

# **Auburn-Crile Rd. Business Corridor Study: 2006**

**Prepared for:**

**Concord Township**

**7229 Ravenna Rd.**

**Concord, Ohio 44077**







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## 1.1 Project Description

The Auburn Rd. and Crile Rd. corridor(s) are in the initial transition phases of becoming the economic development center for Concord Township. This plan will help shape the built environment of the corridors and the land uses that will eventually characterize the area.

**MISSION STATEMENT:** The study will identify potential future economic development opportunities in this corridor; and to ensure that services, zoning and infrastructure are properly matched to assure efficient, maximized development for the corridor in concert with the overall development agenda of Concord Township.

More specifically, the plan will assist to accomplish the following goals:

- Improve the overall appearance of the corridor(s), including architecture, access management, landscaping and signage so it presents a positive impression of the Township and offers a distinct sense of place unique to Concord Township.
- Eliminate the unplanned and inefficiently managed commercial growth patterns as evident in other areas of the County.
- Create zoning classification(s) that compliment current businesses while addressing the market demands anticipated with future businesses.
- Provide baseline data for the SR 44/Concord Township Areawide Transportation Study.

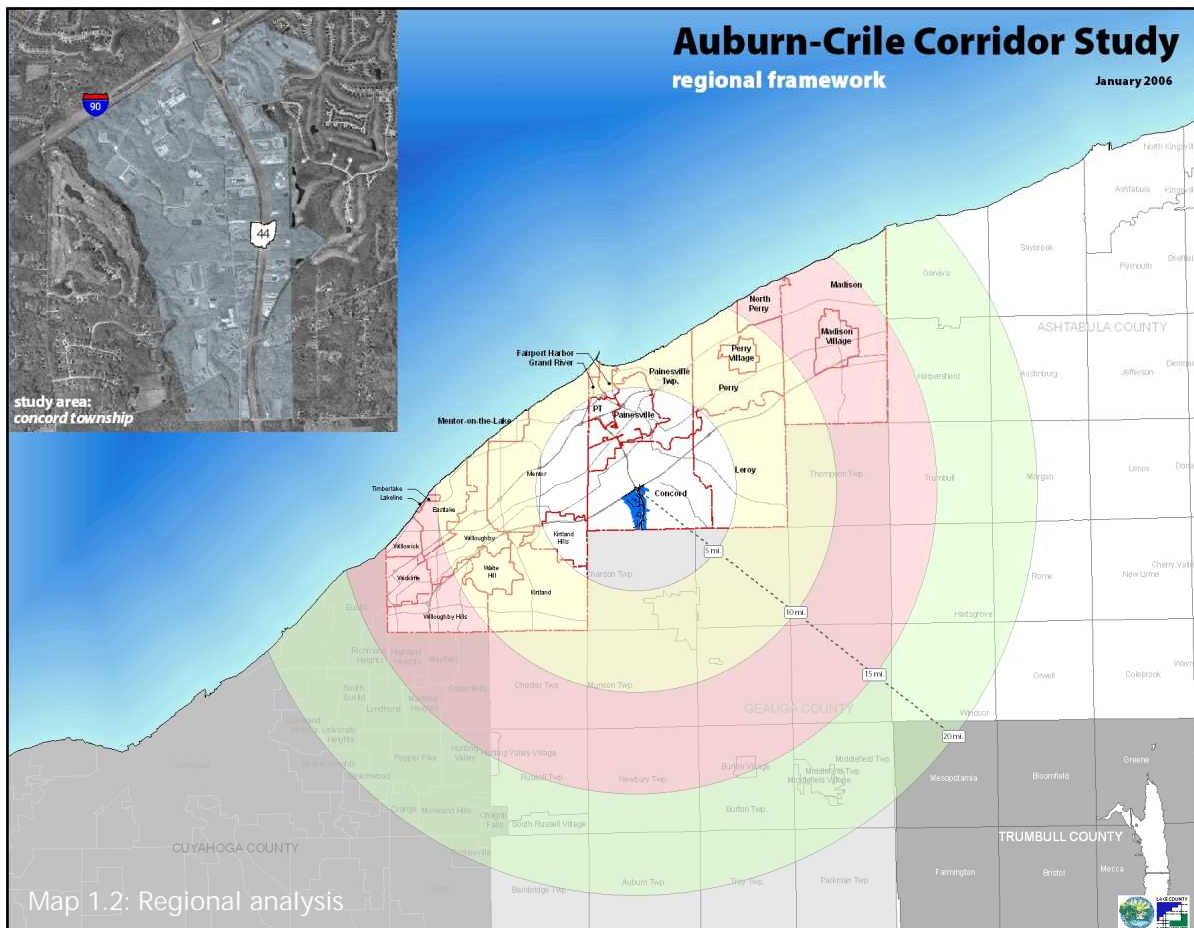


## 1.2 Planning area

The study area consists of approximately 950 acres (map 1.1). Land uses range from vacant to residential to light industrial. These uses are part of the seven zoning districts in the area (discussed in greater detail in element 6). Federal, state, county, township and private roads exist in the area, all of which have experienced increased traffic volume in the last 20 years.

The intersection of SR 44 and I-90 will allow this area to become the primary market place for the community. While residential population is minimal in the study area, the township as a whole has been and will continue to have above average residential growth rate. According to the US Census Bureau, from 2000-2004, Concord's population has grown approximately 6% to over 16,200 residents. *Local estimates indicate the actual population may be in excess of 18,000 people.* This growth will require additional opportunities for goods and services in the future.

Regionally, the study area is centrally located in Lake County and approximately 25 miles from the central business district of Cleveland (map 1.2). A 20-mile radius of the SR44 / I-90 interchange encompasses the densely populated I-271 business corridor to the southwest and the more rural areas of western Ashtabula County to the east.



### 1.3 Planning Process

The plan was developed through a cooperative effort between Concord Township, Lake County Planning Commission and the Local Advisory Committee (LAC). The LAC was comprised of local citizens, zoning officials, engineers, township leaders and economic development officials. This plan was completed in a 5-month time frame.

*Survey-analysis-plan.* This is the basic method used in the planning field. This plan expands on these three points while following the 9-step rational model:

1. Identify issues and options.
2. State goals and objectives; identify priorities.
3. Collect and interpret data.
4. Prepare plans.
5. Draft programs for plan implementation.
6. Evaluate potential impacts of plans and implementing programs, and modify the plans accordingly.
7. Review and adopt plans.
8. Review and adopt implementation programs.
9. Administer plan-implementing programs, monitor their impacts, and amend plans in response to feedback.

*"It's not the plan that's important, it's the planning."* Dr. Gramme Edwards

A very important part of the planning process is public participation; that those who live and work in the area have a role in charting its future. Publicly announced LAC meetings were facilitated by Planning Commission staff to solicit their thoughts about the current and future state of the corridors.

The Plan is a flexible planning tool that is not carved in stone. While the plan presents goals and policies to be pursued, future events, broad changes in community values, or the availability of financing could cause township leaders and residents to focus on other goals. However, it is good civic stewardship to ensure that revisions conform to the spirit of the plan and sound planning principles, and consider the best interest of the community as a whole. It is important to review plans on a regular basis, and keep them up to date.



## 2.1 History of planning area

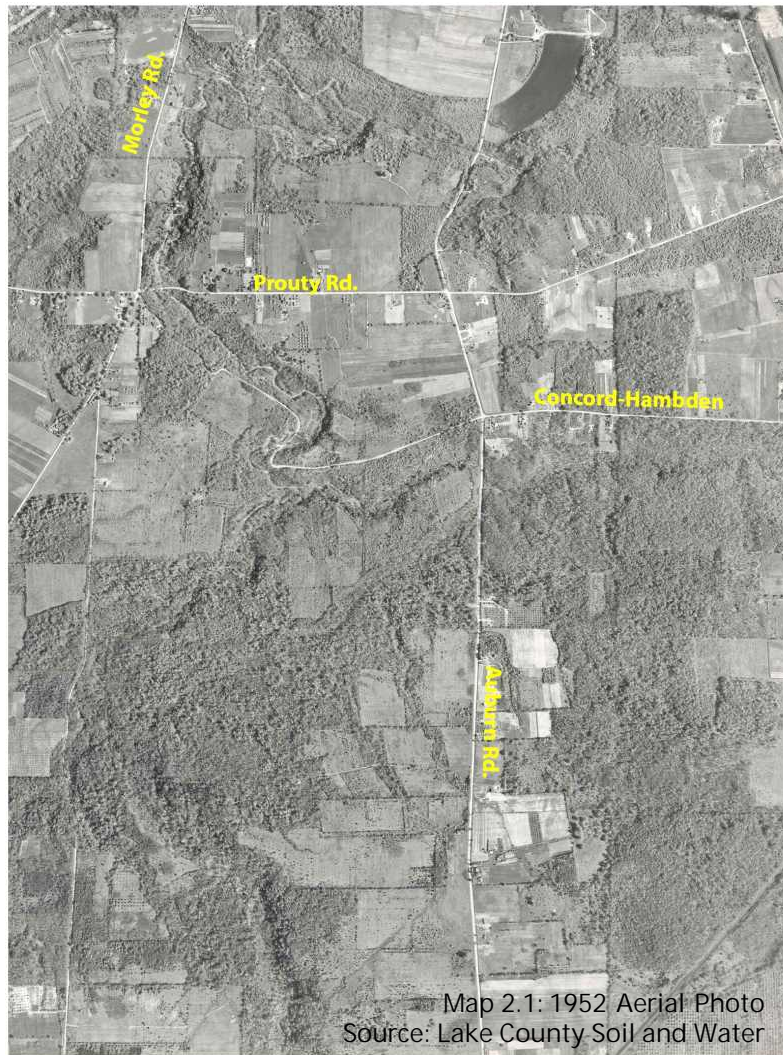
### Auburn Road

The Auburn Rd. configuration has remained relatively unchanged with two exceptions: the underpass to accommodate I-90 and the reconfiguration with the new SR 44 intersection in the early 1960s.

The 1952 photo displays an extremely rural area with low density and large tracts of forested and agricultural areas bisected by meandering streams. This pattern held constant until I-90 was constructed in the late 1950's as part of the National System of Interstate and Defense Highways.

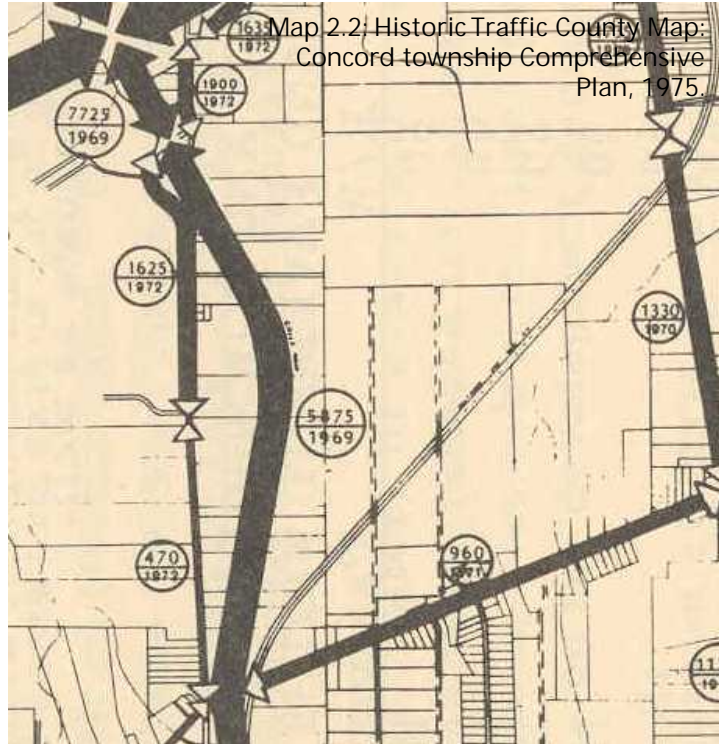
As highway construction was completed the land use distribution consisted of a mix of residential and vacant acreage. The first substantial indicator of commercial/office was constructed in the 1960's where the current day Ricerca facility and Quail Hollow resort is located. Commercial development began in the 1970's with the current BP gas station and the First Energy (CEI) facility.

Office and research facilities expanded in the 1980's with development of Normandy Parkway, followed by the Quail Highlands subdivision (Capital and Discovery) in 1992. The development of the Auburn Career Center (ACC) at the southern end of the Auburn Rd. corridor provided a clear indication of the shift of future land use distribution from predominately residential to business and community services.



Map 2.1: 1952 Aerial Photo  
Source: Lake County Soil and Water

Due in part to the ACC, increased traffic volume along Auburn Rd. continued to make the corridor attractive to businesses and less attractive for residential uses throughout the 1990's. Traffic volumes along Auburn Rd. south of the SR 44 interchange have increased from 1,624 vehicles/day in 1972 to 4,460 in 2005 (Lake County Engineer).



Entering the 21<sup>st</sup> century, Auburn Rd. was clearly in the middle of a change with non-residential "book-ends" at both ends of the corridor; a new hotel and office complex to the north and the ACC to the south. The interior of the corridor is marked with scattered single family residential, commercial, light industrial and vacant land uses (see element 6).

### Crile Road

Crile Rd. was constructed as a north-south marginal access corridor to the new SR 44 in the mid 1960's. SR 44 was constructed as a four lane limited access highway, thus Crile Rd. was necessary to provide access to properties once accessible via Auburn Rd.

Development along the road has worked from its northern and southern terminus, leaving the middle portion predominately vacant to date; primarily due to the lack of sanitary sewer. Land uses today range from a new retail center to lumber sales and light manufacturing.

With the exception of new turn lanes at the northern terminus, there have been no major reconfigurations to the road since initial construction, but the intersection with Auburn Rd. will be an important variable in the proposed SR 44/Concord Township Areawide Transportation Study. Average daily traffic volumes have doubled from 1,050 in 1995 to 2,300 in 2001. An up-to-date calculation would yield an even higher number due to the residential growth in Concord and the increased occupancy rate at the Grist Mill Village retail/commercial node.

## 2.2 Previous plans

A site-specific study has never been conducted for either roadway in this plan. Previous plans have been at the Township or County level, often with a more generalized format (Table 2.1).

Table 2.1 Previous planning efforts		
Year	Plan	Relevance to Auburn-Crile Plan
1960	Lake County Comprehensive Plan	1 <sup>st</sup> plan identifying the SR 44 and I-90 interchange as a major variable in the County's transportation system. Gave way to the land distribution scheme seen today. From the 1960 plan, "This state route is now an important north-south highway connecting the Painesville area with the central section of Geauga County and affording convenient traffic communication with the Akron and Canton regions."
1975	Concord Township Comprehensive Plan	1 <sup>st</sup> plan to provide evidence of traffic concerns. From the 1985 plan, "Points of congestion in the township are I-90 and SR 44 and Auburn Rd..."
1986	Concord Township Comprehensive Plan	1 <sup>st</sup> plan to directly call for improvements to the SR 44/Auburn/Crile intersection. Plan also calls for various land use zoning changes along both corridors (see "Concord Township Land Use Plan" map). Economic development is also mentioned, "Concord Township may strengthen its own image by developing a stable economic base in the middle of the township..."
1995	Concord Township Comprehensive Plan	Verifies previous plans' stance on traffic concerns in the corridor. The comprehensive plan map characterizes the two corridors with R&D, commercial and light industrial uses (see "Concord Township Comprehensive Plan" map).
2004	Concord Township Comprehensive Plan	A specific goal states, "Require traffic studies, utilize ODOT/County access management strategies, and developer funded mitigation strategies where new development is likely to have major traffic impacts. Economic development with the Auburn Rd. study area is specifically addressed by the following statement, "...unused land in the Township's RD-2 Zoning District—its primary industrial/office zoned land area—that should be targeted for more aggressive marketing and development initiatives to assure that the economic development activity is maximized for the Township."

This plan is primarily in response to the goals of the Township's 2004 plan. It should also be noted that the Lake County Comprehensive Plan is currently being updated and this document will be incorporated into the overall County plan.

## 2.3 Market conditions

### Population

Table 2.2				
Population 1990 - 2004				
<i>Community</i>	<i>1990</i>	<i>2000</i>	<i>2004 est.</i>	<i>% change 1990-2004</i>
Concord Township	12,432	15,282	16,138	29.8
Painesville Township	16,492	18,562	19,010	15.2
Painesville City	15,699	17,503	17,599	12.1
Mentor City	47,358	50,278	51,332	8.4
Leroy Township	2,581	3,122	3,579	38.6
Chardon Township	4,037	4,763	4,891	21.2
Chardon Village	4,446	5,156	5,283	18.8
<b>TOTAL</b>	<b>103,045</b>	<b>114,666</b>	<b>117,832</b>	<b>14.4</b>
<i>Lake County</i>	<i>215,499</i>	<i>227,511</i>	<i>232,061</i>	<i>7.7</i>
<i>Geauga County</i>	<i>81,129</i>	<i>90,895</i>	<i>94,602</i>	<i>16.6</i>
<i>Cleveland PMSA</i>	<i>1,831,122</i>	<i>2,250,871</i>	<i>n/a</i>	<i>n/a</i>
<i>Ohio</i>	<i>10,847,115</i>	<i>11,353,140</i>	<i>11,464,042</i>	<i>5.7</i>
<i>United States</i>	<i>248,709,873</i>	<i>281,421,906</i>	<i>296,410,404</i>	<i>19.2</i>

*(US Census Bureau)*

As indicated in Table 2.2, Concord Township's 2004 population estimate of 16,138 is a 30% increase since the 1990 Census. This rate is approximately 10% greater than the average growth rate of the surrounding six communities and well above county, state and federal rates. Rates for adjacent communities range from 8.4% in Mentor to 38.6% in Leroy Township.

*Local data indicates Concord's 2005 population of approximately 18,000 people: a 44% increase since 1990.*

Of course, population growth in the area will not continue indefinitely. Limits to growth include very slow growth of the Cleveland metro area population, which limits how many people will eventually move to exurban areas; distance from professional employment centers, cultural institutions and centers of higher learning; rising energy prices; and decreasing supplies of fossil fuel and natural gas. Despite these obstacles, the area may support more middle-end retail development.



## Income

Table 2.3 reflects a higher level of median household income for Concord Township (\$69,256) when compared to the surrounding communities. The surrounding 6 communities have an average median household income of \$52,348.00, which is above the county, state and federal indicators.

This data, accompanied by the population growth figures, indicate the potential need for personal convenience and retail establishments. This level of demand is still uncertain; as indicated in the guest speakers' presentations to the LAC.

Table 2.3	
Median household income	
1999 dollars	
<i>Community</i>	<i>dollars</i>
Concord Township	69,256
Painesville Township	47,751
Painesville City	38,842
Mentor City	57,230
Leroy Township	61,100
Chardon Township	63,094
Chardon Village	46,074
<i>Lake County</i>	<i>48,763</i>
<i>Geauga County</i>	<i>60,200</i>
<i>Cleveland PMSA</i>	<i>42,089</i>
<i>Ohio</i>	<i>40,956</i>
<i>United States</i>	<i>41,994</i>

*(US Census Bureau)*

## Snap shot of the regional retail environment

In 2000, the Northeast Ohio Areawide Coordinating Agency released the "Northeast Ohio Regional Retail Analysis." While the focus is retail based, the following points are important statements for the foundations of this plan.

- In 1999, the 6 1/2 county region of NE Ohio had 135 million square feet of floor space.
- In 1999, Lake County had approximately 11.1 million sq. ft. of retail space, Mentor accounts for 5.9 million sq.ft.
- While retail space has increased by more than 200 percent during the past 15 to 20 years, consumer demand has only increased by approximately 50 percent.
- Lake County has added an average of 175,000 sq. ft of retail per year, resulting in more retail area than current demand.
- According to the NOACA Northeast Ohio Regional Retail Analysis, communities planning to use retail development as the focus of an economic development strategy would be better served by trying to sustain and/or attract industrial and office-based business.

Personal service and small-scale offices have been the primary form of non-residential growth in the study area. For economic development, future focus should center on light manufacturing, professional office and research and development, allowing retail service and businesses as the demand market dictates.

## Snap shot of US Employment Trends

The following chart published by the US Bureau of Labor Statistics clearly confirms the employment trends evident in NE Ohio; decrease in manufacturing and an increase in computer technologies, professional offices and specialty services.

This data can be used for economic development planning and job creation through permitting these types of businesses in the community.

Table 2.4 US Employment projections by industry 2002-2012			
Most Rapid Growth	Average annual rate of change 2002-2012	Most Rapid Decline	Average annual rate of change 2002-2012
Software publishers	5.3	Cut and sew apparel manufacturing	-12.2
Management, scientific, and technical consulting services	4.5	Apparel knitting mills	-8.7
Community care facilities for the elderly and residential care facilities, n.e.c. <sup>2</sup>	4.5	Textile and fabric finishing and fabric coating mills	-6.9
Computer systems design and related services	4.5	Leather and hide tanning and finishing	-6.3
Employment services	4.4	Textile mills	-6.1
Individual, family, community, and vocational rehabilitation services	3.9	Other leather and allied product manufacturing	-5.9
Ambulatory health care services except offices of health practitioners	3.9	Fabric mills	-5.9
Water, sewage, and other systems	3.9	Apparel accessories and other apparel manufacturing	-5.4
Internet services, data processing, and other information services	3.9	Fiber, yarn, and thread mills	-5.3
Child day care services	3.6	Tobacco manufacturing	-4.8
Commercial and industrial machinery and equipment rental and leasing	3.4	Metal ore mining	-4.8
Offices of health practitioners	3.3	Federal Government enterprises, n.e.c. <sup>2</sup>	-4.6
Consumer goods rental and general rental centers	3.2	Coal mining	-3.5
Cable and other subscription programming and program distribution	3.1	Other chemical product and preparation manufacturing	-3.4
Amusement, gambling, and recreation industries	2.8	Iron and steel mills and ferroalloy manufacturing	-3.4
Transit and ground passenger transportation	2.8	Oil and gas extraction	-3.2
Specialized design services	2.7	Computer and peripheral equipment manufacturing	-3.1
Office administrative and facilities support services	2.7	Forestry, fishing, hunting, and trapping	-2.9

Source: U.S. Bureau of Labor Statistics, "Industry output and employment projects to 2012" *Monthly Labor Review*, February 2004

### 3.1 Existing conditions summarized (Table 3.1)

As with many once rural farm roads turned commercial centers, Auburn Rd. and Crile Rd. lack some of the fundamental characteristics of true commercial and business centers. Increased congestion with existing traffic volumes, businesses located in a random pattern among residential dwellings and multiple zoning districts with various permitted uses are current indicators of an area in transition.

A large amount of the property in the study area is vacant, yet predominately serviced by capital improvements. Most suburban/exurban areas do not have this luxury of "city services" often lending itself to development of a lower denominator. This leaves a tremendous opportunity for the local decision makers to foster quality development patterns that will have a positive impact on the entire township.

Table 3.1 "What we know"	
Variable	Comment
Sewer	<ul style="list-style-type: none"> <li>-Capacity at the Gary L. Kron Water Reclamation Facility is not a concern.</li> <li>-Auburn Rd. sewer is in place with the exception of an approximately 1000' stretch between the community center and First Energy.</li> <li>-The Crile Rd. (south of Gristmill) sewer needs to be installed.</li> </ul>
Water	<ul style="list-style-type: none"> <li>-Water is not a concern anywhere in the study area.</li> </ul>
Land Use	<ul style="list-style-type: none"> <li>-Approx. 50% of the study area is classified as vacant (will decrease with pending developments).</li> <li>-Business or commercial uses comprise 22%.</li> <li>-Scattered single-family homes are located along Auburn Rd.</li> <li>-The hospital will act as a businesses anchor for attracting new companies.</li> <li>-The area surrounding the study area is a high growth residential area that will demand retail and service-oriented businesses.</li> </ul>
Zoning	<ul style="list-style-type: none"> <li>-5 zones that permit various business activities are within the study.</li> <li>-Other communities have created PUD's for business/commercial uses, giving the community more control over the end result.</li> </ul>
Traffic	<ul style="list-style-type: none"> <li>-The traffic congestion is already here; the build-out of the study will only worsen the problem.</li> <li>-Primary conflict point is the Auburn/Crile/44 node.</li> <li>-A secondary access from Auburn to 44 is needed.</li> <li>-Access management is not in place within the study area and should be examined.</li> </ul>

### 3.2 Future opportunities summarized

#### Construction of new hospital

The new, 315,000 sq.ft. Lake Hospital System facility planned for the Auburn Road corridor is a valuable asset to spur economic development in the corridor. While traffic will increase, if properly managed, this will provide an increased consumer base from beyond the Township's borders. This base will be complimented by the residential growth pattern.



The market created by the arrival of the hospital is sure to attract medical and professional office facilities, drug store(s) and, potentially, personal service-oriented businesses that may not have otherwise located at or near the corridor(s).

It is anticipated the hospital will employ approximately 800 people. A medical office building is also planned, which will house approximately 50 physicians.

#### Better control over the appearance of commercial development

Ohio Senate Bill 18, passed in 2004, is seen as stripping the authority of townships to zone for the purposes of "comfort, convenience, prosperity and general welfare," which may open the door to development that exceeds the ability of available infrastructure and natural resources to support it. However, it gives townships the right to adopt architectural regulations. Specific building materials cannot be regulated, but any other aspect of building and site design and aesthetics can be controlled. Architectural standards, if adopted, will require high quality building designs that offer a positive impression of the township and its businesses, and help reinforce a "sense of place."





The ability to regulate these features should be done in a “user-friendly” manner. Over restrictive specifications and cumbersome review timelines will discourage potential developers and may ultimately result in a project that detracts from the overall objective.

### Access management

The Ohio Department of Transportation has endorsed access management as a tool for alleviating traffic congestion, making vehicle flow smoother, and improving road safety. Access management is a process for providing access to land development, while preserving traffic flow on surrounding roadways in terms of safety, capacity, and speed. This is done by managing the location and design of all access points along a road. It also includes the use of dedicated turn lanes to keep turning vehicles from blocking through traffic.

Access management is used to improve vehicular and pedestrian safety, maintain road capacity and reduce congestion, and enhance community character and aesthetics. To date, access management has not been pursued in communities throughout Lake County.



### Joint Economic Development District

JEDD's are an economic development tool that allows Cities and Township's to collaborate to encourage business growth and development. A JEDD provides a long-term opportunity to promote beneficial economic development through regional cooperation.

A Joint Economic Development District (JEDD) is a special-purpose district that can be created by a contract between different municipal corporations and townships. The JEDD offers opportunities for additional sources of revenue to the communities not previously available by accelerating development of industrial, business, and commercial areas that creates additional jobs, payroll taxes, and corporate net profit taxes.

A JEDD allows for the levying of an income tax in the district, and the provision of municipal services in unincorporated areas. Income tax revenue in the JEDD area can be shared and used for municipal services, new sewer or water lines, road improvements, beautification, or other programs that will benefit the district. JEDD revenue can also be used for “quality of life” projects such as landscaping, public art, upgraded street signage, and sidewalks.

## Zoning

The current zoning pattern in the corridor must be re-examined to ensure the location and permitted uses of the districts will provide the built-environment desired by the residents and business community. Concord Township must capitalize on the new hospital facility and provide appropriate zoning for emerging land uses. Key points include:

- The township must be aware of potential of strip commercial development currently possibly with the extent of the BX zoning. An alternative to a strip development pattern, that still meets the demand for retail space, is to designate retail clusters or nodes around major intersections and limit retail uses on the rest of the corridor. These nodes can be planned to integrate other commercial, office, and housing development, along with retail uses. This plan recommends adding and modifying zoning designations and requirements to limit more intensive, planned retail development.
- Re-examine the permitted uses in all zones. Remove the SIC land classification system from the resolution.
- Create a commercial/business gateway district to attract professional office, commercial and retail land uses. This zone will also require additional design review guidelines.

## 4.1 Introduction

Concord Township is not alone in the area of increasing transportation concerns. In exurban areas where businesses and schools are widely scattered and commuting distances are often long, traffic problems will have more of an impact on travelers' day-to-day lives than their suburban and urban peers.

While many residents feel Auburn Rd./Crile Rd./SR44 are congested and dangerous and the hospital will increase the traffic volumes, viable solutions exist to correct current and future traffic problems.

## 4.2 Auburn Road

### Existing conditions

Auburn Rd. is a two lane county maintained road. In most areas, pavement width is approximately 20' wide and is well maintained. With the exception of the intersection with SR 44, there are no dedicated turning lanes along the corridor. Medians are absent as well.



Pedestrian and bicycle accommodations are not prevalent along the road. Safer pedestrian crossings should be examined near the Auburn Career Center. Curbs and paved edges on rural roads are not a common standard. Most edges are inconsistent dirt or gravel extensions of the pavement.

Access management throughout the majority of the corridor is not a serious concern today, but will become an important design criterion as development occurs. As noted earlier, the Auburn/SR 44/Crile Rd. node is the primary traffic concern. The existing traffic volumes place a heavy burden on this area and design alternatives must be proposed in light of the new hospital. A new access point from Auburn Rd. to SR 44 would assist in easing the demand on the intersection.

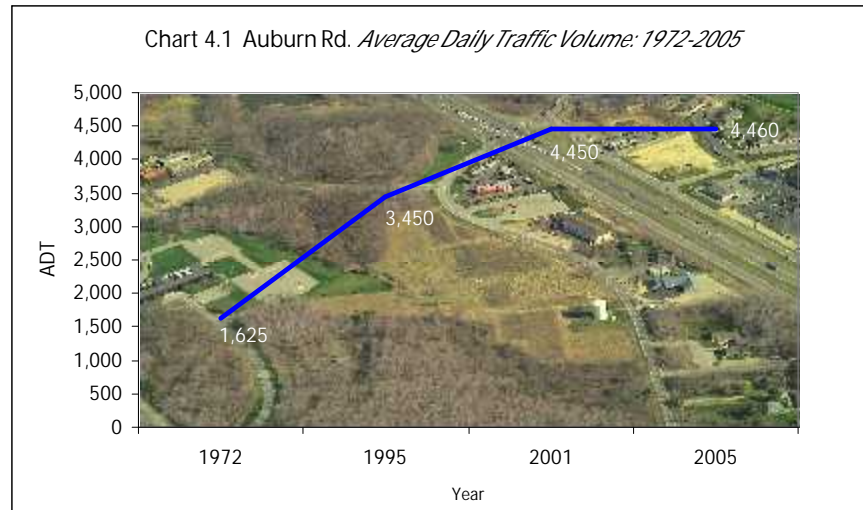
The functional classification of Auburn Rd. through the study area, according to the Ohio Department of Transportation, is *rural major collector*. This classification is considered to have the following characteristics:

- Provide service to any county seat, larger towns, and other county destinations such as consolidated schools, parks or important mining and agricultural area not served by an arterial route;
- Connect these places with nearby larger towns and cities or with arterial routes;
- Serve the most important intracounty travel corridors.

These variables are all applicable to Auburn Rd.

## Traffic volume

Traffic volumes along Auburn Rd. have continuously increased over the past 20 years (Chart 4.1). Traffic has increased 175% since 1972. In 2005, the Lake County Engineer traffic data shows an annual daily traffic volume (ADT) of approximately



4,500 vehicles. The increase in businesses in the southern portion of the corridor and residential growth within Concord are key contributors to the increase. While this increase is numerically substantial, when compared to other two lane county roads, the ADT along Auburn Rd. is considerably less (Table 4.1).

**Table 4.1:**  
Traffic volume comparison – Auburn Rd. with two lane roads in Lake County

Roadway segment	Location	ADT 2002
Heisley Rd – OH 283/Lakeshore Blvd. to OH 2/Lakeland Freeway	Mentor	19,030
Heisley Rd – OH 2/Lakeland Freeway to Hendricks St	Mentor	15,000
OH 84/Johnny Cake Ridge Rd – Button Rd to OH 44	Concord Township	14,730
OH 84/Johnny Cake Ridge Rd – Little Mountain Rd to Button Rd	Mentor, Concord Township	12,600
Andrews Rd	Mentor-on-the-Lake	11,700
OH 84/Johnny Cake Ridge Rd – OH 615/Center St to Little Mountain Rd	Mentor	11,600
Hubbard Rd – US 20 to Westwind Dr	Madison Township	9,800
Jackson St – township boundary to OH 44	Painesville Township	9,450
US 20/North Ridge Rd – Dock Rd to County Line Rd (4 lanes)	Madison Township	9,360
OH 6/Chardon Rd – OH 174/River Rd to OH 306/Chillcothe Rd	Willoughby Hills, Kirtland	9,750
<i>-NOACA, Lake County Engineer</i>		



## Congestion and accidents

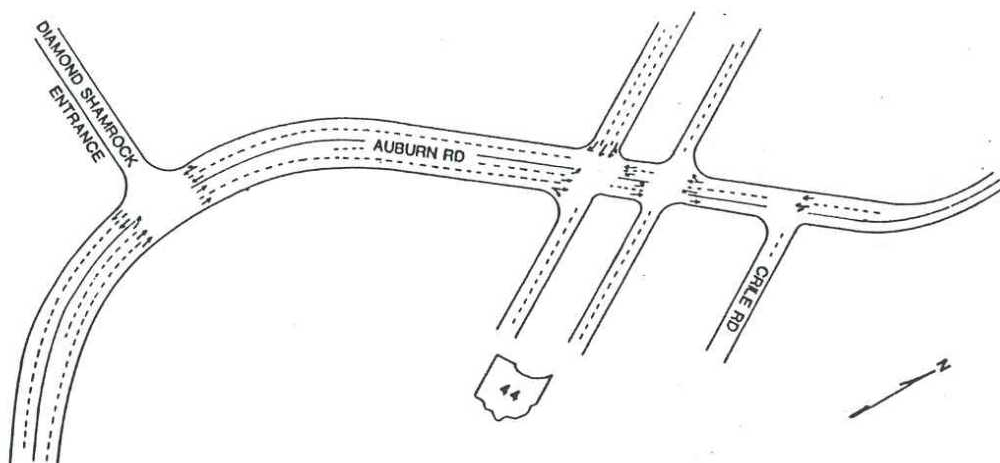
Increased traffic volume is often cited as a problem in the study area, but congestion, due in part to ADV, at key points appears to be more of a present day concern. A road is considered congested when the traffic flow approaches or becomes greater than the traffic-carrying capacity of a roadway.

Congestion is defined in TEA 21 as “the level at which transportation system performance is no longer acceptable due to traffic interference.” The term “acceptable” depends on factors such as the type of road, its setting, and the time of day.

Traffic engineers use a ranking system called the *level of service*, or LOS, to classify flow conditions along a road segment or the efficiency of a roadway segment at moving motor vehicles through the zone. Level of service grades do not take into consideration the comfort or safety of pedestrians, bicycles or other non-motorized users of a road. LOS ranges from A (free flow, low volumes and high speeds) to F (breakdown conditions, where uniform traffic cannot be maintained). Auburn Rd. is considered a Collector by NOACA, thus it does not receive a LOS rating. For comparison, US 20 through Madison Twp. has a LOS of B to C and is not on NOACA's inventory of most congested streets in the Cleveland area, contrary to local opinions.

Auburn Rd./SR 44/Crile Rd. intersection is the primary congestion point and should be a key variable in the Lake County Engineers SR 44 plan. As early as the 1986 Concord Township Comprehensive Plan, it was known that this area would need to be upgraded. The '86 plan also identifies the Auburn Rd./Girdled Rd. intersection for needed improvements. Suggested improvements and selected text from the 1986 Plan for both intersections are shown below.

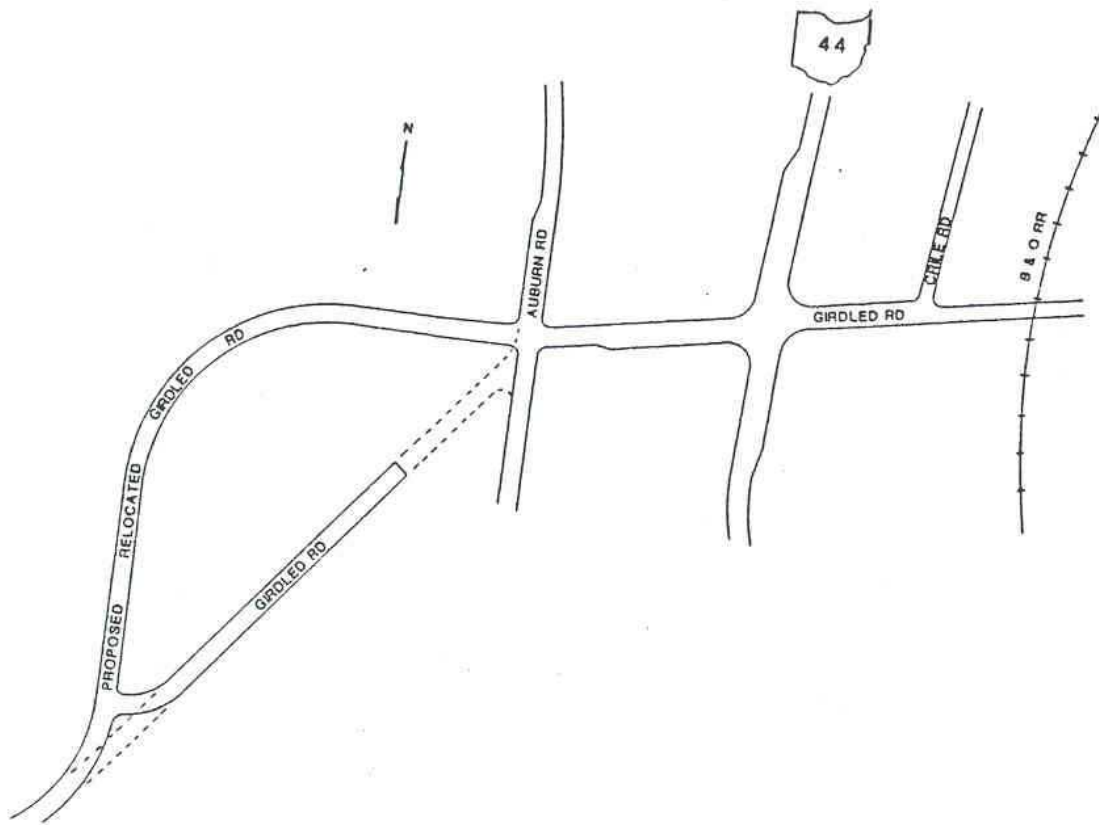
Auburn Rd. and SR 44 Intersection:



*“A third lane could be added to the southbound lanes of SR 44 from I-90 to Auburn and Auburn Rd. could be widened on both sides of the intersection from two lanes from about 300 feet north of SR 44 to about 1000' feet south of SR 44. This would provide for turning lanes and facilitate signalization if conditions would warrant in the future.”*

This plan may still have merit, but in 1986 it was impossible to understand the extent of the residential development in central and eastern Concord Township and the possibility of providing the traffic capacity for a community hospital was not discussed in the planning process. While understanding the land use pattern along Crile Rd. in 1986, the design fails to provide a solution for the present bottleneck at Auburn Rd.

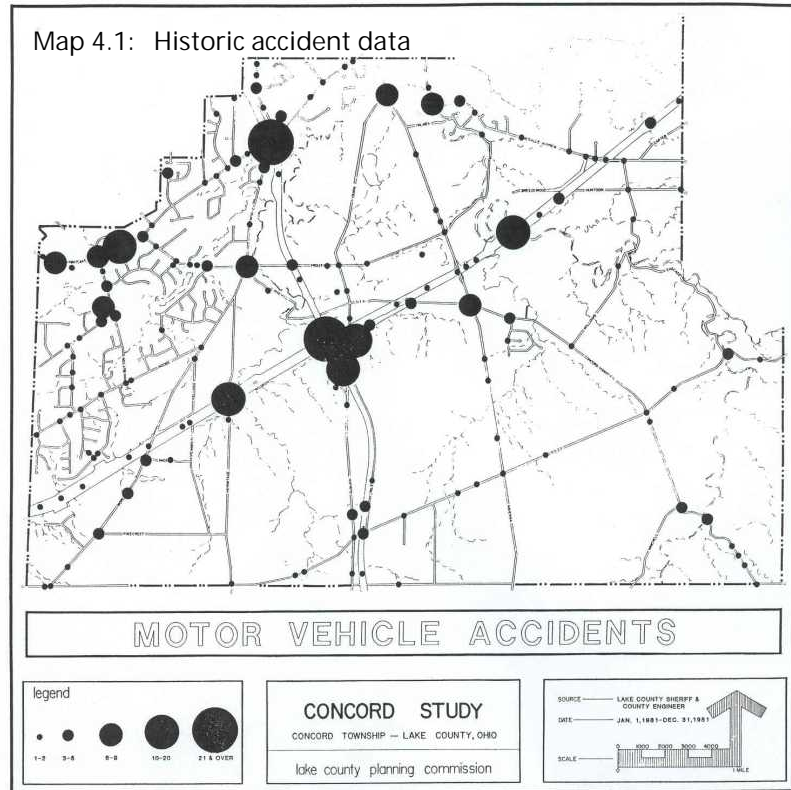
Auburn Rd., Girdled Rd. and SR 44 Intersection:



*This area presents a complex problem of two major intersections within 250 feet of each other. As traffic increases in the future, turning lanes may be warranted on Girdled Rd., Auburn Rd., and SR 44. ... There may be a need for an intersection ahead warning sign or devices on Girdled Rd. west of Auburn Rd. for traffic proceeding east.*

This proposal may still be an option, but should be discussed in concert with long-term plans of the Auburn Career center. Should this idea proceed, the portion labeled "proposed relocated Girdled Rd." should tie in to Raleigh Ct., a newly platted road.

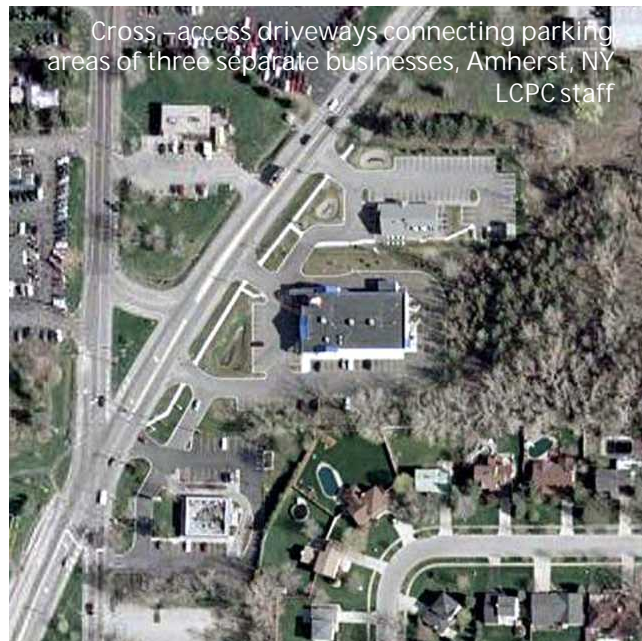
Accident data along Auburn Rd. also supports these points of congestion and increases in ADT. The 1986 plans is the first document to readily portray the safety issues along Auburn Rd. Using traffic data from Jan. 1981-Dec. 1981, the following map clearly support the need for intersection upgrades at the northern portion of the study area.



Data from the Lake County Sheriff indicated a continued increase in traffic accidents. From 2000-March 2006, 25 accidents have been reported along Auburn Rd. (within the study area).

### Access management

Access management is a process for providing access to land development, while preserving traffic flow on surrounding roadways in terms of safety, capacity, and speed. This is done by managing location, design and operation of driveways, median openings, and street connections along a road. It also includes use of dedicated turn lanes or bypass lanes, to keep turning vehicles from blocking through traffic. Access management is not regulated in Concord Township or Lake County. Property owners and businesses usually have unfettered access to Auburn Rd.



Access management is used to improve vehicular and pedestrian safety, maintain road capacity and reduce congestion, and enhance community character and aesthetics.

By maintaining the capacity and level of service of the road, access management protects the substantial public investment in transportation, and reduces the need for expensive improvements. Studies conducted in Florida and Colorado suggest that poor spacing, design, and location of driveways lower average travel speed, and improvements in access management can increase roadway capacity. Research has also shown that access management helps reduce the rate and severity of traffic accidents. Good definition and spacing of driveways also improves pedestrian and bicycle safety, by reducing the potential for conflicts with turning vehicles.

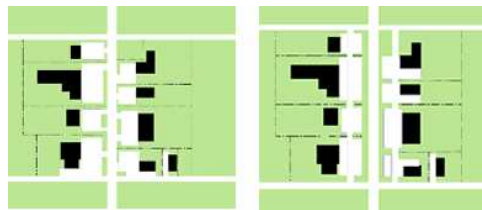
From a land development perspective, access management requirements further the orderly layout and use of land and help discourage poor subdivision and site design. The quality of site access is also important to the success of a development project. The Urban Land Institute *Shopping Center Development Handbook* warns that poorly designed entrances and exits not only present a traffic hazard, but also cause congestion that can create a poor image of the center. Reducing the number and frequency of driveways and median openings also improves the appearance of major corridors. More land is freed for landscaping, the visual dominance of paved areas is reduced, and scenic or environmental features can be protected. Access management requires coordination of land use and transportation objectives. The township can address the interdependence of land division and access

#### What is access management?

Access management is a group of strategies, tools, and techniques that work to improve the safety and efficiency of roads – not by adding lanes but by controlling where vehicles can enter, leave and cross a road.

For example, consider a commercial strip that has developed over several decades along both sides of a four lane road. Without access management, the businesses with frontage on the road would all have individual curb cuts for their driveways that let drivers get into their often small parking lot. People trying to pull off the street would slow traffic behind them, and if turning left across the oncoming traffic lane, a number of risks arise.

- To cars in the oncoming lane, or cars slowing behind the turning vehicle, who risk accidents.
- To pedestrians trying to walk along the road, at risk when they cross a driveway.
- To bicyclists riding along the shoulder, facing risk as traffic behind the turning vehicle try to use the shoulder to get around the bottleneck.



(Access Management Guidebook, Humstone and Campoli, 1996)

Multiply this by 100 businesses, and there can be a real mess. Safety would be highly compromised, and the resulting traffic snarls frustrate shoppers and commuters alike. The many driveways also reduce the space that could be devoted to landscaping, making the area less attractive. Everyone loses: businesses, residents, and travelers.

Access management is one solution to this problem. It helps residential developers build safer neighborhoods. It offers ways to group businesses, their customer access, and their parking lots together, reducing costs and maximizing efficiency. It facilitates left turning without slowing traffic or compromising safety. It makes roads safer and more inviting for drivers, pedestrians, and cyclists. It also increases traffic capacity, without having to spend millions to add lanes or build frontage roads.



and add access management regulations in its zoning resolution. Access management techniques usually include the following:

- Regulation of driveway spacing, corner clearance, and sight distance.
- Increased minimum lot frontage and setback requirements along thoroughfares.
- Restriction on the number of driveways for existing lots, and consolidating access wherever possible.
- Requirements for driveway design elements and conditions requiring their use.
- Requiring internal connections, unified circulation and parking plans between adjacent properties.
- Treating properties under the same ownership and those developed as a unified project as one property for the purpose of access control.
- Using frontage and rearage roads to serve as a common access drive for properties along a corridor.
- Restriction of flag lots and regulate private roads and access easements.
- Minimizing commercial strip zoning and promote mixed use and flexible zoning.
- Minimizing casual lot splits to prevent access and right-of-way problems.

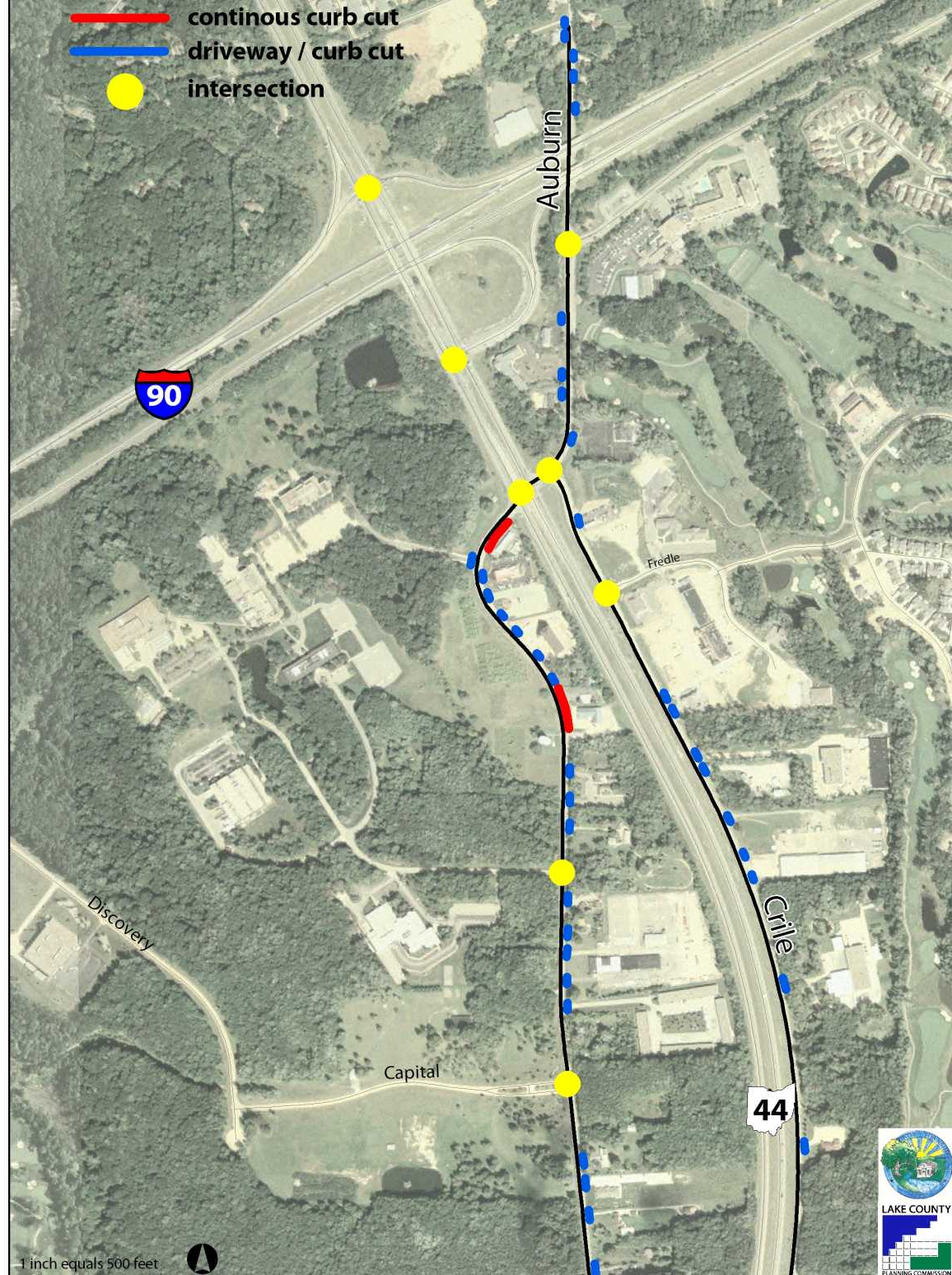
Concord Township could review access management during their site plan review process should the leadership pursue this regulatory mechanism. County Advisory Bulletin 2003-06, published by the CCAO will help guide the Township to create these regulations.

The maps on the following pages indicate the high number of curb cuts along Auburn Rd. An informal aerial photography assessment reveals approximately 60 identifiable cuts along Auburn Rd. The majorities of these access points are or were driveways for residential units. The continuous curb cuts, indicated by the red line are commercial properties. Efforts should be made by the Township to prohibit continuous curb cuts.

The yellow dots indicate existing intersections within the corridor.

# Auburn-Crile Corridor Study

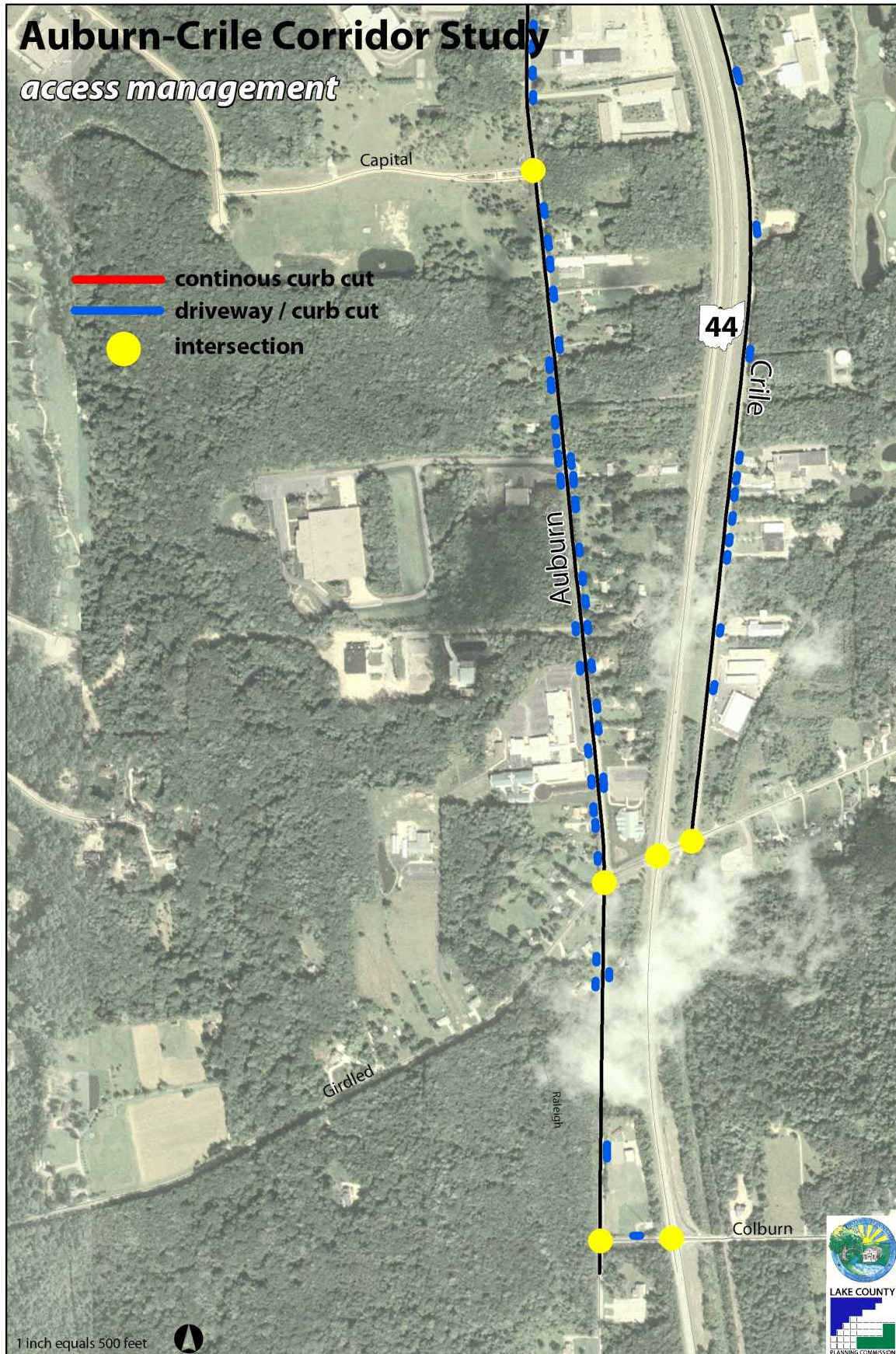
## *access management*





# Auburn-Crile Corridor Study

## *access management*



## 4.2 Crile Road

### Existing conditions

Crile Road is a two lane county road constructed in the mid-1960's as a marginal access road to service property east of the new SR44. The entire road is 24 feet wide and in great condition. The corridor is capped with Auburn Rd. to the north and Girdled Rd. to the south. Similar to Auburn Rd., there are no medians or pedestrian accommodations.

The lack of sanitary sewer has constrained considerable build-out along the corridor to date, but a new intersection will be created when Quail Hollow Dr. is extended in the near future. This will create a second retail node similar to Fredle Dr. and Crile Rd.

Similar to Auburn Rd., access management along Crile Rd. has not been an important variable in the past. Future growth and traffic volumes will increase the importance of curb cuts, intersections and traffic flow as the area continues to grow.

The functional classification of Crile Rd. through the study area, according to the Ohio Department of Natural Resources, is *rural/local*. This classification is considered to have the following characteristics:

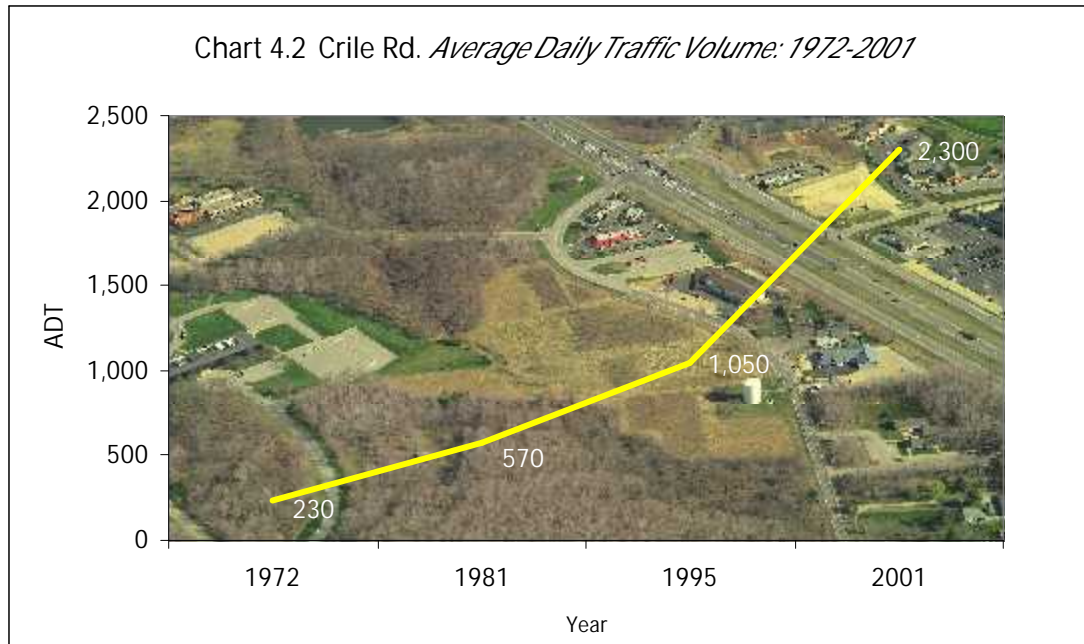
- Provide access to adjacent land;
- Serve travel over relatively short distances.

These variables are applicable to Crile Rd.

### Traffic volume

Average daily traffic counts along Crile Rd. continue to increase, but with a lower amount than Auburn Rd. Data from the 1970's indicates minimal traffic pressures with an ADV of 230. More recent data from the Lake County Engineer indicates ADV has doubled from 1,050 vehicles in 1995 to 2,300 in 2001 (Chart 4.2).





The construction of Gristmill Village, Quail Hollow Country Club and residential growth in the southern portion of the Township are the primary contributors to the increase.

### Congestion and accidents

In part, due to poor design and an unforeseen residential growth pattern the Crile Rd./Auburn Rd. intersection is the primary node of congestion in this area. Accident data from 1981 reveals approximately 10-20 accidents at this node. South of this area, the data indicates 1-2 accidents on Crile Rd. and 3-5 at the Crile Rd./Girdled Rd. intersection in 1981.

From 1991-1993, more than 21 accidents were recorded at the southern end of Crile Rd., near Girdled Rd. and SR 44.

### Access management

Approximately 20 identifiable curb cuts exist along Crile Rd. See page 19 for a detailed explanation of access management.

#### 4.3 General traffic recommendations in relation to economic development

- *Create a new east/west arterial from Auburn Rd. to SR 44, potentially connecting to Crile Rd.*

Present day congestion at the Auburn Rd., SR 44, and Crile Rd. intersection along with traffic from the new hospital and continued business and residential growth dictate this need.

A new connection should tie in directly with existing streets or offset 150' per county regulations. Appropriate turning lanes and stacking area must also be considered when implementing a new road.

SR 44 is a limited access highway and additional intersections are difficult and timely to pursue. Concord Township, along with the Lake County Engineer, should begin to examine the procedures for this transportation improvement.



The transportation alternatives map on p. 12 identifies three primary areas where this connection could occur:

- Directly across from the main entrance to Avery Denison's campus. Vacant property exists on Auburn Rd.
- Directly across from Capital Pkwy. Vacant land and a cooperative developer is a large bonus for this option.
- Across from the future extension of Discovery Pkwy.

The construction of this new east/west connection will create an additional node of economic development opportunity. A boulevard-like roadway should be encouraged to make this new node unique to the area and attractive to potential businesses.

- *Improve Auburn Rd./SR 44/Crile Rd. intersection*

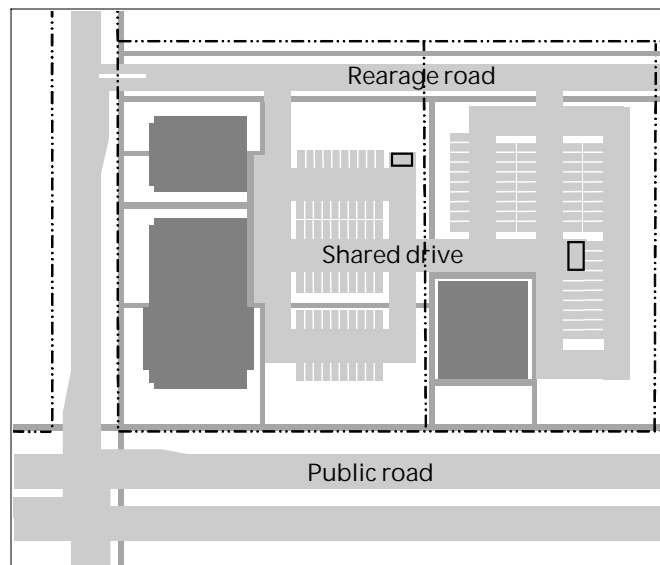
Historical ADT and accident data support the need for an alternative design to this area. Data from the SR 44 / Concord Township Areawide Transportation Study will be a key component in achieving this goal.

- *Common rearage roads*

Require interconnecting rearage roads for commercial development of deep lots (where applicable). Encourage dedication of a permanent access easement for such roads. Strengthen the site plan review portion of the zoning text to encourage this design principle.

- *Cross Access*

Require parking areas to include strategically located cross access aisles, or provisions for future cross access, to existing and or future parking areas on adjacent lots, so driving between businesses located on different lots does not involve returning back to the street. Require a dedication of a permanent access easement for cross access drive aisles.



- *Accommodate pedestrians and alternative forms of transportation in future infrastructure upgrades.*

The Auburn Career Center is a key component of the corridor and is making the gradual shift to a campus-like environment. Their facilities are on both sides of Auburn Rd. and students and faculty often cross to access different buildings. Better signage and in-ground crosswalk lighting are small scale improvements that can be implemented. A pedestrian bridge is a large-scale, long term solution to the pedestrian-vehicle conflict opportunity.



- *Access Management*

Among others, design regulations should include:

- Regulation of driveway spacing, corner clearance, and sight distance.
- Increased minimum lot frontage and setback requirements along thoroughfares.
- Restriction on the number of driveways for existing lots and consolidating access wherever possible.
- Requirements for driveway design elements and conditions requiring their use.
- Requiring internal connections, unified circulation and parking plans between adjacent properties.
- Treating properties under the same ownership and those developed as a unified project as one property for the purpose of access control.
- Using frontage and rearage roads to serve as a common access drive for properties along a corridor.
- Shared access points (SAP) for no more than three uses.

- *Right-of-way expansion*

The Auburn Rd. and Crile Rd. right-of-ways are currently 60'. Long-term roadway improvements will likely include widening, potentially resulting in 5 lanes on portions of Auburn Rd. Setback revisions should be aware of the potential for an 80-100' right-of-way.



## 5.1 Introduction

Utility service is an important issue in regards to commercial and industrial development. The extension of sewer and water services into a previously underserved area can make it more attractive for development, including businesses that generate more wastewater than can be handled by an on-site system. Developing commercial and industrial businesses using on-site systems is also more difficult because approval of the on-site systems must come from Ohio EPA.

The intent of the utilities element is to use urban-level utilities, or the lack of them, to shape the development pattern along the corridor, and make certain parts of the corridor more attractive to a broader range of commercial uses, while minimizing the potential for scattered strip development.

*Please note this is not a capital improvement plan. A capital improvement plan is a budgetary document that links the programming of capital projects, such as public utilities, to the planning goals found in this document.*

## 5.2 Water

Water lines maintained by the City of Painesville Water Department exist along the entire length of Auburn Road and Crile Road in Concord Township. There are two water towers in the corridor to provide adequate pressure. One tank is located on Auburn Road, and the other tank is located on Crile Road.

## 5.3 Sanitary Sewer

Sanitary lines are maintained by the Lake County Department of Utilities. Currently, there is an 8-inch line extending north along Auburn Road starting at the intersection of Girdled Road. The sanitary sewer line runs west along Capital Parkway from Auburn Road to Discovery Road. The line continues northwest along Discovery to the cul-de-sac. The sanitary runs east through an easement, beneath State Route 44 and reconnecting to Auburn Road, just south of the intersection of Concord-Hambden Road.

Areas north of the water tower are serviced by a sanitary sewer that flows north into the sanitary sewer easement that goes beneath SR 44. Businesses along Auburn Road north of Capital Parkway are serviced by a sanitary line that flows south into the sanitary sewer line that is at the intersection of Capital Parkway and Auburn Road.

The area along the Lake and Geauga County Boundary is serviced by a sanitary sewer line that flows into Raleigh Drive, continuing into a line along Girdled Road and into the sanitary sewer that flows north along Auburn Road.

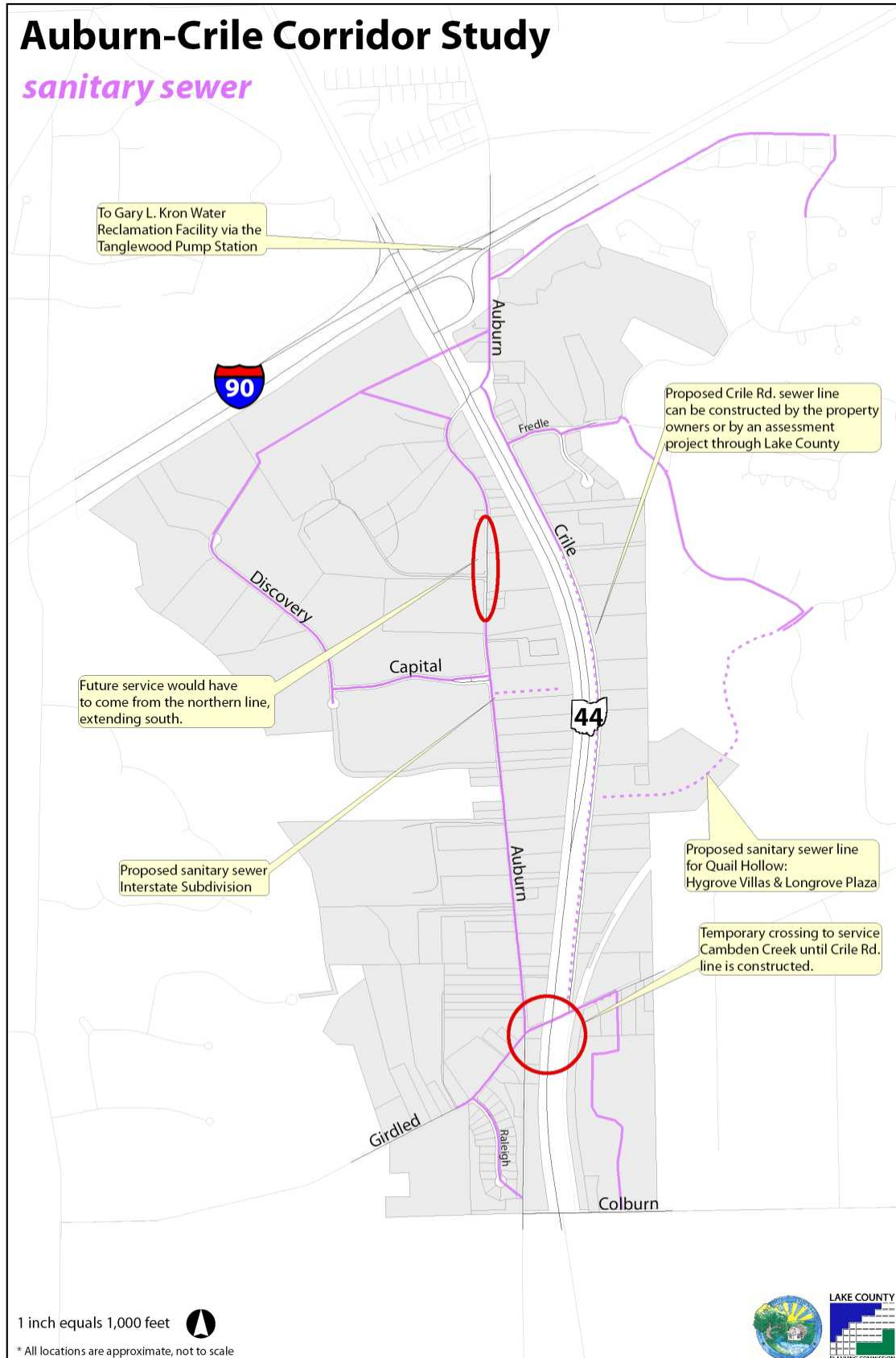
There are two areas along Auburn Road that do not have sanitary sewer availability. The first section is in between Girdled Road and the FOP Lodge and the other section is in front of the Concord Township Community Center.

Crile Road sanitary sewer service is considerably more limited. There is a sanitary sewer line running north from the Concord Hardware Store to Auburn Road. This sanitary sewer runs north along Auburn Road and connects with the sanitary sewer easement that services the western part of the study area.

From the Concord Hardware Store to Girdled Road, businesses are served by septic systems. There is a temporary easement below SR 44 serving Cambden Creek Estates Subdivision which connects the line at the intersection of Auburn Rd. and Girdled Rd. This easement is to be abandoned when the sanitary sewer is extended south along Crile Road from its current terminus at the Concord Hardware Store.

# Auburn-Crile Corridor Study

## sanitary sewer



## 6

## land use & zoning inventory

### 6.1 Introduction

The somewhat chaotic development pattern within the study confirms the need to re-examine current land use regulations, zoning designations, and previous planning efforts. With the prospect of future commercial development that will change the face of the corridor and the township, citizens and elected officials have the opportunity to provide a blueprint of the built environment for future generations.

This section will evaluate existing conditions, identify emerging development patterns, analyze the current zoning scheme, and offer achievable goals and policies to meet the desires of residents and public officials, preserve and reinforce a unique sense of place, and create a vibrant, attractive business district.

### 6.2 Land use

Fifty percent of the land in the study area is classified as vacant (Table 6.1). A large majority of the 516 acres is located within the interior of the study with no frontage on either Auburn or Crile Rd. These large, and often contiguous parcels on Capital and Discovery Pkwy. represent enormous economic development potential. Smaller, fragmented, vacant parcels with frontage on the main roads will be more suitable for infill or small-scale commercial uses in the future.

Table 6.1 Generalized land use: 2006		
<i>use</i>	<i>acres</i>	<i>percent of total</i>
LMP Greenway	5.08	0.54
Utility	12.44	1.31
Industrial/Manufacturing	119.4	12.60
Public	34.08	3.60
Private Recreation	66.66	7.03
Single Family*	58.24	6.14
Business/Commercial	135.86	14.33
Vacant	516.21	54.45
<b>Total</b>	<b>947.97</b>	

*\*This number will increase as Cambden Creek subdivision is completed.  
Lake County GIS and field work*

Business and commercial uses occupy 135 acres in the study area. The Auburn Rd., SR 44, Crile Rd. intersection is the primary node for business/commercial activity in the corridor. Further south, the fluid zoning scheme over the past few decades has

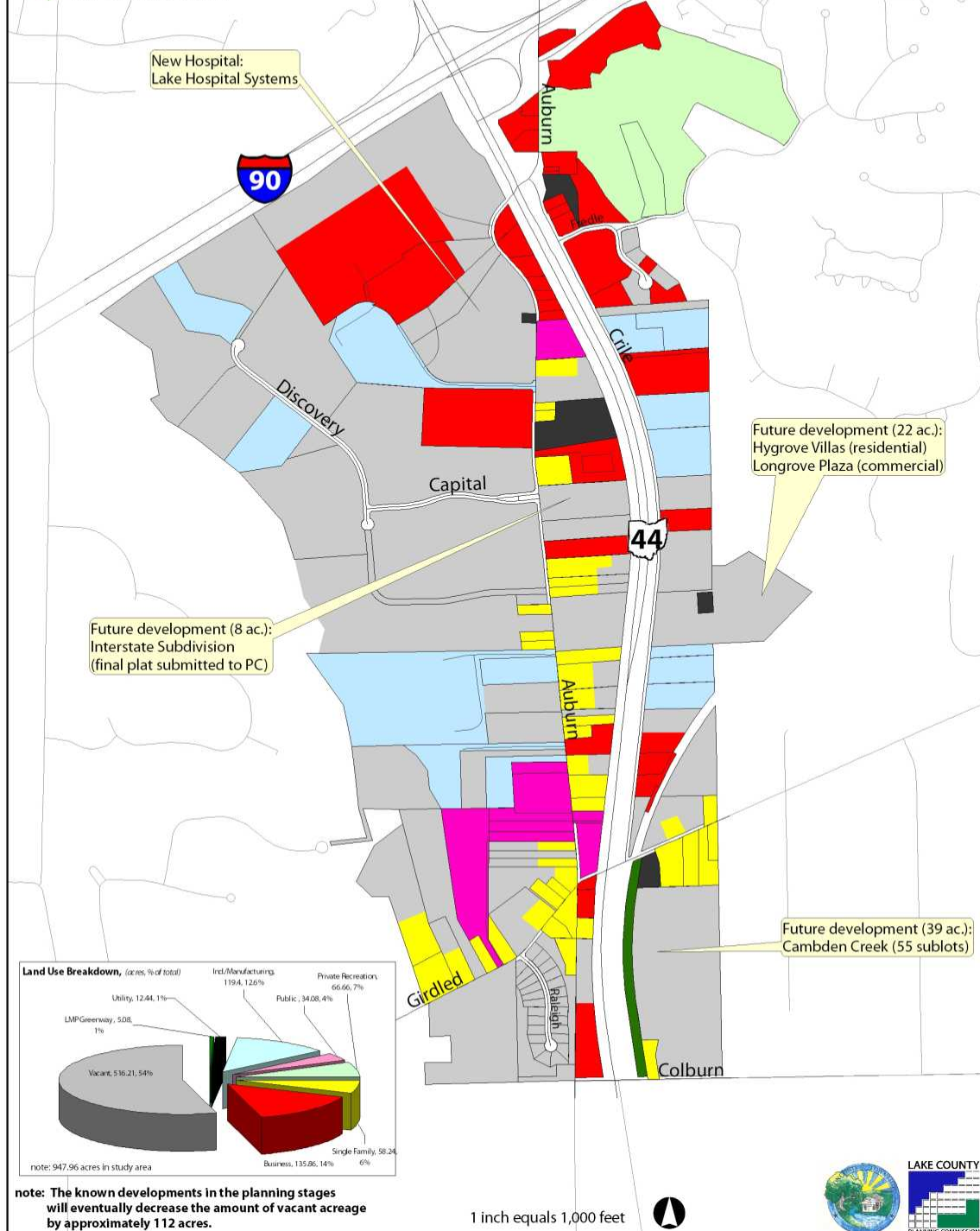




# Auburn-Crile Corridor Study

## *land use & future developments*

- Land Use**
- Single Family
  - Business
  - Quail Hollow CC
  - LMP Greenway Corridor
  - Public
  - Industrial/Manufacturing
  - Utility
  - Vacant



resulted in an unplanned pattern of business uses mixed with residential properties. The current pattern and zoning scheme may result in a strip form of commercial development, contrary to proper planning practices. Negative impacts of strip development include traffic congestion, decrease in real estate values and diminished sense of place within the community.

An alternative to a strip development pattern, that still meets the demand for retail space, is to designate retail clusters or nodes around major intersections and limit retail uses on the rest of the corridor. These nodes can be planned to integrate other commercial, office, and housing development, along with retail uses.

Existing Business/commercial uses range from the recently opened Gristmill Village to small, independently owned restaurants and taverns. Larger corporate business offices are located off Auburn Rd.

The opening of the new Lake Hospital Facility will certainly increase the number of business and commercial land uses within the study area. LHS representatives believe future businesses likely to locate to the corridor include: banks, laundry facilities, bio-tech firms, restaurants, medical and professional offices, car care, post office and drug store(s).

Land designated as Light Industrial/Manufacturing is the third largest land use in the study, 119 acres. These business are positive assets to the community; non-intrusive, well maintained and provide a significant economic benefit to the community. Larger manufacturing operations are located off Auburn Rd. in the Quail Highlands subdivision (Capital and Discovery Pkwy.). Smaller uses are

### *The reality of retail*

The mantra of commercial developers is retail follows rooftops. While Concord is experiencing a relatively large number of new homes, the geography surrounding it is classified as low-density. Among site selection specialists, the small, low-density population base of the area is a liability compared with more populated areas. However, the presence of the new hospital, and the increased traffic the facility will generate, may attract the attention of national retailers scouting for new store locations.

Retailers often have very firm ideas about what is considered an ideal location, and these ideas do not necessarily mesh with what a community has to offer. While a city or township has sites where it would like to see a store or restaurant locate, the retailer has its own ideas about where it would like to go. More often than not, these sites are not the same.

Retail and restaurant site selection specialists often use a formula to determine whether a market is a viable location for a store or restaurant. Criteria determining an ideal location is mostly quantitative, and usually includes the following:

- Population living in a certain radius (mileage and driving time).
- Percentage of families versus singles in a certain radius.
- Average family and household income in a certain radius.
- Average age of the population in a certain radius.
- Cumulative income of all people in a certain radius.
- Education level in a certain radius.
- Number of jobs in a certain radius.
- Traffic volume at a location.
- Utility availability at a location.
- Proximity of other mid- and high-end retail development (positive).
- Proximity of low-end commercial development (negative).
- Property size and geometry.
- Potential return on investment.

Each of these criteria carries a different weight, depending on the type of business. A bookstore may place a greater emphasis on the education and income in an area, while chain restaurants often look at the employment base in the area, so they can profit from lunch as well as dinner business. Sewer service is more important for uses that generate plenty of wastewater, such as sit-down restaurants.

Despite the challenge in attracting desired businesses, community officials can be proactive in promoting the study area as an ideal site for mid-end stores and restaurants. To attract new retail businesses, national retailers and their site selection specialists must be convinced to look past their traditional formulas. Working closely with land owners, networking with commercial developers in the area, and attending events such as the International Council of Shopping Centers conference is encouraged.

scattered along Crile Rd. and Auburn Rd., another indication of the irregular zoning pattern in Concord.

Similar to the business/commercial uses, 58 acres of residential uses are scattered along Auburn Road. Remaining residential uses are considered legal, non-conforming uses due to the BX zone in which they occupy. In the long term, these uses will be replaced by more appropriate uses. There are no residential uses along Crile Rd.

It should be noted that new homes are planned or under constructed in the extreme southern portion of the study in 18<sup>th</sup> Century Village and Cambden Creek. Girdled Rd. is the access point to these new neighborhoods.

Concord Township as a whole has witnessed significant residential growth since 1970 (Table 6.2). From 1970-1999, 2,083 single family lots were created. The trend has continued with over 800 lots recorded in the past 5 years and nearly 500 under planning and engineering review. In an economic development context, these units are the foundation needed to support retail and commercial investment in the Township.

Table 6.2 Subdivision growth 1950-2000		
<i>Year</i>	<i>Sublots</i>	<i>Subdivisions</i>
1950-59	627	38
1960-69	446	14
1970-79	754	19
1980-89	662	31
1990-99	667	31
2000-Present	811	30
<i>Proposed</i>	<i>469</i>	<i>17</i>

The remaining land uses; private recreation, LMP Greenway, Utility and Public constitute the remaining 118 acres (12%). Auburn Career Center's master plan indicates desire to expand over the long-term. Property acquisitions have occurred and planning is underway to create a community-college type setting. This expanded land use should be viewed as a community asset and will be discussed in the zoning section.

**Hydrology:** There are two streams flowing through the study area: Ellison Creek and an unmanned stream. Both creeks ultimately flow into Kellogg Creek to the north. Riparian setbacks should be considered along Ellison Creek when reviewing future development proposals. Utilizing Lake County Planning Commission design guidelines, Ellison Creek would have a 40' setback on both sides. Currently, Concord Township does not have riparian setbacks in the zoning resolution.

Ohio Department of Natural Resources has not indicted any wetlands of significance in the study area. They only noted several ponds.

**Topography:** The study area elevation gently increases as you travel north to south with a total elevation range of 200'. At I-90 and SR 44 the elevation is approximately 850 feet above sea level and tops out at 1,050 feet above sea level in the southern tip of the study area. The increase is attributed to the proximity of Little Mountain to the southwest of the study area.

### 6.3 Zoning

Land in the study area is zoned for a variety of uses, but most land fronting the road itself is zoned for commercial uses. An undesirable strip development pattern may emerge under current standards.

The Concord Township zoning resolution was adopted in 1955.

There has never been a complete rewrite of the code but there have been minor amendments made through the years.

Table 6.3

#### Existing zoning

zone	acres	percent of total
R1: Residential	194.8	21
R2: Planned Unit Development	38.2	4
R2: Residential Conservation Development	16.1	2
B1: Restricted Retail	22.0	2
B2: General Business	8.3	1
BX: Business Interchange	155.8	16
RD2: Research & Limited Industrial	462.5	49
S: Special	50.5	5

Eight zoning districts exist within the study area (Table 6.3). 68 percent of the land is zoned for various types and scales of business activity. The remaining 32 percent is zoned for residential uses and the Quail Hollow Resort facility.

Both corridors are dominated by either the BX or RD-2 zoning classification, however permitted use, lots sizes and spatial distribution may prevent efficient, well planned economic development. Small infill B-1 and B-2 business nodes exist at both ends of the study representing a small percentage of the total area.

As with any zoning code that has been patched through the years, language can be inconsistent, legal jargon is common, bulk and use regulations are included in some procedures and definitions, and modern planning concepts are often not addressed. The SIC-based land use classification scheme is cumbersome and permits some uses that are inappropriate for a district, and contemporary land use issues. This plan will address these concerns and provide corrective recommendations.

#### Permitted uses

*The township zoning regulations incorporate a business classification system that was not intended for land use regulations, making the code inconsistent and difficult to administer. The BX business interchange district, which encompasses the bulk of land fronting the corridor, is too permissive. Many semi-industrial uses are incompatible with the desired retail and office uses in the corridor(s).*

With the exception of the extreme northern and southern tips of the study area, the majority frontage along both corridors is zoned BX, Business Interchange. Created in 2001, this zone is intended to capitalize on the proximity of I-90 and SR 44, thereby creating economic development opportunities by permitting a wide array of uses (Table 6.4). Some uses permitted are industrial in nature and others are intrusive and not usually permitted in general commercial districts in other communities.



# Auburn-Crile Corridor Study

## *zoning*

- ◆ R-1: Residential
- ◆ R-2: Planned Unit Dev.
- ◆ R-2a: Residential Conservation Dev.
- ◆ B-1: Restricted Retail
- ◆ B-2: General Business
- ◆ BX: Business Interchange
- ◆ RD-2: Research and Limited Industrial
- ◆ S: Special

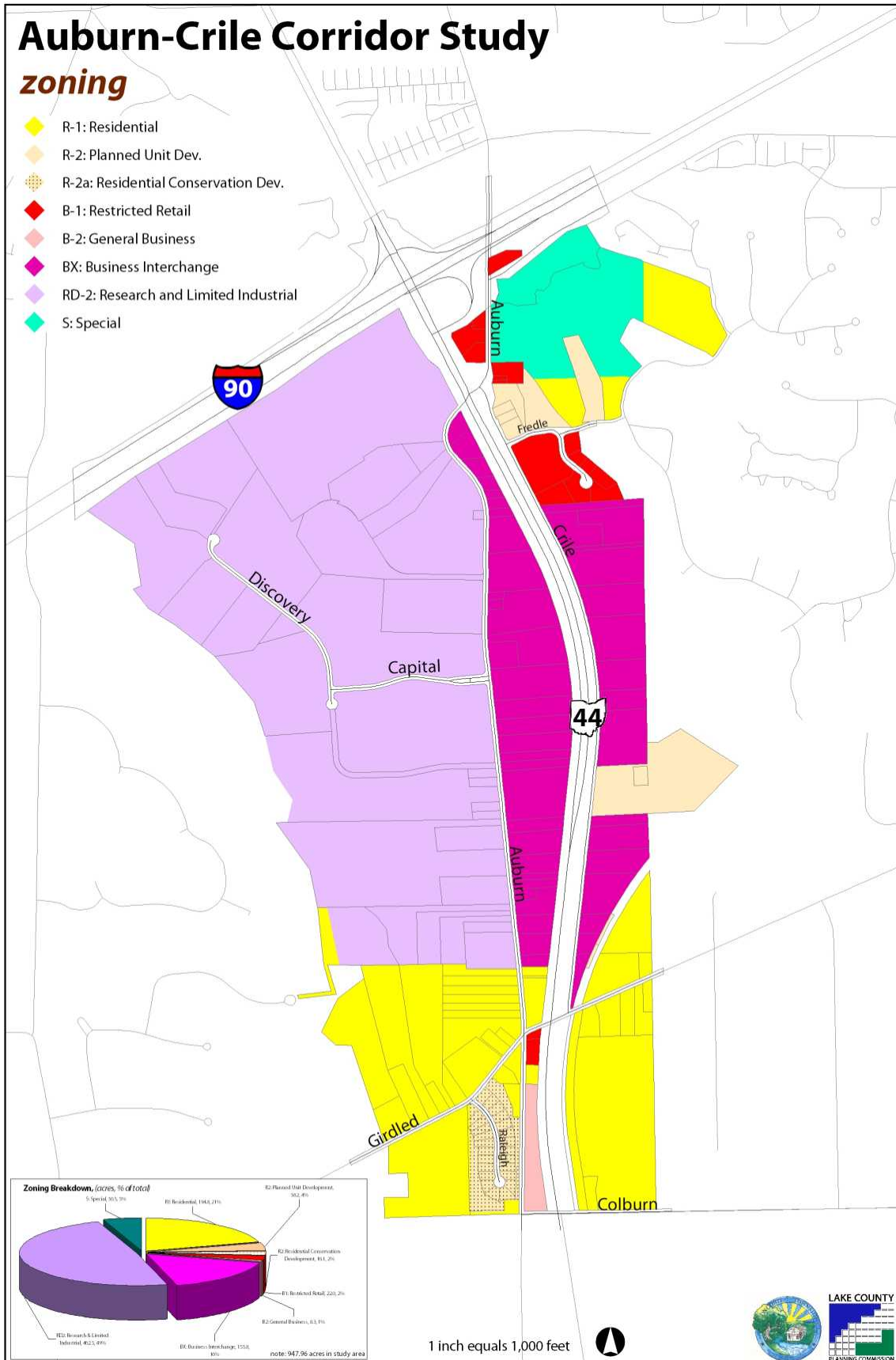


Table 6.4 Permitted Uses <i>generalized format</i>	B-1	B-2	B-X	S	M	RD-1	RD-2
	Restricted Retail	General Business	Business Interchange	Special Interchange	Manufact- uring	Research & Office	Research & Limited Industrial
Office and Professional Services							
Insurance Related Services	P	-	-	-	-	-	-
Computer Related Services	-	P	P	-	-	-	P
Communication Services	-	P	P	-	-	-	-
Medical Office	P	-	-	-	-	-	P
General Office	P	P	-	-	P	-	P <sup>(b)</sup>
Executive Office	-	-	-	-	-	P	-
Research and Development Labs	-	-	-	-	-	P	P
Retail and Personal Services							
Grocery, Food Markets	P	P	-	-	-	-	-
Liquor, Beverage	P	P	-	-	-	-	-
Eating and Drinking Places	P	P	P	-	-	-	-
Other Retail Stores	P	-	-	-	-	-	-
Misc. Shopping Goods Stores	P	-	-	-	-	-	-
Misc. Apparel and Accessory Stores	P	-	-	-	-	-	-
Furniture/Housewares	P	-	-	-	-	-	-
Used Merchandise Stores	P	-	-	-	-	-	-
Fast Food	-	-	C	-	-	-	-
Beauty Shops/Barber	P	-	-	-	-	-	-
Bank, Financial Institutions	P	-	-	-	-	-	-
Department Stores	P	-	-	-	-	-	-
Misc. Personal Services	P	-	-	-	-	-	-
Veterinary Services	P	P	P	-	P	-	-
Funeral Services	P	P	P	-	-	-	-
Garden, Nursery Retail	P	-	-	-	-	-	-
Hardware	P	-	-	-	-	-	-
Hotels/Motels	-	-	P	P	-	-	-
Health Care Services	P	-	-	-	-	-	P
General Repair Shops	-	-	P	-	-	-	-
Child Day Care Ctr.	C	C	-	-	C	-	-

Table 6.4 Permitted Uses <i>generalized format</i>	B-1 Restricted Retail	B-2 General Business	B-X Business Interchange	S Special Interchange	M Manufacturing	RD-1 Research & Office	RD-2 Research & Limited Industrial
Automotive & Transportation							
Gas Stations	P	-	-	-	-	-	-
Auto, Equipment Rental/Leasing	-	-	P	-	-	-	-
Motor Vehicle Parts & Supply (Wholesale)	P	P	P	-	P	-	-
Motor Vehicle, Rec. Vehicle Sales	-	-	P	-	-	-	-
Automotive Services	P	-	P	-	-	-	-
Automotive Repair	-	-	P	-	-	-	-
Manufacturing/ Distribution Processing/ Assembly							
Miscellaneous Goods (Wholesale)	-	P	P	-	P	-	-
Light Manufacturing	-	P	P	-	P	-	P
Heavy Manufacturing	-	-	P	-	P	-	-
Misc. Food Preparation	-	-	P	-	P		
Beverages	-	-	P	-	P	-	-
Misc. Machinery and Equipment (Commercial and Electrical)	-	-	-	-	P	-	P
Trade Business Services							
Publishing/Printing	-	P	P	-	P	-	-
Landscaping Services	P	P	P	-	P	-	-
Lumber and Building Material Dealers	P	P	-	-	-	-	-
General Building Contractors	-	P	P	-	-	-	-
Plumbing, Heating and A/C	-	P	P	-	-	-	-
Construction (Light and Heavy)	-	P	P	-	P	-	-
Masonry, Carpentry, Roofing and Siding	-	P	P	-	-	-	-
Painting	-	P	P	-	-	-	-
Limited Industrial							
Aircraft and Parts	-	-	-	-	P	-	P
Electronic Components and Accessories	-	-	-	-	P	-	P
Aeronautical and Nautical Systems	-	-	-	-	-	-	P

Table 6.4 Permitted Uses <i>generalized format</i>	B-1 Restricted Retail	B-2 General Business	B-X Business Interchange	S Special Interchange	M Manufacturing	RD-1 Research & Office	RD-2 Research & Limited Industrial
Laboratory Apparatus, Surgical and Medical Instruments	-	-	-	-	-	-	P
Community Facilities/ Recreation/ Other							
Utility Services and Facilities	-	P	P	-	-	-	-
Recreational Facilities/Clubs	-	P	P	-	P	P	-
Civic, Social, and Religious Organizations	P	-	-	-	-	-	-
Motion Picture Theaters	P	-	-	-	-	-	-
U.S. Postal Service	-	P	P	-	-	-	-
Water Well Drilling	-	P	-	-	-	-	-
Libraries	C	C	-	-	-	P	-
Museums, Community Centers	C	C	-	-	-	-	-
Pilot Manufacturing Plants	-	-	-	-	-	P	-
Surface extraction of sand, gravel or other earth materials	C	C	C	C	C	C	C
Sexually Oriented Businesses	C	C	-	-	-	-	-
Residential Care Facility, Nursing Home and Home for the Aging	C	C	-	-	-	-	-
Hospital	-	-	-	-	-	-	C
Accessory Uses							
Warehousing	-	-	-	-	A	-	A
Child and Adult Day Care	-	-	-	-	-	-	A
Police, Fire Departments	-	-	-	-	-	-	A
Restaurants, Bank ATM, Infirmaries, etc.	-	-	-	-	-	-	A
<b>Notes to Table 5.4:</b> P = Principle use permitted by right C = Conditional Use A = Accessory Use - = Use not specified or not permitted in district (a) The following list is a <u>summary</u> of uses permitted within each district. Refer to the applicable District sections of the Zoning Resolution for a comprehensive list of the specific use categories permitted. (b) Office use limited to the permitted uses within the district.							



## SIC land classification

Permitted uses in the Concord Township zoning resolution are based on Standard Industrial Classification (SIC) categories and definitions. The Standard Industrial Classification (SIC) system is a series of number codes that attempt to classify all business establishments by the types of products or services they make available.

The SIC system is intended to categorize business and employer types – not land uses – and is not meant to be used as the foundation for a zoning code. There are no SIC codes for houses, parks, vacant land, open space or home improvement centers, for instance.

A SIC-based code can also be awkward to administer. For instance, allowing all uses under a certain two-digit group of businesses, regardless of their intensity, and restricting those that are not intense yet included under a two-digit group that includes generally disruptive businesses. SIC codes group businesses of a certain type together, but not necessarily of a similar intensity; for example, mobile home dealers are technically in the same SIC group as hardware stores, as are heavy equipment rental and medical equipment leasing.

## Business interchange (BX) existing permitted uses

Economic development is the key objective in any business corridor, but the array of permitted uses and the uses not permitted in the existing BX zoning are the primary concerns in the study. Currently, the zoning list ranges from 'A' – 'MMM' with permitted uses ranging from commercial printing facilities to watch repair shops. Utilizing the current code over the long-term may yield a development pattern that is undesirable for the community and may consume valuable business sites for uses that could be located in other parts of the community.

The announcement of the hospital to this area created a new market for a more defined group of land uses, including professional offices, health care services and retail. These uses will directly complement the hospital and the unknown number of visitors to this area. Presently, professional office services are permitted if licensed through the state of Ohio. The licensing requirement is confusing and an unnecessary burden for potential businesses looking to invest in the community. Retail and health care services are not permitted at all, but industrial uses and used car dealers would be acceptable uses within the corridor.

At minimum, the Township should take advantage of the conditional use permit process. Uses permitted by a conditional use permit are not permitted by right in the zoning district, but may be allowed if the owner proves the proposed use will be appropriate at a certain location. In most zoning codes, the intent of conditional review is to give special attention to uses that may be appropriate in a district, but which needs special attention to ensure it will not hurt the surrounding area in which case the permit could be denied. Fast food restaurants are the only use required to apply for a conditional use in the BX zone.

## Research and Limited Industrial (RD-2) existing permitted uses

Nearly 50 percent of the corridor is zoned RD-2, of which over half is vacant. This represents a significant economic development opportunity. Permitted uses range from general offices to wiring equipment. The vast array of potential industrial uses dictates a more broad based permitted use scheme compared to other commercial or retail nodes. A sound site plan review process will properly protect the Township and surrounding businesses from undesirable uses and unappealing buildings.

Similar to the BX zone, the Township should consider the conditional use process for more intrusive types businesses. These potential businesses should not be discouraged, but it is good planning practice to enable the Township additional review capabilities often found in conditional use codes.

A office-oriented research district (RD-1) exists if the Township wishes to pursue a planned-business park type environment.

The SIC method of classifying land uses should be replaced by more general land use categories similar to Table 6.4.

Existing development standards

Proper planning requires dimensional specifications for all types of land uses. The lack of specifications is a questionable planning practice resulting in the lowest common denominator appearance at build-out. As land becomes scarcer, residual parcels often become difficult to develop.

Minimum lot size and lot width requirements are absent in the zoning districts relevant to this project (Table 6.5). Existing regulations must also be examined, including frontage and front setback. A 60' frontage requirement is too small for

commercial districts and could result in a high number of curb cuts along both corridors. Also, future road widening will have a significant impact on front setback. Provisions should be made to increase the setback requirement pending the results of the LC Engineer traffic analysis.

Flexible design parameters or overlay zoning may be implemented for larger, planned office or business parks through a planned unit development process (see element 7).

Table 6.5 Development Standards <i>generalized format</i>	B-1	B-2	B-X	S	M	RD-1	RD-2
Lot Requirements							
Minimum lot size	-	-	-	-	-	(c)	-
Minimum lot frontage	60 ft.	60 ft.	60 ft.	60 ft.	60 ft.	-	60 ft.
Minimum lot width	-	-	-	-	400 ft.	-	-
Minimum Lot Requirements							
Minimum front yard depth	50-80 ft. (a)	50-80 ft. (a)	50-80 ft. (a)	50-80 ft. (a)	75-150 ft. (b)	200 ft.	150 – 200 ft. (d)
Minimum side yard (each side)							
Abutting residential district	50 ft.	50 ft.	50 ft.	75 ft.	200 ft.	200 ft.	50 ft.
Abutting nonresidential district	20 ft.	20 ft.	20 ft.	75 ft.	50 ft.	200 ft.	50 ft.
Minimum rear yard							
Abutting residential use	50 ft.	50 ft.	50 ft.	75 ft.	200 ft.	200 ft.	50 ft.
Abutting nonresidential use	20 ft.	20 ft.	20 ft.	75 ft.	50 ft.	200 ft.	50 ft.
Maximum Building Height							
Primary building	40 ft.	40 ft.	40 ft.	40 ft.	40 ft.	40 ft.	40 ft.
<i>Notes to Table 2:</i> (a) 80 feet from the street centerline or 50' from the sideline of the street R-O-W, whichever is greater. (b) 150 feet from the sideline of the street R-O-W, except on limited access highways where the distance from the sideline of R-O-W shall be 75 ft. (c) In conformance with the intent of this Resolution. (d) 200 ft. when across from a residential district.							

## 7.1 Zoning

### Methodology

Development of a zoning “to-do” list was the primary goal of this entire project. The final set of recommendations utilizes parts and pieces of the existing zoning code, portions of other township-based codes and newly created districts. The Lake County Planning Commission, township staff and Local Advisory Committee (LAC) created the recommendations with regard to future land use patterns, traffic and economic development over the long-run.

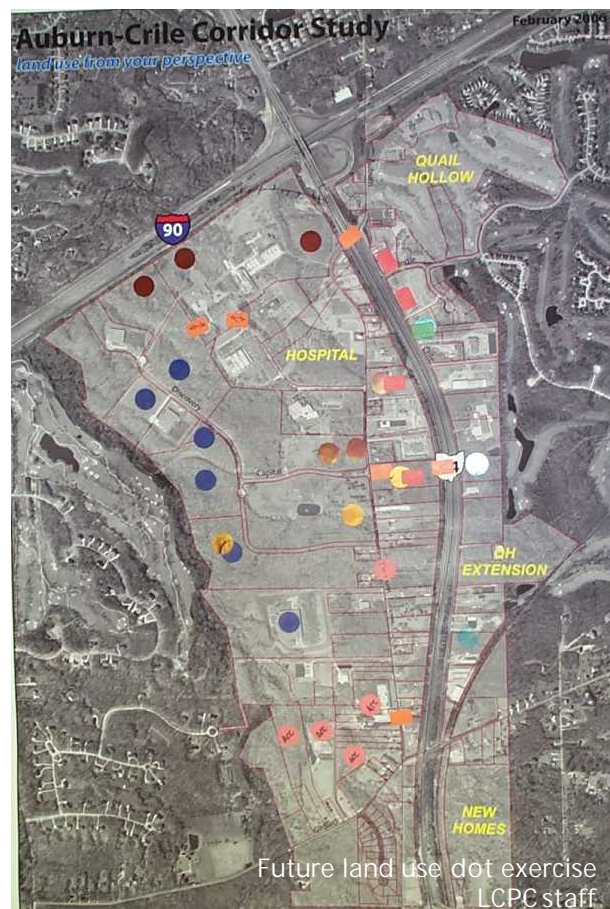
### Public presentations

Initial meetings focused on information gathering and assessment. Six stakeholders were invited to speak to the committee regarding their specific area of expertise. Speakers included the Lake County Department of Utilities, Auburn Career Center, Lake Hospital Systems and local landowners/developers. These speakers provided a tremendous amount of input toward the plan.

### Committee input

Group mapping exercises, evaluation and discussion sessions were held for three consecutive meetings. At the conclusion of each meeting, the Planning Commission staff would compile, analyze and re-map the work of the committee based on proper zoning, existing conditions and economic development scenarios. The following represents a brief summary of these exercises:

Ex. 1: *Dot distribution map*: 3 maps were created using generalized land use categories (represented by different colored dots).





Participants were encouraged to think outside of the box and on a long-term time line on how land use distribution should appear in 20 years. Suggested traffic improvements were also discussed.

Ex. 2: *Conceptual planning/zoning map:* A working base map was created based on the results of exercise 1. This map was revised multiple times as the plan evolved.

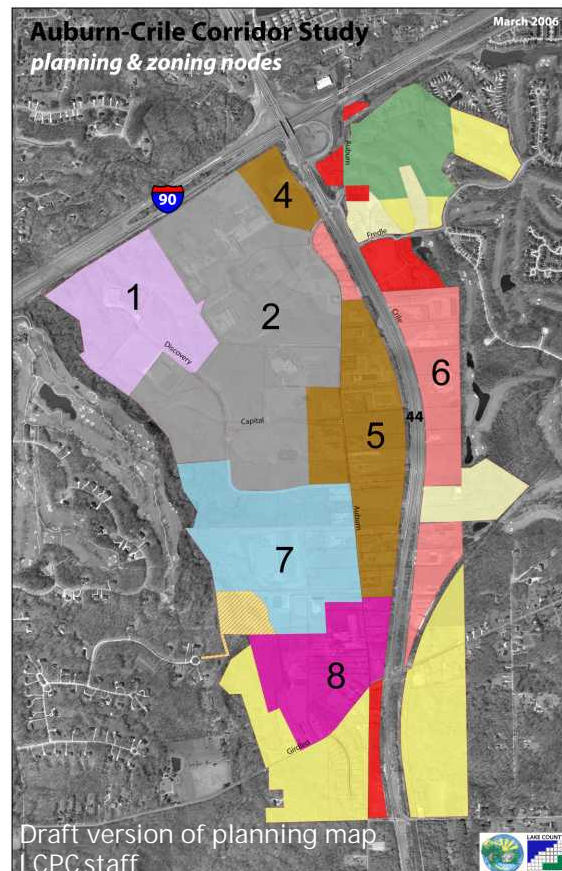
Ex. 3: *Purpose statements:* With the exception of a couple zoning districts, Concord Township does not have purpose statements in the text. Purpose statements allow the community to guide what type of zone they wish to create and how the built environment will appear after implementation.

Three groups created purpose statements for the planning/zoning areas defined in exercise 2. Staff condensed all submittals into one purpose statement per area.

Ex. 4: *Permitted use table:* Using the purpose statements as a framework, the groups created more detailed permitted land uses for each planning area. Permitted use charts do not use SIC codes and are easier for the zoning department and the user. This plan recommends the transition from the listing of uses to the table format.

Ex. 5: *Architectural design/streetscape plan:* Kent State University's Urban Design center provided conceptual architectural renderings of focal points throughout the corridor. Townships have the legal authority to begin the regulation of architectural standards (excluding exterior building materials). This is discussed in more detail in the following sections.

These exercises form the basis for the following sections of the plan. The recommendations follow a top-down approach, proposing more general, easier to implement suggestions first, followed by more detailed zoning parameters over the medium to long term.



## 7.1.2 Recommended zoning amendments

### *Overall impact on zoning resolution*

This plan addresses a specific geographic area of Concord Township, but the recommendations contained in this section will have direct impacts on zoning districts beyond the study area. As a result of this plan, the remaining zones will need to be evaluated for consistency, duplication and overall content in relation to the strategies identified in this economic development plan. For example, definitions will need to be added and permitted uses re-examined.

### Strategy 1 *Incorporate purpose statements*

*"If you don't know where you're going, how will you ever get there?"*

This saying holds true for land use and zoning projections over the long run. Creating purpose statements is the first step in shaping the corridor. Similar to the mission statement of a Fortune 500 company, purpose statements are the umbrella under which the remainder of the zoning code should be created and administered.

Within the study area, the following statements are:

RD-2, Research and Limited Industrial:

It is the purpose of this District to encourage and accommodate a growing number of businesses and limited industries seeking to develop separate facilities for management headquarters, training areas, research and development operations, and executive offices while protecting the public health, safety and morals of the Township. To accomplish this purpose the establishment of such a district should encourage the following:

- Facilities that are grouped together in order to provide common amenities, such as adequate and convenient parking, service, utilities and a park-like, harmonious atmosphere;
- Development controls which will minimize offensive noise, vibration, smoke, odors, glare and other objectionable influences and hazards;
- A predetermined development plan providing appropriate screening, adequate separation from other land uses, and more stringent controls.

BX, Business Interchange:

The purpose of this district is to provide for a variety of general commercial, service and administrative office establishments, which are necessary to serve a large trading area population. This district is also intended to accommodate retail trade establishments in the community that cannot be practically provided for in a neighborhood business district development.

GB, Gateway Business:

The purpose of this district is to provide personal services, retail and limited business and office uses along a major thoroughfare while accommodating surrounding businesses and local residents. The design of this area will encourage grouping of establishments located in a unified site, providing adequate off-street parking as well as efficient and safe methods of handling vehicular and pedestrian traffic.

### Strategy 2 *Create the Gateway Business (GB) zoning district*

Capitalizing on the economic development potential of the Auburn Rd. corridor was a key discussion point throughout the project. The vast amount of permitted uses within the existing BX zone is viewed as the primary area of concern. In addition, the proposed Town Center concept proposed in the 2004 Township Comprehensive Plan, the LAC visions Auburn Rd. as the business center of the Township.

The Gateway Business is a new zone proposed to capture the new vision of the Auburn Rd. corridor. Key features include (A-D):

*A. Architectural design guidelines.* Structural appearance and overall aesthetics are important components to create a viable business area. Section 519.02 of the Ohio Revised Code now allows townships to adopt architectural design guidelines (with the exception of exterior materials). Section 519.171 permits the creation of the architectural review board. Or, the responsibilities of this board may be delegated to the zoning inspector or zoning commission. This plan recommends architectural review by the zoning inspector after site plan approval by the Zoning Commission.

Design guidelines will be applicable to all uses in the Gateway Business district and should address the following:

#### Building mass

- Prohibit large simple building footprints; require variations in the footprint that are not superficial. Impervious surface requirements are recommended.

#### Exterior walls

- Pattern: require repeating, offset, reveal, pilaster, projecting ribs, fenestration patterns, piers, color change, texture change, and material module change.
- Base: require recognizable wainscot, thicker walls, ledges or sills.
- Top: require cornice treatments, overhangs, brackets, stepped parapets.
- Four sided design: walls must include materials and design characteristics consistent with those on the front.
- Projections and recesses: require wall plane projections and recesses for long walls.
- Street facing walls: require breaking up walls with change in plane, texture, windows, or other equivalent elements that divide the wall into human scale proportions.

- Facades: require divided and proportioned using features such as windows, display areas, entrances, arcades, arbors, and awnings along a percentage of the façade.
- Building entrances: require clear definition with an awning, arcade or portico.
- Transparency: require window coverage along a percentage of a wall.
- Garage doors: require segmentation, windows, recession behind a building façade, positioning where they don't face the street.

#### Roof

- Require overhangs, minimum slope, regulate maximum continuous plane of roofline.
- Rooftop mechanical equipment: require screening.

#### Building colors

- Require muted colors, limit use of primary or corporate colors.
- Limit color changes to change of plane or reveal line.

#### Gas station canopies

- Require support pole covers.
- Require recessed lighting, limit number of fixtures and lumens.
- Prohibit corporate branding and colors along the entire fascia.

More detailed parameters can be incorporated under each topic at the discretion of the zoning commission or township trustees during zoning amendment procedures. Enforcement of the guidelines would occur during the site plan review and permit review process conducted by the zoning department.

*B. Site plan review:* All new uses in the GB zone should be subject to a more detailed site plan review process. Very limited site planning requirements result in featureless commercial developments that may allow Concord Township to appear similar to most other communities. Improved site planning will result in more interesting, higher quality projects that will minimize the visual impact of strip development and contribute to a unique sense of place within the corridor(s).

Along with the architectural design guidelines discussed above, more detailed landscaping and buffering requirements, parking/internal circulation and lighting can be reviewed. Discussed more in following sections.

*C. Limited permitted uses:* The GB will reduce the amount and severity of land use when compared to the existing BX. Uses in the GB should be oriented toward professional office, retail and commercial (see new permitted use table below). Industrial, trade businesses and general contractor uses are not permitted. Existing uses of this type will be grandfathered and classified as a legal non-conforming use.

*D. GB Planned Village Development, GBPVD (overlay):* The transportation component of this plan recommends a new road connection between Auburn Rd., SR



44 and potentially Crile Rd. The intersections created with a new east-west thoroughfare presents an ideal location for a well planned, retail/office environment.

Standard business and commercial zoning development standards hinder these types of developments. The GBPVD is intended to provide a permissive and alternative zoning procedure for commercial/business and retail development in Concord Township, while maintaining the control at the local level.

The permitted uses with the overlay would not change and the design guidelines are still applicable, but development standards would be flexible to accommodate shared parking, clustering of buildings, unified signage, varied setbacks and connected open space. This can be achieved through an approved development plan per the Zoning Commission and Township Trustees. This process is similar to the existing R-2, PUD text, Sections 16.11-16.17.

The zone should be floated over the proposed GB zone and used at the discretion of the landowner, applicant or developer. Development criteria discussed in Table 7.2 (p. 56) will provide general controls on where this could be utilized.

#### *GBPVD models*

The Urban Design Center of Kent State University assisted the township in creating development models and graphical renderings using the general parameters of the GBPVD. Two areas, the northwest corner of the Auburn Rd./SR 44 interchange (Retail node) and the parcel directly across from Capital Parkway (Town Center) were used as model sites. The graphics shown are conceptual representations of the development pattern desirable throughout the corridor and should not be considered finished projects.

The design models are considered an extremely important component of the plan. Township and citizen decision makers should embrace these “ideas” during zoning and site planning discussions. Throughout the US, developers are becoming more familiar with mixed-use/cluster type developments. Concord Township should provide the zoning and design parameters necessary to accomplish this unique development model as opposed to the traditional post WWII commercial-strip style evident in communities throughout Ohio.

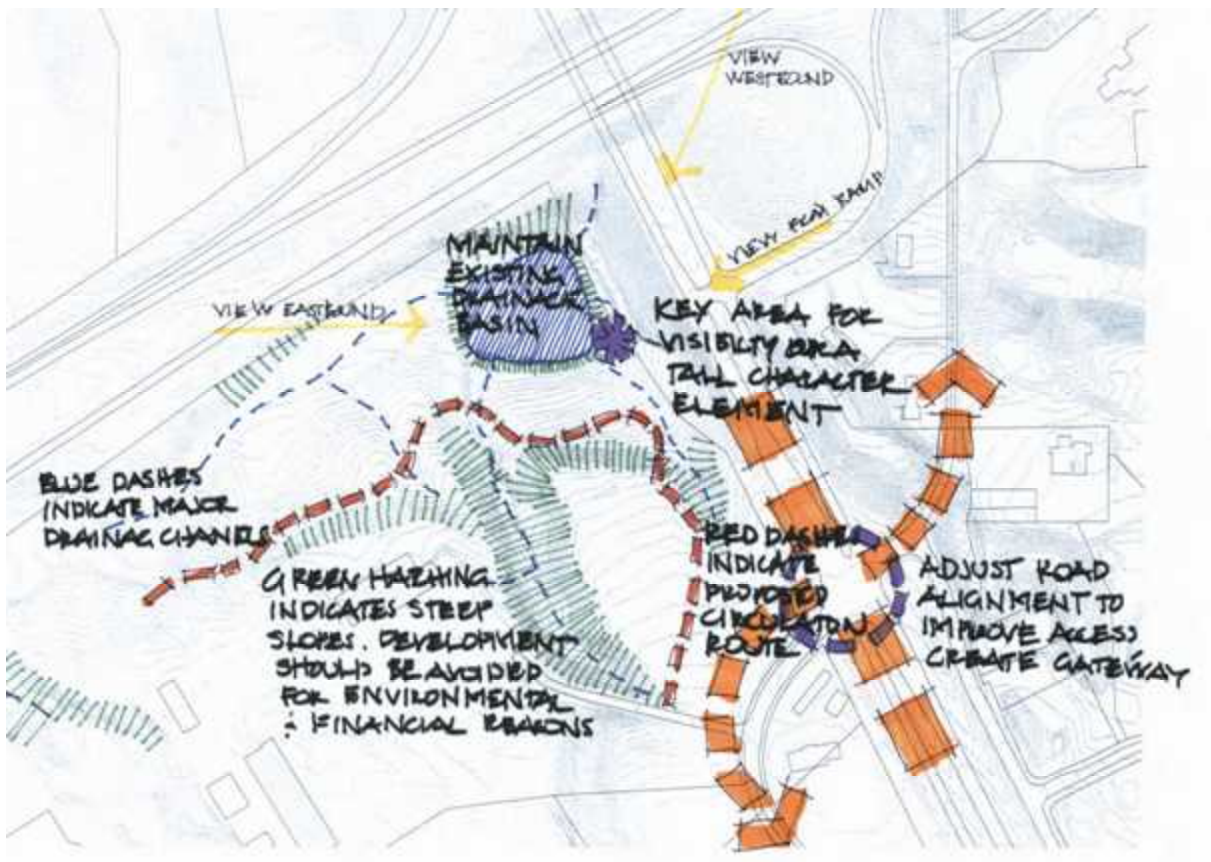
## Retail Node

At the retail node, design features are located in relationship to the environmental, topographic and existing built features of the site. Creating a site plan maximizing buildability of this area was the main goal of this design exercise.

The assessment map provides the land owner, developer and local decision makers with a graphical representation of the site and provides data on evaluating and/or approving future projects. Assessment maps of this type are recommended for all future projects.

Map 7.1 is the site assessment plan which clearly indicates steep slopes, a riparian corridor and water features that exist in the area and should be protected. Viewsheds and road alignments are also shown.

Map 7.1 Retail node: site assessment map  
Kent State, UDC



Map 7.2 displays the second phase of the design process, plan view. The plan view is a top-down graphic approach displaying the future built environment based on the site assessment completed in Map 7.1.

The Plan components include a single story retail/office (~20,000 sq. ft.) use along Auburn Road to capitalize on the traffic and visual frontage available. Front setbacks will be large enough to absorb future expansion or relocation of Auburn Rd. Shared parking will be located behind the structure.

On the interior, a two story, 128 room hotel facility, restaurant and office buildings are shown. Office space totals approximately 170,000 sq. ft., the majority of which maximizes the visual frontage of I-90.

The development does indicate separate uses, but shared parking, internal access and pedestrian linkages will yield a built environment unlike any in Concord. Buildings are designed in accordance with parking and setback standards. Often, the current parking requirements are excessive in what is really needed and may be reduced in exchange for more detailed landscaping requirements.

Future plans may not include the amount of development shown in this area.

Map 7.3 is the conceptual 'bird's eye' view of the retail node proposal. The aerial perspective provides a true representation of the development pattern/style desired in this area.

Map 7.2 Retail node: plan view  
Kent State, UDC







Map 7.3 Retail node: aerial view  
Kent State, UDC

## Town Center (1)

The objective in creating the town center model is to create a unique sense of place while addressing the transportation and economic development needs of the corridor. As discussed in the transportation element, a new east-west thoroughfare may be needed between Auburn Rd. and SR 44. Option 1 accomplishes this with a curvi-linear

Map 7.4 Town Center 1: plan view  
Kent State, UDC



## Town Center, Option 1

Approximate scale: 1"=200'



roadway that connects Capital Pkwy. to SR 44. Predominately single-story structures line the proposed road with reduced setbacks, rear parking, and pedestrian accommodations. If parking parameter can be met, the darker buildings in Map 7.3 could be increased to 2-story. Market demand would also play an important part in this design decision.

New office buildings on Capital Parkway (reduced setbacks and rear parking) will assist in creating a formal town center environment. Incorporating the parcel at the northeast corner of the proposed intersection completes a unique commercial node, as opposed to strip patterns common in suburban areas.

Proper signage and traffic control will re-enforce this identity. A town center green area is also shown to help preserve the viewshed and prevent the entire corridor from becoming a commercial façade.

Potential drawbacks of this design include:

- The central green area is somewhat displaced from the built environment and may not be practical for visitors to the area.
- Curvi-linear road layout may be a concern for emergency vehicles in route to the proposed hospital.
- Amount of curb cuts along Auburn Rd.

Map 7.5 provides the aerial view of the design.





Map 7.5 Town Center 1: aerial view  
Kent State, UDC

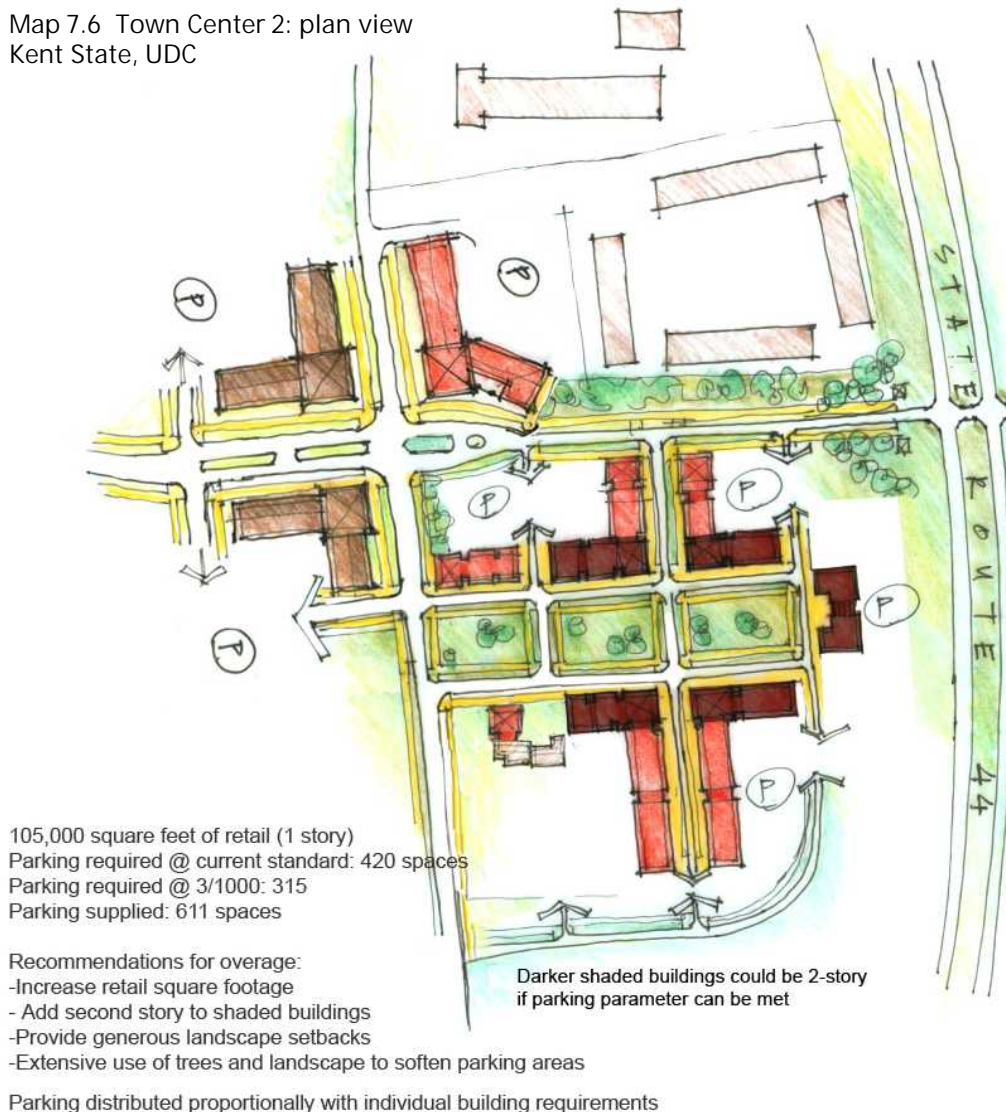


## Town Center (2)

The objective in model 2 is the same as described in model 1, but the design approach is based on a grid road layout (Map 7.6).

A more direct east-west road is proposed from SR 44 to Auburn Rd, connecting to Capital Parkway. The town center would be accessed by a new north-south entry, potentially boulevard layout. This would provide safer and quicker access to the new hospital.

Map 7.6 Town Center 2: plan view  
Kent State, UDC



## Town Center, Option 2

Approximate scale: 1"=200'



Similar to Option 1, reduced setbacks, rear parking and common open space are key elements. Structure should be single story with the potential exception of corner building facades where design elements may require higher features (clock towers).

The open space in Option 2 is more likely to be used by visitors to the area. Reduced through traffic and provisions for potential on-street parking will create a more pedestrian- friendly town center. This design has approximately 20,000 more sq.ft. of space than Option 1.

Potential drawbacks of this design include:

- Incorporating the parcel at the northeast corner of the proposed Capital Parkway becomes more difficult.
- Three new curb cuts along Auburn Rd.

Map 7.7 provides the aerial view of the design.



Map 7.7 Town Center 2: aerial view  
Kent State, UDC

### Strategy 3 *Revise permitted uses of existing zones (table format)*

Three obvious issues need to be corrected regarding the permitted uses: the utilization of the Standard Industrial Classification (SIC) code, minimal use of the conditional use permit process and listing the permitted uses in every section of the resolution.

Often, permitted uses are duplicated in two or three separate districts resulting in an unplanned and unpredictable growth management strategy. Two completely different uses and intensities may be permitted contiguous to one another eventually creating a hodge-podge of uses that are difficult to remedy from a land use distribution perspective. This plan is not intended to zone out specific uses, but provides opportunities in different areas; thus helping to promote economic development in a confined area similar to the study area.

The SIC system is intended to categorize business and employer types – not land uses – and is not meant to be used as the foundation for a zoning code. For instance, there are no SIC codes for houses, parks, vacant land, open space or home improvement centers.

In place of the SIC method, creating a permitted use table based on general land use categories is recommended. This will accomplish three objectives: eliminate SIC codes, remove the listing format of permitting uses currently found in the resolution, and provide a code that is user friendly for the applicant and zoning officials.

Table 7.1 provides an example to the Township as the foundation to implement this change. The land uses are listed in the left most column and the zones are listed across the top. Letter 'P' represents permitted uses, 'C' represents conditionally permitted uses and 'A' indicates accessory uses. The RD-2, BX, and proposed GB zone are the only zones with recommendations due to their location with the pre-defined study area. The purpose statements discussed earlier were used as the basis to determine what uses should be permitted.

As the plan is implemented, it is important to analyze all zones and how the proposed recommendations affect permitted uses in other zones.



Table 7.1 Recommended Permitted Uses <i>generalized format</i>	RD-2	B-X	GB	B-1	B-2	M	RD-1	S	AP
	Research & Limited Industrial	Business Interchange	Gateway Business	Restricted Retail	General Business	Manufacturing	Research & Comp. Office	Special	Airport District
<b>Office and Professional Services</b>									
Urgent care/ medical clinic	P	P	P						
Medical & dental office	P		P						
Administrative, business & professional offices	P	P	P						
Research and development labs	P		C						
<b>Retail and Personal Services</b>									
Restaurant (sitdown/table service)		P	P						
Restaurant (counter service)		C	C						
Retail establishments (no outside sales)		P	P						
Personal services including but not limited to hair care, dry cleaning, shoe repair, photography studios, etc.			P						
Garden or nursery retail sales (non-wholesale)		C							
Bank, financial institutions			P						
Veterinary services		C							
Funeral services		C	C						
Bed and breakfast			C						
Hotels/Motels		C	P						
Business services including mailing and copy centers		P	P						
Rental services including electronic/furniture and party supplies		C							
Child day care ctr.		C	C						
<b>Automotive &amp; Transportation</b>									
Gas stations		P	C						
Car wash		P	C						
Motor vehicle, recreational vehicle, and motor cycle dealers (new/pre-owned)		P							
Automotive rental		P							
Automotive parts & supply		P							
Automotive services (including instant oil change)		P	C						
Automotive repair		P							
<b>Manufacturing and Limited Industrial</b>									

Table 7.1 Recommended Permitted Uses <i>generalized format</i>	RD-2	B-X	GB	B-1	B-2	M	RD-1	S	AP
	Research & Limited Industrial	Business Interchange	Gateway Business	Restricted Retail	General Business	Manu- facturing	Research & Comp. Office	Special	Airport District
Light manufacturing	P	P							
Heavy manufacturing	C								
Misc. food preparation	C	C							
Distribution and Wholesale									
Wholesale business		P							
Warehouse facilities		P							
Beverages		P							
Trade Business Services									
Publishing/printing/commercial copying		P							
Computer related services		P	C						
Landscaping services		P							
Lumber and building material dealers		P							
General building contractors		P							
Construction and equipment sales and rental (including misc. yard care equipment)		C							
Entertainment/Recreation									
Membership/sports/fitness club		P							
Studios for instruction		P							
Indoor commercial recreation		P							
Theater		C	C						
Assembly Hall, meeting place, party center		P	C						
Community Facilities									
Libraries									
Schools, universities, colleges									
Civic, social, and religious organizations		C	C						
Museums, community centers			C						
U.S. Postal Service		P	P						
Hospital			C						
Residential care facility, nursing home, and home for the aging									
Adult group home									
Other									
Utility services and facilities		P							
Surface extraction of sand, gravel or other earth materials		C							
Sexually oriented business									
Accessory Uses									

Table 7.1 Recommended Permitted Uses <i>generalized format</i>	RD-2	B-X	GB	B-1	B-2	M	RD-1	S	AP
	Research & Limited Industrial	Business Interchange	Gateway Business	Restricted Retail	General Business	Manu- facturing	Research & Comp. Office	Special	Airport District
Outdoor storage & display in a association with a permitted use		C	C						
Warehousing	A	A							
Drive thru facility associated with a permitted use		C	C						
Child and adult day care	C	C	C						
Police, fire services	A	A							
Restaurants, bank ATM, etc.	A								
Outside dining		C	C						

Uses in the proposed GB district are directed toward office, retail and administrative uses to support the hospital and Auburn Career Center, whereas uses in the BX zone continue to permit a wide array of use types, but in a more confined area.

The intent and permitted uses of the existing RD-2 are essentially unchanged. As stated previously, removal of the SIC code is the major amendment.

#### Strategy 4 *Create/update development standards*

Similar to the use table, creating a table for development standards for all zones is recommended. In addition to simplifying the zoning resolution, the chart should include standards for all zones. Currently, lot size requirements are absent in the business zones. Frontage requirements should also be increased.

According to table 6.5, 60' is the standard frontage requirement in all the business type zones, excluding the RD-1. Small frontage requirements increase the likelihood of a higher number of curb cuts along both Auburn Rd. and Crile Rd. This diminishes the semi-rural appeal that local residents stress and also presents increased traffic conflict points. Common frontage requirements in other communities are 100' at a minimum. General recommendations include increased frontage and lot size requirements. Setbacks along Auburn Rd. should also be analyzed in case of potential road widening.

The plan also recommends adding a maximum amount of impervious surface area requirement to the zoning resolution. Impervious surfaces are defined as land surface that has been compacted or is covered with a layer of material such that it substantially reduces or prevents the infiltration of storm water runoff into the ground. Impervious surfaces may include paved or graveled roadways, parking areas, driveways, sidewalks, rooftops and similar structures. These standards will assist with storm water and drainage issues.

Implementation of impervious coverage standards will require the examination of the parking requirements in the zoning code. In most cases, parking requirements are more than adequate for the land uses that locate in the community.

Table 7.2 Recommended Development Standards <i>generalized format</i>	RD-2	B-X	GB	GBPVD	B-1	B-2	M	RD-1	S	AP
	Research & Limited Industrial	Business Interchange	Gateway Business	Planned Village Dev.	Restricted Retail	General Business	Manu- facturing	Research & Comp. Office	Special	Airport
<b>Lot requirements</b>										
Minimum lot size	5 ac.	1 ac.	.5 ac	5 ac *						
Minimum lot frontage/lot width	200'	100-150'	100'	100 *						
Minimum front yard depth	150'	60'	60-75'	20' *						
Minimum side yard (each side)										
Abutting residential district	50'	50'	50'	50'						
Abutting non-residential district	50'	20'	20'	20'						
Minimum rear yard										
Abutting residential district	75'-100'	50'	50'	50'						
Abutting non-residential district	50'	20'	20'	20'						
Building separation				20**						
Open space				15% *						
<b>Buildings specifications</b>										
Height: primary building	40'	40'	40'	40'						
Height: accessory building	20'	20'	20'	20'						
Minimum square footage										
Maximum ground area coverage*		30-40%	30-40%							
<b>Notes</b>										
* may be reduced per approved development plan.										

## Strategy 5 *Create site plan review text*

A site plan is a graphic representation of the arrangement of buildings, parking, drives, landscaping and any other structure that is part of the development project. Site plans can be reviewed by the Zoning Commission, Board of Zoning Appeals, a newly created Site Plan review board or administratively by the Zoning Department.

With the exception of the Planned Unit Development (R-2) district, Concord Township does not have a site plan review process. Other Townships in Ohio, including Madison Township in Lake County, have a formal site plan review procedure.

Concord Township should consider a new site plan review amendment to the zoning resolution to promote efficient and safe use of land and requiring increased standards for project layout and design. To the extent possible, the site plan review process should be in a timely manner as to not hinder new business starts. Comments from the LAC indicate that developers are more than willing to adhere to zoning and design standards as long as they are easy to interpret/use and do not present an unnecessary burden on the project.

The following outline could be followed:

- |    |                   |  |
|----|-------------------|--|
| A. | Purpose:          | <i>Why?</i>  |
| B. | Requirement:      | <i>When site plans are required?</i>   |
| C. | Preparation:      | <i>Who can prepare the plan?</i>   |
| D. | Contents:         | <i>What is required on the plan?</i>   |
| E. | Design Standards: | <i>Parking, lighting, impervious surface, fencing, landscaping, access management, architectural guidelines, etc</i> |
| F. | Approval Process: | <i>Timeline, parties involved</i>  |
| G. | Appeal Process:   |  |

While the design standards should be clear and non-biased, incorporating site planning in the code will provide Concord Township ample review time along with the ability to discuss specific elements in greater detail than is currently permitted via the basic zoning certificate issuance. As stated previously, Townships should not settle for basic development standards. Proper guidelines and review/enforcement policies will yield projects of higher quality.

#### Strategy 6    *Landscaping and Screening*

Landscaping, screening and buffer parameters are an important component of a development plan. Currently, Concord Township's landscaping specifications are within each individual zoning classification. Adding a more comprehensive landscaping and screening standard is recommended.

The text should require a landscape plan for all development proposals in zones, with the exception of residential. The plan could be incorporated as part of the site plan review portion. Depending on the desired detail, examples of additional landscaping requirements include the following scenarios:

- Types of permitted vegetation
- General requirements



- Any landscaping material that is a required element of an approved development plan that dies or is destroyed shall be replaced within 'x' months.
- Plan shall be implemented within 'x' months of project or phase completion.
- Landscape material size standards
  - Evergreen shrubs: no less than 24" in height.
  - Conifers: no less than 6' in height measured from top of soil ball.
  - Deciduous: no less than 1 ¾" caliper as measured six (6) inches above the crown of the roots or from top of soil ball.
- Landscaping along public street frontage (graphic);
  - 'x' amount of trees for every 100' of frontage.
- Landscaping of parking lots (graphics)
  - Interior parking lots/parking islands or parking swales/landscaping within the islands or swales.
  - Perimeter screening of parking lots (different requirements for areas that abut residential uses or zoning districts)
- Landscaping around structures
  - Planted building front: i.e., at least ½ the building front area shall be landscaped.
  - Front, side yard and rear yards: dimensional requirements.
- Sight distance requirements for plantings
  - Standards that will protect view corridors along driveways, corner intersections, etc.

Staff and the OSU Extension service could assist the Township in developing a specific set of requirements. Stronger landscaping and screening language is becoming more common in Townships throughout Ohio.

### Strategy 7 *Access Management*

Access management is a group of strategies, tools, and techniques that work to improve the safety and efficiency of roads – not by adding lanes but by controlling where vehicles can enter, leave and cross a road.

There are no communities in Lake County where access management standards are in place. In Concord, especially the study area, the present and future traffic volumes will necessitate more control of driveway placement, common driveways and shared parking.

This strategy may be beyond the scope of an economic development plan, but is essential to proper site layout and the overall appearance and function of the built environment over the long-term. Areas that do not function properly will not attract desired businesses, thus effecting economic growth.

Advisory Bulletin 2003-06, published by the County Commissioner Associations of Ohio (CCAO) will help guide the Township to create these regulations.

## Strategy 8 *Rezoning (Conceptual map)*

The recommended zoning pattern for the Auburn-Crile corridor is shown on page 60. Development utilizing the current zoning and associated development standards may have haphazard results and not fulfill the economic development potential it currently possesses.

The proposed Gateway Business (GB) district is the most obvious deviation from the current zoning map shown on p. 36. Along the entire Auburn Rd. corridor (216 ac.), it is recommended to rezone the existing BX to GB. As discussed in previous sections, the current B-X zoning was created to capitalize on the proximity of I-90 and SR 44 and thus contains a wide array of uses. The amount of permitted uses in the BX was a concern from the start of the project. The BX will remain along the Crile Rd. corridor.

Table 7.3

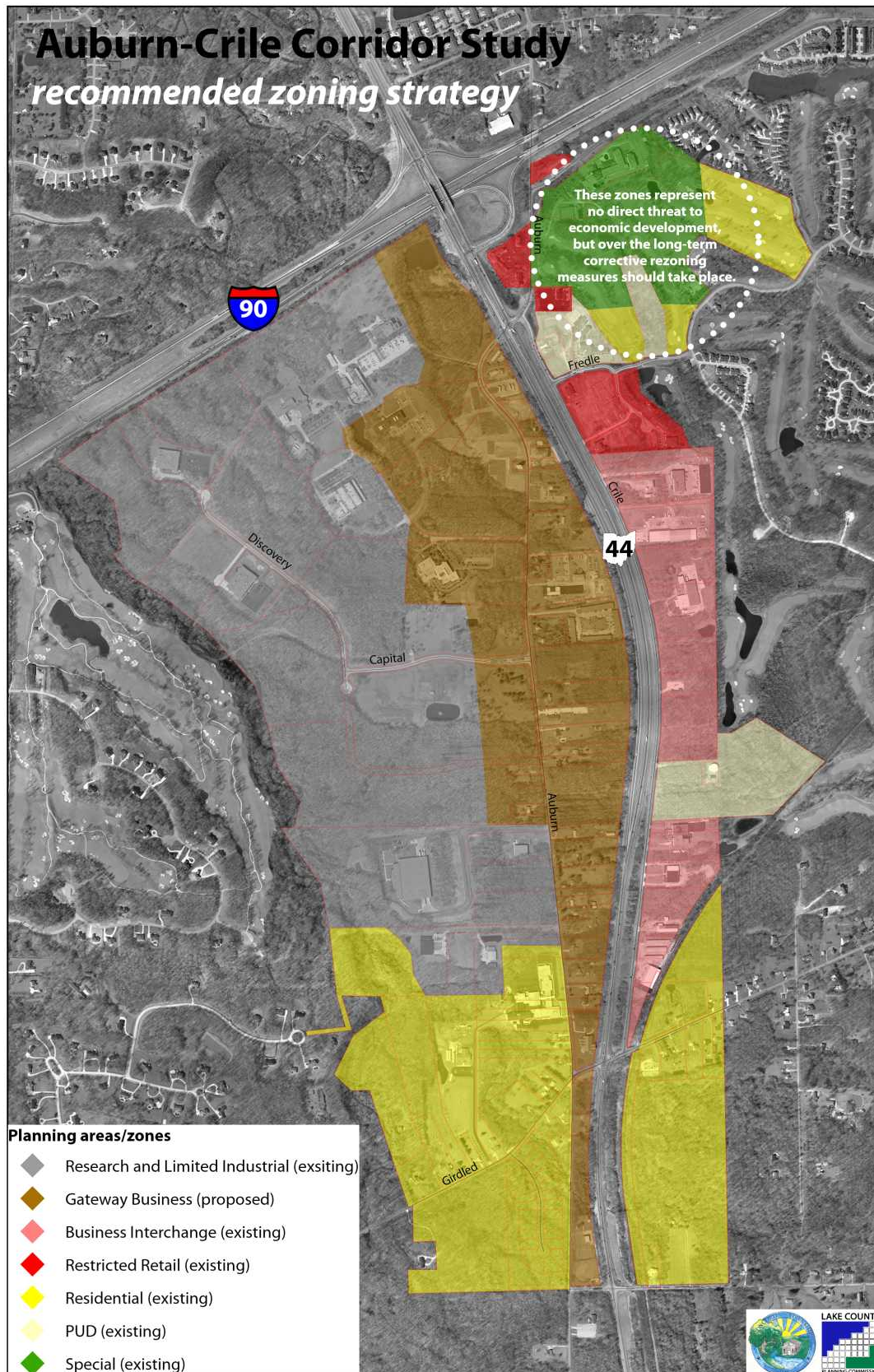
Proposed zoning

Zone	Acres	% of total
B1	24.2	2.5
BX	68.5	7.1
GD	216.1	22.4
R	226.2	23.5
R2	37.7	3.9
RD	341.0	35.4
S	50.1	5.2

The GB will create a more defined land use pattern for the long term with a focus on office, retail and commercial land uses. More intrusive business/commercial uses are not permitted in the GB and should be developed in the remaining BX zone along Crile Rd.

The majority of the future GB land will be from the existing BX, with a small portion of RD-2 property proposed to be GB. This includes the general vicinity of the future hospital and land with road frontage along the west side of Auburn Rd.

The remaining changes to the map are a result in the GB rezoning. The decrease in the amount of BX zoned land is the second significant change. The Crile Rd. corridor will be the only area zoned for BX uses, according to this plan.



## 7.2 Implementation timeline

The implementation of this plan should begin after acceptance by the Board of Trustees. Changes that are made should be done so as to not affect the other zoning districts not included in this plan. The majority of the strategies discussed should be applied to all districts, in time.

### Strategy 1: Adopt Purpose Statement(s)

Action by: Zoning Commission, Zoning staff, Planning Commission staff  
Time: Summer 2006  
Beneficiary: Zoning staff, Zoning Commission, Board of Zoning Appeals

### Strategy 2: Create Gateway Business (GB) District

Action by: Zoning Commission, Zoning staff  
Time: Summer/Fall 2006  
Beneficiary: Business and citizens of Concord Township

### Strategy 3: Revise Permitted Use(s)

Action by: Zoning Commission  
Time: Summer/Fall 2006  
Beneficiary: Business and citizens of Concord Township

### Strategy 4: Revise Development Standards

Action by: Zoning Commission  
Time: Summer/Fall 2006  
Beneficiary: Business and citizens of Concord Township

### Strategy 5: Adopt Site Plan Review Standards

Action by: Zoning Commission  
Time: Fall/Winter 2006  
Beneficiary: Zoning staff, business, developers and citizens of Concord Township

### Strategy 6: Adopt Landscaping Standards(s)

Action by: Zoning Commission  
Time: Winter 2006/Spring 2007  
Beneficiary: Business and citizens of Concord Township

### Strategy 7: Access Management

Action by: Township Trustees, County Engineer, Planning Commission  
Time: Pending results of Lake County Engineer's 44/Concord Township  
Areawide Transportation Study (Summer 2007)  
Beneficiary: Business, visitors, travelers and citizens of Concord Township

### Strategy 8: Rezoning

Action by: Township Trustees  
Time: Spring 2007  
Beneficiary: Future businesses, citizens

## 7.3 Summary

The Composite Map on p. 70 represents a general overview of the zoning and transportation strategies developed in this plan. The plan is a guide for Concord Township leaders in developing practical and feasible zoning and land use decisions.

Continued cooperation between various boards, citizens, zoning staff, elected officials and other public entities will increase the likelihood of the plan's success. The recommendations of this plan were created by the Lake County Planning Commission with valuable input from the Local Advisory Committee, community stakeholders and Township staff.

With the 2008/09 opening of the new hospital, other retail and commercial businesses will follow. Thus, it is imperative that the Concord community examine current and proposed guidelines to assure future growth follows the community's desires for development.

Market demands, unforeseen development scenarios or legal issues may arise which require edits to various portions of this plan. Planning is fluid. Amendments, if necessary, should not derail the overall objective of the plan:

Identify potential future economic development opportunities in this corridor; and to ensure that services, zoning and infrastructure are properly matched to assure efficient, maximized development for the corridor in concert with the overall development agenda of Concord Township.

"It's not the plan that's important, it's the planning"

Dr. Gramme Edwards.



