

CITY OF ORRVILLE

ECONOMIC DEVELOPMENT

Introduction

The purpose of this section of the Existing Conditions Inventory is to provide an assessment of economic development conditions effecting the current and future conditions of Orrville and serve as the basis for the Economic Development Plan.

The assessment included in this inventory can be divided into the following areas for consideration:

- An assessment of economic development trends and activity for the community;
- A discussion of current economic development policy; and
- An evaluation of factors influencing economic development within the community.

Economic Development Background

Industry

Like many other communities in Northeastern Ohio, Orrville's existence can be traced to the action of individuals whose decision-making made the community an ideal place to live and to conduct business. In the case of Orrville, the community's real growth began with the routing of railroad lines through the community in the 1850s. The railroads—along with numerous other factors—still play a significant role in Orrville's attraction as a community in which to operate a business.

Today Orrville is a community with a diverse and well-established industrial employment market. This diversity is portrayed not only in terms of the type of businesses operating within the community, but also the size of businesses. This diversity provides an advantage to Orrville by allowing the overall community to more successfully weather hard times within a single sector of the economy unlike “company towns” elsewhere. The diversity of the size of businesses allows the community to deal with small-scale business failures rather than the closure of a massive workforce under the employ of a single company. Table 3-1 illustrates the diversity of type and size of businesses in Orrville.

Orrville is also blessed with an industrial base that has long and historic ties to the community. The Schantz Organ Company (founded in 1873) and the J. M. Smucker Company (founded in 1897) both were established in Orrville over 100 years ago. ORRICO, Smith Dairy, Will-Burt, and Quality Castings were all established in the first part of the 20th Century, and 20 major businesses have been in place in the community since 1970. This foundation of successful, long-time businesses makes Orrville unique, and illustrates the commitment of business and industry to the overall health of the community.



Schantz Organ Company was established in Orrville over 100 years ago.

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**Table 3-1
Orrville Businesses**

Business Name	Number of Employees	Business Type
American Bright Bar	35	Steel Processing Plant
American Commercial Supply, Inc.	<49	Industrial Distributor
American Commercial Vehicles (ACV)	325	Stamping and Fabricating Assemblies
American Weather-Seal	135	Insulated Glass and Vinyl Windows
Contours Inc.	250	Metal Parts
Dutch Country Apple Dumplings	20	Baked Goods
Edwards Roofing Co.	<10	Roofing and Sheet Metal Fabrication
Environmental Products, Inc., Division of Will-Burt Company		Hazardous Chemical Storage
Federal Packing Corp.	90	Composite Cans
Ferro Corp., Color Division	50	Glass Color Concentrates
Flo-Tork Inc./Ohio Oscillator	80	Rotary Actuators for Fluid Power
Gilbert/Palex Lumber Inc.	15	Industrial and Agricultural Hard Wood Products
Johnson's Hardware Co.	25	Hardware Sales and Services
LetterGraphics Sign Co., Inc.	<10	Interior and Exterior Signs
McMorrow Brothers Inc.	25	Metal Finisher
Monarch Plastics, Inc.	25	Reinforced Fiberglass Parts
Morton International	125	Industrial Coatings
National Pattern Manufacturing Co.	15	Metal and Wood Foundry Patterns and Molds
NPC Dehydrators/A Division of NPC, Inc.	25	Spray-Dried Products
Orrcast Aluminum Foundry	<10	Aluminum Castings
ORRCO Inc.	100	Pet Supplies and Specialty Electrical Hardware
Orrville Bronze and Aluminum Co.	25	Bronze, Brass, and Copper Castings
Orrville Chick Hatchery	15	Incubation and Hatching of Chicken Eggs
Orrville Manufacturing Inc.	<10	Electrical Transformer Components
Orrville Printing Co., Inc.	15	Complete Printing Services
Orrville Products	150	Sheet-Metal Stamping
Orrville Trucking and Grading Co.	45	Readimix Concrete, Brick, and Block Supplier
Purina Mills Inc.	<10	Production and Distribution of Animal Feed
Quality Castings Co.	325	Gray Iron and Ductile Castings
Refcotect	25	Paint and Refractory Coatings
Rosemount Analytical Inc.	250	Analytical Instruments for Process Combustion Control
Schantz Organ Co.	80	Church Pipe Organs
Smith Dairy Products Co.	450	Dairy Products
J.M. Smucker Co.	650	Preserves
Spectrum Publications, Division of the Daily Record	25	Publication Company
Technocast Inc.	200	Gray and Ductile Iron Castings
The Gradall Orrville Co.	100-299	Fabrication, Welding, Machining, and Assembly of Commercial Hydraulic Material Handler
Tucker Packing Co.	25	Meat Slaughtering and Packing
Venture Products, Inc.	35	Agricultural and Turf Products
Will-Burt Co.	325	Metal Fabrication, Lighting and Heating Products, and Banking Access Equipment
WestAgro Inc.	<49	Manufacture of Cleaning Compounds

Source: Wayne County Industrial Directory 1999, Orrville Community Guide 1999-2000.

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Retail

Orrville's character is largely based on the strong impression provided by the town's downtown retail core. Aside from being the focal point of the community, the city's retail areas play an important role in the community's overall economy. While retail development is not promoted in the same manner as industrial business retention, expansion, and attraction, Orrville has taken significant steps in addressing the health of its retail areas. One step has been the recent adoption of the "uptown/downtown" retail concept. This concept places equal emphasis on business development, promotional activities, and attraction to the downtown area, businesses on High Street and in the Market Place on Hostetler Road.



The Downtown Improvement Project was completed in 1999.

In addition, the Downtown Improvement Project was completed in late summer, 1999. This project included the addition of new curbs, sidewalks, landscaping, and light poles in order to make the area more user-friendly and appealing. The project was completed in three phases. Phase 1 included the resurfacing of Market Street and other parallel east and west streets (1995). Phase 2 involved \$1.7 million worth of resurfacing and reconstruction of roadway along a five-block area on Main Street bounded by Orr Street on the north and Chestnut Street on the south. This phase also included the planting of 66 new trees along Main Street and the addition of 66 new decorative light poles in the five-block area. Phase 3 includes the renovation of the railroad depot area. This project is pending the award of grants to fund the project.

Wayne County is also actively supporting downtown revitalization by encouraging commercial retail development and housing in downtown areas. As part of the Wayne County Comprehensive Plan, *Tomorrow Together*, the county has identified methods to strengthen downtown. These methods include such efforts as providing technical assistance under the guidance of Main Street Wooster and Downtown Ohio Inc., identifying and securing funding to assist revitalization programs, and assisting in funding infrastructure improvements that support downtown.

Agriculture

Agriculture is the second-largest sector of the economy of Wayne County, and its presence in Orrville is a strong influence on the local economy. Although the amount of land used for agricultural production is limited within the corporate limits of the community, and in terms of the number of persons employed farming lags behind other sectors of the economy, farming remains the single-largest land use within the study area that includes the Orrville ETJ. Besides agriculture itself, Orrville also is home to agri-businesses that both support and are dependent on farming and farming is a significant factor of the local economy.

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Economic Development Strategy

Recently, the Orrville Chamber of Commerce completed a *ProActive Business Development Plan* to help guide the future growth in the community. Quality growth was defined as "...selective, well-planned growth that is consistent with Orrville's development resources, community values, and local development standards." The *Plan* also promotes the preservation of the City's rural landscape and character while at the same time increasing the prosperity of the community (*ProActive Business Development Plan*, 1999).

In order to recognize this goal, the *ProActive Business Development Plan* identified a number of strategic factors that will play a role in the future course of development in the community. These factors include the following:

- 1. Existing Business and Industry Growth Potential.** Orrville has relied heavily on the retention of existing businesses to grow its industrial base. In the last two decades Orrville has been successful in assisting existing businesses to remain in the community and expand. There is concern; however, that this trend may cease since businesses have reached the saturation point in terms of the number of jobs and facilities that can be located in one city. Orrville has recognized the need to identify opportunities to attract new businesses while retaining existing ones (Orrville Chamber of Commerce, 1999).
- 2. Development Resource Quality and Availability.** Orrville needs to continue to develop the quality resources to support business and industry. In recent years a growing number of businesses have struggled to find quality labor and industrial space, reversing an economic development trend that helped build the community through the 1980s. These principal resource issues must be addressed if Orrville is to continue as a prosperous community.
- 3. Economic Development Program Quality and Impact.** Until recently, Orrville has never had a comprehensive economic development program. The development of one will enable the City to build a higher quality and more effective program (Orrville Chamber of Commerce, 1999).

To support these strategic factors, the *ProActive Business Development Plan* identified the following five action steps:

- Establish a unified vision to define how Orrville will develop the next several years;
- Develop remaining building sites and begin development of a second industrial park;
- Improve development resources to increase competitiveness for quality economic growth in northern industrial areas of Orrville;
- Increase the quality and supply of Orrville's commercial and industrial real estate resources; and
- Increase the number of high-quality job and business growth opportunities by focusing the City's major public

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and private development resources (Orrville Chamber of Commerce).

Economic Development Factors

In the course of completing the Inventory and Analysis phase of the Comprehensive Plan, meetings and interviews with business and industry leaders, City staff, and other citizens with direct experience on the community's ongoing economic development efforts (listed in Appendix A) were conducted. Based on these contacts, Table 3-2 summarizes both positive and negative factors influencing the future economic development potential of Orrville:

Available Industrial Sites

Figure 3-1 provides an inventory of available industrial sites that are actively being marketed by the City of Orrville and the Chamber of Commerce. Five sites in all are currently being marketed:

- A single site (site 1) is on the east side of South Crown Hill Road south of the intersection of West Paradise Road,
- Two sites near the industrial park on the west side of S.R. 57 (sites 2 and 3), and
- Three sites in the Orrville Industrial Park on the northeast side of town (sites 4, 5, and 6 on Figure 3-1).



Three sites are available in the Orrville Industrial Park.

All totaled these sites account for approximately 120 acres of undeveloped industrial land. All sites lie within the corporate boundaries of Orrville and are zoned I-2, Heavy Industrial. Each site is served by municipal (electric, water, sewer, telecommunications) and private (natural gas) utilities.

Economic Development Framework

The common theme behind the economic development framework for the city of Orrville involves more than just creating jobs. Economic development in Orrville is the promotion of economic well-being and the "whole-package", as defined through job creation, housing starts, a stable population, quality of life, maximizing opportunities for advancement, and maintaining an overall healthy economy.

The City of Orrville has taken an active role in economic development community wide, and recognizes and understands that improvements in one area of the city will result in a net improvement to the community as a whole. This is shown through the efforts of the Orrville Chamber of Commerce, the Orrville Area Development Foundation, various task forces and committees, and city staff. These groups actively pursue economic development opportunities and strive to make Orrville a place business and industries want to locate.

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**Table 3-2
Community Assets Influencing Economic Development**

<i>Factors encouraging economic development efforts in Orrville:</i>	<i>Factors that need to be overcome in order to encourage economic development</i>
<ul style="list-style-type: none"> ▪ A highly trained and conscientious workforce. ▪ Wayne College and the Career Center help provide business and industry with a well-trained professional and technical workforce. ▪ Local banks play an important role in business expansion in Orrville. ▪ Orrville’s rail service played a role in the community’s historical development and continues to do so. ▪ Low real estate taxes. ▪ The strong sense of community in Orrville. ▪ Businesses located within the community are generally locally owned and managed. ▪ Low utility rates. ▪ Inexpensive land. ▪ Successful use of tax abatement and other incentives. ▪ Team effort associated with Orrville businesses. ▪ City is interested in the “entire package” of economic development, not just industrial development and housing starts. ▪ Several important businesses in the community have a long history in Orrville, thereby creating a strong sense of stability. ▪ The open line of communication between the City and business leaders. ▪ Involvement of business leaders in community organizations such as the Chamber of Commerce. ▪ Businesses are conscientious of their roles as neighbors in the community. ▪ Condition of utility system and capacity for expansion. ▪ Marketing of community’s industrial parks is just in its infancy—there’s only room to go up. ▪ Wayne County is marketing the entire county—including Orrville and other communities. ▪ Excellent diversity in industrial base—this diversity needs to be built upon. 	<ul style="list-style-type: none"> ▪ Limited amount of available industrial sites. ▪ The potential loss of tax abatement through actions of County Commissioners. ▪ A secondary connection to the industrial park is needed. ▪ Low unemployment rate within Orrville makes it difficult to recruit entry-level workers. ▪ S.R. 57—truck traffic and train traffic. ▪ There will be difficulty in expanding to the south and east side of town—lack of utilities; topography is not conducive to development. ▪ The school system is good, but capital improvements are needed ▪ Shortage of affordable housing in the community. ▪ Orrville competes against communities that provide a larger array of economic incentives to new businesses. ▪ The community needs to act more quickly on relocation and expansion inquiries.

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Figure 3-1

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This is also proven through the long-standing history Orrville has for attracting and retaining business.

Economic Development Plan

The economic development plan for Orrville strives to continue the healthy economy and overall prosperity experienced by the community. The goal of the economic development plan is to build upon the economic development strategy outlined in the ProActive Business Development Plan developed by the Orrville Chamber of Commerce, and to integrate the relationships of the planning framework principles established in the plan setting. The following defines the economic development principles that support the overall planning framework of the community and the economic development vision for Orrville:

- **Identify Future Industrial Sites.** As discussed in the Land Use Plan, there is a need for additional developable industrial land within the city limits. Currently only five sites are actively marketed and the Orrville Industrial Park is nearing capacity. In order for Orrville to remain marketable and attract new industries to the community, additional industrial sites must be identified and prepared for immediate occupancy.

There is a large amount of land zoned industrial throughout Orrville. Much of this land is not available for immediate development, primarily due to the lack of utilities, topography, access, and other site-specific limitations. Research has shown that the most attractive sites are those that are approximately five acres, have good access, and where utilities are readily available. Industrial sites like these are generally located in industrial park settings and are the easiest to market.

The future land use plan identifies additional industrial land and a second industrial park. The second industrial park has been proposed for the west side of SR 57, across from the existing industrial park and north of Smith Dairy plant on Dairy Lane. This area consists of 80 acres ready for immediate development, with an additional 24 acres identified for future expansion.

- **Focus commercial development within the Downtown/Uptown concept.** Orrville's retail areas have been limited to three areas, the Downtown core and the High Street and Market Place areas which both comprise "Uptown." While some corridor commercial development has occurred, these primary areas seem to adequately serve the residents and their shopping needs. Specific economic development recommendations that continue to promote retail and commercial development in Downtown and Uptown include the following:



Specialty businesses should be promoted in downtown.

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- Commercial development in the downtown area should have a specialty focus that would benefit from the Amish tourism activities in the region. A marketing strategy should be established that promotes the Downtown shops and activities as part of the Amish country experience.
- Future commercial development should be concentrated in the established commercial areas in an effort to avoid reduce commercial sprawl. As previously stated, the existing commercial development has basically been confined to the downtown and uptown areas. Future commercial development should be directed toward these existing commercial cores. This will create a synergy of uses, improve traffic flows by eliminating road cuts and driveways along major roads, and keep development inward. The trickle down effects of these efforts will also help keep Orrville compact, promoting the neighborhood-oriented development patterns.
- The Downtown-Uptown concept should be continued and built upon. The Orrville Chamber of Commerce recently implemented the Downtown-Uptown concept as a way to unify the local businesses that are geographically separate between the central business district, High Street, and Smithville Road. The concept stemmed from a task force committee that was formed to fill empty storefronts and create an environment where merchants work together. The Chamber of Commerce has hosted various events in an attempt to promote community spirit and unity, and the concept, which is still in its infancy, has already benefited merchants. To continue to benefit the community, the concept should further be developed so that the community merchants and residents recognize the term “Uptown-Downtown” and its significance. This may be done through signage, additional events, media, and word of mouth. The Chamber’s “Orrville Bucks” gift certificate program, which promotes buying in Orrville, has also benefited merchants.
- **Focus on neighborhood-oriented development patterns.** Orrville benefits from a compact development pattern that allows residents to walk between many neighborhoods and retail areas. Because this is valued in the community, it is important to keep the retail areas focused on serving the neighborhoods. Specific economic development recommendations that support neighborhood-oriented development patterns includes the following:
 - Keep the focus of retail development at the neighborhood and local scale. This includes providing the goods and services needed in the area, but allowing surrounding communities to serve the regional market.
 - Promote a mix of retail and service establishments within the retail cores. This includes a variety of convenience and service businesses such as grocery stores, pharmacies, laundry/dry cleaners, car care centers, and restaurants.

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- Ensure that vehicular and pedestrian access to retail areas is convenient, balancing pedestrian and automobile needs. Pedestrian circulation should be an integral part of the retail areas, and a continuous network of sidewalks/paths should be maintained to encourage people to walk to and from the retail areas.

- **Ensure transportation mobility and access throughout the community.** One concern in the community is the interrelationship between the strong industrial base and traffic the industries generate. It is important to maintain mobility and access throughout the community, while still allowing the industrial base to grow and prosper. This will continue to be an important issue as additional industrial sites are identified and actively marketed. The following recommendations focus on reducing the impacts of traffic associated with industrial activities:
 - Provide additional access point to the industrial areas. Specific transportation recommendations will be provided in the transportation section, but the general concept of additional access points will help accommodate truck and vehicular traffic and remove a portion of this traffic from the Main Street corridor.
 - Identify truck corridors and routes that service the industrial areas. Currently, the SR 57/Main Street corridor is a major truck route to and from local industries. A variety of people-oriented uses and activities are located along Main Street, including retail shops, professional offices, the library, and the city building. Separate roadways will reduce the conflict between cars, trucks, and pedestrians. The truck corridors and routes will also ease access for the truck making deliveries and pick-ups easier, and potentially reduce noise levels in the center of town, resulting in a more appealing and user friendly area.

- **Develop a neighborhood housing strategy.** As previously stated, the economic wellbeing in Orrville is comprised of all elements of the community, including housing. While new housing starts are often used as a measure of economic prosperity, in Orrville, this is just one of many elements that are used to gauge prosperity. It is important to provide many different types of housing options so that people working in the community are able to find adequate housing. It is important to have a wide, varied housing stock in order to accommodate all types of households. Currently, mid and upper level housing is being built and that market is being satisfied. The lower level/starter home market has not received the same attention in the community. The following are recommendations that will promote all housing markets in order for Orrville to continue to have a healthy housing stock:
 - Identify neighborhoods that are on the verge of deterioration, and invest capital into them to prevent dilapidation. The most affordable housing is often found in the older neighborhoods of a community.

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These areas tend to be where young families and entry-level employees are able to find housing that fits within their budget. In order to satisfy the housing requirements of this demographic, it is important to make these areas viable and attractive housing options. By investing in these neighborhoods, affordable housing will continue to be available in the community, allowing employees of local businesses to live in Orrville, and improve the local employment base.

There is an existing Community Housing Improvement Program (CHIP) public grant program established in the community. This is a joint program between Wayne County, Orrville, Rittman, and Wooster that offers money to applicants/home owners that agree to stay in place for a certain number of years. This program operates on an 18-month cycle and provides an incentive to maintain and improve older housing stock in order to keep the housing in livable condition, preventing further deterioration. It is important that the CHIP be advertised and promoted throughout the community, in order to make residents aware of the public grant funds. Newspaper articles, flyers, and person-to-person contact are just a few examples of means to advertise the program.

- Adopt BOCA National building codes. Orrville's current property maintenance code is not effective in cleaning up some of the more deteriorated areas within the community. The BOCA model code service program is dedicated to the improvement of construction regulations and enforcement. These codes are maintained through a democratic public hearing and revision procedure and require professional staff to perform enforcement. The BOCA codes state regulations in "terms of measured performance rather than in rigid specifications..." which allow freedom and doesn't hamper redevelopment. It is recommended that use of the BOCA codes be adopted via "adoption by reference" by Orrville's council or other authoritative governing body, and that specific local information be included (amount of fines, permit costs, etc.). The BOCA National Codes, available in revised and updated 1999 editions, include the BOCA National Building Codes, BOCA Fire Prevention Code, and the National Property Maintenance Code.
- **Recognize the importance of aesthetics.** Based on the Community Image Survey, Orrville residents preferred retail and industrial areas that are have a manicured landscape, are well maintained, and reflect a high level of design character. Comments received during the survey indicated that: the use of landscaping can "soften" the harsh affects associated with industrial uses and streetscapes with wide sidewalks, that can be utilized for outdoor activities, personalized awnings, and pedestrian friendliness are considered favorable. As future development occurs, it is important to ensure that aesthetic elements are not overlooked, especially in new retail, commercial, and industrial areas.

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