

5 | Land Use

5.1 Introduction

The current landscape of Painesville Township and regional growth patterns exhibited in Northeastern Ohio validate the importance of proper land use and zoning decisions within Painesville Township. While areas of Painesville Township are predominately built-out, significant areas of vacant land remain, providing Township citizens and elected officials the opportunity to strategically plan for a sustainable future.

The Township is unique in respect to its noncontiguous regions, as each exhibits distinctive patterns of development. The built environment of the SW and NW regions is characterized by strip commercial uses, single-family developments along the interior road networks, and various multi-family and condominium developments throughout. This area yields less developable area, thus more redevelopment and infill opportunities exist as compared to the other regions of the Township. The Township must also remain aware of the potential for annexation from surrounding municipalities in these two areas.

Subject to best planning practices, the traditionally industrial and semi-rural areas within the NE region of Painesville Township must be addressed in respect to the potential for the redevelopment of existing commercial nodes. The NE region is primarily residential with large pockets of vacant property. The NE region has the potential for increased residential development, yet must plan around existing industrial facilities that are still in operation.

The Land Use element is not intended to be a lot-by-lot plan for future development and preservation of land in Painesville Township, but rather a guide for development and best management practices. The purpose of this section is to evaluate existing conditions, identify emerging patterns, analyze the current zoning scheme and provide achievable goals and policies to meet the needs of Township residents, as expressed in the 2015 Resident Survey.

5.2 Development History

The unprecedented development patterns that characterized the post-WWII suburban boom were predominately confined to the western areas of Lake County. Painesville Township, along with the other Lake County unincorporated areas, maintained their semi-rural atmosphere, as it was common for workers to commute to the Cleveland metropolitan area. Simple geography, the lack of utilities, and access to employment were the major contributors to Painesville Township's modest growth during middle portion of the 20th century.

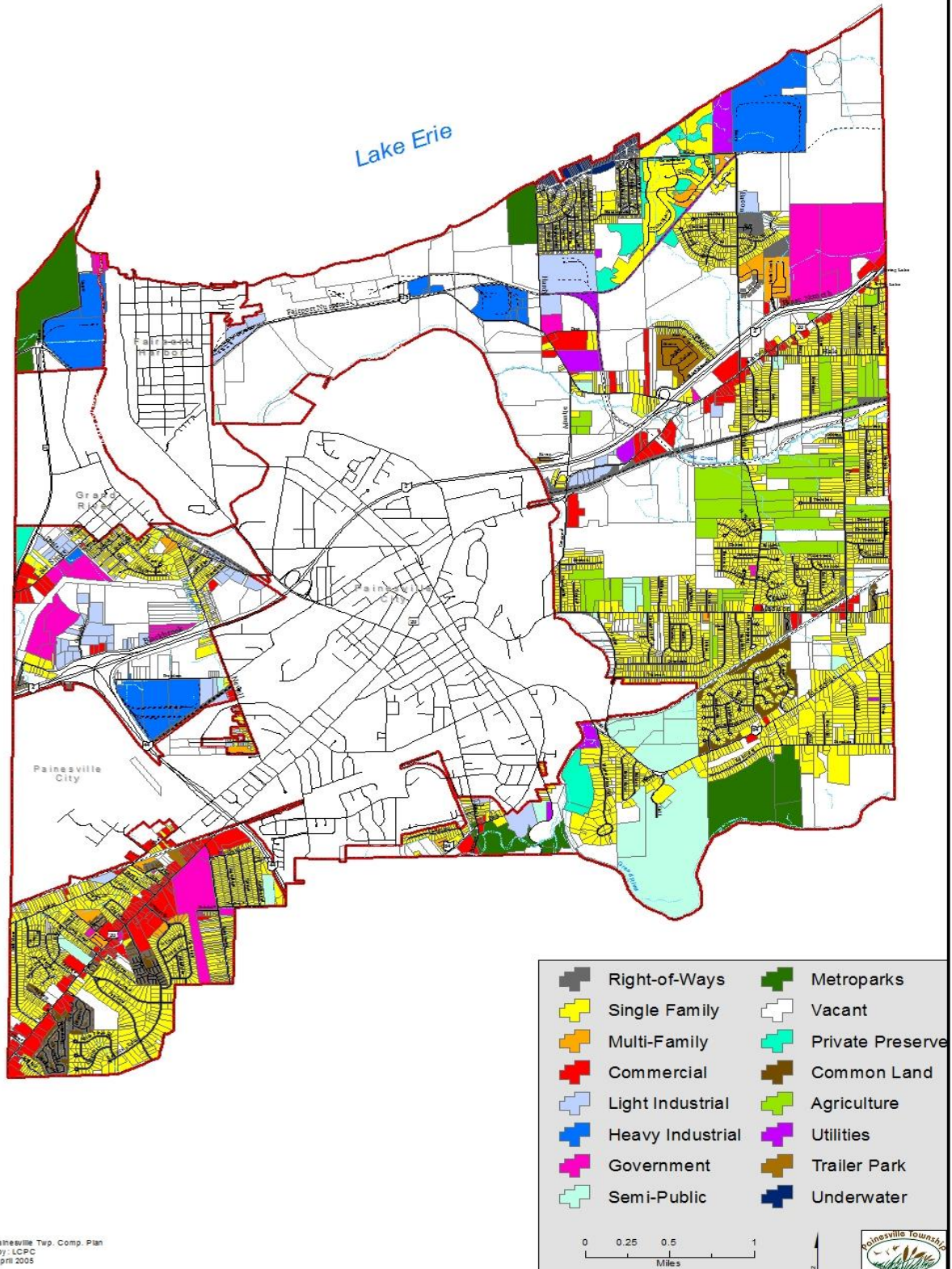
Although the majority of development did not take place until later decades, early residential developments, or allotments, were evident along the US Route 20 corridor (Mentor Avenue and North Ridge Road) as early as 1925. These allotments include Garfield Drive (1930), Urbanhurst (1925), and Doan Avenue (1925). Platted subdivisions included Cherry Farm (1924), Coleridge (1952), Waldorf (1956), Melrose Drive (1957) and Mill Morr (1962). The proximity to Painesville City, a major employment center until the 1970s, made these areas attractive places to live. These subdivisions did not reach capacity until the 1970s.

Painesville Township had a significant industrial base from the 1930s until the 1970s. The NE region of the Township was home to Uniroyal, IRC Fibers, and Diamond Alkali. These companies provided substantial tax revenue and employment opportunities for Painesville Township. As the demand for their products decreased, these companies relocated and left an abundance of vacant and environmentally unstable acreage along the Lake Erie shoreline. Today, there are approximately 3,090 acres of vacant property in the Township, a large portion of which is located in these formerly industrial areas.

During the 1960s and 1970s industrial expansion took place in the Township. Manufacturing and light industrial businesses expanded to the eastern areas of Cleveland and Lake County, resulting in an increase in the availability of jobs in western and central Lake County. An “edge city” of white collar employment began to emerge along the I-271 corridor in eastern Cuyahoga County, which is located less than a 30-minute drive from Painesville Township. Nearby employment opportunities, along with better transportation networks, made Painesville Township a more attractive destination for prospective homebuyers. The construction of new State Route 44 in 1963 created a major north-south artery through western Painesville Township, establishing a connection between State Route 2 and Interstate 90 in Concord. The majority of new residents relocated from inner-ring suburbs, such as Willowick, Wickliffe and Willoughby, rather than from Cleveland or Cuyahoga County.

Due to the expansion of industry, middle class individuals working in the urban and suburban areas were able to move to communities, such as Painesville Township. However, as demand for exurban building sites increased, the price of the land increased, making residential development more lucrative than that of agriculture. Painesville Township was no exception. This is evident within the rectangle south of US Route 20, bordered by Bowhall Road, Madison Avenue and Park Road, as residential developments are mixed amongst agricultural fields.

Painesville Township Generalized Land Use Pattern



Residential growth in Painesville Township increased tremendously in the 1980s. In the eastern half of the Township, large-scale single-family residential subdivisions, such as Cedar Glen (1982), The Pines (1979-1999), Imperial Woods (1981), Park Estates (1977) Somerset Meadows (1988), Lake Erie Shores (2002 to present), Whitmore (2000) and Bellmore (2003) were developed. In the western portion of the Township, Vale Wood Estates (1978), Kingsborough (1984), Misty Meadows (1990) and Tiber Creek (1999) have provided a multitude of housing choices for prospective homebuyers.

Multi-family developments, particularly condominiums, increased in the Township prior to the 2007 subprime mortgage crisis. Today, approximately 239 acres is classified as multi-family, which is an increase of 39 acres from the 2007 Comprehensive Plan (Table 5.1). The increase in retiring “baby-boomers” and “empty-nesters” has provided a key market for the maintenance-free lifestyle offered by condominium ownership.

Today, approximately 2,500 acres in Painesville Township is classified as residential, which equates to 27.6% of the land within the Township (Table 5.1). Due to the subprime mortgage crisis of 2007, residential development became idle within the Township for seven or eight years. As of 2014, there have been proposals for new development within the Township.

As the residential development boom continues, the need for increased business and supportive commercial uses has increased in importance. The 2015 land use survey indicates that commercial land uses have increased to 347 acres, compared to 255 acres in 1996 (Table 5.1). In the SW region of the Township, Mentor Avenue is the primary location for commercial development and there has been node development at some of the major intersections in the eastern portion of the Township. The Blackbrook Road corridor has developed into an attractive manufacturing area.

Significant industrial uses continue to exist in northern Painesville Township along Hardy Road and the Bacon Road/Lake Road area. To date, approximately 660 acres is devoted to various types of industrial and light manufacturing, which equated to a decrease of 260 acres since the 1996 Plan (Table 5.1).

Table 5.1 Land Use Distribution Painesville Township		
2015 Land Use Distribution	Acres	% Total Acreage
Single-Family Residential	2498.1	27.58%
Multi-Family Residential	239.3	2.64%
Commercial	346.7	3.83%
Light Industrial	235.2	2.60%
Heavy Industrial	400.7	4.42%
Public	366.3	4.04%
Semi-Public	419.2	4.63%
Park	345.8	3.82%
Vacant	3,555.2	39.25%
Private Preserved	116.3	1.28%
Agriculture	357.9	3.95%
Utility/Railroad	93.3	1.03%
Mobile Home	46.0	0.52%
Submerged Lands	37.0	0.41%
Total (excluding R-O-Ws)	9,056.9	
Source: Lake County Planning & Community Development, 2015		

Typically, new residential growth occurs on former agricultural lands. While this may hold true from the older subdivisions, new development activity has occurred on vacant property. Agricultural land has remained steady since 2007 Plan, but still represents only 4 percent of the total landscape (Table 5.1).

The quantity of vacant property has increased slightly as the Diamond Shamrock site is being remediated. The increase in vacant property is due to the change in land use classification from industrial to vacant, as land that formerly contained industrial structures is now unoccupied by any type of structure. The increase equates to 144.2 acres, from 3,411 acres in 2004 to 3,555.2 acres in 2015 (Table 5.1). This increase occurred after vacant land decreased by approximately 1,000 acres when compared to 1996 figures. The 2015 land use survey yielded 3,555.2 acres of vacant property, much of which is planned for future mixed use development initiatives (Table 5.1). Vacant property and land classified as residential comprises over 65 percent of Painesville Township's land use pattern.

The current pattern of development in the Township will continue into the future. Considering current and historical land use figures, residential growth will continue at an ever increasing rate under the zoning and land planning strategies available to Painesville Township.

Urban Sprawl in Painesville Township

Painesville Township currently exhibits the patterns of urban sprawl described by planners and educators throughout the United States. Anthony Downs (1998) argues that sprawl has been the dominant form of metropolitan area growth in the United States for the past 50 years. Attempting to define a single definition of sprawl is extremely difficult. Yet, the majority of the researchers agree on a number of defining characteristics.

Through their work with the Brookings Institute, Anthony Downs and Henry Richmond have developed the following traits of sprawl represented in nearly all United States metropolitan areas, including Cleveland. According to Robert Burchell (1998), ten traits of urban sprawl include:

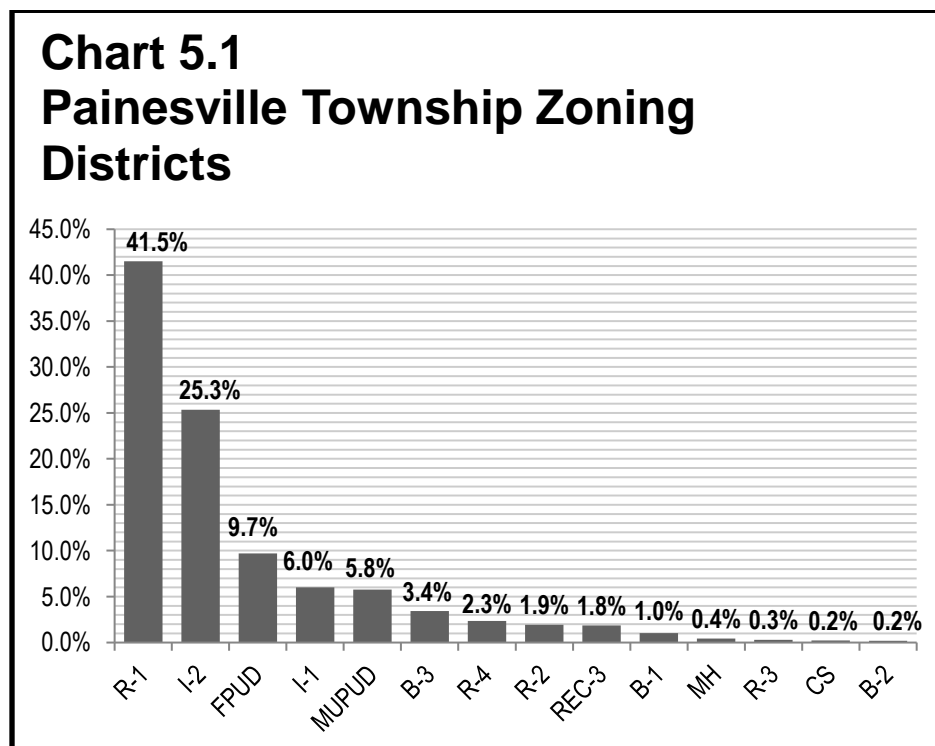
1. Unlimited extension of new development.
2. Low-density residential and commercial settlements in new-growth areas.
3. Leapfrog development.
4. Fragmentation of powers over land use among many small localities.
5. Dominance of private vehicles.
6. No centralized ownership of land planning or development.
7. Great variances in the fiscal capacity of local governments because the revenue raising capabilities are strongly tied to property values and economic activities within their own borders.
8. Widespread commercial development along major roadways.

9. Major reliance upon the filtering or trickle-down process to provide housing for low-income families.
10. Spatial segregation of different types of land uses through zoning regulations.

Although all traits listed above may not apply to Painesville Township, recent history confirms its impact on the local growth pattern of the Township and surrounding communities.

5.3 Zoning Regulations

According to Meck and Pearlman (2000), “Zoning is a legislative method of regulating land use by the division of a political subdivision (city, village, township, or county) into districts and the enactment of local regulations to control the buildings and uses within the districts”. The state of Ohio is viewed as a leader in the development of zoning, regional planning and subdivision regulations¹. In 1925, the Ohio Supreme Court ruled zoning to be constitutional. In 1926, in *Village of Euclid v Ambler Realty*, the United States Supreme Court supported the constitutionality of local zoning on a federal level. It is these regulations that promote public health, safety and morals in correspondence with the community’s Comprehensive Plan.



¹ Through the work of Cincinnati planner/attorney Alfred Bettman, Ohio had enacted municipal planning legislation by 1915. Early planning and zoning initiatives focused on urban areas rather than rural counties. (Meck and Pearlman, 2000.)

The original Painesville Township Zoning Resolution was adopted in 1956 and updated November 11, 1988 by resolution 88-129. In 2003, the Township Zoning Resolution contained fifteen zoning classifications.

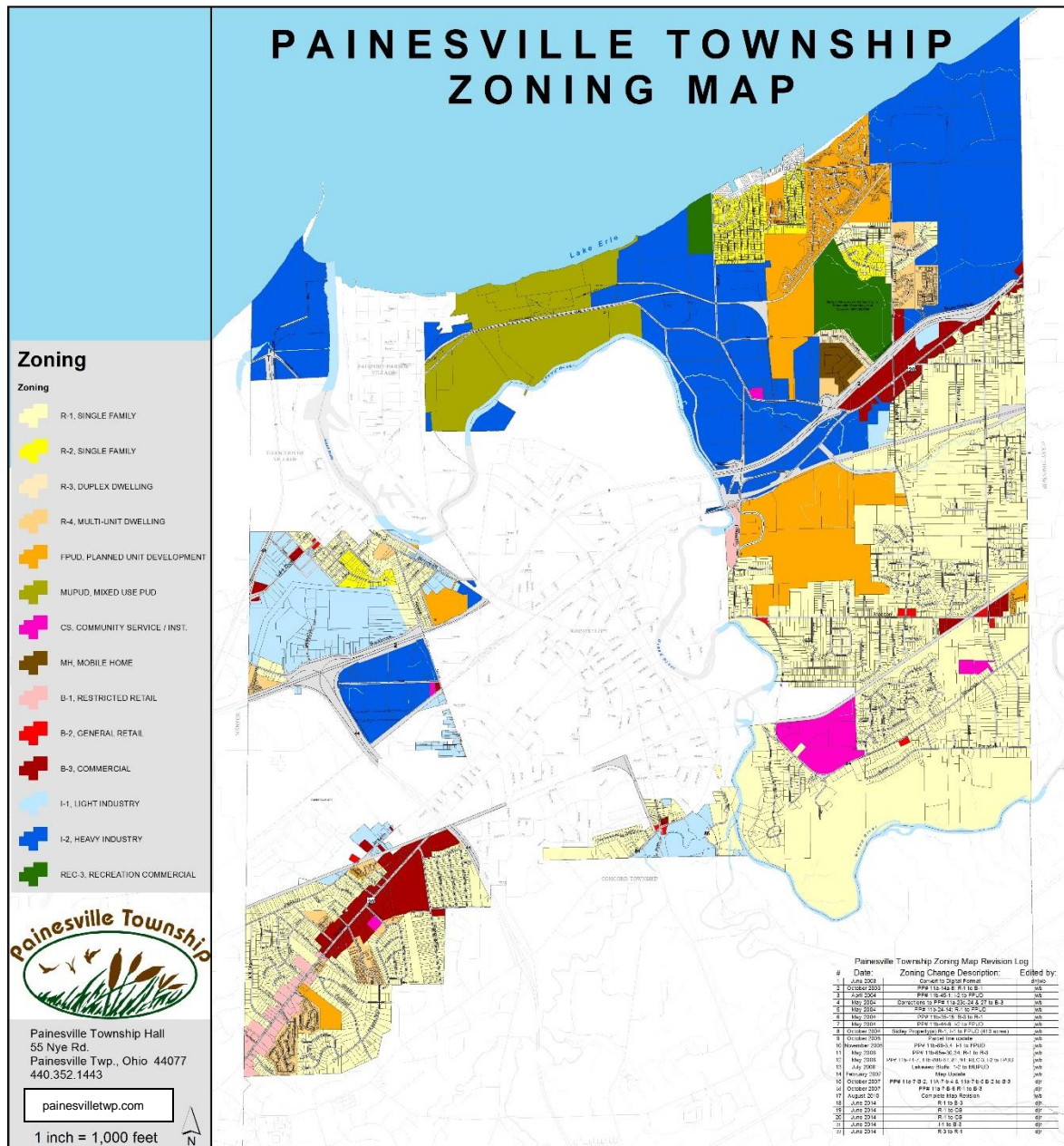


Table 5.2
Zoning District Acreages
Painesville Township

Zone	Symbol	Approx. Acres
Residential Single-Family	R-1	3,760
Residential Single-Family	R-2	174
Residential Duplex Dwelling	R-3	27
Residential Multiple-Unit Dwelling	R-4	213
Flexible Planned Unit Development	FPUD	878
Mixed Use Planned Unit Development	MUPUD	522
Mobile Home[1]	MH	39
Community Service/Institutional	CS	22
Recreation Public/Non-Profit[2]	REC-1	N/A
Recreation Marine Related	REC-2	N/A
Recreation Commercial	REC-3	167
Gateway Business	B-1	92
General Retail	B-2	16
Commercial	B-3	309
Light Industrial & Manufacturing	I-1	543
Heavy Industrial	I-2	2,296

Source: Base map data compiled from Lake County Auditor and Lake County GIS Department. Zoning classifications transferred from existing zoning map into digital format. All figure are approximates.

[1] Although parcels are currently zoned MH, the classification no longer exist in the Zoning Resolution.

[2] This zone is in the Zoning Resolution, but no property has been re-zoned to this classification.

Residential Zones

41% of Painesville Township's 9,060 zoned acres are classified Residential Single-Family, R-1 or R-2² (Table 5.1). The R-1 zone permits single-family detached dwelling units on 15,000 sq. ft. lots with 75' of frontage at the building setback line. The parcels zoned R-1 are found in 2 major quadrants of the Township, including:

² According to the Lake County GIS data, Painesville Township's political border is approximately 9,886 acres (15.44 sq. mi.) The total for zoned parcels is approximately 9,060, but excludes right-of-ways and submerged lands.

- **Southeast (south of US Route 20 corridor to Grand River):** This area is characterized by a mix of larger lots that are currently vacant or in agricultural production and smaller lots located in major subdivisions. Examples include parcels in Whitmore Court, Eastern Woodlands, Heatherstone Village, Cedar Glen, Imperial Woods, Fruitland Acres and Park Estates.
- **Southwest (along the Mentor Avenue/Jackson Street corridors):** Lots approaching minimum lot size are located in major subdivisions such as Ridgewood, Cole Nursery, Cherry Farm, Kingsborough and Briarwood Farm. Slightly larger lots, above minimum lot size, are located along the Jackson Street corridor.

Two smaller nodes of R-1 parcels are located along the Bacon Road corridor and near Grand River Village. These areas account for a minimal amount of the total R-1 acreage. A substantial amount of infill development is currently occurring in the neighborhoods adjacent to Grand River Village, providing new housing in an area characterized by older homes and a grid-like street pattern.



R-2, the second single-family residential zoning classification accounts for approximately 2 percent of the Township's zoned parcels (Table 5.2). The vast majority of these 169 acres are located near the Painesville Township Park area. R-2 parcels must have 12,750 square feet of lot area and 75-foot frontage at the building setback line. Platted in the early 20th Century as cottage communities, this zone is predominately built out with vacant, fragmented parcels scattered throughout the zone. Many original sublots of the existing platted subdivisions have been combined to form larger parcels.



The R-3, Residential Duplex, and R-4, Residential Multiple-Unit Dwelling, zones account for 240 acres in the Township (Table 5.2). These zones require both sanitary sewer and public water service. The R-3 zone, 27 acres, is isolated to the northeast section of the Township along Greenside Drive and Kirtstone Terrace.

The R-4, Residential Multiple Unit Dwelling district consists of 213 acres throughout various sections of the Township (Table 5.2). Uses permitted in this zone include apartments, townhouses and attached single-family dwelling units. R-4 zones are found primarily in two areas within the Township, including:

- **Northeast (Bacon Road corridor):** Recent developments include The Lake Erie Shores and North Shore Estates
- **Southwest (Mentor Avenue corridor):** Three large-scale multi-family complexes include: Chesapeake Cove, Cambridge and New Haven Colony. Smaller complexes include the Capes and Peppertree, off of Nye Rd. and Jackson St. respectively.

Flexible Planned Unit Development (FPUD) is the final residential zoning classification in this text.³ Similar to the R-2 and R-3 zones, public infrastructure is required for the FPUD. This zone provides greater design parameters and layout criteria, allowing for higher densities in return for open space preservation.

The minimum parcel size for a FPUD is 5 acres. All FPUD developments require a minimum of 20 percent of the gross acreage to be designated as open space or common open space.

Currently, this zone comprises 878 acres of Township land (Table 5.2). Lake Erie Shores and Lake Terrace Estate in the NE region of the Township (Lake Rd. and Kenilworth Rd.) and Peachtree Subdivision off Jackson Street are three PUD examples. In addition to the developed properties, large vacant parcels zoned FPUD exist at the old Casement Airport site and on the Estates at Kallay Farms site, which is located on Mentor Avenue.

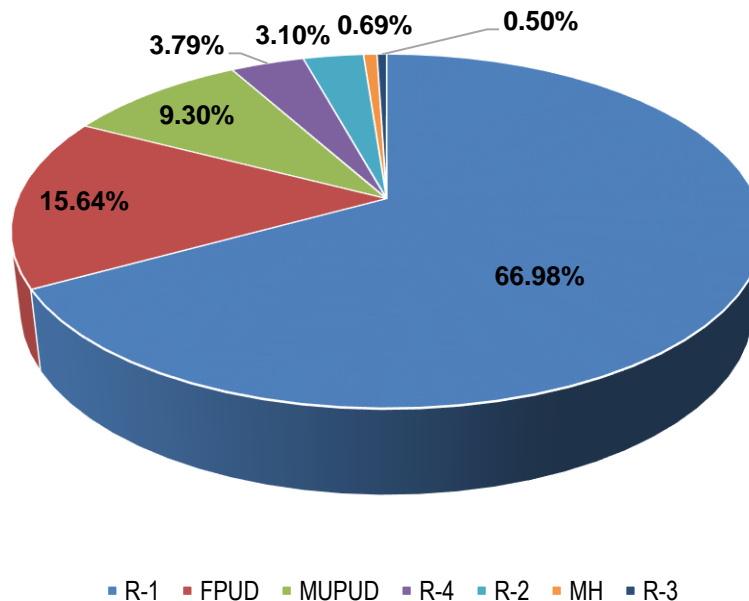
Current planning initiatives in the Township indicate the potential for a substantial increase in property zoned MUPUD. The former Diamond Shamrock area (Lakeview Bluffs) has re-development plans in action that encompass approximately 522 acres.

Combined, residential zoning classifications account for 62 percent, or 5,615 acres, of the zoned land in Painesville Township. Examining residential zones only, approximately 70 percent of parcels are zoned for single-family detached homes.⁴ The R-3, R-4, FPUD, MUPUD and MH multi-family zones account for the remaining 10 percent of residentially-zoned land.

³ A preplanned community within Painesville Township contains various housing types and other uses constructed to a predetermined and approved plan, and providing for the clustering of housing to preserve common open space for scenic beauty and/or recreation for the use of residents and owners in the Planned Unit Residential Development. (Source: Painesville Township Zoning Resolution, Section 32)

⁴ FPUD did, until April 16, 2016, allow for attached single family and multi-family dwelling units in condominium ownership. To date, some FPUD's in Painesville Township do include attached or multi-unit dwelling units in condominium ownership.

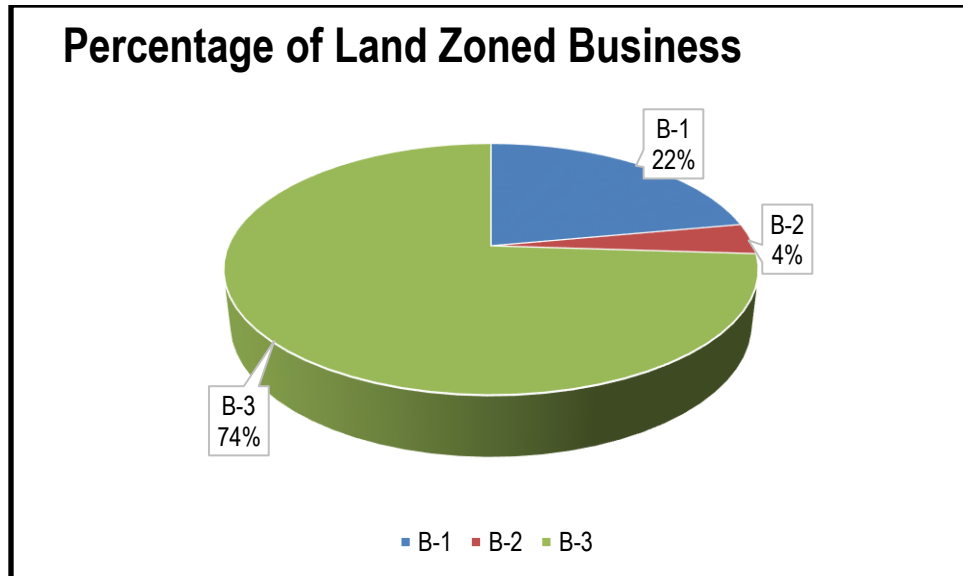
Percentage of Land Zoned Residential (Residentially Zoned Parcels: 5,614 acres)



It was noted in the 2007 Painesville Township Comprehensive Plan that the percentage of land zoned FPUD, at 5 percent in 2007, would likely increase substantially over the next ten years. It has increased to 16 percent, simultaneously resulting in a decrease of the amount of available land zoned R-1. Due to the attractiveness of this zone, the Township should examine the FPUD text to ensure the standards will foster appropriate developments according to the goals and objectives of the Plan.

Business / Commercial Zones

Commercial and Business zones in Painesville Township are divided into 3 categories, including: B-1 (Gateway Business), B-2 (General Retail) and B-3 (Commercial). Regarding permitted uses, the B-1 zone is the most restrictive zone and the B-3 zone encompasses all the permitted uses in the B-1 and B-2.



These zones comprise approximately 418 acres of land, of which nearly $\frac{3}{4}$ of the total is zoned B-3. Two primary business/commercial corridors exist in the Township: Mentor Avenue (U.S. Route 20) from Painesville City line to Mentor City line and North Ridge Road (U.S. Route 20) from Painesville City line to Perry Township (zoned B-3 at varying depths from the right-of-way line).

The commercial landscapes along these corridors exhibit the traditional strip mall development patterns: large front setbacks, excessive and fragmented parking areas, numerous ingress/egress points and various types of signage.



The B-2 zoning district, originally conceived as a neighborhood retail district, to date includes only a handful of individual parcels with the highest concentration in the immediate vicinity of the Madison Ave. – Park Rd. intersection.

The B-1 zoning district lies entirely along the Mentor Ave. corridor between the Mentor City line and Doan Ave.

Table 5.3 Business/Commercial Zone(s) Lot Specifications			
	B-1	B-2	B-3
Lot Area	-	-	-
Frontage	60'	60'	60'
Front Setback	50' R-O-W	50' R-O-W	50' R-O-W
Rear Setback	25' *	25' *	25' *
Side Yard	40' **	40' **	40' **
Height	35' ***	35' ***	35' ***

Notes:

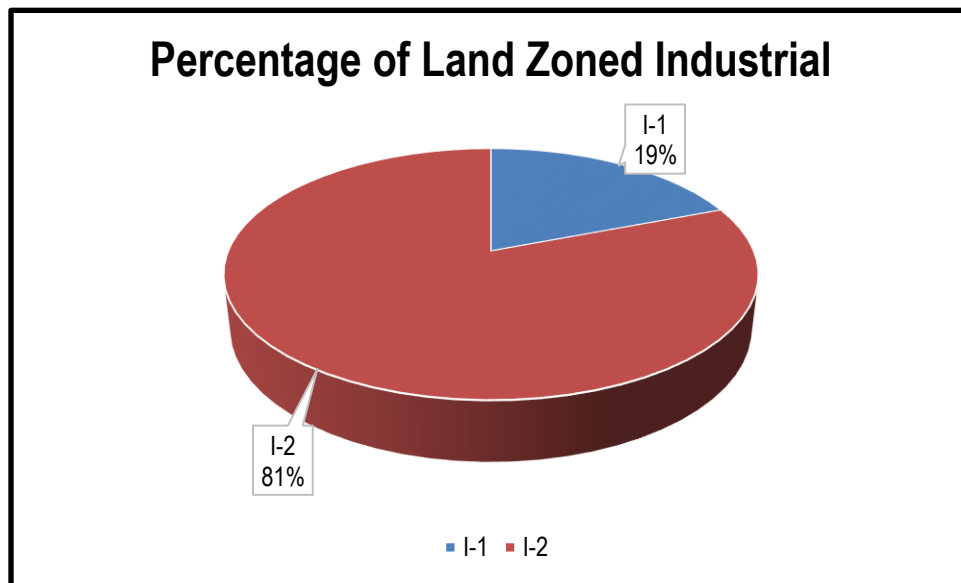
(*) Minimum rear line clearance adjacent to land zone a non-residential classification is 25 feet. The rear line setback increases to 50 feet when adjacent to a residential classification.

(**) The sideline clearance is a total of 40 feet for both sides with a minimum of 10 feet on one side (10 feet one side, 30 feet on the other side). Minimum sideline clearance adjacent to land zone a non-residential classification is 40 feet. The sideline setback increases to 50 feet when adjacent to a residential classification.

(***)Does not apply to items such as church spires and radio towers (see sections 22.07, 23.08 and 24.08).

Industrial Zones

Painesville Township has approximately 2,839 acres zoned for industrial/manufacturing uses (31.3% of total acreage in Township). Eighty-one percent of the acreage is zoned I-2, Heavy Industrial.⁵ The bulk of this property is north of State Route 2. Since the termination of the Diamond Shamrock operation in the mid-1970s the majority of this property has remained vacant due to environment constraints. Environmental remediation is currently underway to allow for future mixed-used development. It has been rezoned to MUPUD. The remaining portion of I-2 land is located at the SE corner of the State Route 2 and 44 interchange. Industrial development continues to expand in areas where it is currently located in the Township.



⁵ It is estimated that approximately 70% of the I-2 land is vacant.

The I-1 District, Light Industry and manufacturing land is primarily located in 3 areas: Casement/North Ridge Road, Blackbrook Road/Lakeshore Road, and Bank Street. (State Route 86).

The combination of a high amount of vacant I-2 land with an economy shifting from heavy, environmentally intrusive business toward less intensive manufacturing and information and medical technologies indicates an over-abundance of I-2 property. Furthermore, large-scale industrial operations (similar to Diamond Shamrock) are less dependent on waterfront locations than previous decades. It is advisable to re-examine the current zoning pattern/distribution of industrially zoned parcels.⁶

Zoning Patterns and the Tax Base

Leapfrog development, where vast tracts of vacant land separate residential districts, burden residential taxpayers because of the high cost of building roads, water and sewer lines and other infrastructure through undeveloped areas where fewer people live.

According to cost of service studies conducted by municipalities throughout the United States, the cost of providing services for residential uses is greater than the property tax revenue they generate. Commercial and industrial uses pay more in taxes than the cost of services they use, essentially subsidizing residential uses and decreasing their tax burden.

In 2008, the American Farmland Trust conducted a study to determine the cost of community services in Madison Township and Madison Village (Table 5.4). These studies allow township trustees, village administrators, and county commissioners to evaluate how their revenues compare with their expenditures.

The outcome is a ratio of the amount of funds needed to provide public services (fire, police, education, community centers, and so on) for every dollar collected in taxes. The results of these studies support the claims presented by Smart Growth advocates, Farmland Preservation Taskforces, and local citizens. Conventional suburban residential development requires higher financial resources in the long term to provide public services.

Table 5.4
Cost of Service Studies in Madison Township and Madison Village

Community	Residential	Commercial and industrial	Agriculture
Madison Township	1.24	.33	.30
Madison Village	1.16	.32	.37
<i>(American Farmland Trust, 2008)</i>			

For every dollar in property taxes paid by residential property owners in Madison Village, \$1.16 in services are used. Services to residences are subsidized by commercial and

⁶ To date, two large-scale residential developments are in the preliminary planning stages on property currently zoned I-1 or I-2. Future rezoning request will lead a substantial decrease in industrial zoned property.

industrial property owners, as for every dollar they pay in property taxes, they use 32 cents in services.

With the amount of residential growth Painesville Township has experienced, it may be beneficial for the Township to conduct a similar cost of service study.

5.4 Subdivision Regulations

While zoning is adopted, implemented and enforced by the Township, subdivision authority is the responsibility of the Lake County Planning Commission, under Ohio Revised Code §7110.10. The Lake County Subdivision Regulations were first adopted in 1952 and were greatly revised in 2003. In addition to local zoning requirements, the County and appropriate agencies ensure proper arrangement of streets and layout of lots, provide adequate and convenient open spaces, utilities, public facilities, positive drainage and access for service and emergency vehicles.

The Ohio Revised Code divides subdivisions into two categories, major subdivisions and minor subdivisions:

Major subdivision: *The improvement of one or more parcels of land for residential, commercial, or industrial structures or groups of structures involving the division or allocation of land for the opening, widening, or extension of any street or streets except private streets serving industrial structures; the division or allocation of land as open spaces for common use by owners, occupants, or lease holders, or as easements for the extension and maintenance of public sewer, water, storm drainage or other public facilities*

Minor subdivision: *Notwithstanding the provisions of Sections 711.001 to 711.13, inclusive, of the Ohio Revised Code, a proposed division of a parcel of land along an existing public street or road, not involving the opening, widening, or extension of any street or road, and involving not more than five (5) lots after the original tract has been completely subdivided, and submitted to the Planning Commission for approval without plat in accordance with these regulations.*

In 2003, the Lake County Planning Commission adopted conservation subdivision regulations to provide flexibility in design and promote the conservation of environmentally significant areas. Townships in the county, including Painesville, have the opportunity to work with the County to develop a zoning ordinance that will fit within the established framework. The existing FPUD text could be modified to incorporate additional conservation techniques.

5.5 Residential Spatial Distribution

Residential land uses comprise 29 percent of the land area (2,645 acres) in Painesville Township, which is an increase of 5 percent since the 1996 Plan. This growth has primarily occurred in the eastern half of the Township from major subdivisions.

A small amount of infill development has occurred in the northwestern section utilizing the lot split procedure. Construction continues on the few remaining residential lots in the urbanized southwestern portion.

Painesville Township has created 770 buildable lots since 1997, an average of 38 new building lots per year; excluding condominiums. While the twenty year average has been respectable, there was a marked decrease between the first and second ten year periods. The Township has averaged 68 new lots per year between 1997 and 2006 but has seen an average of only 9 new lots per year between 2007 and 2016. (Table 5.5)

Table 5.5 Subdivision of Land in Painesville Township			
Year	Sublots	Lot Splits	Total Lots
1997-2001	291	64	355
2002-2006	268	56	324
2007-2011	28	26	54
2012-2016	30	7	37
Total	617	153	770
Year	Ave. Sublots	Ave. Lot Splits	Ave. Total Lots
1997-2001	58	13	71
2002-2006	54	11	65
2007-2011	6	5	11
2012-2016	6	1	7
Average	30.85	7.65	38.5
Source: Lake County Planning & Community Development (2016)			

While developments containing detached single-family units may appear to be the most common element of the residential built-environment, condominiums have maintained an impressive building rate since the 1970s. The proximity to Mentor and the availability of sewer and water made the Mentor Avenue corridor an attractive target for multi-family housing. The first phase of Cambridge was completed in November 1971. As Mentor Avenue became built-out, and sewer and water expanded in the NE quadrant, attached and detached condominiums became commonplace along the Bacon Road corridor

According to Lake County records, there have been over 1,100 condominium units developed since 1970. Due to the economy of the 1980s, demand and construction was not as heavy; indicated by the decrease in units (Table 5.6). The construction boom of the 1990's and the increasing number of baby-boomers and empty-nesters will continue to supply a sizeable market for the maintenance free lifestyle provided by condominium ownership. This development style is occurring in the other Lake County Township's as well.

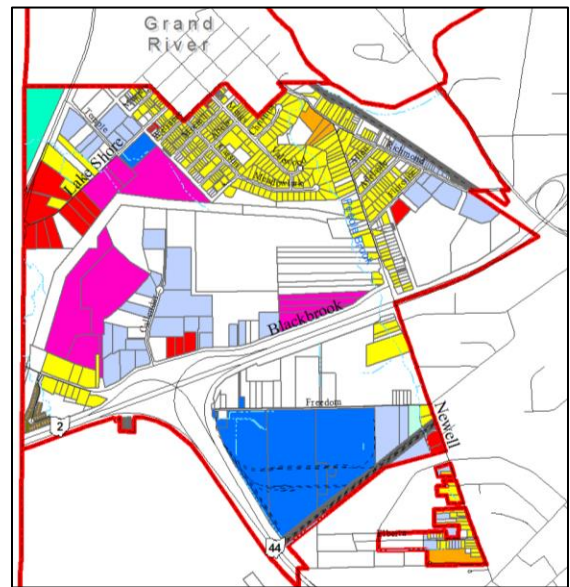
Table 5.6 New Housing Units in Painesville Township	
Year	# of Units
1970-79	380
1980-89	191
1990-99	275
2000-2009	257
2010-present	120
Total	1,223
Source: Lake County Planning & Community Development (2016)	

Northwest Residential Spatial Distribution

Note: One the following inset maps, single family residential is designated in **yellow** multi-family uses are shown in **orange**.

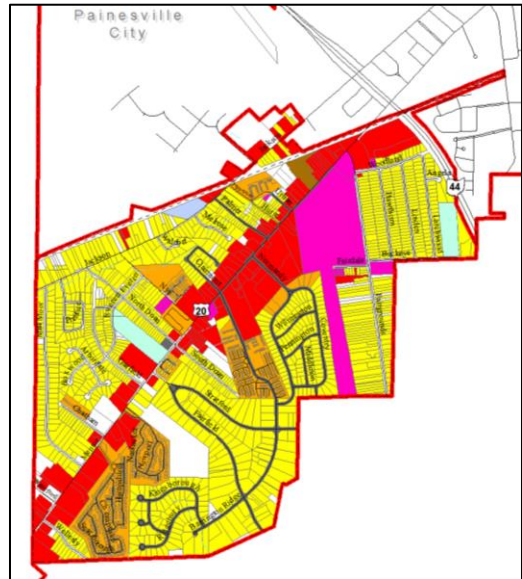
Single family houses dominant this quadrant of the Township. The neighborhoods are characterized by a traditional grid-like street network and diverse mix of housing (size, type, age and price). Prospective first time homebuyers and those looking to up-size could easily find housing in this established neighborhood.

Through lot consolidations and road improvements, infill development has been common place along Grand Haven Court and Morrell Ave. Newer subdivisions, Tiber Creek and Misty Meadows, have been developed in this are as well. Traditional strip development is evident along Newell Street and Richmond Road. Richlawn Acres, Andover Court Apartments (Newell Avenue) and Fiddlers Creek (Blackbrook Road) are the three multi-family developments.



Southwest Residential Spatial Distribution

Similar to the Northwest area of the Township, this quadrant is characterized by single family homes on collector roads and minor streets that connect Mentor Ave. (US Route 20), Jackson Street and Johnnycake Ridge (State Route 84). Condominium and apartments comprise a large segment of the landscape. From a residential standpoint, this densely populated area is essentially built-out with a few remaining lots scattered throughout.

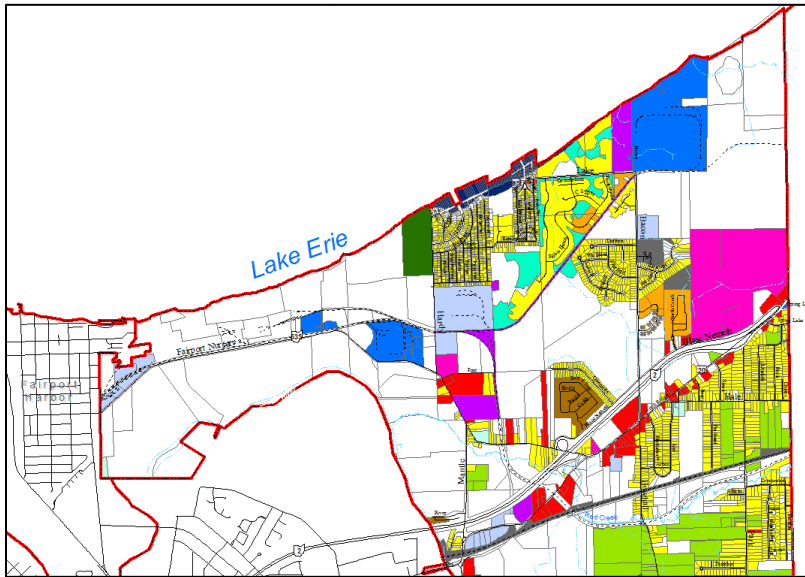


Early single family developments (also known as allotments) include Garfield Drive (1930), Urbanhurst (1925), and Doan Ave. (1925). Platted subdivisions included Cherry Farm (1924), Coleridge (1952), Waldorf (1956), Melrose Drive (1957) and Mill Morr (1962). The proximity to Painesville City, a major employment center until the 1970s and the atmosphere accompanied by township life made these areas attractive places to live. These subdivisions did not reach capacity until the 1970s. More recent subdivisions include Kingsborough (1984) and Briarwood (1997).

Minor subdivisions (lot splits) are not as prevalent in Painesville Township when compared to the other four Lake County Townships. This is extremely true in this quadrant. The lack of available road frontage and land requires developers to install the necessary improvements (roads) to accommodate the zoning and subdivision ordinances.

Excluding the County Fairgrounds, one large vacant parcel exists. Located on Mentor Avenue, this parcel is surrounded by multi-family to the west and single family homes to the east and south. The Estates at Kallay Farms, a single-family FPUD development is proposed for this site.

Northeast Residential Spatial Distribution



Residents of this quadrant have become accustomed to construction activities in the last 5 years. New Single-family and multi-family dwelling units are currently under construction along the Bacon Road and Lake Road corridors. Infill development in the Painesville-on-the-Lake and Sunset Point neighborhoods is also increasing. Mobile homes are also prevalent in this area.

Over 400 single family lots have been developed in the Lake Erie Shores subdivision since 2001. An additional 100 single-family lots are in the planning and engineering phases. At build-out, this subdivision will have approximately 586 dwelling units.

Lake Terrace Estates, a smaller residential subdivision on Kenilworth Avenue, will total 52 lots once the subdivision is built out.

Marsh Landings, North Creek Villas and Tiberon Condominiums are the major multi-family developments in this quadrant. Buildings contain between 2-8 dwellings units. An additional 100 condominiums will be constructed at the southwest intersection of the Lake Road/Bacon Road.

Duplexes and mobile homes are two final types of residential units in this area. Duplexes were developed along Greenside Drive and portions of Kirtstone Terrace, utilizing the R-3 zoning designation. These areas, including the Golfway Homes mobile home subdivision, are completely built-out.

The southeastern portion of this quadrant (Hale Road corridor) is essentially built-out. Early subdivisions in this area include Fruitland Acres, Lyndale and Spring Lakes. Lot splits are evident along Hale Road, Bowhall Road and Park Road.

Significant tracts of vacant land exist in this quadrant, most notably being the former Diamond Shamrock facility. Preliminary development agendas have been discussed for this site, which is currently zoned for MUPUD. Development of the site has remained stagnant since the subprime mortgage crisis of 2007.

Incorporating Smart Growth and New Urbanism principles into this site should be considered. New urbanism is an urban design movement that started in the late 1980s and early 1990s. New urbanism aims to reform all aspects of real estate development by introducing elements of the urban built environment. Such elements include mixed use,

traditional architecture, increased residential density, pedestrian-oriented development, streets laid out as a grid and multi-modal transportation. New Urbanism has the ultimate goal of curbing urban sprawl and creating communities that foster a greater sense of community than what is typically found in post World-War II suburbia.

New Urbanism or traditional neighborhood developments are increasingly common nationwide, but are still rare in the Cleveland metropolitan area. The Liberty Greens development in south Painesville, with over 300 residential units, incorporates many New Urbanism principles, including a traditional street grid, mixed uses through live-work residences, granny flats, and architecture reminiscent of pre-World War II era villages and urban areas. Older zoning regulations may have standards that prevent the creation of New Urbanism development.



New Urbanism development is ideal for areas near established village and hamlet centers, where such projects can reinforce and preserve the character of the area in the face of development. New Urbanism principles can also be used for infill development to preserve the character and fabric of established neighborhoods.

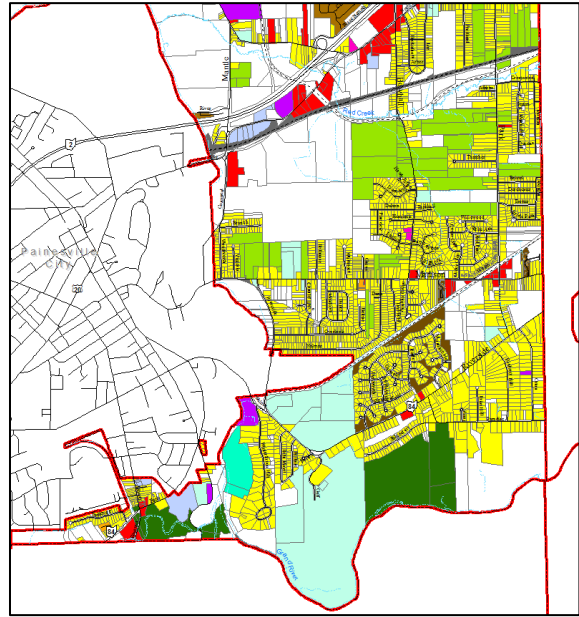
The MUPUD zone would permit the developer and Township to mutually develop a master plan that will create an attractive and marketable community and destination in Painesville Township. The amenities at this site, including Lake Erie and the Grand River, must be at the center of all design and planning strategies. Lake and river views, multi-purpose trails and public beach access are also encouraged at this unique site.

Southeast Residential Spatial Distribution

Residents who refer to the semi-rural atmosphere of the Township, most likely live in this quadrant. Significant tracts of vacant land and agricultural production are intermeshed with the single-family homes.

The landscape of this exhibits all the characteristics of an exurb as described in the *Introducing Painesville* section of this plan. Tom Daniels' *When City and Country Collide* defines an exurb as a place having the following characteristics:

- Located 10 to 50 miles (16 to 80 kilometers) from urban centers of approximately 500,000 people or five to 30 miles (8 to 50 kilometers) from a city of at least 50,000 people.
- Commute time is at least 25 minutes each way to work.
- Communities have a mix of long-term and newer residents.
- Agriculture and forestry are active, but declining industries in the community.



While the natural environment and community atmosphere continues to yield a somewhat rural lifestyle, if unchecked, exurban growth can create deep inequities by chipping away at the urban region's tax base while the booming areas struggle to pay for costly infrastructure like sewers and roads. "It takes a lot of people realizing that maybe they should work together on things," said Myron Orfield, a Minnesota state legislator and expert on urban and regional planning issues. "Without formal planning, they'll get a lot of traffic and a lot of failing septic tanks. After a while it will be a lot different place than people thought they were moving to."

Residential development activity is evident as early as 1925 in Nelsons subdivision, Westlake's Nelmar Drive Subdivision (1958), Imperial Woods (1962) and Country Lane Estates (1965). More recent developments, characterized by the curvi-linear street patterns, uniform lots, and cul-de-sacs, include Heatherstone Village, Bannerstone, Eastern Woodlands and Bellmore Street.

To date, the Maplebrook Condominiums (Madison Avenue) is the only multi-family development in this quadrant. There are two other condominium developments that offer duplex and triplex condominium options. That is Tanners Farm and Cedar Glen. That said, the extension of sewer lines to large areas of vacant property will ultimately yield higher density condominium developments, further decreasing the semi-rural atmosphere of the area.

5.6 Commercial Areas and Uses

The commercial landscape of Painesville Township is essentially limited to the Route 20 corridor. Smaller commercial nodes exist along Madison Avenue, Bank Street (State Route 84) and Lakeshore Boulevard, but represent a small fraction of the 346 acres designated as commercial in the 2015 land use inventory.

Mentor Avenue is the primary commercial center for Painesville Township. Uses along this corridor range from used auto dealers to a new strip commercial center anchored by a large-scale grocer. A road paving and streetscape plan was completed to address various access management issues, but future commercial uses should be encouraged to use shared drives or develop access to secondary roadways.

North Ridge Road is a secondary commercial corridor in eastern portion of the Township. Although older and more fragmented, this area also represents a strip pattern with vacant, warehouse and residential property scattered throughout. Similar to the Mentor Avenue corridor, access management is minimal, creating a high number of ingress/egress points along the highly traveled Route 20. This corridor could be classified as a mechanical commercial strip- an area characterized by used car and truck dealers, auto mechanics, body shops, gas stations, heavy equipment and bobcat rental, and auto parts sales. Once in place, this land use pattern is hard to replace.

The Bacon Road/North Ridge Road. intersection is the primary commercial node along the corridor; a strip mall, formally anchored by a large-scale grocery is on the northwest corner, but has a high vacancy rate. A smaller retail strip center is on the northeast corner. The massive residential development occurring north of this area will eventually provide a significant customer base for existing and potential businesses in this area.

The remaining commercial land area is haphazardly located throughout Painesville Township. The Madison Avenue corridor has small scale professional offices, a convenience store with a gas station, dollar store, self-storage and warehousing.

In the northwest quadrant, scattered commercial uses are located on Lakeshore Boulevard and Blackbrook Road. Blackbrook Road will continue to be an attractive area for commercial and small-scale manufacturing operations since businesses have convenient access to I-90 and State Routes 2 and 44.

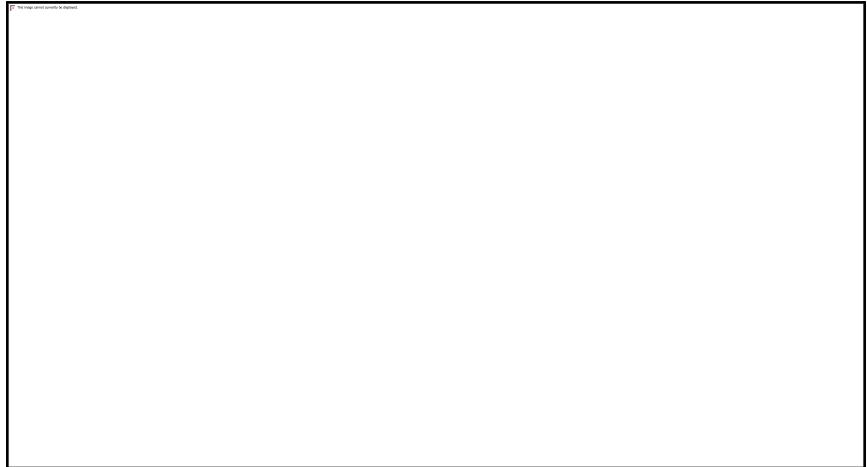
According to the Northeast Ohio Regional Retail Analysis:

- The greater Cleveland Metropolitan area has 27,000 stores and 135 million square feet of floor space.
- There are 37 square feet per capita of convenience and shopping.

In Painesville Township, there is approximately 1 million square feet of retail floor area. This equates to over 60 square feet per capita of convenience and shopping.

5.7 Industrial Areas and Uses

The 2015 land use survey indicated approximately 635 acres of industrial uses. Pockets of heavy industry continue to exist in the northern and western portions of the Township, but the heavy “smoke-stack” industry that once dominated Fairport-Nursery Road is essentially absent from the landscape.



The economy has shifted to light industrial, manufacturing, assembly and information technology which are uses that do not require lakefront locations similar to the Diamond Alkali Co.

The heavy industrial uses still in operation exist in 3 areas:

- **Northeast:** The closure and eventual demolishing of the Diamond Alkali operation has significantly changed the land use appearance of this area. Approximately 4 large operations exist in this area, but recent development has shifted toward residential uses. The Township must ensure measures are taken to provide a working environment for the existing industrial uses with residential uses quickly approaching.
- **Grand River corridor:** Painesville Grand River Dock Co., ISG and New Morton have significant operations (sand, gravel, salt) along the west bank of the river.
- **Freedom Road.:** Lubrizol Corp. operates a facility at this site.



Light industrial and manufacturing operations are located throughout the Township, but the Blackbrook Road and Callendar Boulevard corridors are prime examples of small-scale manufacturing or industrial regions with small to medium size operations. Often less intrusive and more environmentally appealing, these uses are replacing the major industrial plant of the twentieth century.

The industrial park subdivision model will be the future of industrial development patterns. Due to the decrease in the need for heavy industry and current rezoning pattern in the township (Heavy Industry to Residential), the Township should realize the importance of maintaining, if not increasing, the available space for new light industrial/manufacturing and commercial uses.

Cost of community services studies conducted throughout Ohio (including Madison), indicate the financial importance of attracting and maintaining a substantial industrial/manufacturing sector while experiencing a residential development boom. For every dollar in property taxes paid by residential property owners in Madison Village, \$1.16 in services are used. Services to residences are subsidized by commercial and industrial property owners; for every dollar they pay in property taxes, they use 32 cents in services. See table 5.4 for the results of the study conducted for Madison Village and Madison Township.

5.8 Agricultural Areas and Uses

The agricultural landscape of Painesville Township is limited to eastern portion; primarily interior acreages along Madison Ave., Bowhall Rd. and Park Rd. The 2015 land use survey yielded 358 acres. The amount of land that is being used for agricultural purposes is not expected to increase. Since 1999, actively farmed land in Lake County has been decreasing by about 1,000 acres a year.

The nursery industry remains the anchor of Painesville Township and Lake County agriculture. The 1998 Census of Horticultural Specialties counted 68 horticultural operations in the county, generating \$59,153,000 in total sales, and \$54,656,000 in wholesale sales. The Nursery Growers of Lake County have tallied over 100 nurseries in Lake County, generating an estimated \$90,000,000 in annual wholesale sales. In 1983, 2,816 acres in Lake County were used for horticultural operations. In 1999, 5,000 acres of CAUV land was used for horticultural operations.

Lake County's first nursery was established in 1854 by Jesse Storrs, on an 80 acre (32 hectare) site in Painesville Township. The nursery, growing fruit trees, ornamental shrubs, evergreens, roses and perennials, eventually grew to become the largest departmental nursery in the United States, cultivating an expanse of 1,500 acres (600 hectares, or more than two square miles). The nursery included 45 greenhouses, enclosing 170,000 square feet (16,000 square meters), and storage buildings covering 160,000 square feet (15,000 square meters).

In Painesville Township, there are approximately 6-8 retail or wholesale nursery operations. Suburbanization is the biggest threat to the remaining agricultural parcels in Painesville Township. These operations are quickly being surrounded by medium-density residential development. This trend will continue with the development of the Casement area. This 400-acre plot is planned to have 1,400 dwelling units by build-out.

Ohio has a Right to Farm Act that in most cases protects farmers from nuisance suits over externalities caused by normal farming operations; sound, smell, traffic, dust,

vibration, and chemical use. Right to Farm legislation does not protect those who operate negligently or illegally. In face of increased land value (taxes), infrastructure assessments, trespassing and traffic, the Right to Farm Act may not preserve the remaining farmland in Painesville Township.

5.9 Placemaking

What is “sense of place?” In simple terms, it’s the character and spirit of an area, and what makes it distinct from other communities.

To gain a “sense of place” is to experience a feeling that a community and its people are special and distinct from anywhere else. This includes:

- People: skills and knowledge, special interests, and stories.
- Environment: the natural and built landscape, flora and fauna, and biodiversity.
- Heritage and culture: local history, traditions, tales and folklore, community activities, and events and festivals.
- Local products: food, drink, arts and crafts, and businesses.

All of these also add to a feeling of belonging and a sense of pride in a community.

As part of the planning process, citizens were polled about the identity of the township, and whether it has a true center or focus. With discontinuous geography, few well-defined neighborhoods, the lack of a geographic center, nondistinctive development, and a future held at the whim of incorporated communities contained in its boundaries, there is a feeling that there is no “sense of place” or distinct identity for Painesville Township, at least according to results from the survey. There is little emotional attachment to the township; in the minds of many, it’s just a place to “cocoon” after work and school.

According to the survey, 80% of those polled with a clear opinion regarding the subject believe that Painesville Township does not have a clear identity and/or town center. Only about 20% of those polled with a clear opinion believe the Township indeed has a clear identity (Table 4.6).

Table 5.7
Sense of place
Does the township have a distinct identity? Does the township have a true community or town center?

<i>Gist of response</i>	#	%	% of (1) and (2)
(1) No identity, identity lost; no town center	122	48.0 %	80.3 %
(2) Distinct identity, identity not lost; distinct town center	30	11.8 %	19.7 %
(3) Ambivalent response	20	7.9%	n/a
(4) Unclear response or addressed different issue	82	32.2 %	n/a
Total	254	100 %	100 %

(1) Gave a response implying that identity is lost or nonexistent; "Yes, there is no identity", "No, there is not an identity", and so on.

(2) Gave a response implying that the township has a clear identity; "Yes, there is an identity," "No, identity has not been lost", and so on.

(3) Gave a response that is ambivalent or neutral; "No, there is no identity, but it doesn't matter", "there is some identity, but not much", "I don't care," and so on.

(4) Gave a response that could not be interpreted, or which addressed a completely different issue; "The township should be merged with the city", "A community are its people," "We don't want to be like Mentor", and so on.

(Lake County Planning Commission, 2007)

When unifying elements for the township were cited, they were never in terms of the built or physical environment – architecture, topography, vegetation or a focus around a center or neighborhood core – nor based on culture or anything else unique to the township. Instead, it was government agencies and services, usually the fire department, school district or road maintenance.

How can a sense of place be created and celebrated? Special features of a community help add to a sense of place, but what are they for Painesville Township?

Painesville Township can work to create something that is lacking in other suburban communities; a "social condenser" where citizens of a community or neighborhood develop friendships, discuss issues, and interact with others. With work being a "first place" and home a "second place," some call these gathering spots and social condensers "third places" (Ray Oldenburg, "The Great Good Place", 1989). A third place can make the citizen feel at home, nourish relationships and a diversity of human contact, invoke a sense of civic pride, promote companionship, they allow people to relax and unwind after a long day at work, encourage sociability instead of isolation, and enrich public life and democracy. They also help create a sense of place and community.

There are some essential ingredients to creating a well-functioning third place. They must be free or inexpensive to enter. They must be highly accessible to neighborhoods so that people find it easy to make the place a regular part of their routine -- in other words, a lot of people should be able to comfortably walk to the place from their home. They should be a place where a number of people regularly go on a daily basis. It should be a place where a person

feels welcome and comfortable, and where they can easily meet and interact with others. Creating a true town center – not just a shopping center or community recreation center – but instead a pedestrian-oriented area where residents are encouraged to visit and linger, even if they don’t have to go grocery shopping or run errands, can foster a third place, and play a role in establishing the community’s overall sense of place.

Another way to create a sense of place is to ensure Painesville Township is visually distinct from the communities that it borders and surrounds. This can be accomplished through unique landscape treatment at Township entry points, zoning regulations that require the use of certain signature design elements on all buildings and signs, and landscaping commercial areas and major intersections. Small elements, insignificant on their own but with a large impact when used collectively– what author David Sucher calls “city comforts” – can also be used to create and reinforce a distinct sense of place.

5.9 Goals & Objectives

- | | |
|-------------|---|
| LU-1 | Painesville Township will use up-to-date, effective land use planning tools. |
| LU-1-01 | Review the Comprehensive Plan and Zoning Resolution annually to ensure that current and emerging land use trends are incorporated. |
| LU-1-02 | The Painesville Township Zoning Commission, Trustees, and Board of Zoning Appeals should consider attending zoning courses to stay updated on current and emerging land use trends and zoning techniques. |
|
 | |
| LU-2 | All development will be high-quality and help foster a sense of community. |
| LU-2-01 | Require residential development to be designed to allow convenient pedestrian and vehicle access within the development, and provide for convenient connections between developments when warranted. Interconnectivity between proposed and existing subdivisions should discourage large-scale through traffic, but must consider utility service, traffic flow and access for police, fire and EMS. |
| LU-2-02 | Ensure that zoning requirements do not prevent the redevelopment of older cottage communities or other areas where lot sizes are smaller than permitted by current zoning. |
| LU-2-03 | Enforce zoning requirements on home occupations that are disruptive to neighbors, including but not limited to: retail uses, construction vehicle and |

heavy equipment storage, vehicle repair and body work, and contractor yards.

- LU-2-04 Encourage the consolidation of deep but narrow lots, to create sites suitable for residential development.
- LU-2-05 Create a larger-lot residential zone or Planned Unit Development (PUD) zone along the State designated Wild and Scenic Grand River corridor in the southeast portion of the Township to maintain the low density settlement pattern currently in place.
- LU-2-06 Review non-conforming uses and lots and determine if the current zoning is the most productive and best use of the land.
- LU-2-07 Review the current zoning classifications on vacant parcels to determine if the current zoning will provide for the most productive and best use of the land or if a different zoning classification would achieve better results.
- LU-3 Commercial and retail districts will be attractive, inviting, convenient, and provide smaller-scale uses.**
- LU-3-01 Strategically determine which areas of the community will benefit the most from sit-down restaurants and work to modify the zoning resolution to accommodate such establishments.
- LU-3-02 Encourage zoning amendments that will promote small local businesses or home occupations that have outgrown the home to move into existing and vacant buildings.
- LU-3-03 Prevent the incremental expansion of existing strip commercial development. Rezone contiguous blocks of commercially-zoned properties that are not occupied by commercial uses for non-commercial uses. Discourage rezoning of properties on the edges of existing strips for commercial use.
- LU-3-04 Prevent the creation of strip commercial areas along Fairport Nursery Road. Commercial development in this area should take the form of a traditional town or neighborhood center with smaller traditional commercial nodes or clusters placed at intersections with collector roads.
- LU-3-05 Implement strict sign design requirements in the zoning resolution. Prohibit the use of animated, oversize, high-rise signs, billboards and other off-premises signs. Require that all freestanding signs take the form of a monument sign. Monument signs will be subject to incorporate

additional landscaping requirements that promote a cohesive landscape design throughout the Township. Establish an amortization timeframe of two to three years for removal and replacement of nonconforming signs.

LU-3-06 Revise parking requirements to prevent creating of parking areas that will be unused, and permit redevelopment and retrofitting of surplus parking areas in older shopping centers. Reduce parking requirements for commercial uses on existing smaller parcels, and provide for a minimum building envelope that will make developing a small property economically feasible.

LU-3-07 Continue to implement the Mentor Avenue streetscape program.

LU-3-08 Identify and develop a location or locations that a gathering place(s) can be created that would allow for the exchange of ideas, the discussion of issues and give the community a sense of pride. This location(s) should be unique based on environmental, heritage, cultural, civic and/or commercial conditions.

LU-4 Painesville Township will provide an area to be inviting for offices and research and development uses.

LU-4-01 Strategically determine the best locations for offices and research and development facilities within the Township and propose zoning for such development.

LU-5 Existing agriculture uses will be utilized in creating new agri-businesses or agri-tourism uses.

LU-5-01 Revise the zoning resolution to distinguish between different types of agricultural use. Create definitions for agricultural business and non-agricultural commercial uses.

LU-5-02 Develop signage and parking regulations for each type of agricultural use.

LU-5-03 Establish an agritourism overlay district.

LU-6 Industrial areas must be located and sited in a manner that protects the character and tranquility of rural residential and agricultural areas, and does not limit the potential for redevelopment of waterfront, riverfront and scenic property.

- LU-6-01 Review and study the I-2-Heavy Industry and I-1-Light Industry zoning designations for all lakefront and riverfront property east of the Grand River. Rezone appropriate lakefront and riverfront lots from industrial to REC-1 for holding purposes in order to redevelop these areas and reduce the risk of reoccupation by industrial uses.
- LU-6-02 Rezone industrial zoned land along North Ridge Road (US 20) for commercial or planned office development.
- LU-6-03 Implement architectural design requirements for industrial uses in the zoning resolution, which would be administered by the zoning administrator, Zoning Commission and Township Trustees during the development review process.
- LU-6-04 Strengthen site planning, landscaping, access management, buffering and lighting requirements for industrial development.
- LU-6-05 Require industrial uses to be situated where negative impacts, such as traffic, noise, glare and pollution, will not harm nearby residential or commercial uses, or infrastructure intended to serve non-industrial uses.
-
- LU-7 The Township will study its currently vacant property for the establishment of recreational parks and facilities.**
- LU-7-01 Determine parcels of land owned by the Township which may be suitable for the establishment public parks or facilities.
-
- LU-8 The Township will work toward creating a cohesive, high-quality built environment for its commercial corridor(s).**
- LU-8-01 Develop Design Standards that will serve to unify the commercial corridors within Painesville Township and conduct analysis to determine where Design Standards should be applied.
- LU-8-02 Upon determining areas where Design Standards should be applied, institute Overlay District(s) where Design Standards shall be adhered to in the Site Plan review process.

Painesville Township: Proposed Future Zoning (2016)

Zoning	
B-1	MUPUD
B-2	R-1
B-3	R-2
CS	R-3
FPUD	R-4
I-1	REC-1
I-2	REC-3
MH	Proposed Zoning Change

