
Poison Ivy (Rhus radicans L.)
Ash (Fraxinus sp. or spp.)
Black Willow (Salix nigra Marsh.)
Swamp White Oak (Quercus bicolor Willd.)
Staghorn sumac (Rhus typhina L.)

Wildlife

Belted Kingfisher
Amerian Robin
Blue Jay
Eastern Cottontail

Site 4 - "Railroad Property"

Plants

Butter and eggs (Linaria vulgaris Hill.)
Asters (Aster spp.)
Chickory (Chicorium Intybus L.)
Goldenrod (Solidago sp.)
Chickweed (Stellaria sp.)
Spotted touch-me-not (Impatiens capensis Meerb.)
Queene Anne's lace (Daucus carota L.)
Catnip (Nepeta cataria L.)
Lambs quarters (Chenopodium album L.)
Horsetail (Equisetum sp.)
Virginia Creeper (Parthenocissus quinquefolia L.)
Mullein (Verbascum sp.)
Strawberry (Fragaria sp.)
Common Yarrow (Achillea millefolium L.)
Poison Ivy (Rhus radicans L.)
Alfalfa (Medicago sativa L.)
Wild parsnip (Pastinaca sativa L.)
Panic grass (Panicum sp.)
Smartweed (Polygonum sp.)
Rapeseed
Corn
Grapes (Vitis sp. or spp.)
Hawthorn (Crataegus sp.)

Plants (Continued)

Cinquefoil (Potentilla sp.)
Japanese honeysuckle (Lonicera japonica Thunb.)
Smooth Sumac (Rhus glabra L.)
Black Willow (Salix nigra Marsh.)
Sycamore (Platanus occidentalis L.)
Box elder (Acer negundo L.)
Swamp cottonwood (Populus heterophylla L.)
Slippery or red elm, (Ulmus rubra Muhl.)
Prunus sp. or spp.
Red oisier dogwood (Cornus stolonifera Michx.)
Red mulberry (Morus rubra L.
Black walnut (Juglans nigra L.)

Wildlife

Blue Jay
Killdeer
American Robin
dark geese (over Sandusky Bay)
Gray Catbird

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