

CITY OF EASTLAKE

2009 Comprehensive Plan



Adopted July 14, 2009

Prepared by the Eastlake Economic and Community Development Council for the City of Eastlake.

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Lake County Planning Commission and Chagrin River Watershed Partners, Inc.

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This plan is dedicated to Mr. Tom Rutledge, a true citizen, who devoted his considerable talents and time to the responsible development of the City of Eastlake and the Chagrin River.

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1 Executive Summary

1.1 Vision Statement

The City of Eastlake will encourage smart, sustainable economic growth and provide quality services to the residents and businesses, while building upon the competitive advantage provided by its environmental and physical attributes, thus creating a desirable location to live, work and play in the coming decades.

1.2 Major Recommendations

The following items represent important action item issues identified by the Economic and Community Development Council (ECDC), previous planning documents and the Lake County Planning Commission. Additional details and maps are included in subsequent sections of the plan.

A. Incorporate New Planning, Zoning and Design Tools (Chapter 11)

The development, or redevelopment, of a community is a fluid process. Technology, planning strategies, design standards, zoning techniques and internal departmental procedures must be constantly examined and modified when necessary to effectively manage growth in a smart, sustainable manner.

Recommended strategies:

- Evaluate Part Eleven – “Planning and Zoning Code” of the Codified Ordinances annually.
 - Review all permitted uses in all commercial and industrial districts. Similar to countless other ordinances, Eastlake’s zoning ordinance contains land uses/business activities that are no longer appropriate for the City. These uses should be removed and emerging land uses should be added to the ordinance to “keep pace” with the development community.
 - Evaluate the permitted uses in the Lakeshore Development District (LSDD). The permitted uses should be a reflection of the purpose statement of each zone. Currently, this zone nearly identical to the Retail Business (B-1) zone and may not achieve the goals of the LSDD. Uses shall reflect the maritime nature of the area.
 - Examine lot size requirements in all non-residential zones. Consider minimal sizes and allow the development standards to dictate the size of the lot (landscaping, impervious surface requirements, parking, stormwater management, buffers).

- Consolidate uses into a comprehensive land use matrix. A matrix allows the location of uses to be compared across all districts.
- Eliminate the repetition of uses in multiple districts or consider consolidating zoning districts that are no longer necessary. For example, the General Business (B-2) zone is very similar to the B-1 and the Limited Industrial (M-2) and General Industrial (M-3) is essentially the same district.
- Utilize graphics in the ordinance to visually illustrate design standards (i.e. what does a façade base treatment look like) or how development standards are applied (i.e. rear yard setback on an irregular shaped lot).
- Create purpose statements for industrial districts. *“If you don’t know where you’re going, how will you get there?”* This statement holds true for land use and zoning projections over the long term. Creating the purpose statement is the first step in shaping the zoning ordinance. Similar to the mission statement of a Fortune 500 company, this statement is the umbrella under which the remainder of the zoning code should be created and administered.
- Streamline the development review process to encourage the participation of the private sector. In short, keep it simple.
- Exempt existing businesses from the development/design guideline standards until the property redevelops. The City and this plan must be cognizant of the potential impacts to current businesses and understand that substantial change will occur gradually over an extended period of time. Standards for adherence to design standards should be established for:
 - When a structure is remodeled (i.e. if the addition exceeds 25% of the existing square footage, then the addition must adhere to the guidelines).
 - When there is a change in ownership *and* the building is not used for over a year.
 - When a change in use occurs
- Reduce the required minimum lot size in the M-1 district to 1 acre.
- Consider mixed use zoning or overlay zoning on remaining vacant or infill (redevelopment) parcels.
 - *Mixed use zoning* encourages complete neighborhoods through the combination of commercial, residential, service and office activities on a single development site. This

method de-emphasizes land use regulations and instead permits multiple uses subject to specific design standards. Traditionally used in downtown areas, more suburban-type communities are embracing this strategy (Easton Town Center-Columbus, First and Main-Hudson).

Overlay zoning addresses unique siting, use and compatibility issues that require use and development regulations in addition to those found in the underlying zoning district. According to the “21st Century Land Development Code,” If any regulation in an overlay zoning district requires lower densities, greater setbacks, or otherwise imposes greater standards than those required by the base zoning district, the more restrictive standards applies.

Both tools were identified in previous plans and would be applicable along the Vine Street corridor to encourage redevelopment of small-scale retail and residential uses in predefined areas. A mixed use zone is encouraged for the eventual development of the southeast corner of the SR 91/Vine Street intersection. A special Auto Row overlay should be considered for the eastern portion of the Vine Street corridor.

- Establish fair, uniform commercial design guidelines per “Vine Street 2020” and “Eastlake Comprehensive Plan 1991”. National chains establishing a location in an area with no architectural regulations will usually build a default “prototype” building. Such buildings usually have little architectural detailing, and are designed to reinforce corporate identity and function as a sign, regardless of its compatibility with community character. National corporations will forego their “prototype” buildings and build a structure that better respects local character – but only if they are required to do so.
 - Effective design guidelines establish an overall standard of physical design quality and “protect private property owners from sub-standard design decisions on neighboring properties or in the public realm that could have a negative impact on property values in the area.” (“Vine Street 2020”, Urban Design Center of Northeast Ohio, 2003.)

Specific design items include: Façade base treatments, window fenestration, specific building materials/colors, signage, crosswalks, reduced parking requirements, pedestrian accommodations, and improved landscaping requirements that incorporate best management practices.

- Require planning, architectural, and zoning boards to participate in regional planning activities and training seminars.

- The majority of local planning, zoning or architectural boards are comprised of volunteer citizen planners with limited knowledge of the topic they are asked to approve (or disapprove). It is important for communities to provide, or perhaps require, educational opportunities for those willing to serve because they play an important role in decisions that may effect the natural and built environment.

The City should also provide technical staff (Chief Building Officer, City Engineer, Zoning Inspector, Planner) support during the decision making process as the applicant may have multiple technical consultants available to present their application.

The Lake County Planning Commission, Ohio Planning Conference and American Planning Association offer countless low cost education opportunities on a variety of timely topics.

- Consider planning/zoning staff in long term budget considerations.
 - Planning is often a reactionary decision in many communities because of lack of staffing. Understandably, engineering and zoning / building inspectors are necessary to regulate the events of the day, but long-term planning, design, development scenarios are equally important to the overall vision of the City. Planning staff can also guide boards and commissions during the decision making process, prepare staff reports for elected officials and represent the City on regional boards and agencies.
- Continue participation in the Chagrin River Watershed Balanced Growth Program, in conjunction with Chagrin River Watershed Partners, Inc. (CRWP).
 - Communities endorsing the locally designated Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) will be recognized by the State as participating in the Chagrin River Balanced Growth Plan. In Eastlake, the PDA's include:
 - Existing industrial and retail areas
 - Expansion of more intense development along the Vine Street corridor and the JFK property.
 - Possible locations for more intense development near the lakeshore and Chagrin River.

The PCA's include:

- Environmentally sensitive areas (riparian corridors and wetland areas)

- Scenic and recreational opportunities on the Chagrin River and access to Lake Erie.
- This participation has a number of benefits to local communities including:
 - Increased state assistance for local projects.
 - Support for local zoning.
 - Additional state incentives, such as points on grant applications and lower interest rates on state loan programs.
 - General local benefits, including minimizing long-term infrastructure and stormwater management costs and advancing the preservation of the key natural areas in the city.

B. Continued Growth of Open Space / Riparian Network (Chapter 4, 10)

Parks and Recreation areas are increasingly important in today's environment. While the population has been growing at slow to moderate rate, land consumption is growing at an disproportional rate. With this growth people need more space to spend with friends and family, to enjoy natural surroundings, and relax from the outside stressors of modern society.

Natural and environmental resources will help define the character of the City, support the natural systems that provide for wildlife and a healthy environment, provide recreational and educational opportunities, and form the basis of an emerging tourist economy with a renewed interest in local waterfront amenities.

In Eastlake, the Chagrin River (and its tributaries) and Lake Erie waterfront provide much needed open space and provide an indirect development control. Efforts to preserve additional waterfront properties and link existing facilities cannot be overstated as development pressures will look to consume these properties.

Recommended strategies:

- The City should use this plan as the basis to create an official open space, trail and recreational capital improvement plan, and work with the Lake Metroparks and adjacent communities to ensure consistency in open space planning.
- Continue to actively participate in with the Lake County Coastal Plan Committee.
 - The City and the Port Authority has received substantial financial assistance through their ability to partner with county/regional organizations.
- Focus on acquisition (or conservation easements) of properties designated as Priority Conservation Areas (PCAs).

- Where areas (Woodlands area) exhibit future development potential, require an open space or preservation component of the most sensitive areas are found (floodway).
- Link Chagrin River Park to Lake Erie and create public access points.
 - Chagrin River Park (283 acres) is one of the more highly utilized parks in the Lake Metropark system. Actively pursue access rights or easements to this park for a riverfront trail from the Eastlake/Willoughby border to a new lakefront pier.
 - Long-term trail connections may link the Syracuse Property and the Ward Creek corridor.
- Develop riparian setbacks along the Chagrin River and other designated watercourses.
 - Riparian setbacks are a zoning tool, (similar to the front, side and rear yard setbacks) used to establish distances from water resources where building and other soil disturbing activities are prohibited, thus protecting the natural function of the watercourse. This includes reducing flood damages, filtering pollutants, stabilizing stream banks, providing natural habitat and enhancing community character.
- Create a harbor of refuge at the mouth of the Chagrin River.
 - The Lake County Coastal Development Plan identifies the Chagrin River mouth as a priority project site for a protected recreational harbor of refuge. This would be an ideal location between Mentor Harbor and downtown Cleveland. There are approximately 1,000 recreational boaters in the Chagrin River corridor during the boating season.

C. Redevelopment of Commercial Corridors (Vine Street)

The 1.5 mile Vine Street corridor is the heart the commercial/retail center of Eastlake and the area most people associate with City's identity. Similar to other northeast Ohio suburbs, Eastlake faces challenges reinventing this core area in the face of continued suburban commercial expansion in adjacent communities. The "strip" form of commercial development prevalent in the 1970s and 1980s is becoming obsolete due to market conditions, consumer preference and retail saturation. Many communities are looking to transform these areas into town centers, urban boulevards and/or residential areas (Zoning News, February 2002).

These topics have been addressed by the Economic Development Committee and were addressed in the 1991 "Eastlake Comprehensive Plan" and were the genesis for the "Vine Street 2020" plan.

While road improvements have been made along the corridor since 1991, multiple issues remain unresolved. Recommended strategies include:

- Implement structural design standards and landscaping requirements for new development or redevelopment as established in “Vine Street 2020.”
- Increase the depths of the B-1 areas along the north side not to exceed 1,000’ to create more attractive commercial areas for site selectors. This will also create the opportunity for true mixed use development that includes residential condominiums.
- Tighten the permitted uses in the B-1 zone to reflect a true retail/commercial area.
- Examine the parking standards in the B-1 zone (Chagrin River Watershed Partners has model ordinances and technical resources available).
 - Consider parking maximums as opposed to minimums.
 - Permit land banking for future parking areas on site if demand warrants.
 - Require shared parking between parcels or businesses.
 - Improve overall design standards of lots.
 - Incorporate compact car spaces
 - Minimize stall dimensions
 - Require the use of pervious surface in overflow and other low traffic areas.
 - Incorporate bioretention areas and landscaping requirements.
- Review access management issues throughout the corridor.
 - Limit the amount of new curb cuts along Vine Street.
 - Examine the amount of feeder intersections with Vine Street and consider eliminating intersections at E. 342, 346, 349 or 351. This should be done in cooperation with local safety forces and in conjunction with the potential extension of Jennison Drive.
 - Require internal connections, unified circulation and parking plans between adjacent properties.
 - Consider rearage and frontage roads to serve as a common access drive for properties along the corridor. The extension of Jennison Drive is one example.
- Create an overlay zone to permit residential in the B-1 areas subject to strict development/design standards. Consider moderate to high density residential uses to the east of Classic Park.
- Rezone the southwest corner of SR 91 and Vine Street to create a mixed use neighborhood that capitalizes on its proximity to Classic Park and SR 2.
- Require underground utilities for large-scale development projects.

D. Create a ‘Destination’ Reputation Based on Entertainment, Sports and Tourism

Eastlake has three underutilized amenities that provide a competitive advantage over every community in Lake County; Classic Park, Chagrin River and Lake Erie. Independently unique in many ways, the ability to bring outside investment to the City is the unifying factor.

- **Classic Park** serves as the identifiable feature of the city and should serve as the anchor tenant of the Vine Street/SR 91 intersection. Recent efforts to attract non-baseball activities to the facility are commendable and should be continued.

The City should pursue options to attract (pre-game) and retain (post-game) visitors to local business surrounding the stadium. While the pedestrian bridge linking the parking lot (northwest corner of Vine Street/SR 91) to the stadium provides a convenient parking and safe access option, it also serves as a traffic funnel in and out of the area. Game after game, thousands of people and hundreds of cars quickly exit the area after an event without even passing by a local business.

Understanding the parking requirements of Classic Park, the City and franchise may want to consider a phased in development plan for the large parking lot to capture the built in customer base afforded by the ball game or special event.

Parking lot design ideas include:

- Horizontal parking (which consumes valuable land) should be replaced with vertical parking terraces which could still tie into the pedestrian bridge.
- Work with site selectors to promote a future high density mixed use structure to be connected to the pedestrian bridge.
- Create an active mixed use neighborhood with dedicated open space and pedestrian accommodations.
- Incorporate a comprehensive landscape management plan. The current site lacks any indication of “curb appeal.”

This is a challenging issue worth examining in greater detail.

- The **Chagrin River** is one of the most underutilized assets in Eastlake. Within the City limits the river is bounded by two highly attractive nodes; the Chagrin River Park to the south and the recreational boating channels to the north. It is identified in the “Lake County Coastal Development Plan” and “Landside Communities Master Plan” as a key destination point.

More specifically, the plans identify:

- Future bike paths and pedestrian corridors along the entire river terminating at the lake. The City should continue dialogue with the City of Willoughby and Lake Metroparks to achieve this goal. Chagrin River Park is an example of the drawing power of a water feature. It is estimated this park attracts over 200,000 annually.
 - The construction of a recreational safe harbor through a series of staggered off shore barrier islands off the mouth of the river.
 - Multi-functioning pier with transient docks and enhanced public space at waters edge.
 - Preservation of the river islands as a nature preserve. These privately owned islands should be purchased and preserved as public lands, protecting the native vegetation and wildlife and allowing for limited pedestrian access. Minimally invasive raised walkways and interpretative signage could be installed on the island to enable people to explore the island without disturbing the natural setting.
 - Look out towers to capitalize on unique topography
 - Mixed use development west of Lakeshore Blvd. bridge in areas designated as PDA's that capitalize on the maritime attributes of the area.
 - Terraced development overlooking the river valley along the Lakeshore Blvd. corridor.
- **Lake Erie** public access is minimal due to the First Energy Power Plant and the historical residential development pattern. There is a small open space area and fishing pier at the terminus of Erie Rd. and a small piece of city owned land near the confluence of the original channel and lake confluence.

The acquisition of additional lakefront parcels may not be feasible, but the City should continue to work toward linking Chagrin River Park to the islands and ultimately the lake.

A more prominent entry to Eastlake should be established that leads people from Classic Park to the lake and riverfront areas. This could be accomplished through a unique landscaping, strategy, signage or way finding program. Currently, visitors and most citizens are not aware of the beauty of the city's natural features.

E. Focus on the Economic Vitality Areas

In 2006-07, the ECDC created a list of economic vitality categories ranging from general ideas to site specific topics or locations. Each topic was examined during the planning process and discussed in greater detail in Chapter 10.

This plan recommends priority is given to these issues, where feasible. Areas/topics include:

1. High density/multi-family development

Traditionally, multi-family zoning serves as a ‘transition’ between commercial and single family land uses. More recently, residential land uses have been included into new mixed used developments or incorporated into the redevelopment of existing commercial areas. Both of these scenarios exist in Eastlake.

In areas with unique environmental attributes, increased density is achieved through the preservation of a percentage of open space based on provisions of the ordinance (wetlands, steep slopes, riparian).

Additional considerations for appropriate multi-family/high density residential development should include:

- Proximity to public transit
- Public infrastructure capacity
- Impact of surrounding land use pattern (noise, traffic, storm water)
- Impact on environmental features
- Access to arterials/collector roads to minimize traffic volumes on local residential streets.

Preferred areas: Lakeshore Ridge Area, north side of Vine Street between Hulett and SR 91, and south side of Vine Street (opposite Waverly, Woodlands (with open space requirements))

2. Increase industrial base

Today’s manufacturing/industrial practices are vastly different than those of the post WWII era. As opposed to smokestack industry, these sectors identify themselves as clean businesses with a focus on CNC machinery, medical supplies and biosciences. As such, new businesses may not require the large development standards (lot size, frontage) found in Eastlake’s code. This plan recommends the pursuit of new light industrial trades with a focus on bio-medical and alternative energy.

Preferred areas: JFK area, Research Drive

3. Recreational areas/preserve natural areas

Provide increased opportunities for recreational activities in the City, predominately along the waterfronts, and link existing amenities along the Chagrin River corridor to create a destination based economic asset.

Preferred areas: Ward Creek corridor, Syracuse Property, Chagrin River, Lake Erie coastline.

4. Commercial development standards

Design Standards are an effective tool to help shape the appearance and function of the built environment. Design guidelines should contain appropriate examples and graphics to accurately portray the style and type of commercial development desired by Eastlake. The standards should be flexible enough to accommodate small-scale retail and big box development.

Preferred areas: Vine Street Corridor

5. Mixed-use zones / entertainment district

Mixed-used zoning is often found in urban core areas (Cleveland) and small community downtown areas (Willoughby, Madison Village, Hudson, Chagrin Falls). Over the past decade, suburban communities have successfully adopted modified versions of mixed-used zoning in an attempt to provide similar town center development patterns. Examples can be found in Hudson, Columbus, Westlake, Lyndhurst and Green (near Dayton).

General characteristics of mixed-use zoning include:

- Permissive ordinance that allows residential (typically at a higher density than found in the community), business and recreational uses on a single development plan.
- Elevated design standards to create a unique sense of place.
- Accommodations for pedestrian mobility throughout development.
- Increased building height standards to create buildings with unique character.
- Relaxed setback and parking provisions

Preferred areas: Vineyards, NE corner of Vine and SR 91, Classic Park Parking lot, Lakeshore Ridge Area

6. Senior/assisted living areas

The area between Waverly and Hulett continues to remain an attractive place to encourage senior care facilities. A walkable senior community would be beneficial to the local businesses in the area. The current SC (Senior Care) zoning should be expanded to accommodate future growth of the senior demographic.

7. JFK property (see #2)

8. Woodlands area/Ridge area (along Lakeshore Blvd) (see #1,5)

9. Vine Street/Classic Park area (See #1,4,5).

2 Introduction

2.1 Charter Requirement

Part Eleven (Planning and Zoning Code), section 1101.01 of the Codified Ordinances of Eastlake state the Planning Commission “... shall adopt and recommend to the Council a comprehensive plan for the physical development of the Municipality...” . This document will satisfy this requirement.

2.2 Why a comprehensive plan?

A comprehensive plan is a land use document that provides the framework and policy direction for land use decisions and other actions affecting the physical, economic, and social aspects of the community. It indicates in a general way how local government leaders want the community to develop in the future.

The basic characteristics of a comprehensive plan are that it is general and far-reaching. Another defining characteristic is that the plan is long-range and provides a base from which to make decisions.

The adoption of a comprehensive plan often becomes the driving force behind creation of a more targeted plan. Examples of more targeted plans would include the Vine Street 2020 plan, or a plan for redevelopment/preservation of the Chagrin River corridor.

The Eastlake Comprehensive Plan is a major planning effort to guide the community toward what it will be like in the future as a place to live, work, and invest. It is being developed through an open, participatory process driven by four broad-reaching questions:

1. Where are we now?
2. Where are we going?
3. Where do we want to be?
4. How do we get there?

The Comprehensive Plan will identify a vision and broadly address the elements that build a community including transportation, housing, open space and natural resources, sense of place, government services, the impacts of new developments and more.

The Comprehensive Plan serves as the City “to do” list, at least with regards to land use and the built environment for the near future. Through goal setting, it will set priorities about land use, economic development, cultural and natural resources, transportation and other areas.

The Comprehensive Plan will not propose specific lot-by-lot locations for land uses or facilities, or address detailed regulations. A Comprehensive Plan is not a zoning resolution or subdivision regulation. However, such regulations are used as tools for implementing the Comprehensive Plan. The Comprehensive Plan is intended to provide the legal and rational framework for regulations, investments, and government action.

2.3 Comprehensive planning process

Urban planners have used some form of the planning process since the inception of the planning profession. Long ago, Patrick Geddes advocated a three-step procedure: survey, analysis, plan.

Today, most planners use a planning process called the rational model. The rational model usually takes the following form:

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.

The planning process is not finished with the completion of the steps described above. Collecting and analyzing information and implementing comprehensive plans is an ongoing process. Policy statements require occasional revision to respond to new conditions; long-range goals need periodic review. The planning process is a continuous program for keeping the plans of a community current and relevant, and the implementation programs fair and effective. *It is important to review plans on a regular basis, and keep them up to date. Good planning practice recommends major review and revision of a comprehensive plan every five to seven years.*

The Comprehensive 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 City 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’s not the plan that’s important, it’s the planning.” Dr. Gramme Edwards

2.4 Project partners

Eastlake Economic and Community Development Council

Established by Eastlake City Council (2005), the Economic and Community Development Council (ECDC) was created to advance, encourage and promote the industrial, economic, commercial, recreational, green infrastructure and civic development of the City in accordance with an Eastlake Master Development Plan.

The ECDC served as the “steering committee” for the plan. A very important part of the planning process is public participation; that those who live, work and own businesses in the City have a role in charting its future.

Monthly public ECDC meetings were held to solicit thoughts about the state of the built environment in the City, and the direction in which it should be heading. Meetings addressed specific topics including: traffic, mixed use zoning, recreation and economic development.

Ultimately, the ECDC recommended the Comprehensive Plan to Planning Commission and City Council.

Chagrin River Watershed Partners, Inc.

The Chagrin River Watershed Partners, Inc. was established in 1996 in response to concerns regarding erosion, water quality and flooding within the watershed.

CRWP staff provides technical support service to member communities (including Eastlake and Lake County) and develops cost effective solutions to minimize new, and address current water quality and quantity problems (www.crw.org).

CRWP was a key technical contributor throughout the planning process for the following topics:

- CRWP staff assisted to ensure conformance with Chagrin River Balanced Growth Plan. The Balanced Growth Plan is being developed based on a state wide program for

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Economic and Community Development Council

The ECDC shall consist of eleven members appointed by Council, unless specified otherwise, and shall consist of: two members of Eastlake City Council, two members from Eastlake Administration, one member from the Willoughby-Eastlake Board of Education, one officer from the Eastlake Chamber of Commerce, one member from the Eastlake business community, one member from the Eastlake Port Authority and three Eastlake residents, two to be appointed by City Council and one to be appointed by the Mayor. All members of the ECDC shall serve for a term of five years, except that the initial term for the following shall be three years, and five years thereafter.

- One Council member
- One Eastlake resident
- The Chamber of Commerce representative
- The Eastlake Port Authority representative

The ECDC is hereby authorized and empowered to periodically recommend to City Council that appropriations of funds be made necessary to accomplish the purpose for which the ECDC was created, including, but not limited to, funds necessary to retain outside consultants, to grant writers and to apply for grants and to match any grants so obtained, and general property development. The ECDC may, with Council's approval of the necessary appropriation, retain outside consultants, retain grant writers and apply for grants and match any grants so obtained for general property development.
(Ord. 2005-054. Passed 6-14-05.)

balanced growth being promoted by the Ohio Lake Erie Commission. In 2004 the Ohio Lake Erie Commission finalized the Balanced Growth Program, defined *as a local planning framework to coordinate decisions about how growth and conservation should be promoted by State and local investments*. Through this program, CRWP has been working with Eastlake to develop Priority Conservation Areas (PCA) and Priority Development Areas (PDA) throughout their community. This is discussed in Chapter 4.

- Floodplain management strategies and recommendations
- Parking standards
- Riparian corridor protection strategies

Lake County Planning Commission

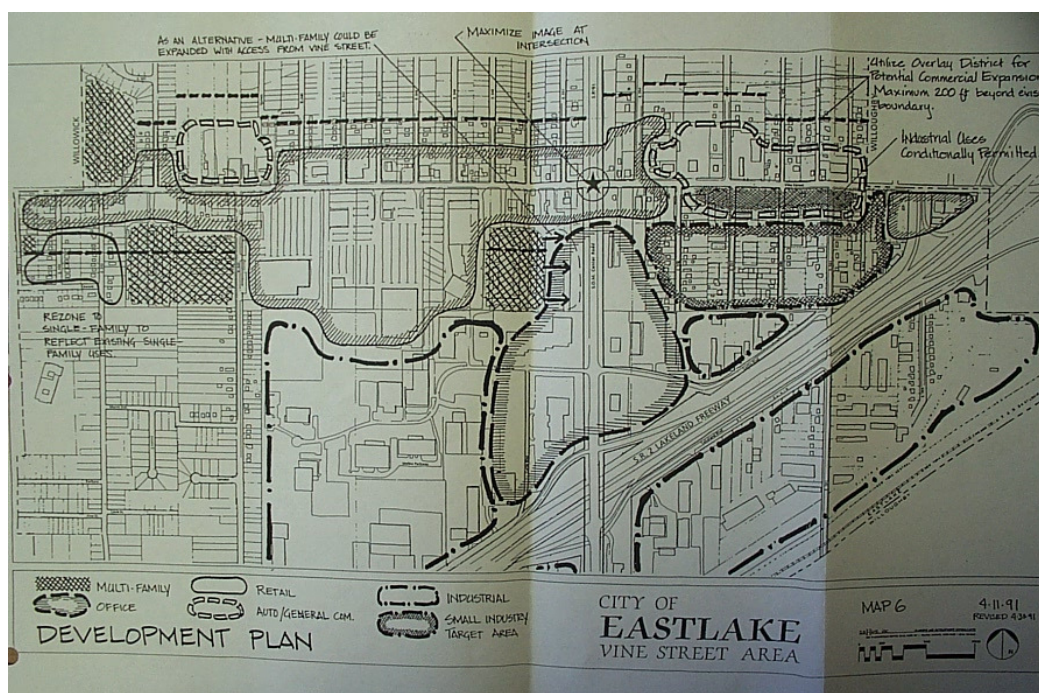
The Lake County Planning Commission staff served as the primary consultant. LCPC is well versed in land use, zoning, coastal planning, design guidelines and subdivision regulations.

The information presented in the plan is based upon guidance from the ECDC, CRWP and local citizens with a focus on innovative, long-term achievement strategies. These include mixed use zoning, commercial design standards, riparian setbacks, and increased public access to Lake Erie and the Chagrin River.

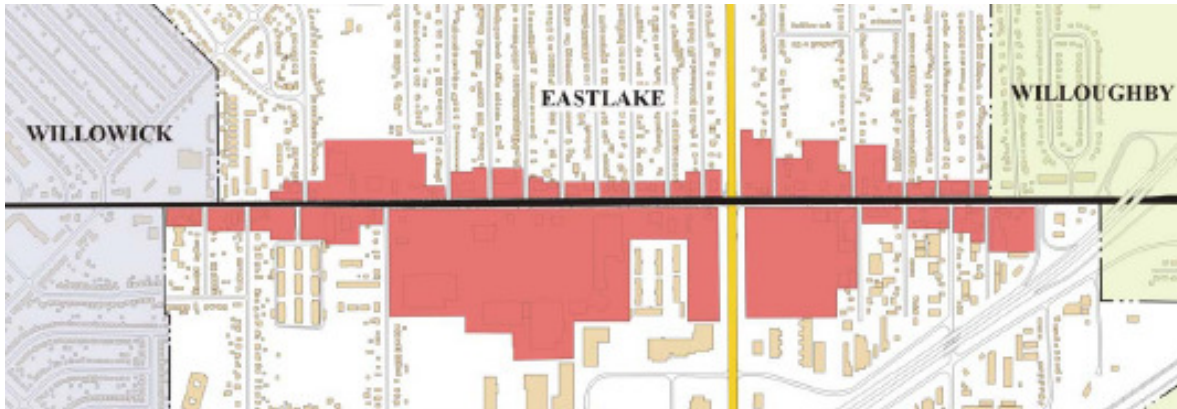
2.5 Previous plans

Records indicate a master plan and thoroughfare plan were completed for Eastlake in 1955. Recent City specific planning documents include:

- Eastlake Comprehensive Plan, 1991 (D.B. Hartt, Inc.).



- Vine Street 2020, 2003 (Urban Design Center of Northeast Ohio)



Regional plans relevant to Eastlake include:

- Chagrin River Balanced Growth Plan, draft (Chagrin River Watershed Partners)
- Lake County Comprehensive Plan, 2008 (Lake County Planning Commission)
- An Economic Development Strategy for Lake County, 2007, (Lakeland Community College, Lake County Economic Development Center)
- Lake County Coastal Development Plan, 2005 (Lake County Planning Commission)

This comprehensive plan update will incorporate various components of the above referenced documents.

3 Eastlake's basics

3.1 History

Originally a part of Willoughby Township, the Eastlake area became known as the Village of St. John in 1896. The completion of the C. P. & E. Shoreline Interurban Street Car Line in 1897 brought with it an onset of protective land buyers. The area began to grow and prosper with agriculture as its main source of income. Shortly thereafter, more retail and industrial development followed and the area gained village certification on September 9, 1948.

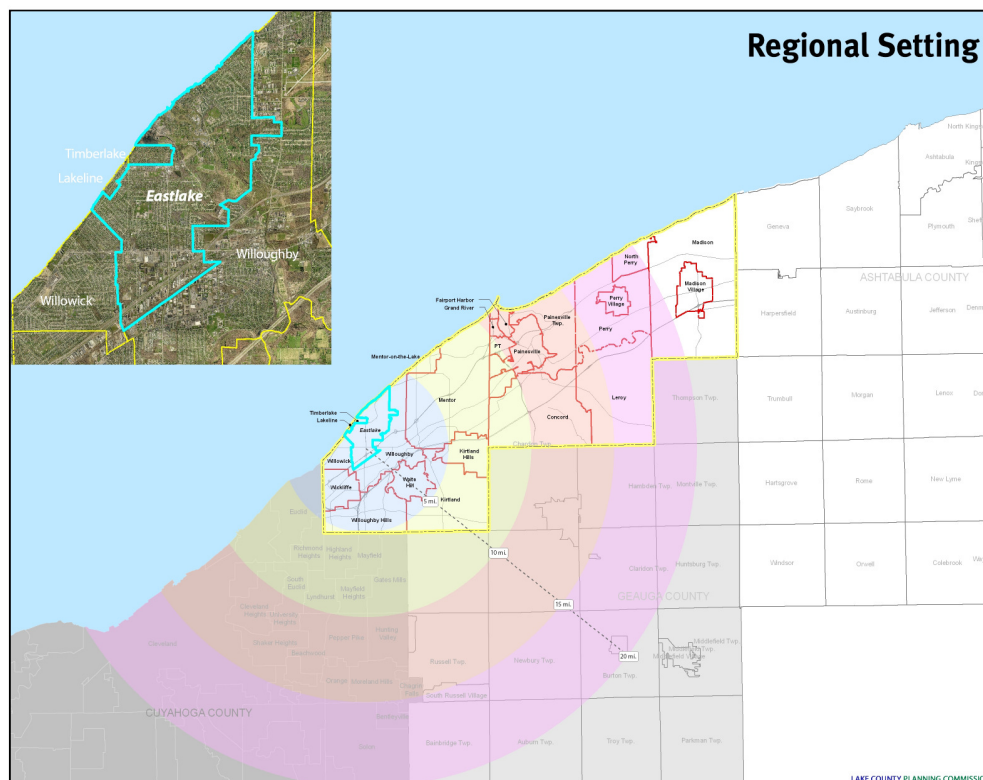
The Village of Eastlake was governed by a council after the first election of their officials on January 11, 1949. Mayor Wilson Croslier was the first mayor to be elected in the Village.

The U. S. Census officially declared Eastlake a city on October 6, 1951 when the population reached 7,486.

3.2 Regional setting

Home to approximately 20,000 residents and covering 6.5 square miles, Eastlake is a coastal community located in the western one-third of Lake County. A 20 mile radius around the Vine Street / SR 91 intersection encompasses the densely populated (both people and businesses) I-271 and SR 2 (Lakeland Freeway) corridors and the central business district of Cleveland making Eastlake an attractive location for work and living.

Map 3.1: Regional Location



Eastlake is geographically unique due to the Chagrin River and Lake Erie shoreline. The central portion of the city is included in the 267 square mile Chagrin River Watershed. The southwest and northwest quadrants of the city drain directly to Lake Erie (Map 3.2).

These amenities provide a natural and economic competitive advantage. The City also has convenient freeway access and public transportation.

3.3 Basic market conditions

Population

Population estimates vary by organization and forecast method. According to Census 2000, Eastlake has 20,255 residents. This represents a 4% decrease from 1990. The Ohio Department of Development published a July 2007 estimate of 19,582.

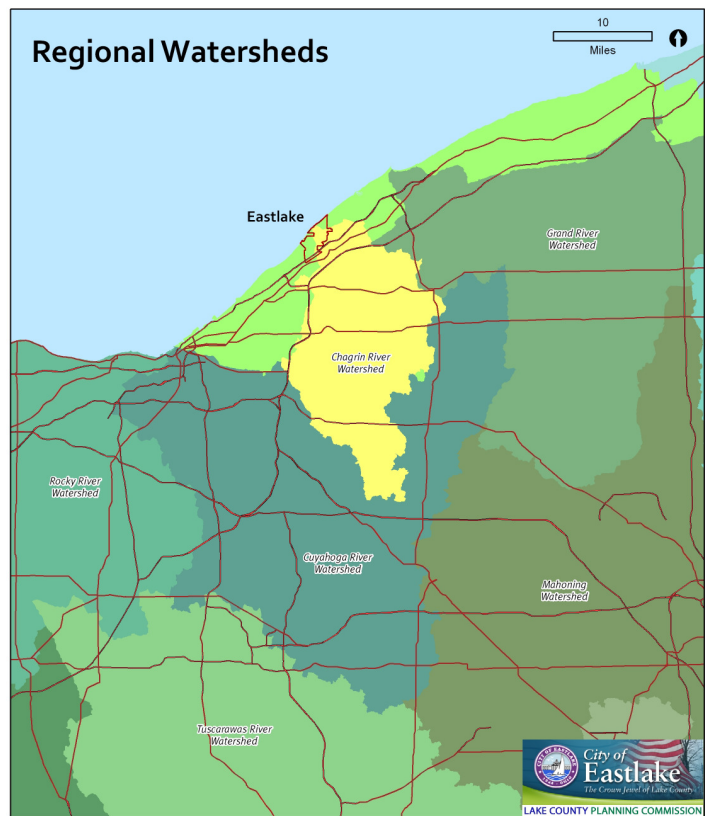
Long term projections from the Northeast Ohio Areawide Coordinating Agency (NOACA) forecast a continued decline through 2030. Projections from the Lake County Planning Commission confirm this trend indicating modest, if any, population growth (see Table 5.19).

This trend is similar to other western Lake County communities which indicate a population shift to central and eastern Lake County and a decline in overall family size.

Other demographic highlights (Census 2000):

- 37.8 Median age
- 2.51 Median household size
- 3.07 Median family size
- 82.8 % High graduation rate
- \$43,297 Median household income (1999 dollars)
- \$19,905 Median per capita income (1999 dollars)

Map 3.2: Regional Watersheds



Employment

Eastlake has over 800 companies with approximately 7,338 employees. Over 3/4 of these companies are considered small businesses with fewer than 10 employees (Table 3.2). Medium size companies (10-50 employees) account for 17% of the local businesses.

Table 3.1 Business and Workforce

Total Establishments	801
Total Employees	7,338

Source: Applied Geographic Solutions, Thousand Oaks, CA

Eastlake has historically been a manufacturing and retail based economy. This trend continues today. Excluding First Energy and public sector agencies, nine of the top twenty employers in Eastlake are in the manufacturing sector, representing 24% of the work force. Retail trades, Eastlake's largest sector, represent 26.10% of local employees. (Table 3.3).

Table 3.2 Total Establishments by Size (2008)

	Total	%
1-4 Employees	505	63.0%
5-9 Employees	133	16.6%
10-19 Employees	85	10.6%
20-49 Employees	55	6.9%
50-99 Employees	12	1.5%
100-249 Employees	7	0.9%
250-499 Employees	4	0.5%
500-999 Employees	0	0.0%
1000+ Employees	0	0.0%

Source: Applied Geographic Solutions, Thousand Oaks, CA

Retail environment

The retail sector is a major focal point of many Lake County communities. Being the most visible land use, its physical configuration and condition are critical in projecting a city's image. The economic health of a city is often associated with the ability of its business districts to thrive and remain prosperous. Retail stores also serve the important function of maintaining the social character of a community by creating a sense of place where residents can satisfy their consumer needs and encounter other neighborhood residents. This so-called "marketplace" function is critically important to community vitality. This is extremely evident in Eastlake. Multiple comments throughout the planning process centered on the redevelopment of the Vine Street corridor.

Table 3.3 Total Employees by Major SIC (2008)

	Total	%
Agricultural, Forestry, Fishing (SIC Range 01-09)	48	0.70%
Mining (SIC 10-14)	0	0.00%
Construction (SIC 15-17)	592	8.10%
Manufacturing (SIC 20-39)	1,735	23.60%
Transportation and Communications (SIC 40-49)	90	1.20%
Wholesale Trade (SIC 50-51)	720	9.80%
Retail Trade (SIC 52-59)	1,914	26.10%
Finance, Insurance And Real Estate (SIC 60-69)	227	3.10%
Services (SIC 70-89)	1,786	24.30%
Public Administration (SIC 90-98)	87	1.20%
Unclassified (SIC 99)	138	1.90%
	7,337	100.00%

Source: Applied Geographic Solutions, Thousand Oaks, CA

Data from the 2000 Retail Trade Survey (NOACA, Cuyahoga County Planning Commission) provide baseline data for Eastlake. In 2000, there was 20.93 square feet of retail space per resident for supermarkets, drug stores, and other day-to-day convenience goods. The average for Lake County was 18.31 square feet/resident. There were 17.23 square feet /resident for shopping goods and durable consumer products (department stores, clothing, shoes and furniture) compared to 19.44 square/resident for the County.

Vacancy is a key variable in the retail sector, especially in more established suburban communities. Although vacancy rates in retail districts fluctuate considerably because of

high turnover in the retail industry, excessive vacancies can lead to blight, lack of re-investment and in some cases, abandonment. Eastlake's retail vacancy rate was 5.3% in 2000, a favorable figure compared to 6.4% in Lake County and 7.39% in the Cleveland metro area. At the time this plan was written (2008-09), the country was declared to be in an economic recession. Consumer spending is declining which may impact retail markets. It is too early to note, but vacancy rates could increase in the commercial core.

The retail sector is also important to the employment base. In Eastlake, 2008 estimates from Regional Economic Development Information System (REDIS) indicate approximately 1,900 workers in the retail trade sector (26% of total workforce). In Lake County, 14,680 were employed in the retail sector in 2000 (approximately 12% of the workforce).

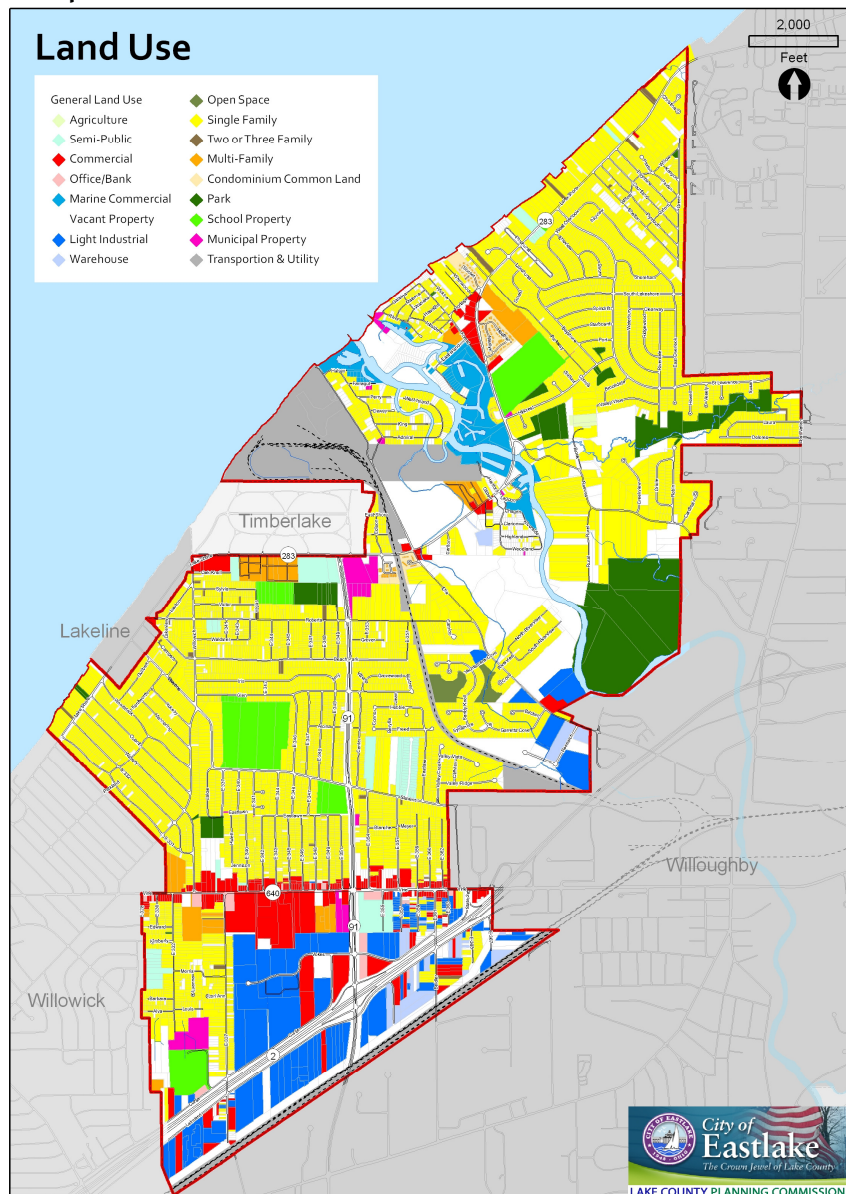
Land use

Approximately 50% of Eastlake's land is devoted to residential land uses (primarily single family). Most all residential land use is north of the Vine Street corridor. Large scale residential growth began after WWII in the western portions of the city and continued to move east throughout the 1990's. Density of residential developments began to decrease in later decades as home buyers desired larger homes on larger lots. Multi-family developments are located along Lakeshore Blvd. and Vine Street.

Approximately 8% of the land is dedicated to commercial/business uses. Eighty percent of these are located along the Vine Street corridor with smaller neighborhoods commercial pockets located along Lakeshore Blvd.

Traditional industrial, manufacturing and warehousing constitute approximately 8% of

Map 3.3: 2008 Generalized Land Use



Eastlake's land use. These are found along the SR2 corridor. A smaller pocket has emerged in the southeast corner of the City with the development of Research Drive.

3.4 Strengths, Weakness, Opportunities, Threats (SWOT) Analysis

The ability to plan effectively is predicated on understanding the negative and positive components of the City early in the planning process. The ECDC prepared a SWOT Analysis in 2007, providing a set of discussion points for future policy decisions.

While various topics are not in the jurisdiction of a comprehensive plan, the majority of the topics, especially re-occurring items, can be addressed through new or amended planning, zoning or building policies.

The information on this chart provides valuable guidance in the subsequent chapters of the plan.

Strengths	<ul style="list-style-type: none"> • Proximity to Lake Erie • Proximity to Chagrin River • Highway access • Classic Park • Proximity and access to transportation system (Laketran, etc.) • Parks • School district • Diversity - zoning and cultural • Safety forces • Blvd. of 500 Flags • Senior citizen center • Boating community
Weaknesses	<ul style="list-style-type: none"> • Zoning/Land Use • Lot depth on Vine street • No additional entertainment district • Perceived image • Lack of vision/focus • Power plant - fly ash • Crosswalks - Vine Street
Opportunities	<ul style="list-style-type: none"> • Zoning/Land Use • Land acquisition • Parks • Land use diversity • Additional entertainment district • Create an identity • Visionary leadership • Image/advertise • Free Port/Trade Zone
Threats	<ul style="list-style-type: none"> • Lack of greenspace • 24 hour businesses • No public access to Lake Erie or marinas • Satisfaction with status quo • EPA requirements • Ordinances/Codes

4 Land use

4.1 Introduction

The Land Use element is not intended to be a lot-by-lot plan for future development and preservation of land in Eastlake, but rather a guide for development and best management practices.

The Land Use element will evaluate existing conditions, identify emerging patterns, analyze the current zoning scheme, and provide achievable goals and policies to meet the desires of residents and public officials, as identified at various public meetings.

4.2 Development history and trends

A review of existing planning documents and historic photos shows the land use pattern of the city changed dramatically over the past several decades. The largest changes were the construction of the First Energy Power Plant in the north central portion of the City, the opening of State Route 2 (Lakeland Freeway) and Classic Park.

The power plant closed access to over 100 acres of lakefront property, yet provided a large employment base for the city. Lakeland Freeway quickly became a corridor for light and medium industrial operations.

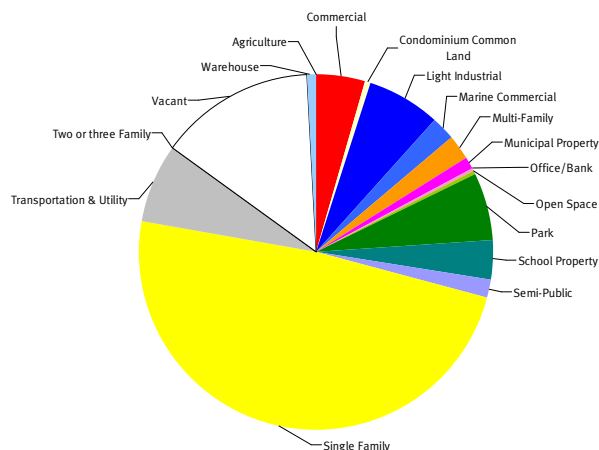
The opening of Classic Park in 2004 and thoroughfare/streetscape upgrades provided a much needed boost to the Vine Street retail corridor.

Table 4.1 General land use

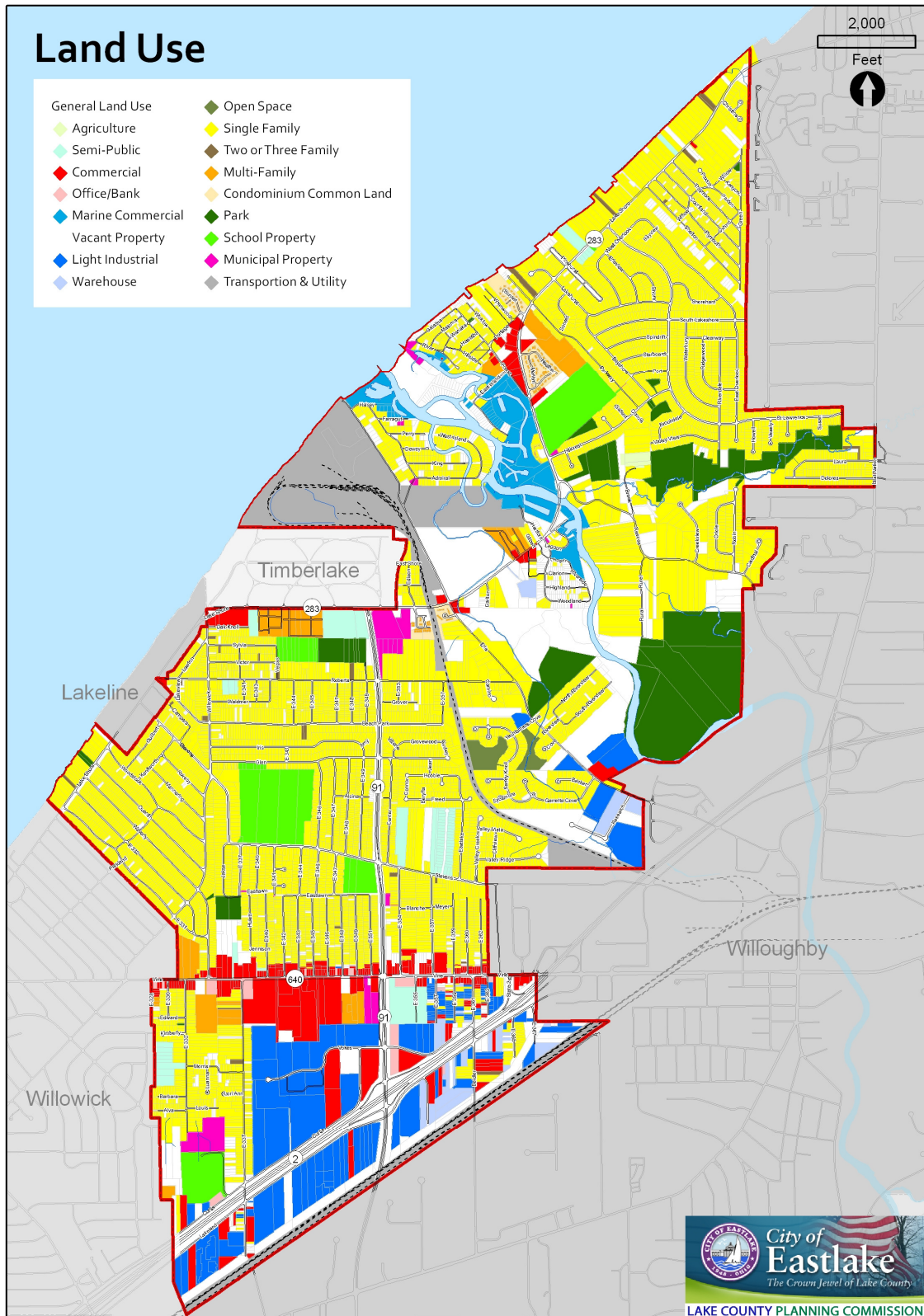
	acres	% of total
Agriculture	3.82	0.10%
Two or three Family	3.36	0.09%
Office/Bank	12.30	0.34%
Open Space	15.19	0.41%
Condominium Common Land	17.71	0.48%
Warehouse	35.00	0.96%
Municipal Property	35.19	0.96%
Semi-Public	65.62	1.79%
Multi-Family	79.52	2.17%
Marine Commercial	83.70	2.29%
School Property	127.13	3.47%
Commercial	160.41	4.38%
Park	258.40	7.06%
Light Industrial	247.84	6.77%
Transportation & Utility	259.45	7.08%
Vacant	474.64	12.96%
Single Family	1,783.26	48.69%
	3,662.54	100.00%

Source: Lake County Auditor & Planning Commission, July 2008

Note: Does not include right-of-ways, areas lost to erosion, etc.



Map 4.1: 2008 Land Use

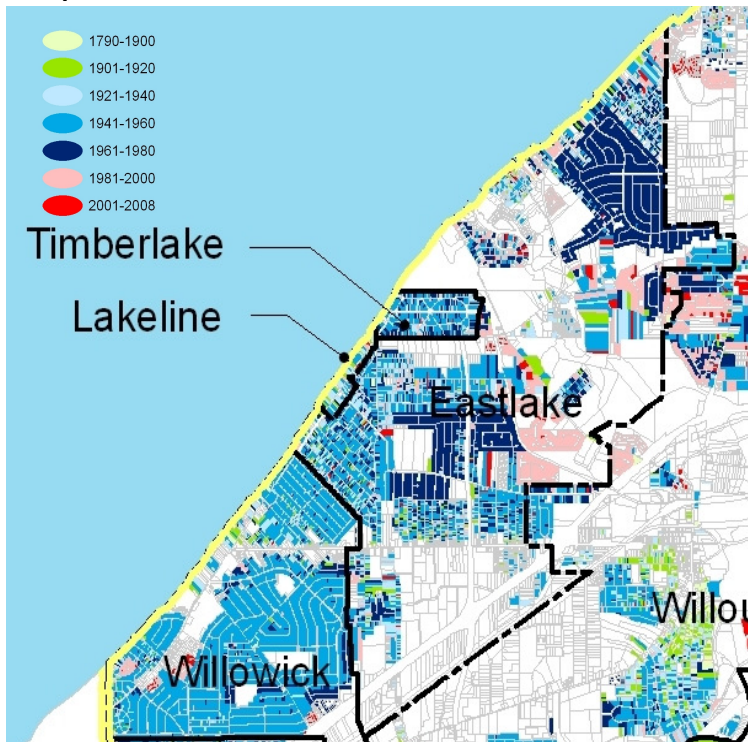


Residential

In 2008, approximately 50% of Eastlake's land was classified as residential. This is primarily single family dwelling units. The style, density and timing of residential development vary greatly in Eastlake.

The City has styles ranging from early 1900's resort cottage communities to full scale suburban developments characterized by curvilinear streets and cul-de-sacs (Map 4.2). The development pattern on Map 4.2 indicates early development (blue shading) on the eastern and western edges of the city, with more recent development (red shading) in the Chagrin River valley.

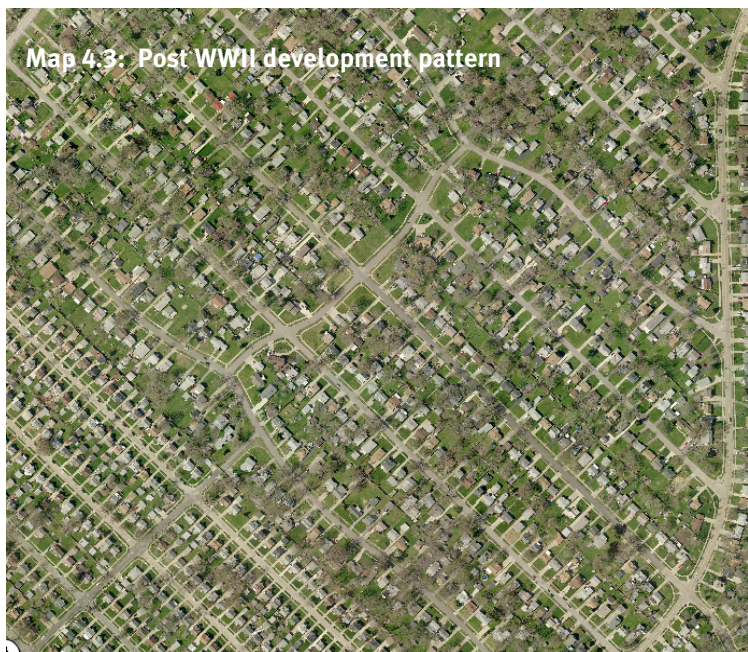
Map 4.2: Year Structure Built



Similar to eastern Cuyahoga County, western Lake County (Eastlake included) experienced tremendous residential growth after WWII. Post war developments provided affordable ranch and Cape Cod-style single-family houses lined streets that continued a pattern established to the west; a rectilinear grid interspersed and bisected by connecting curvilinear streets, with few cul-de-sacs. This development style is found in the western portion of the city near the Willowick border.

Federal loan and mortgage programs in the 1950s and 1960s offered preferential treatment to those purchasing suburban homes. The construction of I-90 and the Lakeland Freeway (SR 2) enabled workers to easily commute to jobs in Cleveland, East Cleveland and Euclid.

Eastlake, which was not a city in 1940, had 7,486 residents in 1950, 12,467 in 1960 and 19,690 in 1970. For comparison, Willowick grew



from 915 residents in 1940 to 3,677 in 1950, and 18,749 in 1960. Wickliffe grew from 3,155 residents in 1940 to 5,002 in 1950, tripling to 15,760 in 1960.

Beginning in the 1980's through the present day, the street pattern departed from its gridiron past, and rights-of-way in residential developments were platted with a series of loops and cul-de-sacs. Street connections between adjoining subdivisions were limited. Homebuyers also began to demand larger homes and larger lots. This land was found in the central and eastern portions of the City.

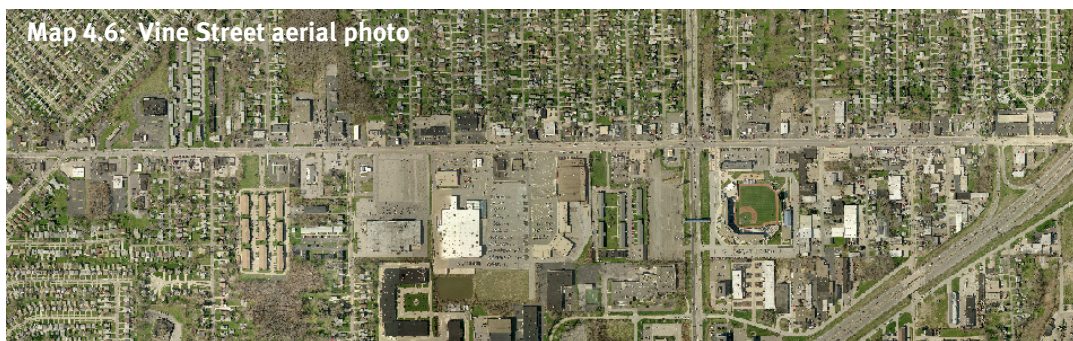
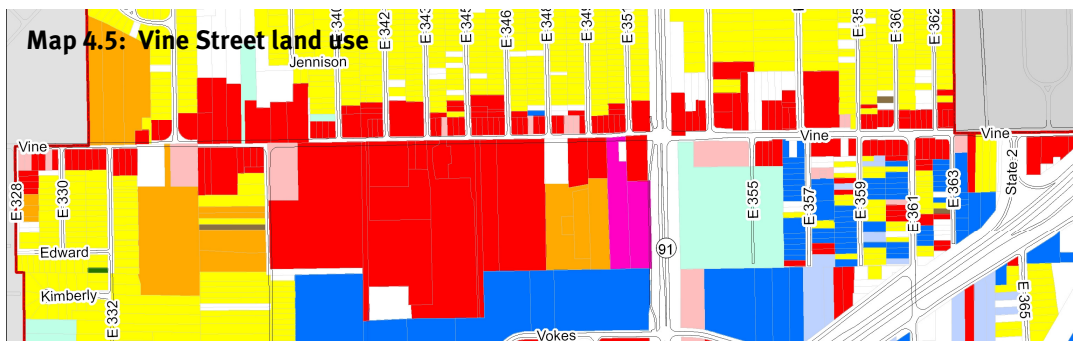


Other residential land uses include:

- Larger estate lots- along the eastern banks of the Chagrin Valley.
- Multi-family- primarily located along the Vine Street and Lakeshore Blvd. corridors.

Commercial

Approximately 7% of land is classified as commercial, predominately along Vine Street in a strip commercial form (see Map 4.5). Retail uses dominate the corridor with pockets of office professional, restaurants and trade service. Big box retailers serve as the 'anchor' of the corridor.



Neighborhood scale commercial nodes are located at various points along Lakeshore Blvd. providing daily and convenience goods and services.

Retail and commercial land use patterns are often the focal point for the community, including Eastlake. The NOACA Northeast Ohio Regional Retail Analysis (August 2000), notes the challenges with the retail sector:

- **Visibility** The physical configuration and condition are critical to the city's image.
- **Health** Economic vitality of the city is associated with the ability of it's business districts to thrive and remain prosperous.
- **Social character** Retail areas create a sense of place where residents and visitors can satisfy their consumer needs and encounter other neighborhood residents. This creates a neighborhood marketplace.

In 2000, there was 20.93 square feet of retail space per resident for supermarkets, drug stores, and other day-to-day convenience goods. The average for Lake County was 18.31 square feet/resident. There were 17.23 square feet /resident for shopping goods and durable consumer products (department stores, clothing, shoes and furniture) compared to 19.44 square/resident for the County.

Eastlake's vacancy retail vacancy rate was 5.3% in 2000, a favorable figured compared 6.4% in Lake County and 7.39% in the Cleveland metro area. At the time this plan was written (2008-09), the country was declared to be in an economic recession. Consumer spending is declining which may impact retail markets. It is too early to note, but vacancy rates could increase in the commercial core.

More mechanical commercial type uses exist along Vine St. east of SR 91 to the Willoughby line. The Vine Street 2020 and 1991 Comprehensive Plan note these uses indicating a common, long term land use concern. These areas are dominated by uses often related to motor vehicles; used car and truck dealers, mechanics, body shops, heavy equipment and bobcat rental, and mini-storage. Businesses not related to motor vehicles or construction

What is strip commercial development?

The roots of strip commercial development can be found along streetcar lines of the early 20th century. Commercial uses followed busy streetcar lines, awaiting commuters at the start or end of their trip.

Even after streetcar lines were abandoned, commercial development tended to follow streets with heavy vehicle traffic. Communities would often zone all lots adjacent to a busy street for commercial uses. Most strip commercial areas grew incrementally, with lots at their far end rezoned and developed for retail or office use as suburban development extended further from the central city. Because urbanization of Lake County began after World War II, when automobile ownership became widespread, the majority of commercial land use is found in strips.

One of longest commercial strips in the Cleveland area is US 20 (Mentor Avenue and Euclid Avenue), where suburban-oriented commercial development extends from Euclid, across the Cuyahoga county line, though Wickliffe, Willoughby, Mentor and Painesville, with smaller strips forming even further to the east. Strip commercial development can also be found on shorter north-south streets in western Lake County.

Strip commercial areas can contribute to traffic congestion, because many access points are required to serve development along the street. Turning movements at access points interrupt the flow of traffic. The street also serves as a destination, carrying more than through traffic. According to the *Northeast Ohio Regional Retail Analysis* from the Cuyahoga County Planning Department, retail development accounts for as much as four times the traffic volume generated by office uses, eight times the volume of light industrial uses, and twenty-four times the volume of residential uses, using an equal area of developed land.

Strip commercial areas can be unattractive, with varying building setbacks, gaudy standardized franchise architecture, large signs, a lack of landscaping, and large parking lots. Many Cleveland suburbs have adopted strict sign, landscaping and architectural design regulations in an effort to improve the aesthetic quality of strip commercial development.

Overbuilding retail development results in new retail space that competes with existing commercial districts for market share. This can lead to lower rents, more marginal businesses, increased vacancies in older retail areas, and reduced property revenues for school districts and communities.

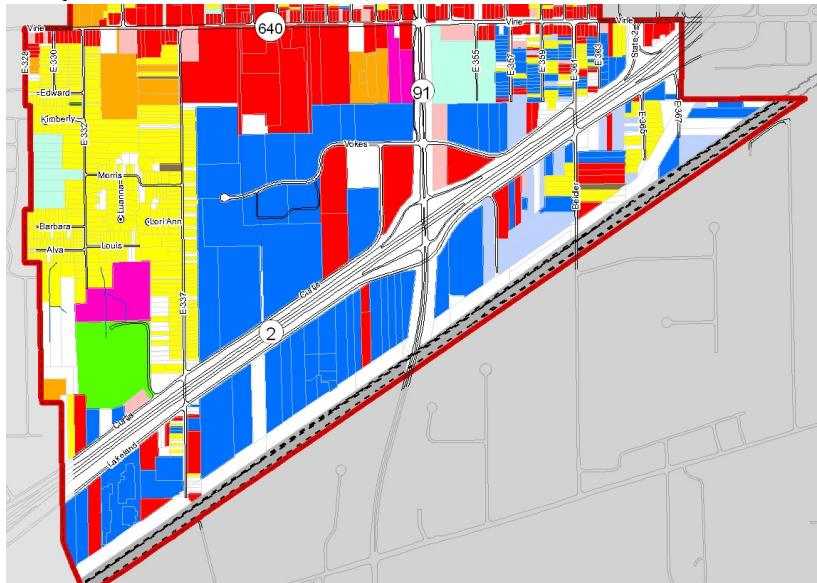
typically don't locate in mechanical commercial areas; when they do, they are usually low-end uses.

Once such areas are established, it is often difficult to redevelop them. Zoning code updates intended to improve the appearance of such areas, such as updated sign, landscaping, architecture and access management requirements, usually face very vocal opposition from property owners in established mechanical commercial areas. The Vine Street 2020 document provides a series of strategies for this area that are still practical and endorsed by this plan.

Industrial

Approximately 8% of Eastlake's land is classified as light industrial or warehouse (Map 4.7). The vast majority of these uses are located along the SR 2 corridor with concentrations of medium to large employers located on Curtis Blvd., Lakeland Blvd. and Vokes Drive. Small to medium sized businesses are located on smaller lots along East 357th, 359th, 361st and 363rd Streets.

Map 4.7: Industrial land use (blue)



A smaller node is emerging on Research Drive, off Erie Rd. in the southeastern portion of the city. The City should continue to pursue clean, low-impact industrial businesses to this area.

The proximity to SR 2 will continue to make this area attractive for industrial type uses. The City should not consider rezoning these areas from non-light industrial type uses unless other areas in the City present themselves.

Tax base

Tax value-per-person ratios are indicators of the relative values of the tax base in a community. The tax value indicates the community's ability to pay for community services and facilities. The following chart shows the tax value per person in Lake County's communities.

The high tax value per person in North Perry Village can be attributed to the presence of the Perry Nuclear Power Plant. With large residential estates, Waite Hill and Kirtland Hills have corresponding high tax values (Table 4.2). Eastlake has a tax value of \$27,393 representing a comparable figure to other western Lake County communities.

Non-profit organizations – colleges, schools, churches, and 501 (c)(3) organizations -- are an asset to their host communities. However, their lack of property tax revenue can be a burden when such organizations have a disproportionately large presence in a community. This does not appear to be a concern in Eastlake.

Communities can conduct property tax yield studies to determine the fiscal benefit of various types of land uses. For instance, residential uses offer fewer fiscal benefits because the uses increase demand for schools and parks. Uses that are a fiscal liability should be offset with uses offering a fiscal benefit, such as commercial and industrial development. A cost of community services study is not recommended at this time.

Owners of commercial and industrial properties pay more in taxes than it costs to provide services to the properties. This encourages communities to compete for these properties by providing tax concessions or extra services, which can weaken their fiscal condition. The burden of paying for services to properties subject to tax abatement is often passed on to residential property owners.

Table 4. 2 Tax value per person 2000

	Tax value per person
North Perry Village	286,964
Waite Hill Village	110,243
Kirtland Hills Village	91,396
Concord Township	44,113
Lakeline Village	41,219
Kirtland	40,868
Grand River Village	38,292
Willoughby Hills	36,769
Leroy Township	33,223
Perry Village	33,009
Mentor	32,613
Willoughby	29,288
Perry Township	28,889
Painesville Township	27,951
Eastlake	27,393
Madison Village	26,061
Wickliffe	25,693
Timberlake Village	25,445
Madison Township	21,940
Fairport Harbor Village	20,807
Willowick	20,228
Mentor-on-the-Lake	18,840
Painesville	15,751

(Lake County Auditor, US Census)

Table 4.3 Taxed acreage of Lake County communities 2008; use as percentage of county total

(ex: 33% of agricultural use in Lake County is in Madison Township)

Community	Agriculture/%		Industrial/%		Commercial/%		Residential/%		Exempt/%		Utilities/%		Total
Concord Township	2,199	6.67%	461	5.38%	978	7.13%	7,816	14.00%	2,008	9.60%	0	0.00%	13,462
Eastlake	0	0.00%	269	3.14%	789	5.75%	1,257	2.25%	475	2.27%	0	0.00%	2,790
Fairport Harbor Vlg	0	0.00%	169	1.97%	119	0.87%	77	0.14%	65	0.31%	0	0.00%	430
Grand River Village	0	0.00%	69	0.81%	85	0.62%	20	0.04%	109	0.52%	0	0.00%	283
Kirtland	1,692	5.13%	43	0.50%	642	4.68%	5,349	9.58%	2,658	12.71%	0	0.00%	10,384
Kirtland Hills Village	1,077	3.27%	0	0.00%	0	0.00%	1,412	2.53%	846	4.05%	0	0.00%	3,335
Lakeline Village	0	0.00%	0	0.00%	0	0.00%	37	0.07%	1	0.00%	0	0.00%	38
Leroy Township	7,312	22.18%	60	0.70%	274	2.00%	5,743	10.28%	2,312	11.06%	0	0.00%	15,701
Madison Township	10,879	33.00%	72	0.84%	2,233	16.27%	7,401	13.25%	2,721	13.01%	0	0.00%	23,306
Madison Village	1,106	3.35%	175	2.04%	216	1.57%	1,106	1.98%	216	1.03%	0	0.00%	2,819
Mentor	639	1.94%	2,027	23.65%	1,912	13.93%	7,332	13.13%	3,083	14.75%	0	0.00%	14,993
Mentor-on-the-Lake	0	0.00%	0	0.00%	182	1.33%	293	0.52%	73	0.35%	0	0.00%	548
North Perry Village*	696	2.11%	20	0.23%	1,505	10.97%	651	1.17%	209	1.00%	0	0.00%	3,081
Painesville (city)	6	0.02%	1,168	13.63%	370	2.70%	1,210	2.17%	506	2.42%	17	77.27%	3,277
Painesville Township	815	2.47%	2,189	25.54%	1,349	9.83%	3,203	5.74%	1,183	5.66%	5	22.73%	8,744
Perry Township	4,732	14.35%	775	9.04%	778	5.67%	3,564	6.38%	729	3.49%	0	0.00%	10,578
Perry Village	583	1.77%	1	0.01%	40	0.29%	503	0.90%	249	1.19%	0	0.00%	1,376
Timberlake Village	0	0.00%	0	0.00%	0	0.00%	118	0.21%	1	0.00%	0	0.00%	119
Waite Hill Village	605	1.84%	0	0.00%	43	0.31%	1,603	2.87%	404	1.93%	0	0.00%	2,655
Wickliffe	0	0.00%	271	3.16%	372	2.71%	526	0.94%	465	2.22%	0	0.00%	1,634
Willoughby	62	0.19%	768	8.96%	1,236	9.01%	1,514	2.71%	1,237	5.92%	0	0.00%	4,817
Willoughby Hills	567	1.72%	26	0.30%	446	3.25%	4,809	8.61%	1,294	6.19%	0	0.00%	7,142
Willowick	0	0.00%	7	0.08%	156	1.14%	297	0.53%	63	0.30%	0	0.00%	523
Lake County total	32,970	100.01%	8,570	99.98%	13,725	100.03%	55,841	100.00%	20,907	99.98%	22	100.00%	132,035

(Lake County Auditor)

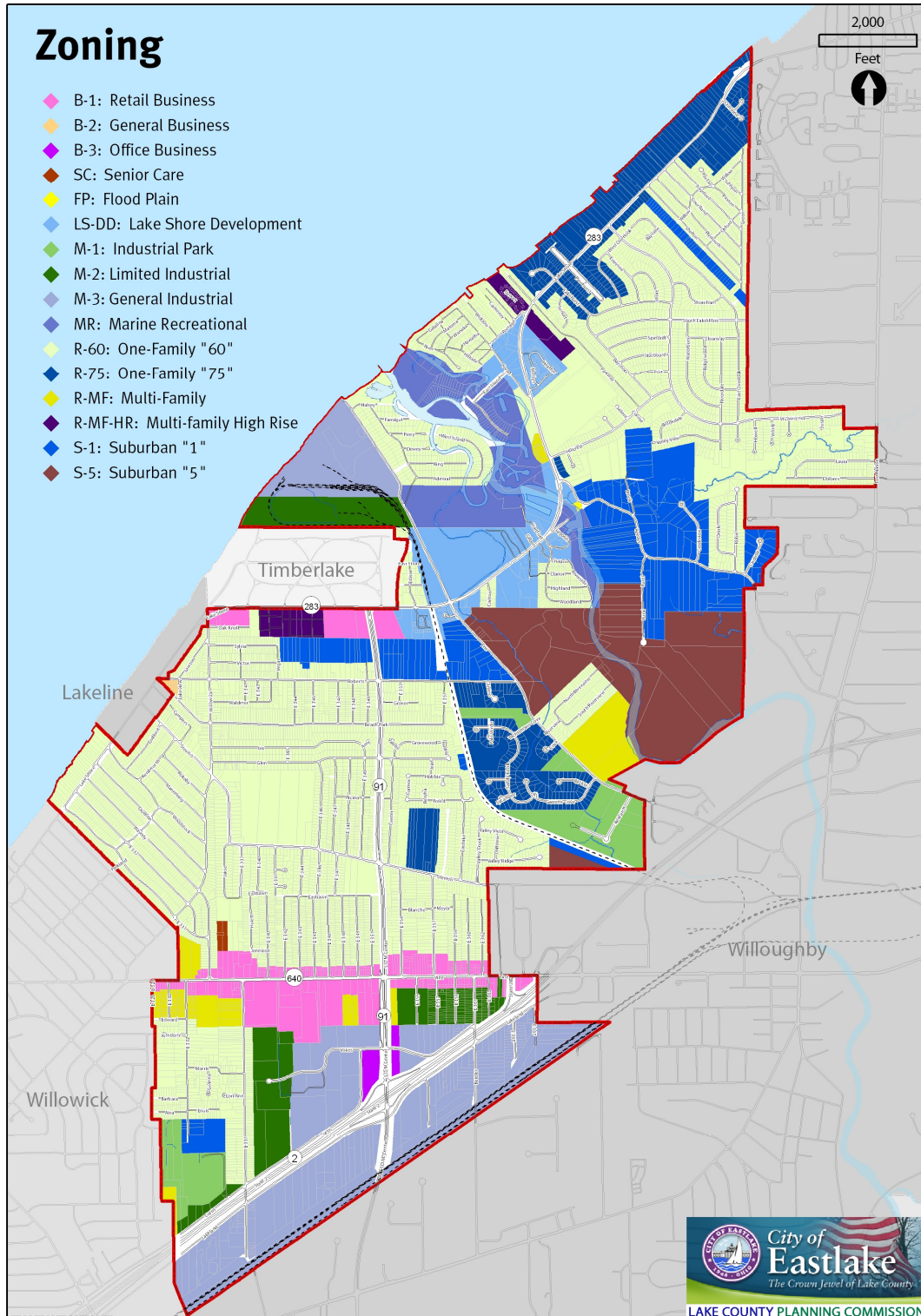
* Perry Nuclear Power Plant is considered "commercial"

4.3 Current zoning

Zoning is the primary form of land planning control for local communities in North America. Zoning codes are comprehensive guides for day-to-day development decisions in a community. They expand on the information in the comprehensive plan by providing parcel-specific regulations for the location of different land uses, regulation of those uses, and detailed specifications for the site planning and design of proposed development.

Eastlake adopted its first zoning regulations in 1955 (Map 4.8). Countless revisions have been made over the years. The City should consider a comprehensive re-write of the entire ordinance as resources become available. This section will provide a brief description of the major zones. Specific recommendations are discussed in Chapter 10.

Map 4.8: 2008 Zoning



Residential zones

Eastlake has eight primary zoning districts that permit residential development. Four zones are for detached single family (S-5, S-1, R-75, R-60). Lot size and road frontage is the main difference between the zones (Table 4.4). Lot sizes range from 5 acres in the S-5 (along the Chagrin River corridor) to the 9,000 square feet in the R-60 zone (central and northeast portion of city).

Table 4.4 Residential zoning district bulk requirements

This table represents a summary of standards. Refer to Part 11 of the Codified Ordinances for a detailed listing

Attribute	S-5	S-1	R-75	R-60	R-MF	R-MF-HR	CD	LS-D
Building height (maximum)	35'	35'	35'	35'	35'	*	35'	35'
Front yard (minimum)	50'	50'	40'	40'	40'	40'	40'	60'
Side yard (minimum)	25'	10'	5'	5'	5'	15'	15'	10'
Rear yard (minimum)	50'	50'	50'	40'	40'	40'	n/a	10'
Lot area per family (minimum)	5 ac.	1 ac.	12,000 sq. ft.	9,000 sq. ft.	9,000 sq. ft.	1,000-2,100 sq.ft.	9,000 sq. ft.	9,000 sq. ft.
Density (maximum)								5 du/ac.
Lot frontage (minimum)	350'	120'	75'	60'	60'	100'		150'

* A maximum height requirement should be established to prevent structures from exceeding desired building eights

Four zones permit a variety of multifamily uses (R-MF, R-MF-HR, CD, LS-D). These smaller zones are located on major thoroughfares (Vine Street and Lakeshore Blvd.) and permit higher density development styles (apartments, townhouses, condominiums).

The LS-D zone is the only zoning that could be considered mixed use. Along with moderate density residential, B-1 uses are also acceptable. Mixed use zoning is an innovative zoning strategy for creating vibrant areas. In the Eastlake, the uses may be too permissive and dilute the ability to achieve the purpose of the LS-D zone, “to establish areas for commercial and appropriate residential development with focus and build on the City’s unique marina, lakefront and river attributes. For example, research laboratories, funeral homes, pet shops and greenhouses would be permitted in a LS-D mixed use development. While necessary uses in the overall make-up of a city, these uses may be better located in other areas of the City.

Commercial/business zones

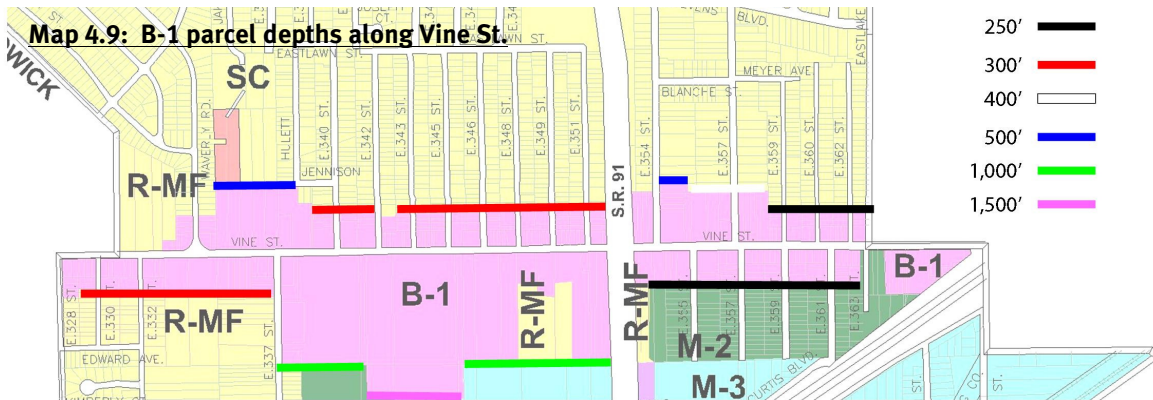
Eastlake has 3 primary commercial zones (B-1, B-2, and B-3) and the LS-D which is a mixed use zone that permits similar uses to the B-1 zone.

The development standards are extremely similar for all of the zones with the exception of the 2 acre lot size and 75’ building height requirements in the B-3.

Table 4.5 Business zoning district bulk requirements

This table represents a summary of standards. Refer to Part 11 of the Codified Ordinances for a detailed listing

Attribute	B-1	B-2	B-3	LS-D
Building height (maximum)	35'	35'	75'	35'
Minimum lot area	1 ac.	1 ac.	2 ac.	1 ac.
Lot frontage (minimum)	150'	150'	200'	150'
Maximum building coverage	30%	30%	30%	30%
Front yard setback	60'	60'	60'	60'
Rear yard setback	10'	10'	30'	10'
Side yard setback	10'	10'	30'	10'



The Vine Street corridor represents the vast majority of the B-1 land and is considered the retail base of the City. As noted in the previous plans, zoning depths can be as low as 250' in the B-1 providing a substantial obstacle to commercial redevelopment (Map 4.9). Shallow lot depths, combined with residential buffering requirements and excessive parking requirements, limit space available for infill development.

In other areas (Vineyards), the B-1 depth is 1,500' creating large areas of underutilized hardscaped areas (Map 4.10). Often referred to as greyfields, many communities across the country are working with landowners to redevelop these areas using modern planning techniques, specifically, mixed use town centers.

Map 4.10: Vineyards area

According to the “21st Century Land Development Code,” the benefits of redevelopment of these sites include:

- Converting underutilized parking areas into pedestrian friendly and transit friendly streets
- Facilitate new permitted uses for landowners holding economically struggling retail sites
- Allow landowners to charge economic rents in lieu of free parking by reducing the minimum parking requirements and creating additional building envelopes.
- Eliminating the urban heat island and stormwater run-off issues created by large surface parking areas.



This strategy may also require creative public/private finance packages and incentives to encourage massive redevelopments of sites such as the Vineyards. Development incentives may include streamlined approval processes, relaxed parking and dimensional setback regulations to increase the onsite density of buildings. Depending on market conditions,

cities may also become a partner in the redevelopment process. For example, the city could participate in the installation of a new road layout within the development site.

Attracting more retail/restaurants was a reoccurring theme during the planning process. 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 community 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.

Lack of competition in the area, a lack of retail development, vocal resident demand, and a positive “gut feeling” are, unfortunately, only considered very minor factors in site selection, if at all. Property taxes and leniency of zoning and architectural regulations are usually not considered at all.

A mantra among commercial developers is “retail follows rooftops.” The City should consider moderate density residential dwellings on the periphery of the B-1 zone to avoid oversaturation of vacant retail area and provide an increased customer base, (Chapter 10). This could include townhomes and condominium developments. Over the long-term, the city should pursue increasing the minimum B-1 depth to at least 500 on the north side of Vine Street.

The Lakeshore Blvd./Roberts Rd. intersection is the only place zoned B-2. The B-3 zone is located at the SR 2/SR 91 interchange, an area appropriate for office type uses and increased building heights.

Table 4.6 Commercial zoning district permitted uses				
	B-1	B-2	B-3	LS-D
Office / Professional / Service / Medical				
Professional , administrative office	P	P	P	P
Financial office w/o drive thru	P	P	P	P
Medical clinics	P	P	P	P
Research laboratories		P	P	P
Radio television transmission facilities		P		
Mortuaries, funeral homes	C	P	C	C
Hospitals	C	P	C	C
Veterinary hospitals	C	P		
Urgent care clinics	C	P	C	C
Nursing homes; intermediate and long-term care facilities	C	P	C	C
Retail / Service				
Retail stores and services (drugstore, laundry counter outlet, barber/beauty shop may be located in an office pursuant to S. 1147.02(d))	P	P	P	P
Retail stores such as grocery, drug, hardware and appliance, variety, department, camera and record, clothing and shoe, sporting goods, gifts, flowers and book stores	P	P		P
Restaurants w/o drive-thru facilities, including establishments selling soft drinks, juices and ice cream	P	P	C	C
Drive-thru facilities	C	P	C	C
Establishments serving alcoholic beverages for consumption on the premises	C	C	C	C
Barber and beauty shops; shoe repair, tailoring	P	P		P
Dry cleaning, laundry counter outlets, self-service laundry	P	P		P
Retail greenhouses, including, outdoor storage		P		
Pet shops	P	P		P
Hotels, motels	C	P	C	C
Tourist homes	C			C
Automotive				
Gas stations	C	P	C	C
Service garages	C	P		C
Car washes	C	P		C
Auto sales, new, or new and used and auto retail		P		
Recreational vehicles, truck and boat sales and rental		C		
Commercial parking lots	C	P		
Commercial parking garage	C	C	C	C
Commercial Entertainment / Recreation				
Amusement and recreational services conducted wholly within an enclosed building, including assembly halls, bowling lanes, dance halls, theaters and skating rinks.	C	P		C
General Commercial				
Printing shops		P		
Monument sales		P		
Telephone exchange		P		
Transformer stations	C	P	C	C
Institutional				
Schools.	C	C	C	C
Religious facilities	C	C	C	C
Public libraries, museums	C	C	C	C
Public administrative offices	P	P	P	P
Municipal recreation buildings	P	P	P	P
Parks, playgrounds	P	P	P	P
Public safety facilities	P	P	P	P
Public service and maintenance facilities.	C	C		
Other				
Residential				C
Marina related commercial				C

Table 4.6 indicated the variety of land uses permitted in each zone. The number of permitted uses in Eastlake's commercial zones is very expansive, a common practice in suburban communities. Many of the uses are permitted in multiple, if not all, zones. This strategy may

dilute the overall intent of a specific zone. For example, if the City wants to concentrate a specific node of businesses in a certain area, the other zones should focus on another set of land use types. Hotel/motels are an example. These uses should be concentrated solely around freeway areas (B-3). In Eastlake, a hotel could be placed in any business/commercial zoning designation.

The LS-D zone should be evaluated to permit only those uses that reflect the overall intent of the district. This zone is essentially B-1 with residential and marine related commercial permitted as well. The zone should focus on uses that are complimentary to one another on a single development site. As stated above, research laboratories, funeral homes, pet shops and greenhouses would be permitted in a LS-D mixed use development. While necessary uses in the overall make-up of a city, these uses may be better located in other areas of the City.

Industrial zones

There are three industrial zones in Eastlake. The M-1 zone is an industrial park district with uses limited to research, laboratories and non-intrusive manufacturing type uses due to the proximity to residential areas. The three acre minimum lot size is too large and should be reduced to approximately 1 acre to make remaining developable areas more attractive to potential businesses.

<i>Attribute</i>	<i>M-1</i>	<i>M-2</i>	<i>M-3</i>
Minimum lot area	3 ac.	n/a	n/a
Lot frontage (minimum)	150'		
Maximum building coverage	35%		
Front yard setback	75'	60'/125' opposite residential district	60'/125' opposite residential district
Rear yard setback	50'	n/a unless adjacent to residential, 100'	n/a unless adjacent to residential, 100'
Side yard setback	15'	n/a unless adjacent to residential, 50'	n/a unless adjacent to residential, 50"
Building height (maximum)	35'	35'	35'

The M-2 and M-3 are standard post WWII industrial zones that permit a myriad of land uses (Table 4.7). These zones are appropriately located along the SR 2, Curtis Blvd., Lakeland Blvd. corridors. It is anticipated these zones will continue to be attractive to medium size businesses. The City should consider increasing the maximum building height to approximately 40-50' in these zones (Table 4.8)

There are minimal differences between the permitted uses of the M-2 and M-3 zones (Table 4.8). The M-3 zones permits second hand lumber yards and open yard establishments (i.e. outdoor storage). These uses are better served in secondary, non-visible areas of the city distant from single-family neighborhoods.

Table 4.8 Industrial zoning district permitted uses

	M-1	M-2	M-3
Basic / applied research labs	P		
Experimental or testing laboratories	P		
Industrial and manufacturing establishments which conform to the regulations enumerated in other sections of this chapter.	P		
Public utilities, water and gas mains and conduits, telephone, telegraph, electric light and power lines, if carrying less than 5,000 volts are permitted on public highways or easements along lot lines of a subdivision.	P		
Agricultural uses		P	
Commercial laundries, dry cleaning and dyeing processing plants.		P	P
Ice stations and manufacturing plants.		P	P
Printing shops.		P	P
Experimental and research laboratories.		P	P
Radio and televisions stations.		P	P
Telephone exchange.		P	P
Transformer stations.		P	P
Veterinary hospitals and kennels.		P	
Business offices and services of all types.		P	
Outdoor theaters, amusement parks, bowling alleys, or any other amusement, sport or recreational enterprises that do not qualify with General Business District requirements.		P	
Wholesale trade establishments		P	P
Warehouse for storage and distribution except flammable and explosive materials.		P	P
Cold storage plants.		P	P
Creameries.		P	P
Bottling works.		P	P
Lumber yards.		P	P
Woodworking shops.		P	P
Monument works.		P	P
Blacksmith shops.		P	P
Garages engaged in body repair and paint spray operations.		P	P
Machine shops and other light manufacturing or industrial enterprises, operations or processes of a character, extent and hazard similar to those specified above, provided that all resulting cinders, dust, fumes, gases, water-carried waste, odors, refuse matter, smoke, and vapor are effectively confined to the premises or disposed of in a manner which will not create a nuisance, and provided further that noise and vibrations are effectively controlled.		P	p
Second hand lumber yards and other open yard establishments			P
Public service facilities.		P	P
Similar uses.		P	P
Accessory buildings or uses/Conditional uses			
Those customarily incident to any of the above uses and accessory buildings when located on the same premises.		P	P
Garage for the storage of motor vehicles	P		
Restaurant/cafeteria if operated in conjunction with any enumerated uses.	P		
Office facilities, which may include a secretarial pool for the benefit of all the main uses permitted.	P		
Other buildings or uses necessary for the carrying out of permissible purposes.	P		
Public service facilities such as power lines carrying more than 5,000 volts, water and gas mains if not on public highways and railroad tracks and yards, shall not be erected, altered, repaired or used unless the location is found to be not detrimental to residential developments or will not interfere with the layout of future subdivisions, and a conditional use permit obtained.	C		
Conditional uses must be in compliance with Chapter 1161.	C	C	C

Flood Plain District

Established in 1966, there is one parcel zoned Flood Plain in Eastlake. This zone does not permit any structures. Farming and recreational uses are the primary permitted activities. It is important to note this zone is not a reflection of the entire amount floodplain/ floodway of the City. Chapter 8 provides a detailed discussion on the floodplains/ floodways and other natural resources in Eastlake.

Marine Recreation District

The Marine Recreation zone is geared toward the recreational boating industry of the Chagrin River valley. Permitted uses include docks, club houses and sales/storage. Permitting additional uses would be challenging due to the lack of infrastructure, ingress/egress issues and the flood zone.

4.4 Site planning and design

Site planning

Section 1161.11 of the Planning and Zoning Code provides the procedural requirements for “Development Plan Review.” Adequate administrative procedures exist (pre-review, preliminary plan and final plan), but commercial site planning is guided only by the basic building setbacks, parking, and very limited landscaping requirements in the zoning code. The resulting development usually takes one of two forms. On larger lots, a commercial building will be placed in the

far rear end of the lot, separated from the street by a large, featureless parking lot, much of which usually stands empty. On smaller, narrower lots, the primary building is usually close to the right-of-way, usually separated from the street by a small, paved parking area with little or no landscaping. The rear of the lot remains empty and unused; an inefficient use of land. The resulting development pattern reinforces the strip-like character of the City’s major corridors.

Map 4.11: Vine Street Parking Area



Eastlake 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. The development community is 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 ample review time along with the ability to discuss specific elements in greater detail. As stated previously, Eastlake should not settle for basic development standards. Proper guidelines and review/enforcement policies will yield projects of higher quality.

Design guidelines

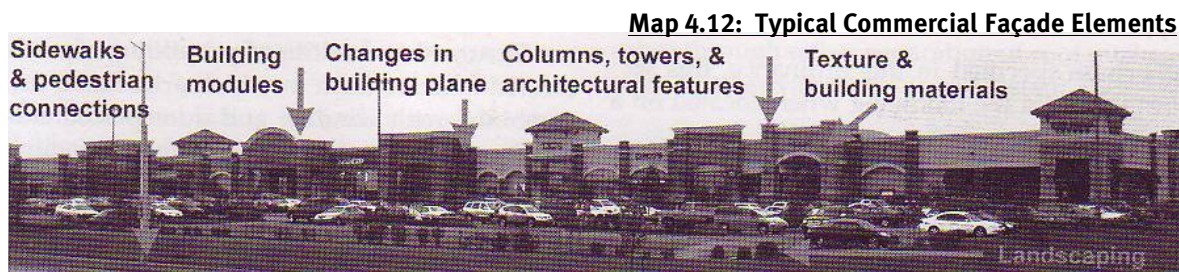
Architectural Board guidelines are found in Section 1305 of the City ordinance, but there are no specific regulations governing the appearance of commercial or industrial development.

Most commercial and industrial buildings in the City are designed with lowest cost as the primary consideration, and usually have a very utilitarian appearance. The fact that land is cheaper, businesses have less money to invest in a structure, or that incomes are lower than in more affluent suburbs are not justifiable excuses for poor architectural design.

National chains establishing a location in an area with no architectural regulations will usually build a default “prototype” building. Such buildings usually have little architectural detailing, and are designed to reinforce corporate identity and function as a sign, regardless of its compatibility with community character. National corporations will forego their prototype buildings and build a structure that better respects local character – but only if they are required to.

Opinions voiced by the ECDC express very strong support for architectural regulations. Previous plans, notably the Vine Street 2020 plan, also indicate the need for design standards in the zoning ordinance.

Architectural regulations for commercial structures should address the following (see chapter 10 for a detailed explanation, Map 4.12):



- Building mass
- Exterior walls
- Building(s) orientation
- Roof
- Mechanical equipment and service areas (delivery)
- Building colors
- Lighting
- Signage

Industrial and other non-residential uses should be subject to similar, but slightly less rigorous requirements (Map 4.13).

Map 4.13: Building Wall Articulation



Architectural standards, if adopted, will require high quality building designs that offer a positive impression of the City 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.

Signs

Eastlake’s sign regulations are not overly restrictive. Current regulations in Chapter 1347 are not well suited to commercial areas along Vine Street. Commercial lots are often very narrow, so freestanding signs on different sites can be spaced closely, creating visual clutter.

Small businesses give more attention to the size of their sign than the overall quality. Small businesses often make the mistake of trying to convey too much information in a limited space, so their signs become unreadable. The problem is worse for signs identifying multiple tenants.

When everybody shouts, nobody is heard. For signs to be effective, they must not barrage viewers with information that will soon be forgotten, but stand out on their own.

Map 4.14: Low Impact Corporate Signage



While many businesses instinctively view small signs as less effective than larger signs, the message they convey is distinct and better understood with less competition from other signs competing for the viewer’s attention. The presence of smaller signs reduces visual clutter, and thus improves the appearance of a commercial area (Map 4.14).

All signs in the Business, Industrial and Lakeshore Development Districts adhere to the same design parameters:

- Maximum wall sign area: shall not exceed two square feet of sign area for each lineal foot of front wall of the building or part thereof occupied by the business or manufacturing enterprise.
- Free standing signs: business must have at least fifty feet frontage and sign shall not exceed thirty square feet per face and shall be limited to eight feet in height and set back from the dedicated right of way not less than one hundred twenty-five percent of the sign height and with five foot side line set back. If a sign is greater than 100 feet from a right of way it may contain up to 100 square feet of area and may be thirty give feet in height.

This plan recommends reducing the maximum square footage requirement and freestanding signs should be limited to monument-type signs with a maximum height of six feet. This plan

also recommends imposing strict design requirements to make signs appear more legible and professional.

Political sign criteria should be reviewed with legal counsel. The current ordinance places a time restriction of the erection and removal of signage which may be viewed as an obstruction of freedom of speech.

Billboards are not directly addressed in Chapter 1347, but two are prominently located on City owned property on SR 91 near Classic Park. Billboards are often viewed as unappealing features of the streetscape and can act as an attention detractor from local drivers. They are not recommended in key areas of the City, including Vine Street and SR 91. Where feasible, they should be removed as a condition of future development. In freeway interchange areas, the City should provide more specific design standards than currently listed in Section 1347.31 which gives the Chief Building Official a tremendous amount of discretion. It should be noted that signage is provided by the State for local amenities (lodging, fuel, restaurants) at upcoming interchange areas, thus reducing the demand for billboard or high rise pole signs.

Landscaping

Although Eastlake is located in close proximity to Northeast Ohio's nursery center, the zoning code has only basic landscaping requirements, requiring buffer yards between conflicting land uses. Landscaping requirements are a standard feature in most modern land use regulations. Landscaping on commercial and industrial sites serves the following functions:

- Buffers between incompatible uses or site areas.
- Shade and climate control.
- Air purification and control airborne particulates
- Wildlife habitat.
- Erosion and stormwater runoff control (extremely important along the Vine Street corridor with the amount of impervious surface).
- Control of noxious weeds, invasive plants and exotic plants.
- Encourage native and/or adaptive plants.
- Preserve existing trees and vegetation.
- Provide an attractive appearance in areas of public use or view.
- Improve natural and recreational areas.
- Screen service areas and structures.
- Reinforce a pedestrian friendly environment.
- Break up building mass and soften architectural materials.
- Enhance the quality and appearance of the built environment.

The plan recommends adopting comprehensive landscaping regulations requiring landscaping buffer yards at the front, side and rear of commercial, industrial, and institutional sites; along buildings, driveway throats, islands that cap and break up parking rows, and islands that divide large parking areas into smaller, more manageable units. Required buffers at the front of a site must be deep enough to accommodate future road widening projects. The plan also recommends minimum requirements for the number of trees and shrubs, and tree protection requirements.

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 3/4" 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. (Area must be large enough to ensure proper growing area for vegetation)
 - 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 1/2 of 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.

Lake County Planning Commission and the OSU Extension service could assist the City in developing a specific set of requirements applicable to various land planning situations. Stronger landscaping and screening language is becoming more common throughout Ohio.

Parking requirements

Parking requirements in Eastlake are typically too excessive resulting in vast areas of impervious surfaces or small commercial centers with insufficient areas that restrict proper traffic and pedestrian circulation of the site (Map 4.15).

With the exception of the traditional holiday season, the majority of Eastlake's "big box" store parking areas is totally underutilized and represents substantial infill development opportunities. In older commercial strip developments, there was limited demand for parking spaces. Today, these areas have one row of parking against the right of way with no provisions for pedestrians, access management or landscaping. In some cases a continuous curb cut may exist.



Similar to most other parking ordinances, Eastlake's code has not kept pace with development and design trends of the past few decades. The Chagrin River Watershed Partners and American Planning Association recommend an evaluation of the following parameters:

- Local demand
- Building types and sizes
- Surrounding land uses
- Current and expected populations
- Potential for additional commercial, industrial and institutional development
- Placement of parking on the side or rear of primary structure
- Are there pedestrian corridors through large parking areas?
- Does your code have effective landscaping/stormwater management provisions?

In future development or redevelopment activities shared parking should be seriously considered between adjacent landowners. Shared parking involves an agreement between two or more landowners and the City to provide the required amount of parking, yet across property boundaries. As noted by the CRWP, it is appropriate where parking demand patterns and peaks vary by time of day. Other parking considerations include: land banking, park and ride transit options, and improved parking lot design through pervious pavement, compact car spaces, minimize stall dimensions and requiring bio-retention and landscaping features.

Instituting maximum (rather than minimum) parking standards is another option for controlling the ineffective use of impervious parking areas. While this may difficult to present to the development/retail industry, it is an option used in other parts of the country.

4.5 Lake Erie Balanced Growth Program (PCA/PDA)

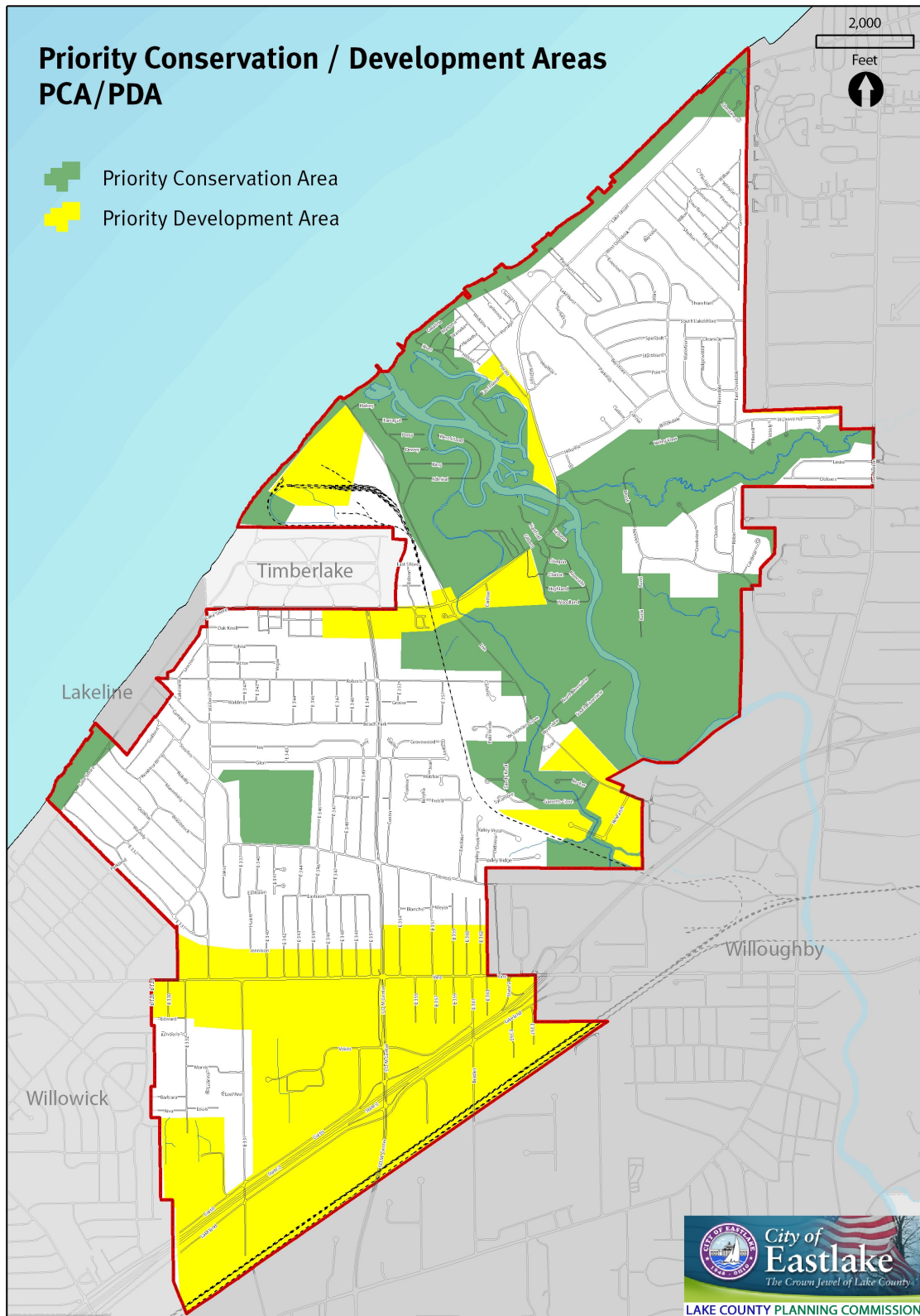
The City of Eastlake Comprehensive Plan will be included in the Chagrin River Balanced Growth Plan. This plan is being developed based on a state wide program for balanced growth being promoted by the Ohio Lake Erie Commission. In 2004 the Ohio Lake Erie Commission finalized the Balanced Growth Program, defined as a *local planning framework to coordinate decisions about how growth and conservation should be promoted by State and local investments*. Through this program, CRWP has been working with local communities to develop Priority Conservation Areas (PCA) and Priority Development Areas (PDA) throughout their community.

- **Priority Conservation Areas (PCAs)** are locally designated area targeted for protection and restoration. PCAs may be important as ecological, recreational, heritage, agricultural, or public access areas. PCAs represent areas where land use change is predicted to have a high impact on the watershed in terms of flooding, erosion, and water quality.
- **Priority Development Areas (PDAs)** are locally designated area where growth and/or redevelopment is to be especially promoted in order to maximize development potential, efficiently utilize infrastructure, revitalize existing cities and towns, and contribute to the restoration of Lake Erie. PDAs represent areas where land use change is predicted to have minimal impact on the watershed and where other conditions, such as access to highways, existing or planned utility service areas, and existing development, suggest that additional development may be appropriate.

The Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) were developed by the Chagrin River Watershed Partners, Inc. (CRWP). These maps were modified and refined with input from the Eastlake Economic & Community Development Council, Administration, and LCPC to align with the City's planning goals. In the City of Eastlake, the PDAs include:

- Existing industrial and retail areas,
- Expansion of more intense development potential along the Vine Street Corridor and at the JFK site,
- Possible locations for more intense development near Lakeshore and Chagrin River.

Map 4.16: Priority Conservation Area / Priority Development Area Map



The PDA locations on the attached map reflect areas where future growth and redevelopment activities may be encouraged. Land in a PDA may be eligible for state policy and funding initiatives to encourage and support its development.

The PCA locations shown on the attached map reflect areas that are existing parks and protected properties and also include sensitive slopes, streams, floodplains, and wetlands. In addition the scenic areas along Lake Erie, floodway of the Chagrin River, and lower density residential areas that may be possible to develop or redevelop using conservation development layouts are included as PCAs.

These site characteristics suggest that an area has unique ecologic or historic considerations or may be particularly difficult to develop due to flooding and erosion concerns. Designation of these areas as PCAs does not indicate that these areas will not be developed, however communities could save time and money working with property owners for preservation or interested developers for alternative site designs that enable development but limit impacts to natural resources on these PCA parcels.

The PCAs and PDAs designated by the City of Eastlake will be included as part of the *Chagrin River Balanced Growth Plan*. This plan will include designation of PCAs and PDAs throughout the Chagrin River watershed.

A key component of the Balanced Growth Program is that, where possible, the state should align policies, programs, and incentives to support the implementation of locally designated Priority Conservation Areas and Priority Development Areas. Communities endorsing the locally designated PDAs and PCAs will be recognized by the State as participating in the *Chagrin River Balanced Growth Plan*. This participation has a number of benefits to local communities. Some of the benefits of participation in the Chagrin River balanced growth planning process include:

- Increased state assistance for local projects.
- Support for local zoning.
- Additional state incentives, such as points on grant applications and lower interest rates on state loan programs.
- General local benefits, including minimizing long-term infrastructure and stormwater management costs and advancing the preservation of the semi-rural character of the city.

This plan encourages the utilization of this tool during the preliminary stages of development discussions in the City.

5 Demographics

5.1 Introduction

Demographic analysis is an important part of a community comprehensive plan. Identification of demographic and socioeconomic characteristics in Eastlake, surrounding communities, Lake County, and the Cleveland metropolitan area are vital, both for understanding the community and for providing information used in making policy decisions.

This chapter provides a demographic profile of Eastlake, examining information such as population characteristics, educational attainment, school enrollment, income statistics, and employment characteristics.

Demographic analysis provides basic information necessary to develop a well-thought out comprehensive plan. Demographic information is used in a number of ways:

Quantify: Quantifying the various characteristics of municipal residents is needed to understand the impacts of a population, or subgroup, on matters such as the level of services required, size of markets that can be supported, and impact on transportation and infrastructure.

Trends: Analyzing numbers over time can identify trends now affecting or which may affect the community in the future.

Identifying issues and needs: Numbers or trends may identify conditions or issues the city may need to address through policy or programs.

Projections: Demographic analysis is the starting point for developing projections. Understanding the size and characteristics of the future population to be served can help a community plan policy and programs in a timely fashion.

The latest data available for most demographic characteristics is from the 2000 Census of Population and Housing by the U.S. Census Bureau. More recently collected data have been included to supplement Census Bureau data wherever possible.

Table 5.1 Census basics 2000

Tract	Population	Dwelling units	Area (mi ²)	Density (per mi ²)
2018	4,054	1,474	0.767 mi ²	5,285/mi ²
2019	2,930	1,318	1.342 mi ²	2,183/mi ²
2020	6,484	2,567	2.305 mi ²	1,962/mi ²
2021	2,634	1,229	1.378 mi ²	1,911/mi ²
2022	4,153	1,723	0.723 mi ²	5,744/mi ²
Total	20,255	8,310	6.58 mi ²	3,078/mi ²

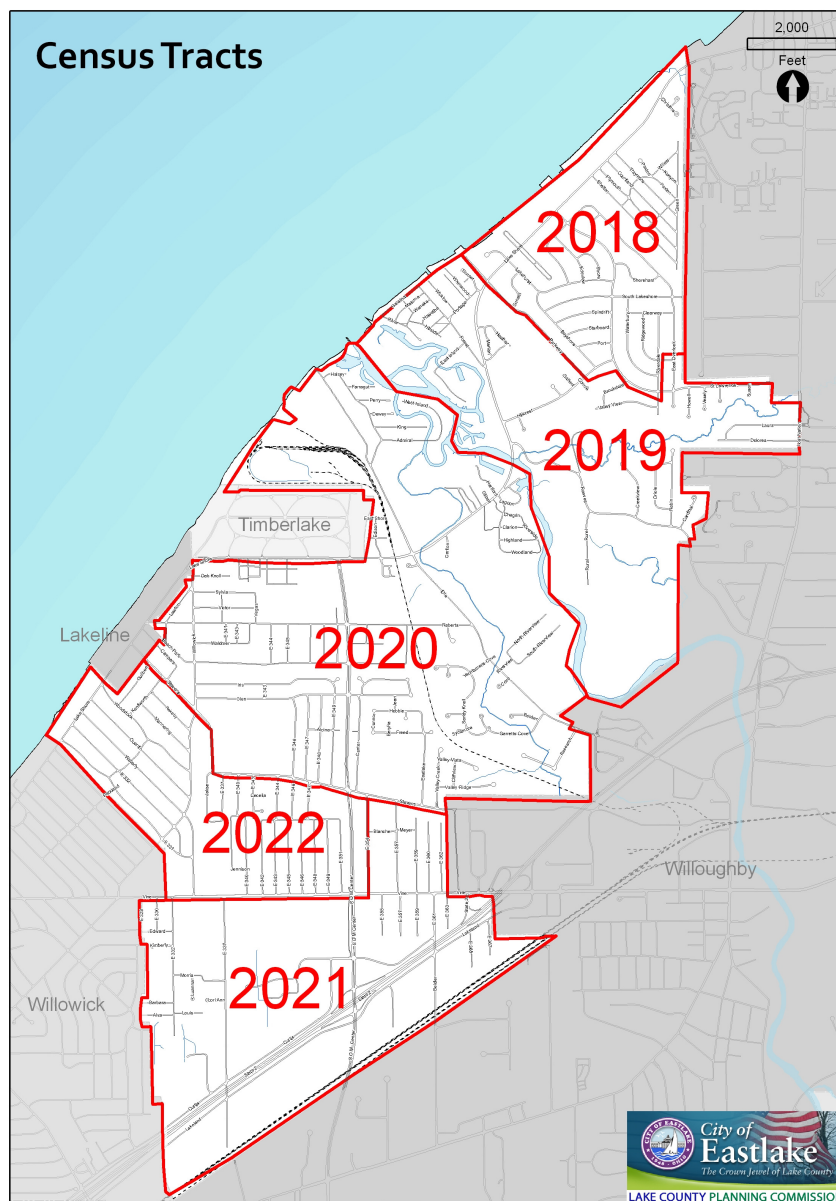
(US Census Bureau)

Eastlake City includes all blocks in Census tracts 2018, 2019, 2020, 2021 and 2022.

The following highlight some of the more important points of the analysis.

1. Population growth in Eastlake continues to decline, but at a much slower rate than surrounding communities. The county as a whole and Willoughby are continuing to grow.
2. Eastlake City's percentage of families is comparable to the Lake County percentage of families.
3. The age group that is represented by the largest percentage is the 35 to 44 years old group with 16.8%. This is very comparable to the Lake County, 16.9% and the Cleveland Primary Metropolitan Statistical Area (PMSA), 16.1%.

Map 5.1: Census Tracts



5.2 Population

Eastlake's population growth is a similar pattern for a post World War II community. It was incorporated as a village in 1948 and became a city with 7,486 people in 1951 when the 1950 U.S. Census was certified.

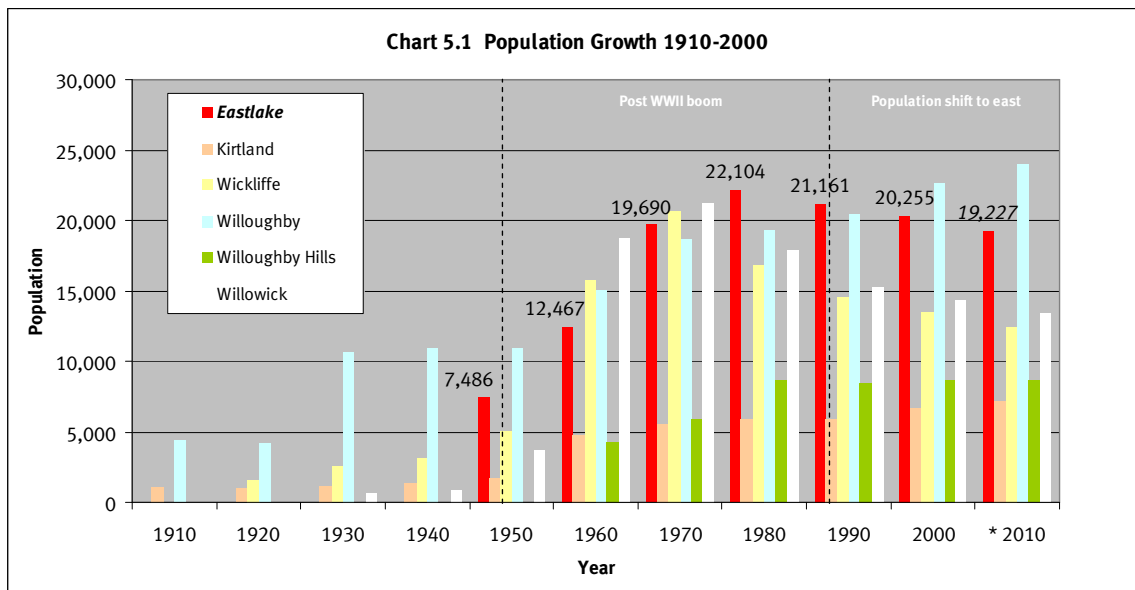
Eastlake quickly grew with double digit growth percentages during the 1950's, 1960's and 1970's. Eastlake's largest population of 22,104 people was recorded with the 1980 Census. The last two censuses have shown a negative population growth for the city.

Table 5.2 Population change 1910 - 2000

Year	Eastlake City population	Δ% from previous decade	Lake County population	Δ% from previous decade
1910	n/a	n/a	22,927	N/A
1920	n/a	n/a	28,667	25.0%
1930	n/a	n/a	41,674	45.4%
1940	n/a	n/a	50,020	20.0%
1950	7,486	n/a	75,979	51.9%
1960	12,467	66.5%	148,700	95.7%
1970	19,690	58.0%	197,200	32.6%
1980	22,104	12.3%	212,801	7.9%
1990	21,161	-4.3%	215,499	1.3%
2000	20,255	-4.3%	227,511	5.6%
2007 Est.	19,582	-3.3%	233,392	2.6%

(US Census Bureau/ODOD)

The negative population growth is similar to other communities that have developed during the 1950's, 1960's and the 1970's and were built out by the 1980's (Chart 5.1).



Eastlake's negative population growth is not as great as their neighbors, Willowick's (-16.2% 1970-80, -14.4% 1980-90 and -5.9% 1990-2000) and Wickliffe's (-18.6% 1970-80, -13.3% 1980-90 and -0.7% 1990-2000). The villages of Lakeline and Timberlake have also seen negative population growth, but their populations of 165 people in Lakeline and 775 people in Timberlake can distort the population growth rates. Eastlake's other neighbor, the City of Willoughby, has continued growth during the period of 1970-2000. It has experienced growth rates of 3.7% during the 1970-80 period, 6.1% during the 1980-90 period and 10.3 during 1990-2000 period.

According to the 2000 Census, 6,348 city residents older than five years (33.5%) lived in a different house in 1995. Of those who have moved to a new residence in the city between 1995 and 2000, 413 moved from

Table 5.3 Population Comparison 1910-2000

Year	Eastlake	Willowick	Willoughby	Wickliffe	Lake County	Cleveland PMSA
1910	n/a	n/a	4,370	n/a	22,927	603,807
1920	n/a	n/a	4,177	1,508	28,667	1,169,422
1930	n/a	667	10,640	2,491	41,674	1,465,787
1940	n/a	915	10,957	3,155	50,020	1,500,798
1950	7,486	3,667	10,967	5,002	75,979	1,759,431
1960	12,467	18,749	15,058	15,760	148,700	2,220,050
1970	19,690	21,237	18,634	20,632	197,200	2,419,274
1980	22,104	17,834	19,329	16,790	212,801	2,277,949
1990	21,161	15,269	20,510	14,558	215,499	2,202,069
2000	20,255	14,361	22,621	13,484	227,511	2,250,871

n/a- Not incorporated at the time of the census. Population may be included on the population of underlying township. (US Census Bureau)

elsewhere in the City, 4,145 from another location in Lake County, 1,773 from a different county in Ohio, 430 from out-of-state, and seventeen from outside the United States.

5.3 Households and families

26.3% of Eastlake households consist of those living alone, compared to 25.6% of Lake County households. (Table 5.4)

The average household size has decreased from 1960 to the present; in the United States from 3.33 persons per household to 2.62, and in Lake County from 3.63 to 2.50.

The decrease in family size can be attributed to many trends: families having fewer or no children, increased lifespan, increased divorce rates, and people marrying at a later age.

Table 5.4 Family and non-family households 2000

Community	Family households	Single Person households	Nonfamily households
Eastlake	69.0%	26.3%	4.7%
Willowick	67.0%	28.3%	4.3%
Willoughby	57.4%	36.6%	6.0%
Wickliffe	67.0%	26.3%	4.7%
Lake County	69.7%	69.7%	30.3%
Cleveland PMSA	65.9%	65.9%	34.1%
United States	68.1%	68.1%	31.9%

(US Census Bureau)

Eastlake's percentage of family households (69.0%) is very similar to Lake County (69.7%) and slightly larger than the Cleveland PMSA (65.9%). The percentage of family households is similar to the surrounding Communities.

Table 5.5 Household, family, owner occupied and renter occupied size 2000

Community	Household size (persons)	Family size (persons)	Owner Occupied Household size (persons)	Renter Occupied Household size (persons)
Eastlake	2.51	3.07	2.68	1.93
Willowick	2.35	2.90	2.42	2.03
Willoughby	2.17	2.87	2.40	1.82
Wickliffe	2.35	2.92	2.39	2.13
Lake County	2.50	3.03	2.61	2.12
Cleveland PMSA	2.47	3.08	2.67	2.14
United States	2.59	3.23	2.69	2.40

(US Census Bureau)

The average household size in Eastlake (2.51 persons) is higher than Lake County (2.50) and the Cleveland PMSA (2.47) as a whole. The average family size in the city (3.07 persons) is also higher than Lake County (3.03) and but slightly lower than the Cleveland PMSA (3.08). The census also has a household size per owner occupied units (houses, condominiums) and rental units (rental house, apartments and rental condominiums). (Table 5.5)

15.6% of all households in the city are single-parent families, compared to 7.3% of Lake County households.

Table 5.6 Household type 2000

<i>Family type</i>	<i>Households</i>	<i>% households</i>
Total households	8,055	n/a
Family households:	5,554	70.0%
Married-couple family:	4,295	77.3%
Male Householder, no wife	342	6.2%
Female Householder, no husband	917	16.5%
Non-Family households:	2,501	30.0%
Male Householder	1,164	46.5%
Living alone	951	81.7%
65 years and older	171	18.0%
Not living alone	213	18.3%
Female Householder	1,337	53.6%
Living alone	1,168	87.4%
65 Years and older	575	49.2%
Not living alone	169	12.6%

(US Census Bureau)

5.4 Age

The median resident age of Eastlake is 37.8 years, compared to Lake County at 38.6 years and the Cleveland PMSA at 37.3 years. The median age of the community is lower than its neighbors. (Table 5.7)

Residents aged 55 and older made up 18.4% of the population in 1990, rising to 23% of the population in 2000. The percentage of residents older than 55 is about the same as the county as a whole (23.6%) (Table 5.8). Compared to Lake County and the Cleveland PMSA, Eastlake has a slightly similar percentage of children (19 and younger), a similar percentage of older adults and senior citizens (55 and older), and a slightly higher percentage of adults aged 20-54 (Table 5.8).

Table 5.7 Median age 2000

<i>Community</i>	<i>Median age</i>
Eastlake	37.8
Willowick	40.9
Willoughby	39.1
Wickliffe	42.3
Lake County	38.6
Cleveland PMSA	37.3
United States	35.4

(US Census Bureau)

Table 5.8 Age distribution 2000

Age	<i>E a s t l a k e</i>		<i>L a k e C o u n t y</i>		<i>Cleveland PMSA</i>	
	<i>Persons</i>	<i>%</i>	<i>Persons</i>	<i>%</i>	<i>Persons</i>	<i>%</i>
•5	1,174	5.8%	13,906	6.1%	148,150	6.6%
5-9	1,363	6.7%	15,486	6.8%	164,872	7.3%
10-14	1,432	7.1%	16,079	7.1%	164,207	7.3%
15-19	1,352	6.7%	14,689	6.5%	149,349	6.6%
20-24	1,142	5.6%	11,460	5.0%	121,813	5.4%
25-34	2,733	13.5%	29,247	12.9%	295,398	13.1%
35-44	3,408	16.8%	38,345	16.9%	363,179	16.1%
45-54	3,023	14.9%	33,689	14.8%	313,916	13.9%
55-59	1,286	6.3%	12,718	5.6%	111,566	5.0%
60-64	898	4.4%	9,848	4.3%	91,791	4.1%
65-74	1,413	7.0%	17,024	7.5%	165,665	7.4%
75-84	845	4.2%	11,676	5.1%	121,616	5.4%
•85	183	0.9%	3,344	1.5%	39,349	1.7%
Grouping of ages 19 and under, 20-54, and 55 and over						
•19	5,321	26%	60,160	26.5%	626,578	27.8%
20-54	10,309	51%	112,741	49.6%	1,094,306	48.5%
•55	4,625	23%	54,610	24.0%	529,987	23.6%

(US Census Bureau)

Table 5.9 Age distribution 1990-2000

Age	1990		2000	
	<i>Persons</i>	<i>%</i>	<i>Persons</i>	<i>%</i>
•19	6,024	28.5%	5,321	26%
20-54	11,208	53.1%	10,309	51%
•55	3,893	18.4%	4,625	23%

(US Census Bureau)

5.5 Education

17.1% of Eastlake residents over 25 didn't graduate from high school or pass a GED examination, compared to 13.5% of Lake County residents and 17.2% of Cleveland SMSA residents.

40.9% of residents older than 25 have a high school education, which is higher than its neighbors and the rest of Lake County.

The percentage of attending some college classes and obtaining an associate's degree is similar to the neighboring communities, the rest of Lake

Table 5.10 Educational attainment 2000

<i>Education</i>	<i>Eastlake</i>	<i>Willowick</i>	<i>Willoughby</i>	<i>Wickliffe</i>	<i>Lake County</i>	<i>Cleveland PMSA</i>
Less than 9th grade	2.9%	3.3%	2.0%	3.5%	2.9%	4.3%
Some high school	14.2%	9.3%	10.3%	11.0%	10.6%	12.9%
High school grad or GED	40.9%	38.8%	33.3%	37.7%	34.4%	32.4%
Some college	22.3%	23.5%	23.4%	23.8%	23.8%	21.4%
Associate degree	7.1%	7.0%	7.2%	7.6%	6.7%	5.7%
Bachelor's degree	9.2%	11.5%	17.4%	10.3%	14.6%	14.9%
Graduate degree or PhD	3.3%	6.6%	6.3%	6.1%	6.9%	8.4%

(US Census Bureau)

County and the PSMA. However, the percentage of those with undergraduate and advanced degrees is lower than neighboring communities, rest of Lake County and the Cleveland PMSA. (Table 5.10)

5.6 Occupation and industry

Among employed city residents, 29.3% work in the manufacturing sector, reflecting the large manufacturing base of Lake County; only 20% of workers in Ohio and 14.1% of workers in the United States are employed in the manufacturing sector. The second largest employer is the education, health, and social services sector, with 15.1% of all workers living in the city; a lower

percentage than the county (18.0%). According to the US Census, 12.2% of Eastlake residents work in the retail trade sector; this is comparable to Lake County (12.0%) and to the Cleveland PMSA (11.2%) (Table 5.11).

Table 5.11 Employment by industry 2000

Industry	Eastlake	Willowick	Willoughby	Wickliffe	Lake County	Cleveland PMSA
Agriculture	0.1%	0.1%	0.2%	0.1%	0.6%	0.5%
Construction	5.7%	6.0%	5.8%	6.7%	6.1%	5.6%
Manufacturing	29.3%	23.6%	21.7%	20.4%	24.4%	19.1%
Wholesale trade	4.3%	5.2%	4.5%	3.7%	4.0%	3.7%
Retail trade	12.2%	13.9%	9.8%	10.5%	12.0%	11.2%
Transportation, warehousing, utilities	3.5%	3.7%	3.6%	3.6%	3.9%	4.7%
Information technology	1.0%	2.2%	2.6%	2.4%	1.8%	2.5%
Finance, insurance, real estate	6.7%	8.3%	8.9%	8.4%	7.1%	7.5%
Professional, scientific, management, administrative	7.1%	6.8%	8.4%	7.8%	8.0%	9.1%
Educational, health, social services	15.1%	16.6%	20.1%	19.7%	18.0%	20.4%
Arts, entertainment, recreation, hospitality	8.6%	5.9%	7.2%	7.5%	6.7%	7.3%
Other services	2.9%	4.9%	4.7%	5.7%	4.3%	4.4%
Public administration	3.3%	2.9%	2.5%	3.4%	3.1%	3.8%

(US Census Bureau)

66.8% of all workers in the city can be considered white-collar (management/professional, service, sales/office), compared to the 73.3% for Lake County and to the 75% for the Cleveland PMSA. (Table 5.12)

Table 5.12 Employment by occupation 2000

Occupation	Eastlake	Willowick	Willoughby	Wickliffe	Lake County	Cleveland PMSA
<i>White collar</i>						
Management, professional, related	23.7%	28.7%	34.7%	30.0%	32.1%	33.0%
Service	14.4%	12.9%	13.0%	15.8%	13.0%	14.4%
Sales and office	28.7%	32.4%	28.1%	27.7%	28.2%	27.7%
<i>Blue collar</i>						
Farming, fishing and forestry	0.0%	0.0%	0.1%	0.0%	0.3%	0.2%
Construction, extraction, maintenance	10.2%	8.2%	7.9%	10.3%	8.7%	8.1%
Production, transportation, material moving	23.0%	17.8%	16.1%	16.1%	17.7%	16.6%

(US Census Bureau)

5.7 Income

Eastlake City can be considered a middle-class community. The median household

Table 5.13 Median household and family income 1999

Attribute	Eastlake City	Willowick City	Willoughby City	Wickliffe City	Lake County	Cleveland PMSA
Median household income	\$43,297	\$44,107	\$43,387	\$43,500	\$48,763	\$42,089
Median family income (US Census Bureau)	\$52,039	\$52,675	\$53,677	\$51,351	\$57,134	\$52,047

and family income in the city (\$43,297 and \$52,039, respectively) is lower than the county (\$48,763 and \$57,134), but higher than the national median (\$41,994 and \$50,046.) Median household and family incomes in Eastlake compare favorably with surrounding communities (Table 5.13).

Compared to Lake County and the Cleveland PMSA, Eastlake has a slightly higher percentage of households with an annual income under \$50,000 (57.2%) than the county as a whole (51.4%), and a slightly lower percentage of households with an income of \$50,000 to \$149,000 (Table 5.14).

In 1999, 15 families, or 3.7% of all families in the city, live below the poverty level, compared to 3.5% in Lake County and 8.2% in the Cleveland PMSA. 1,011 residents, or 5% of the city population, live under the poverty level, compared to 5.1% of all Lake County residents and 10.8% of all Cleveland PMSA residents.

Table 5.14 Household income distribution 1999

Income	Eastlake City Households	%	% of Lake County	% of Cleve PMSA
Less than \$10,000	421	5.2%	4.9%	9.3%
\$10,000 to \$14,999	431	5.3%	4.7%	6.2%
\$15,000 to \$24,999	1,025	12.6%	11.0%	12.8%
\$25,000 to \$34,999	1,185	14.6%	12.4%	12.8%
\$35,000 to \$49,999	1,584	19.5%	18.4%	16.7%
\$50,000 to \$74,999	2,039	25.1%	24.2%	20.1%
\$75,000 to \$99,999	871	10.7%	13.0%	10.7%
\$100,000 to \$149,999	429	5.3%	8.4%	7.3%
\$150,000 to \$199,999	86	1.1%	1.5%	1.9%
\$200,000 or more	39	0.5%	1.5%	2.1%

(US Census Bureau)

There were 156 senior citizens living under the poverty level – 6.2% of those in poverty – while 5.4% of those living under the poverty level in Lake County are seniors. Female-headed single parent households usually make up the bulk of family types living under the poverty level, ninety-eight such households live under the poverty level in Eastlake (Table 5.15).

To determine qualification for loans and grants, HUD considers the number of households who are very low, low or moderate income. 37.8% of households in Eastlake City meet the HUD definition of moderate, low or very low income households (Table 5.16).

Table 5.15 Poverty status: persons 1999

Group	<i>Eastlake City</i>		<i>% of Lake County</i>	<i>% of Cleve PMSA</i>
	<i>Number</i>	<i>%</i>		
All persons under poverty level	1,011	5.0%	5.1%	10.8%
Persons in poverty: •17 years	311	6.6%	6.8%	15.9%
Persons in poverty: 18-64 years	544	4.3%	4.3%	9.3%
Persons in poverty: •65 years	156	6.2%	5.4%	8.2%
All families under poverty level	*203	*3.7%	*3.5%	*8.2%
Families in poverty: married w/children •18	*153	*5.8%	*6.0%	*13.1%
Families in poverty: female HH w/children •18	*98	*12%	*21.0%	*34.0%

* = Number or percentage of all families under the poverty level; not number or percentage of all persons

HH = householder, no partner of opposite sex present
(US Census Bureau)

Table 5.16 Moderate, low and very low income households 2000

<i>Household attribute</i>	<i>Households</i>	<i>% of households</i>
Total households	8,110	n/a
Mod. income (51- 80%)	1,185	14.6%
Low income (36-50%)	1,025	12.6%
Very low income (•35%)	852	10.5%
Total households •80%	3,062	37.8%

(US Census Bureau)

5.8 Race and ethnicity

Table 5.17 Race and ethnicity 2000

<i>Race</i>	<i>Eastlake</i>	<i>Willowick</i>	<i>Willoughby</i>	<i>Wickliffe</i>	<i>Lake County</i>	<i>Cleveland PMSA</i>
White	97.4%	97.8%	96.5%	95.4%	95.4%	76.9%
Black / African-American	0.5%	0.7%	0.7%	2.8%	2.0%	18.5%
Native American / Alaskan	0.2%	0.0%	0.0%	0.0%	0.1%	0.2%
Asian	1.0%	0.6%	0.6%	0.8%	0.9%	1.4%
Hawaiian / Pacific Islander	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%
Other	0.1%	0.0%	0.1%	0.1%	0.7%	1.4%
Two or more races	0.7%	0.7%	0.9%	0.8%	0.9%	1.6%

(US Census Bureau)

Table 5.18 Hispanic/Latino population 2000

<i>Ethnicity</i>	<i>Eastlake</i>	<i>Willowick</i>	<i>Willoughby</i>	<i>Wickliffe</i>	<i>Lake County</i>	<i>Cleveland PMSA</i>
Hispanic or Latino	0.7%	0.7%	0.7%	0.5%	1.7%	3.3%
Not Hispanic or Latino	99.3%	99.3%	99.3%	99.5%	98.3%	96.7%

(US Census Bureau)

5.9 Future population

Predicting future population growth – or decline – is an inexact science, made even more difficult by the small sample size in Eastlake.

Table 5.19 offers population projections to 2030 for Eastlake from NOACA.

Similar to other central and western Lake County communities, the population of Eastlake City is expected to decrease by another 1000 people by 2010 and then stabilize with a slight increase and then a slight decrease (Table 5.20). This is attributable to the continued population migration to the east and a decrease in the average family size when compared to the 1950's and 1960s.

Barring major changes in fuel prices, location of new employment centers and home-buyer preferences trends that may to continue to the near future include:

- Continued decrease in fertility rates and household sizes, which would impact built-out inner ring suburbs.
- Continued development in urban fringe areas, not from those leaving Cleveland or pre-WWII era suburbs, but rather families moving from inner and middle-ring suburbs to more exurban areas.
- Continued growth in the southern and western United States.

Table 5.19 Projected population 2010-2030

Year	Population
1950	7,486
1960	12,467
1970	19,690
1980	22,104
1990	21,161
2000	20,255
2010	* 19,227
2020	* 19,266
2030	* 19,139

* - projected population
(US Census Bureau, NOACA)

Table 5.20 Projected population 2010-2030

Year	Eastlake	Wickliffe	Willowick	Willoughby	Mentor
1950	7,486	5,002	3,667	10,967	8,432
1960	12,467	15,760	18,749	15,058	24,548
1970	19,690	20,632	21,237	18,634	36,912
1980	22,104	16,790	17,834	19,329	42,065
1990	21,161	14,558	15,269	20,510	47,358
2000	20,255	13,484	14,361	22,621	50,278
*2010	19,227	12,437	13,427	23,978	51,836
*2020	19,266	12,459	13,452	24,049	51,976
*2030	19,139	12,390	13,371	23,801	51,847

* - projected population
(US Census Bureau, NOACA)

6 Housing

6.1 Introduction

The City of Eastlake was incorporated as a village in 1948 and became a city in 1951 when the 1950 Census population was certified. Eastlake developed as a traditional post World War II Baby Boom community. This chapter will discuss the housing characteristics of the community. This will include type of housing, age of housing, length of residency and home value.

6.2 Housing Unit Types

There are several types of housing units identified by the U.S. Census Bureau. One unit, detached is a single family home. One unit attached are units that are attached to another structure, an apartment above a store for an example.

Table 6.1 Housing Unit Types

Units in the Structure	Eastlake City		Lake County		Cleveland PMSA	
	Number of Units	Percentage	Number of Units	Percentage	Number of Units	Percentage
1 Unit, Detached	6,726	81.1%	68,094	72.8%	611,865	64.1%
1 Unit, Attached	106	1.3%	5,549	6.3%	52,285	5.5%
2 Units	41	0.5%	1,573	1.7%	70,934	7.4%
3 or 4 Units	66	0.8%	2,194	2.3%	33,702	3.5%
5 to 9 Units	382	4.6%	3,875	4.1%	37,657	3.9%
10 to 19 Units	229	2.8%	3,575	3.8%	41,359	4.3%
20 or more units	645	7.8%	5,999	6.4%	92,180	9.7%
Mobile Homes	74	0.9%	2,329	2.5%	14,996	1.6%
Boat, RV, van, Etc.	0	0.0%	9	0.0%	170	0.0%

(US Census Bureau)

Structures that have two units are duplexes. Three or four unit structures are either triplexes, quads, townhouses or apartment buildings. Each dwelling is connected to another dwelling. Five to nine and 10 to 19 unit structures could either be townhouses or apartments. Apartments usually make up the bulk of the 20 or more unit structures, but there may be examples of townhouses that may be 20 units connected together.

The majority, 81.1%, of the housing units in Eastlake are single family detached units, the traditional home. This majority is above average compared to Lake County (71.8%) and Cleveland Primary Metropolitan Statistical Areas (PMSA) (64.1%) percentages

Table 6.2 Single-Family Units by Community

Community	Number of single-family units	Percentage
Eastlake	6,726	81.1%
Willowick	5,301	84.2%
Willoughby	5,353	50.0%
Wickliffe	4,456	83.9%
Lake County	68,094	72.8%
Cleveland PMSA	611,865	64.1%

(Table 6.1). But Eastlake percentage of detached units is lower than their neighbors of Willowick (84.2%) and Wickliffe (83.9%) (Table 6.2).

There is an equal distribution of housing units across the census tracts, except, census tract 2020 has 860 more units than the next closest tract. Census tracts 2018 and 2022 have percentages of single family detached units in the 90%, while census tract 2021 has the lowest percentage at 60.8%.

Table 6.3 Number of Units by Census Tract

<i>Census Tract</i>	<i>Number of Units</i>
2018	1,474
2019	1,318
2020	2,557
2021	1,214
2022	1,697
Entire City	8,269
<i>(US Census Bureau)</i>	

6.4 Housing Unit Types by Census Tract

<i>Units in the Structure</i>	<i>Eastlake City</i>		<i>Census Tract 2018</i>		<i>Census Tract 2019</i>	
	<i>Number of Units</i>	<i>Units in the Structure</i>	<i>Number of Units</i>	<i>Percentage</i>	<i>Number of Units</i>	<i>Percentage</i>
1 Unit, Detached	6,726	81.1%	1,448	98.2%	897	68.1%
1 Unit, Attached	106	1.3%	0	0.0%	96	7.3%
2 Units	41	0.5%	8	0.5%	13	1.0%
3 or 4 Units	66	0.8%	0	0.0%	0	0.0%
5 to 9 Units	382	4.6%	4	0.3%	19	1.4%
10 to 19 Units	229	2.8%	0	0.0%	17	1.3%
20 or more units	645	7.8%	14	0.9%	261	19.8%
Mobile Homes	74	0.9%	0	0.0%	15	1.1%
Boat, RV, van, Etc.	0	0.0%	0	0.0%	0	0.0%
<i>Units in the Structure</i>	<i>Census Tract 2020</i>		<i>Census Tract 2021</i>		<i>Census Tract 2022</i>	
	<i>Number of Units</i>	<i>Percentage</i>	<i>Number of Units</i>	<i>Percentage</i>	<i>Number of Units</i>	<i>Percentage</i>
1 Unit, Detached	2,083	81.5%	738	60.8%	1,551	91.4%
1 Unit, Attached	36	0.1%	7	0.6%	0	0.0%
2 Units	0	0.0%	11	0.9%	9	0.5%
3 or 4 Units	17	0.7%	20	1.6%	29	1.7%
5 to 9 Units	253	9.9%	78	6.4%	28	1.6%
10 to 19 Units	73	2.9%	121	10.0%	18	1.1%
20 or more units	69	2.7%	239	19.7%	62	3.7%
Mobile Homes	59	2.3%	0	0.0%	0	0.0%
Boat, RV, van, Etc.	0	0.0%	0	0.0%	0	0.0%

(US Census Bureau)

6.2 Age of the Housing Structures

Chart 6.5 shows 84.9% of the housing units in Eastlake were built prior to 1979. This percentage is higher than Lake County, but the percentage is similar to the Cleveland PMSA. The Lake County percentage of 75.6% may be lower based on development patterns of the 1980's, and 1990's. Communities such as Mentor, Kirtland and Concord Township started growing in the last two decades of the 20th Century. 22,848 units or 24.5% of the units were built in Lake County between 1980 and the 2000. While this was not as many homes built in Lake County as the 1940 to 59 period, 26,621 units, or the 1960 to 79 period, 33,433 units, it is not that far off. During the same period, Eastlake only added 1,253 units or 15.1% of the total number of units in the city. This is 1/3 less of the number of units built between 1960-79 and of the amount built between 1940-59.

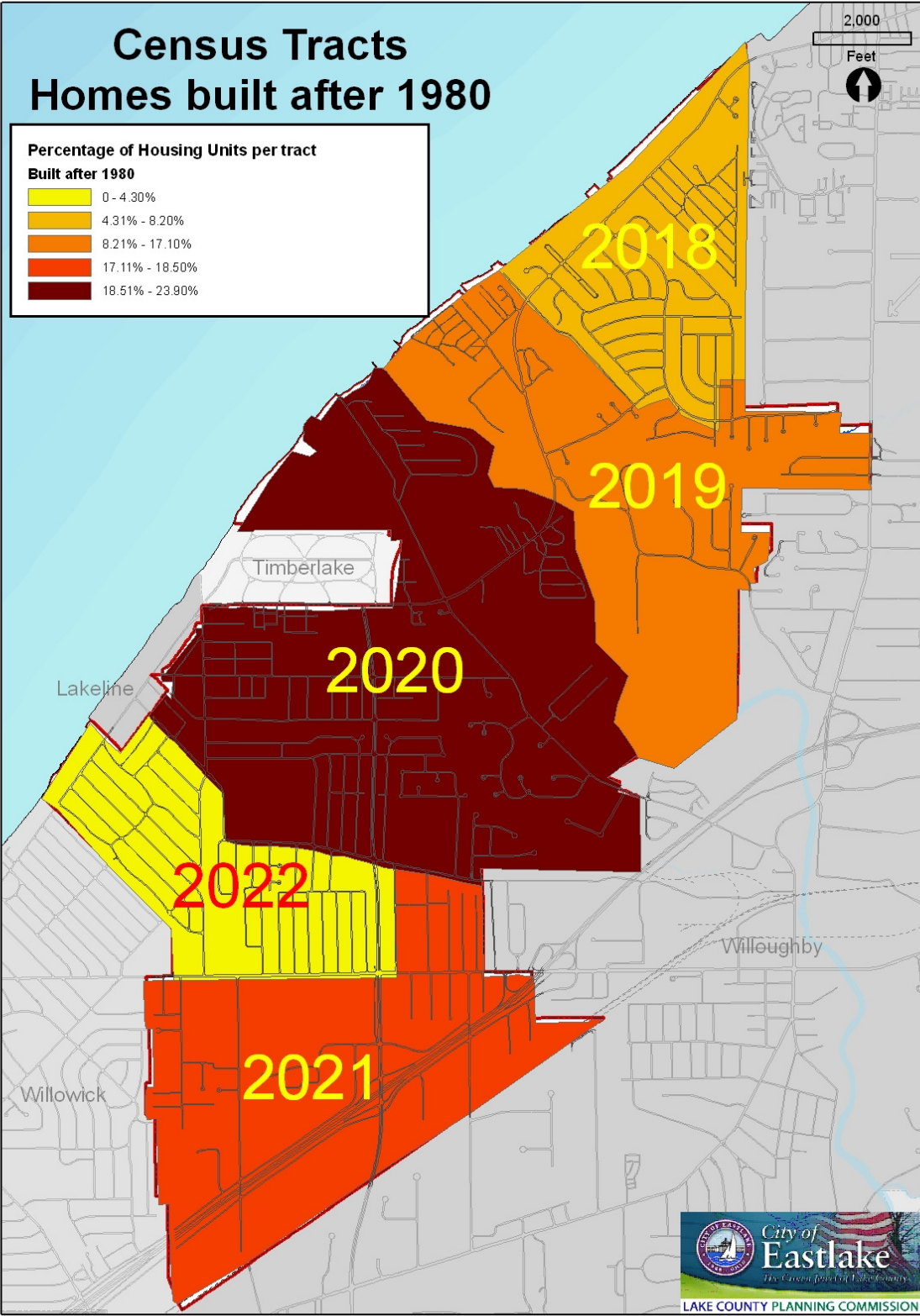
Table 6.5 Decade housing unit constructed

<i>Decade built</i>	<i>Eastlake City</i>		<i>Lake County</i>		<i>Cleveland PMSA</i>	
	<i>Number of units</i>	<i>Percentage</i>	<i>Number of units</i>	<i>Percentage</i>	<i>Number of units</i>	<i>Percentage</i>
1999-2000	106	1.3%	1,180	1.3%	11,075	1.2%
1995-98	273	3.3%	5,159	5.5%	35,874	3.8%
1990-94	242	2.9%	6,080	6.5%	40,612	4.3%
1980-89	632	7.6%	10,429	11.2%	66,212	6.9%
1970-79	1,857	22.5%	17,579	18.8%	128,921	13.5%
1960-69	1,954	23.6%	15,854	17.0%	143,945	15.1%
1940-59	2,545	30.8%	26,621	28.5%	293,465	30.7%
Prior to 1939	74	8.0%	10,585	11.3%	235,044	24.6%

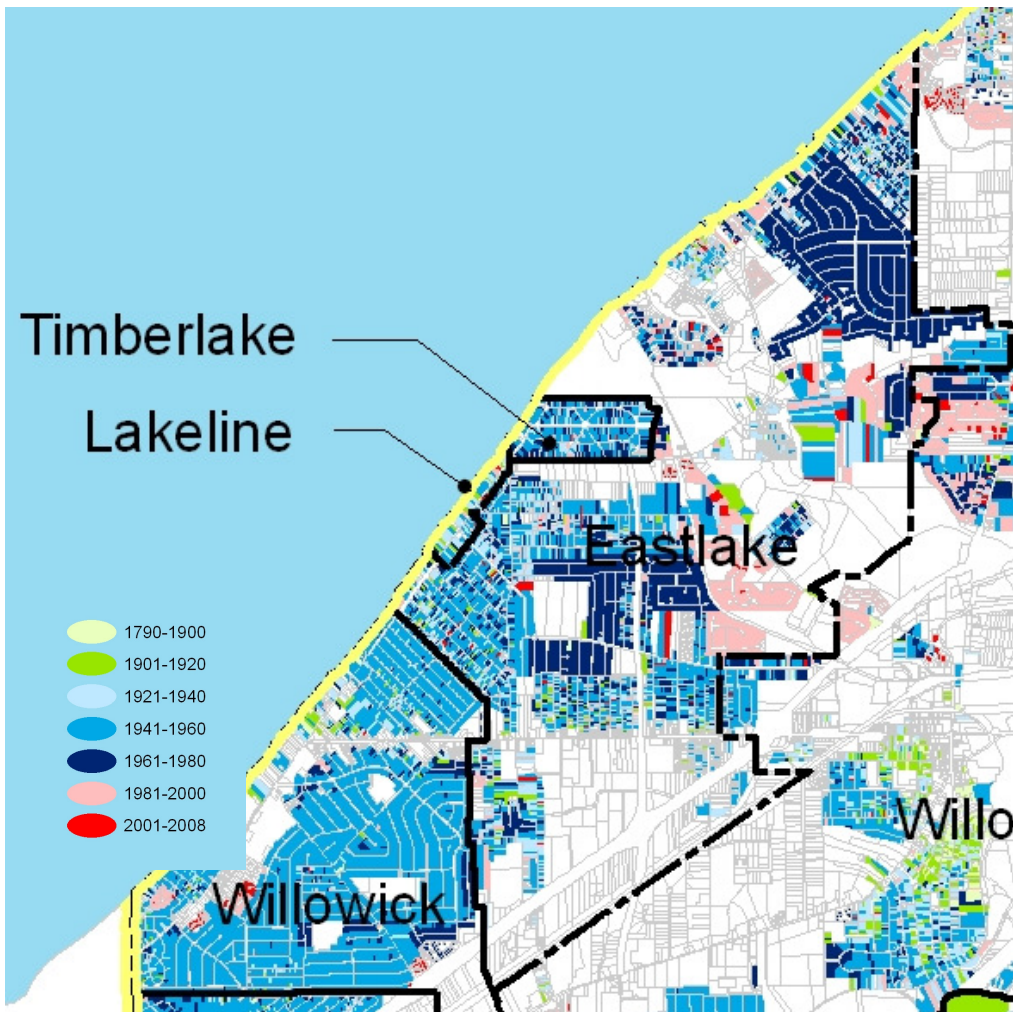
US Census Bureau)

Census tract 2022 has the least amount of housing that was constructed after 1980 and has the highest percentage of units built between 1940 and 1959 (Map 6.1). Census tract 2020 has the highest percentage of housing units built after 1980, 23.9%. This tract also has 48.8% of all the units in the tract being built after 1970. Tract 2019 has a lower percentage of units being built after 1980, 17.1%, but its percentage of units being built after 1970 is similar, it is 47.1%.

Map 6.1: Census Tracts



Map 6.2: Year Structure Built



Census tract 2021 has the smallest number of units, smallest median home values, smallest median number of rooms per unit, and has the second oldest housing stock. This tract is also includes Lakeland Blvd./State Route 2 Corridor. A large portion of the tract has developed or redeveloped as commercial or industrial. There are homes that are located next door to industrial properties and that will effect their values. Also many homes have been converted into other uses or torn down in this tract.

Most of the new housing has been built in census tract 2020. There are many new subdivisions and condominium developments along Erie Road. There have also been some new housing built in harbor neighborhoods.

Census tract 2019 contains Surfside subdivision and most of the housing was built between 1961 and 1980. New developments have created new housing options along Reeves Road.

Table 6.6 Decade Built by Census Tract

Decade built	Eastlake City		Census Tract 2018		Census Tract 2019	
	Number of units	Percentage	Number of units	Percentage	Number of units	Percentage
1999-2000	106	1.3%	13	0.9%	22	1.7%
1995-98	273	3.3%	7	0.5%	87	6.6%
1990-94	242	2.9%	44	3.0%	31	2.4%
1980-89	632	7.6%	56	3.8%	86	6.5%
1970-79	1,857	22.5%	456	30.9%	395	30.0%
1960-69	1,954	23.6%	612	41.5%	344	26.1%
1940-59	2,545	30.8%	222	15.1%	261	19.8%
Prior to 1939	660	8.0%	64	4.3%	92	7.0%

Decade built	Census Tract 2020		Census Tract 2021		Census Tract 2022	
	Number of units	Percentage	Number of units	Percentage	Number of units	Percentage
1999-2000	58	2.3%	6	0.5%	7	0.4%
1995-98	153	6.0%	20	1.6%	6	0.4%
1990-94	123	4.8%	25	2.1%	19	1.1%
1980-89	277	10.8%	173	14.3%	40	2.4%
1970-79	636	24.9%	202	16.6%	168	9.9%
1960-69	374	14.6%	240	19.8%	380	22.4%
1940-59	778	30.4%	419	34.5%	860	50.7%
Prior to 1939	158	6.2%	129	10.6%	217	12.8%

(US Census Bureau)

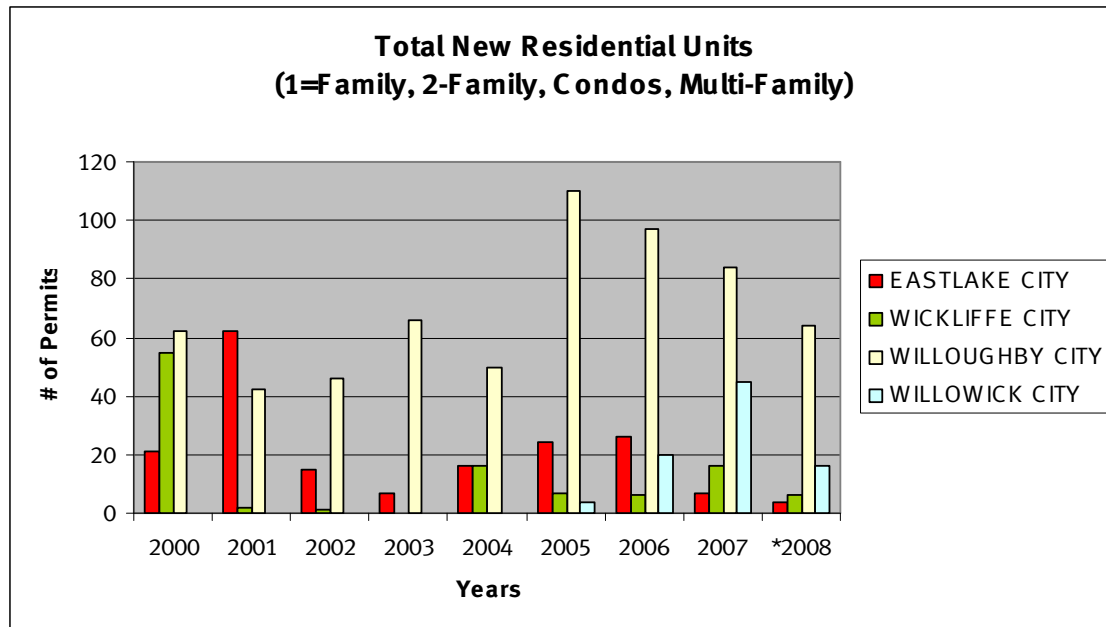
In the past decade, there has been 182 permits pulled to build new single family, two family, condominiums or multi-family units in the City of Eastlake. According the U.S. Census, there were 621 new units constructed in the pervious decade. This is a -70.7% decrease in new units. Eastlake is not the only one experiencing this trend. The City of Willoughby had 1,574 units constructed between 1990 and 2000 (U.S. Census) and only had 621 permits pulled for new units in the past 8 years. That is a -150.5% decrease in units.

Table 6.7 Total New Residential Units (1-family, 2-family, condominiums, multi-family)

Community	2000	2001	2002	2003	2004	2005	2006	2007	2008*
Eastlake	21	62	15	7	16	24	26	7	4
Willowick	0	0	0	0	0	4	20	45	16
Willoughby	62	42	46	66	50	110	97	84	64
Wickliffe	44	2	1	0	16	7	6	16	6

Source: Lake County Planning Commission and Community Building Permit Data

*These figures through September, 2008



6.3 Size of Housing

The median number of rooms per structure in Eastlake is 5.8 rooms. For each unit, rooms include living rooms, dining rooms, kitchens, bedrooms, finished recreation rooms, enclosed porches suitable for year-round use, and lodgers' rooms. Excluded is strip or pullman kitchens, bathrooms, open porches, balconies, halls or foyers, half-rooms, utility rooms, unfinished attics or basements, or other unfinished space used for storage. A partially divided room is a separate room only if there is a partition from floor to ceiling, but not if the partition consists solely of shelves or cabinets.

Eastlake's median number of rooms per structure is equal to Cleveland PMSA, but it is slightly less than the Lake County median number of rooms per structure. This could be traced to the fact that there are larger homes being built to the east of Eastlake. Eastlake is equal to or greater than its neighbors.

The census tracts inside of Eastlake show that there is variation in the housing types. Census tract 2018, in the northeast corner of the community, has the largest homes in the community, while census tract 2021 has the smallest homes in the community. Census tract 2021 has the highest percentage of one, two and three room living units in the community.

Table 6.8 Median Number of Rooms

<i>Community</i>	<i>Median Number of Rooms</i>
Eastlake	5.8
Willowick	5.7
Willoughby	5.3
Wickliffe	5.8
Lake County	6.0
Cleveland PMSA	5.8

(US Census Bureau)

Table 6.9 Median Number of Rooms by Census Tract

<i>Census tract</i>	<i>Median number of rooms</i>
2018	6.4
2019	5.9
2020	5.8
2021	4.9
2022	5.6
Entire City	5.8

(US Census Bureau)

Table 6.8 Number of Rooms by Unit by Census Tract

Rooms	Eastlake City		Census Tract 2018		Census Tract 2019	
	Number of Rooms	Percentage	Number of Units	Percentage	Number of Units	Percentage
1 Room	56	0.7%	0	0.0%	0	0.0%
2 Rooms	111	1.3%	0	0.0%	14	1.1%
3 Rooms	591	7.1%	21	1.4%	141	10.7%
4 Rooms	996	12.0%	68	4.6%	170	12.9%
5 Rooms	1,843	22.3%	264	17.9%	218	16.5%
6 Rooms	2,023	24.5%	429	29.1%	289	21.9%
7 Rooms	1,442	17.4%	329	22.3%	213	16.2%
8 Rooms	764	9.2%	278	18.9%	113	8.6%
9 or more	443	5.4%	85	5.8%	160	12.1%
	Census Tract 2020		Census Tract 2021		Census Tract 2022	
	Number of Units	Percentage	Number of Units	Percentage	Number of Units	Percentage
1 Room	18	0.7%	38	3.1%	0	0.0%
2 Rooms	46	1.8%	45	3.7%	6	0.4%
3 Rooms	193	7.5%	159	13.1%	77	4.5%
4 Rooms	282	11.0%	241	19.9%	230	13.6%
5 Rooms	582	22.8%	293	24.1%	486	28.6%
6 Rooms	599	23.4%	268	22.1%	434	25.6%
7 Rooms	524	20.5%	95	7.8%	281	16.6%
8 Rooms	229	9.0%	40	3.3%	104	6.1%
9 or more	84	3.3%	35	2.9%	79	4.7%

(US Census Bureau)

6.4 Length of Residency

These data refer to the year of the latest move by the householder. If the householder moved back into a housing unit he or she previously occupied, the year of the latest move was reported. If the householder moved from one apartment to another within the same building, the year the householder moved into the present apartment was reported. The intent is to establish the year the present occupancy by the householder began. The year that the householder moved in is not necessarily the same year other members of the household moved in, although in the great majority of cases an entire household moves at the same time.

The largest group of households is the group with 11 to 14 years residency. Their percentage is 25.2% (Table 6.9). Less than 30% of the households in Eastlake have been living in the city for more 30 years. This is a greater percentage than the 30 years or longer length of residency in Lake County, which is 25.3% and for Cleveland PMSA, which is 25.7% .

Table 6.9 When Households Moved into Eastlake

<i>Owner</i>	<i>Eastlake City</i>		<i>Lake County</i>		<i>Cleveland PMSA</i>	
<i>Decade moved in</i>	<i>Number of households</i>	<i>%</i>	<i>Number of households</i>	<i>%</i>	<i>Number of households</i>	<i>%</i>
1999-2000	1,099	13.7%	12,663	14.1%	145,664	16.3%
1995-98	2,018	25.2%	23,181	25.8%	232,665	26.1%
1990-94	1,202	15.0%	15,543	17.3%	143,084	16.0%
1980-89	1,300	16.2%	15,630	17.4%	141,495	15.9%
1970-79	1,241	15.5%	10,738	12.0%	105,511	11.8%
1969 or earlier	1,147	14.3%	11,945	13.3%	124,143	13.9%

(US Census Bureau)

6.5 Home Values

The median home value is lower than most of the neighboring communities. Eastlake Median Home Value is \$110,100, the only other community with a lower median home value is Willowick and their median home value is \$110,000. The median home value is also lower than Lake County Median Home Value of \$127,900, which is higher than most of the neighboring communities.

Census tracts 2018 and 2019 do have median home values higher than the Lake County Median Home Values and the Cleveland PMSA. These two tracts are where the larger homes were built in the community. Census tracts 2021 and 2022 have median home values below \$100,000. These two tracts are near Vine Street and many of the homes are small, built on small lots and were built in the 1940's or 1950's.

Table 6.10 Median Home Values

<i>Community</i>	<i>Median Home Value</i>
Eastlake	\$110,100
Willowick	\$110,000
Willoughby	\$129,000
Wickliffe	\$114,300
Lake County	\$127,900
Cleveland PMSA	\$119,400

(US Census Bureau)

Table 6.11 Median home values

<i>Census tract</i>	<i>Median home Value</i>
2018	\$126,100
2019	\$130,800
2020	\$111,200
2021	\$92,700
2022	\$96,600
Entire City	\$110,100

(US Census Bureau)

Table 6.12 Median Home Values (US Census Bureau)

Home Value	Eastlake City		Lake County		Cleveland PMSA	
	Households	%	Households	%	Households	%
→ \$50,000	131	2.2%	649	1.0%	23,642	4.4%
\$50,000 - \$99,999	2,248	37.0%	15,276	24.1%	171,412	31.9%
\$100,000 - \$149,999	2,821	48.4%	25,833	40.8%	172,573	32.1%
\$150,000 - \$199,999	564	9.3%	11,918	18.8%	85,666	15.9%
\$200,000 - \$299,999	276	4.5%	7,290	11.5%	56,322	10.5%
\$300,000 - \$499,999	30	0.5%	1,943	3.1%	21,184	3.9%
\$500,000 - \$999,999	7	0.1%	372	0.6%	5,433	1.0%
\$1,000,000 and greater	0	0.0%	33	0.1%	978	0.2%

Table 6.13 Median home values by values census tract (US Census Bureau)

Home Value	Eastlake City		Census Tract 2018		Census Tract 2019	
	Households	%	Households	%	Households	%
→ \$50,000	131	2.2%	15	1.1%	0	0.0%
\$50,000 - \$99,999	2,248	37.0%	267	20.4%	134	15.7%
\$100,000 - \$149,999	2,821	48.4%	852	65.1%	459	53.7%
\$150,000 - \$199,999	564	9.3%	131	10.0%	190	22.2%
\$200,000 - \$299,999	276	4.5%	34	2.6%	60	7.0%
\$300,000 - \$499,999	30	0.5%	10	0.8%	12	1.4%
\$500,000 - \$999,999	7	0.1%	0	0.0%	0	0.0%
\$1,000,000 & greater	0	0.0%	0	0.0%	0	0.0%
Home Value	Census Tract 2020		Census Tract 2021		Census Tract 2022	
	Households	%	Households	%	Households	%
→ \$50,000	67	3.5%	19	3.0%	25	1.8%
\$50,000 - \$99,999	672	35.3%	412	64.7%	759	55.8%
\$100,000 - \$149,999	796	41.8%	192	30.5%	520	38.2%
\$150,000 - \$199,999	191	10.0%	12	1.9%	40	2.9%
\$200,000 - \$299,999	165	8.7%	0	0.0%	17	1.2%
\$300,000 - \$499,999	8	0.4%	0	0.0%	0	0.0%
\$500,000 - \$999,999	7	0.4%	0	0.0%	0	0.0%
\$1,000,000 & greater	0	0.0%	0	0.0%	0	0.0%

7 Economic Development

7.1 Introduction

Eastlake is a combination of post a WWII residential bedroom community interspersed with a significant manufacturing base and commercial retail area. Opinions expressed during the planning process emphasized the revitalization of the Vine Street corridor and more importantly, maintaining and expanding the manufacturing component of the city's economy.

The Economic Development element identifies policies and strategies that will address the well being of Eastlake – its neighborhoods, businesses and residents – in a local and regional economic context. It includes analysis of the local economy assessing its strengths and weaknesses in terms of the scope and character of the local employment base, the relationship between the local labor force and local opportunities for employment, and an assessment of current and future needs of the community.

7.2 Economic Influences

Lake County and Eastlake are influenced by overall economic trends in northeast Ohio. Locally, State Route 2, Interstate 90, Vine Street, First Energy and potentially the lakefront and riverfront are directly related to the economy of the City.

The access afforded by SR 2 and I-90 makes Eastlake an attractive location for the manufacturing sector. The recent improvements to SR 2 will enhance this attribute. Companies have quick access to the major road, water and rail hubs in northeast Ohio.

While many citizens desire more retail outlets, most day-to-day needs are met by businesses located on Vine Street. The density of residential development, traffic volume and commercial zoning patterns along Vine Street quickly created a retail hub for Eastlake. This trend will continue in the foreseeable future. The City should continue to work with the retailers to reduce the vacancy rates and consider new zoning strategies to permit mixed infill development on underutilized parking areas. The ability to attract additional residential rooftops will enhance the attractiveness of commercial retailers in the area.

Over the long-term Eastlake should consider Lake Erie and the Chagrin River as economic development tools during the decision-making process. These amenities have the ability to serve as a “recreational anchor tenant” and bring outside visitors to the City. As visitation grows, additional revenue generating amenities such as restaurants, boat rentals and waterfront accommodations will provide positive returns to the city.

7.3 Existing Conditions (summary)

Five of the top ten employers in Eastlake are in the manufacturing sector (Table 7.1). First Energy is the largest employer followed by the Willoughby-Eastlake School District. Contrary to regional trends, a review of table 7.1 indicates a substantial manufacturing base in Eastlake. Retail and public sector employers are also represented in the top twenty.

Data from City of Eastlake reveals the following highlights of Eastlake's 2008 economic position:

- 2,295 Total business establishments
- 12,214 Total employees
- 18% Employees who are residents
- 30% Percent of employees in manufacturing
- 26% Percent of employees in retail sector
- 6.0% November 2008 Lake Co. unemployment Rate

Manufacturing

The manufacturing industry continues to be an integral part of Eastlake's economic portfolio. Lakeland Blvd., Curtis Blvd., Research Drive and Vokes Drive provide excellent locations for large and small scale manufacturing ventures. Other areas exist for additional space if conditions warrant.

The City should recognize national and regional patterns of manufacturing decline. The percentage of workers employed in manufacturing businesses in Lake County decreased 5.8% between 1995 and 2001, compared to a 12.8% decrease for the state. In addition, the percentage of workers employed in manufacturing businesses in Lake County decreased by an additional 24.2% and the state decreased by 25.0% from 2000-2006.

Projections from the state Department of Development envision a decline in manufacturing employment for Lake County in the future, to 23,900 workers in 2010, 22,800 in 2020, and 21,800 in 2040. More than likely, these trends will carry over into Eastlake.

According to the United States Census tally of county business patterns, businesses in Lake County employed 26,509 manufacturing workers in 2001 and 22,078 in 2006. According to the 2004 County Business Patterns put out by the Census Bureau the bulk was employed in paper manufacturing, plastics and rubber products manufacturing, primary metal manufacturing, fabricated metal products manufacturing, machinery manufacturing,

Table 7 1. 2008 Highest Employers

Conn-Selmer, Inc.
PCC Airfoils, Inc.
Concorde Castings, Inc.
Eaton Corp.
Astro Manufacturing and Design Inc
City of Eastlake
Lake Business Products, Inc.
Modern International Graphics, Inc.
Professional Electrical Products Co.
Midwest Screw Products LLC.
Omnicare ESC, LLC.
Duke Printing
Health One Pharmacies
SKRL Die Casting, Inc.
Integrated Mill Systems, Inc.
Millennium Control Systems, LLC
ENPAC
Enerfab, Inc.
CLS Facilities Management, Inc.
Weber Technologies, Inc.
Suburban Manufacturing, Inc.
TEC, Inc.
Huffman Equipment Rental, Inc.
Parker Hannifin Corp.
Apollo Welding and Fabricating, Inc.
(City of Eastlake)

computer and electronic product manufacturing, and transportation equipment manufacturing (Table 7.2). The majority of these businesses types are located in Eastlake.

In the event of large scale decreases in the local manufacturing base, other land use strategies should be encouraged to locate to the City. These should include office and high tech parks with a focus on healthcare, bioscience, advanced manufacturing and alternative energy.

Table 7.2 Manufacturing employment 1995-2006

Year	Lake County employment			Ohio employment	
	Manuf. workers	% of all workers	% change	Manuf. workers	% change
1995	28,134	24.7%	N/A	1,126,628	N/A
1996	28,812	24.8%	2.4%	1,121,000	-0.5%
1997	29,184	24.5%	1.3%	1,118,370	-0.2%
1998	29,064	24.0%	-0.4%	1,121,121	0.2%
1999	28,457	23.3%	-2.1%	1,113,021	-0.7%
2000	29,113	23.4%	2.3%	1,103,840	-0.8%
2001	26,509	21.6%	-8.9%	982,577	-11.0%
2002	23,314	19.6%	-12.1%	904,838	-8.2%
2003	22,140	18.2%	-5.0%	864,280	-4.5%
2004	22,063	17.8%	-0.3%	845,662	-2.2%
2005	22,120	17.5%	0.1%	835,492	-1.2%
2006	22,078	17.4%	-0.2%	820,773	-1.8%
Change 1995-2006	-6,056	N/A	-21.52%	-305,855	-27.1%

(Ohio Department of Development / Office of Strategic Research)

Table 7.3 Lake County Manufacturing employment patterns 2004

Industry	Employees	Annual Payroll	Establishments	Employment size class			
				1-19	20-99	100-499	500 and up
Food mfg	(C)	(D)	12	11	1	0	0
Paper mfg	1,059	\$63,008,000	9	2	2	5	0
Printing and related support activities	662	26,910,000	40	33	6	1	0
Petroleum and coal product mfg	(E)	(D)	4	2	1	1	0
Chemical mfg	743	39,922,000	21	7	13	1	0
Plastics and rubber products mfg	1,640	53,803,000	39	23	11	5	0
Nonmetallic mineral product mfg	384	20,832,000	25	21	3	1	0
Primary metal mfg	1,997	\$85,208,000	19	9	5	4	1
Fabricated metal product mfg	6,039	253,217,000	293	212	72	9	0
Machinery mfg	2,682	111,592,000	104	74	25	4	1
Computer and electronic product mfg	2,291	100,434,000	19	5	10	3	1
Electrical equip, appliance and component mfg	514	15,925,000	19	12	6	1	0
Transportation equip mfg	1,353	58,102,000	28	17	5	6	0
Furniture and related product mfg	137	4,544,000	21	20	1	0	0
Miscellaneous mfg	2,443	105,007,000	49	35	7	6	1
Undisclosed mfg.	(A)	(D)	11	11	0	0	0
Total	22,346	\$957,670,000	713	494	168	47	4

(D) - Withheld to avoid disclosing data for individual companies

Employment-size classes are: (A) 0 to 19, (B) 20 to 99, (C) 100-249, (E) 250-499, (F) 500 to 999.

(US Census Bureau)

Retail

In Lake County, 14,680 were employed in the retail sector in 2000, with total wages of \$303,687,000. The number employed in the retail sector dropped slightly to 14,591 in 2001, with wages of \$306,651,000. As noted above 25% of Eastlake's workforce is in the retail sector.

In 2000, Eastlake had a retail vacancy rate of 5.4%. It is estimated this figure is higher today with the empty storefronts in the Vineyards complex and other small strip centers. This figure compares favorably to the 6.4% and 7.3 % vacancy rate for northeast Ohio and Lake County respectively.

The retail sector is a major focal point of many Lake County communities, including Eastlake. Being the most visible land use, its physical configuration and condition are critical in projecting a city's image. The economic health of a city is often associated with the ability of its business districts to thrive and remain prosperous. The retail stores along Vine Street serve the important function of maintaining the social character of a community by creating a sense of place where residents can satisfy their consumer needs and encounter other neighborhood residents. This so-called "marketplace" function is critically important to community vitality.

The dynamic nature of retailing in Northeast Ohio is evidenced by frequent announcements of store closings, new construction, and concerns about the impact of both. Although retail development projects are generated by the private sector, public officials are often requested to provide assistance in the form of rezoning, transportation and infrastructure enhancements, or financial assistance such as tax abatement.

It should be noted that retailers are not often sold by such incentives. 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 are mostly quantitative, and usually include 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. Eastlake should carefully examine its demographic and site characteristics while pursuing economic development strategies to ensure long-term viability/stability with future businesses.

All businesses seek a high potential return on investment. A store may make a profit in Eastlake, but if there is the opportunity of a greater return in another area, the chain will locate an outlet there instead, not developing in the City until most of the other more lucrative locations have been developed.

The mantra of commercial developers is “retail follows rooftops.” The density of housing (shoppers) and presence of a Wal-Mart store may attract the attention of national retailers scouting for new store locations. The city should encourage future business in the core Vine Street area to create shopping district as opposed to a shopping “row” which requires countless vehicular trips and dilutes the positive attributes provided by a critical retail mass.

The changing nature of the retail industry is having profound implications on the land use patterns of Lake County. Older communities are experiencing under-utilization and vacancies in storefronts along major retail corridors, resulting in loss of local retail services, decreasing tax revenues and suburban blight. These characteristics can be found along Vine Street. At the same time, newer suburban and outlying areas continue to encounter retail development which has often led to increased traffic congestion, the need for costly infrastructure improvements, and degradation of land, air and water quality.

Eastlake must counter these trends by proactively working with landowners/business owners along Vine Street to accommodate their needs to the fullest extent possible without compromising the long-term vision of the city.

Relatively speaking

A mass of numbers listing square footage may seem meaningless, unless there is a point of reference that can be easily related to.

1,200 ^{sq}	typical 1950s-era single-family house in western Lake County
1,500 ^{sq}	Chinese carry-out restaurant, chain coffeehouse (Starbucks, Caribou)
2,400 ^{sq}	typical new single-family house in Lake County
3,000 ^{sq}	fast food restaurant, convenience store
5,000 ^{sq}	large new single-family house in Concord Township, sit-down chain restaurant (Applebee's, TGI Friday's)
11,000 ^{sq}	very large single-family house in Waite Hill, large chain drugstore (CVS, Walgreens, Rite Aid)
20,000 ^{sq}	big box pet supply store (PetSmart, Petco), office supply store (Staples, Office Max)
30,000 ^{sq}	big box bookstore (Barnes and Noble, Borders)
45,000 ^{sq}	small supermarket, home outfitting store (Bed Bath and Beyond)
57,600 ^{sq}	NFL standard football field
60,000 ^{sq}	big box sporting goods store (Dick's, Galyan's)
80,000 ^{sq}	large supermarket
100,000 ^{sq}	big box discount department store (Wal-Mart, Target)
150,000 ^{sq}	big box home improvement store (Home Depot, Lowe's)
220,000 ^{sq}	hypermarket (Wal-Mart Supercenter, Target Superstore)
700,000 ^{sq}	small shopping mall
1,250,000 ^{sq}	Great Lakes Mall

Recreation as Economic Development

Communities across the Great Lakes region are beginning to view local water bodies as more than just water. They are recognizing water as a tourist amenity and asset. Many are taking action to preserve and protect river banks, coastal areas and wetlands and encouraging controlled development and public access to these highly desired amenities. The Chagrin River and Lake Erie (in addition to Classic Park) provide a built in competitive advantage for the City.

Without question, water features attract people to the city. Estimates from the Lake Metroparks indicate approximately 200,000 visitors to the Chagrin River Park on an annual basis.

Map 7.1: Local Marinas and Yacht Clubs (2005)



Approximately 13 yacht clubs/marinas exist in the Chagrin River corridor (Map 7.1). During the recreational boating season approximately 800 boaters are using the Chagrin River. Thousands of anglers utilize the First Energy fishing pier on an annual basis. More recently a canoe livery has successfully opened at the Port Authority boat launch introducing the river to a new set of visitors.

From an economic development standpoint, the City must attract more people to these sites and develop additional amenities that generate revenue for the city (fishing access, beaches, hotels, restaurants, mixed use developments). Data from the Lake County Visitors Bureau clearly reveals the economic impact provided by the tourism industry (Table 7.4). Tourism receipts fall in the categories of transportation (such as water, air, ground, and service stations), retail (such as gift shops and general merchandise), eating and drinking places, lodging, and amusement/recreation (such as golf, museums, and parks).

Table 7.4 Lake County Tourism economic impact

Year	Receipts (output)	Employment	Payroll	Tax revenue
1996	\$241,687,000	7,162	\$88,874,000	\$17,729,000
1998	\$261,639,000	7,497	\$96,350,000	\$19,241,000
1999	\$456,880,000	n/a	n/a	n/a
2000	\$477,160,000	n/a	n/a	n/a
2001		n/a	n/a	n/a
2002		n/a	n/a	n/a
2003	\$483,500,000	11,800	\$258,100,000	\$61,600,000
2004	\$494,200,000	12,800	\$287,100,000	\$67,600,000
2005	\$546,272,348	n/a	n/a	n/a
2006	\$568,751,047	n/a	n/a	n/a
2007	\$587,558,785	8,384	\$157,885,073	\$78,407,321

(Lake County Visitor's Bureau)

The 2005 Lake County Coastal Development Plan has identified the following strategies to assist with economic development from a recreational standpoint:

- Future bike paths and pedestrian corridors along the entire river terminating at the lake. The City should continue dialogue with the City of Willoughby and Lake Metroparks to achieve this goal. Chagrin River Park is an example of the drawing power of a water feature.
- The construction of a recreationally safe harbor through a series of staggered off shore barrier islands off the mouth of the river.
- Multi-functioning pier with transient docks and enhanced public space at waters edge.
- Preservation of the river islands as a nature preserve. These privately owned islands should be purchased and preserved as public lands, protecting the native vegetation and wildlife while allowing for limited pedestrian access. Minimally invasive raised walkways and interpretative signage could be installed on the island to enable people to explore the island without disturbing the natural setting.
- Lookout towers to capitalize on unique topography
- Mixed use development west of the Lakeshore Blvd. bridge in areas designated as PDA's.
- Terraced development overlooking the river valley along the Lakeshore Blvd. corridor.

7.4 Employment Trends

The following charts clearly confirm the employment trends evident in the US and NE Ohio; decrease in manufacturing and an increase in computer technologies, professional offices and specialty services. Nationally, seven manufacturing type businesses are listed in the “most rapid decline” category.

Industry Sector	2004 Annual Employment	2014 Projected Employment	Change in Employment 2004-2014	Percent Change 2004-2014
Total Employment	1,076,800	1,134,100	57,300	5.3%
Goods-Producing	185,600	174,600	-11,000	-5.9%
Natural Resources and Mining	5,500	5,000	-500	-9.1%
Construction	39,000	43,900	4,900	12.6%
Manufacturing	141,000	125,700	-15,300	-10.9%
Service-Providing	820,400	888,800	68,400	8.3%
Trade, Transportation and Utilities	183,100	191,500	8,400	4.6%
Wholesale Trade	48,800	54,000	5,200	10.7%
Retail Trade	105,100	106,400	1,300	1.2%
Information	19,200	19,400	200	1.0%
Financial Activities	78,600	81,200	2,600	3.3%
Finance and Insurance	62,400	64,500	2,100	3.4%
Real Estate and Rental and Leasing	16,200	16,700	500	3.1%
Professional and Business Services	124,100	146,500	22,400	18.0%
Professional, Scientific & Technical Services	49,500	57,200	7,700	15.6%
Management of Companies and Enterprises	15,600	17,500	1,900	12.2%
Administrative and Waste Services	59,000	71,800	12,800	21.7%
Education and Health Services	154,800	177,800	23,000	14.9%
Educational Services	23,000	26,500	3,500	15.2%
Health Care & Social Assistance	131,800	151,400	19,600	14.9%
Leisure and Hospitality	86,200	92,600	6,400	7.4%
Arts, Entertainment & Recreation	13,400	15,300	1,900	14.2%
Accommodation and Food Services	72,700	77,300	4,600	6.3%
Other Services	41,800	44,300	2,500	6.0%
Government	132,600	135,600	3,000	2.3%
Federal Government	18,100	17,600	-500	-2.8%
State Government	6,700	6,900	200	3.0%
Local Government	107,800	111,000	3,200	3.0%
Self-Employed, Private Household and Unpaid Family Workers	70,900	70,600	-300	-0.4%

According to the Ohio Workforce Development office, northern Ohio manufacturing jobs are projected to decrease 10.9% (-15,300 jobs) from 2004-2014. Similar to national trends, professional and business services are projected to gain the most employment.

Derived by the Ohio Department of Development, the table below looks at industry classifications and is color coded to more quickly identify those sectors most important to the region. The left column ranks all 22 sectors shown by their employment levels in 2005. The top ten sectors in this column are printed in blue. The right column ranks sectors by the net number of new jobs created since 2005. The top ten growth sectors in the second column are printed in red.

2005 Employment	New Jobs: 2000-2005
Manufacturing	Health Care and Social Assistance
Retail Trade	Accommodation and Food Services
Local Government	Local Government
Health Care and Social Assistance	Education Services
Accommodation and Food Services	Wholesale Trade
Construction	Management of Companies and Enterprises
Administrative and Waste Services	Professional, Scientific and Technical Services
Wholesale Trade	Arts, Entertainment and Recreation
Professional, Scientific and Technical Services	Real Estate and Rental and Leasing
Other Services, except Public Administration	Transportation and Warehousing
Finance and Insurance	Finance and Insurance
Education Services	Retail Trade
Arts, Entertainment and Recreation	State Government
Management of Companies and Enterprises	Mining
Real Estate and Rental and Leasing	Agriculture, Forestry, Fishing and Hunting
Agriculture, Forestry, Fishing and Hunting	Other Services, except Public Administration
Transportation and Warehousing	Construction
Information	Federal Government
Utilities	Information
Federal Government	Administrative and Waste Services
Mining	Utilities
State Government	Manufacturing

Sectors that appear at the top of both lists are printed in purple. Sectors with high employment levels are often a major source of job openings because seven of ten openings are expected to be replacement needs. In terms of employment; manufacturing is the single largest sector, accounting for over 21,000 workers in the area.

Unfortunately, manufacturing also suffered the greatest job losses in the last five years, losing nearly 6,000 positions. Retail trade is another large employment sector with over 14 thousand jobs. Local government was another large employment sector that also had significant job growth from 2000 to 2005. The sector to add the most jobs in this period was health care and social assistance, creating about 1,500 new jobs. This is hardly surprising given the strong nationwide demand for health care, due in part to the aging baby boom population and new emerging medical technologies.

Between 1993 and 2002, the number of new for-profit business startups in Lake County peaked in 1995, declining slowly since then. The number of new businesses as a percentage of all businesses has been declining, from 12.41% in 1993 to 7.00% in 2007.

7.5 Incentives for Business

If offered, industry recruitment and incentive efforts should be concentrated in the skilled manufacturing sector, especially businesses related to aircraft parts, medical equipment, and precision machinery. These businesses, which usually offer high salaries to their workers, may be attracted to a region like Lake County where there is an agglomeration of like manufacturers, and an available pool of skilled workers.

Infrastructure improvements in the industrial corridor, including resurfacing and widening the Lakeland Freeway, upgrading intersections and expressway exits, improving connections on north-south routes with I-90, and grade separation of busy railroad crossings, will make the area more attractive to existing and future employers. Both Research Drive and the “JFK” property site are potential sites for specialized high tech industrial parks. Future zoning strategies should be geared toward these emerging trends.

The City and State of Ohio have the following programs to offer current and future businesses:

Low Interest Loans- The Ohio Department of Development has several low interest loan programs which can provide financing for fixed assets, such as land, building, machinery, and equipment.

Ohio Enterprise Bond Fund - Taxable and tax-exempt bond financing may be available for your project through the Ohio Enterprise Bond Fund which can finance up to 90 percent of the project costs to a maximum of \$10 million. The term is subject to negotiation. The interest rate is fixed for the term of the loan and is determined at the time the bonds are issued.

166 Direct Loan - This loan would be available to help finance a manufacturing facility at 30 percent of the project cost to a maximum of \$1 million. Each of these programs would require the payment of Ohio's prevailing wage rate on the construction of any buildings.

Workforce Recruitment: The Ohio Bureau of Employment Services can provide, at no cost to a business, labor market data, workforce recruitment, and screening of new workers. Of course, final screening and selections would be done by the company.

Utility Incentive Rates- Many of Ohio's gas and electric companies have developed incentive rates for encouraging new investment in our state.

Tax Incentives- Ohio has two tax incentive programs, the **Community Reinvestment Area** (CRA) and the **Enterprise Zone** (EZ), that can provide a business with a substantial exemption on its real and/or personal property taxes. The City of Eastlake has designated Vine Street as a CRA area. Under the EZ Program, a company could locate its facility in the City of Eastlake and receive a tax exemption on new investments on a building, new machinery and equipment, and new inventory.

Ohio's Job Creation Tax Credit- The Job Development Initiative allows companies creating new jobs in Ohio to apply for a refund on their corporate franchise tax or state income tax credit. The business must apply for this credit before committing to the project.

Investment Tax Credit- The Investment Tax Credit Program creates a non-refundable corporate or state income tax credit for a company that purchases new machinery and

equipment or re-tools current machinery and equipment, that is located in Ohio and used for manufacturing.

Infrastructure Grants- The Ohio Department of Development has funds available for infrastructure improvements serving a project site. The funds are usually granted to a community. Eligible activities can include water or sewer line extensions, road upgrades, and rail spurs.

Ohio's Export Tax Credit- The credit provides a non-refundable franchise tax credit for companies that increase export sales.

Ohio's Research and Development Tax Credit- A sales tax exemption for equipment purchased for research and development.

Tax Increment Financing (TIF) is another economic development tool available to the City (see inset narrative). Currently, there are six active TIFs in Lake County.

Potential business can participate in programs offered through the Lake County Port Authority. These include the Small Business Development Center, Microloan Program, the 504 Loan Program or the Lake County Enterprise Zone.

Use of incentives and other government assistance, such as property acquisition through eminent domain, should not be directed at specific retail businesses where it would compete with established merchants, giving it an unfair advantage in the marketplace. Incentives should not be offered to national retailers that would probably locate in the City if such a benefit were not otherwise offered. Incentives should also not be offered for retail projects that may hurt shopping districts in surrounding communities.

Retailers establish a business at a location because a market exists for a product or service they offer. Incentives are not required to lure a new retail business, and few government

Tax Increment Financing (TIF)

The Ohio Department of Development TIF's are a development mechanism available to local governments in Ohio to finance public infrastructure improvements and, in certain circumstances, residential rehabilitation. A TIF works by locking in the taxable worth of real property at the value it holds at the time the authorizing legislation was approved. Payments derived from the increased assessed value of any improvement to real property beyond that amount are directed towards a separate fund to finance the construction of public infrastructure defined within the TIF legislation. Local governments may authorize TIFs to fund a number of infrastructure needs including public roads and highways, water and sewer lines, remediation, land acquisition, demolition, the provision of gas, electric, and communications service facilities, and the enhancement of public waterways (note – public infrastructure does not include police or fire equipment).

The value of real property improvements are exempted from taxes through local TIF authorizing legislation enacted by the municipality, township, or county. A taxpayer whose operations are located within a TIF continues to make payments to the jurisdiction in an amount equal to the real property tax liability that otherwise would have been due had the property not been exempted. These payments in lieu of taxes, or Service Payments, are collected by the county treasurer in the same manner as real property taxes, but are deposited into separate public improvement tax increment equivalent funds.

Source: Ohio Department of Development

agencies in the United States offer direct incentives to retailers. Economic development funds should be used to make an area more attractive to retail businesses, through infrastructure or streetscape improvements, nonconforming sign removal, façade restoration in older pedestrian-oriented business districts, or retrofitting a vacant or dying retail center into a more pedestrian-oriented urban village or upscale lifestyle center.

In-house, cost effective incentives include:

- Streamlined permitting and zoning process
- Inventory of construction or move-in ready sites/facilities. This should include square footage, electrical service, ceiling heights, delivery bays, office space, access to rail/highway, and so on.
- Reduction in lot size for manufacturing zones to approximately 1.5 acres.
- Consider the elimination of ballot box zoning referendums where piecemeal land use (job growth) decisions may be made in reaction to isolated circumstances, incorrect dissemination of information or simple a misunderstanding on the behalf of the electorate.
- Adopt business friendly business policies for new and existing companies (welcome wagon).

7.6 Smart Growth for Economic Development

Recognizing the importance of economic development issues and their role in smart growth, in 1997 the Local Government Commission developed a set of 15 principles specifically focused on economic development. The Ahwahnee Principles for Economic Development promote the following and should be utilized to shape the decision making process in Eastlake.

1. Integrated approach. Government, business, education, and the community should work together to create a vibrant local economy, through a long-term investment strategy that encourages local enterprise, serves the needs of local residents, workers, and businesses, promotes stable employment and revenues by building on local competitive advantages, protects the natural environment, increases social equity, and is capable of succeeding in the global marketplace. For Eastlake, this means an emphasis on small-medium, locally owned businesses that offer middle-class and higher wages, which produce a product or offer a service that meets a need not just locally, but internationally.

2. Vision and inclusion. Communities and regions need a vision and strategy for economic development according to the principles. Visioning, planning and implementation efforts should continually involve all sectors, including the voluntary civic sector and those traditionally left out of the public planning process. The Comprehensive Plan should be a start for a larger economic development planning effort in the city, which includes businesses, community officials, and residents.

3. Poverty reduction. Economic development efforts should be targeted to reducing poverty, by promoting jobs that match the skills of existing residents, improving the skills of low-income individuals, addressing the needs of families moving off welfare, and insuring the availability in all communities of quality affordable child care, transportation, and housing.

4. Local focus. Because each community's most valuable assets are the ones they already have, and existing businesses are already contributing to their home communities, economic development efforts should give first priority to supporting existing enterprises as the best source of business expansion and local job growth. Luring businesses away from neighboring communities is a zero-sum game that creates no new wealth in the regional economy. Community economic development should focus instead on promoting local entrepreneurship to build locally-based industries and businesses that can succeed among national and international competitors.

5. Industry clusters. Communities and regions should identify specific gaps and niches their economies can fill, and promote a diversified range of specialized industry clusters drawing on local advantages to serve local and international markets. The manufacturing sector of Lake County includes a growing cluster of businesses related to aircraft parts, medical equipment, and precision machinery. This niche could form the foundation for enhancing a manufacturing-based local economy, and compensate for the loss of heavier industrial operations. New white-collar jobs based on engineering and research in specialized industry sectors can complement manufacturing-based jobs, and provide a more diversified, recession-resistant local economy. The JFK site may be a key site for a pilot industry cluster.

6. Wired communities. Communities should use and invest in technology that supports the ability of local enterprises to succeed, improves civic life, and provides open access to information and resources. High-speed broadband Internet service, and universal wi-fi connectivity, will make the city more attractive to home-based businesses, especially in future town center style developments.

7. Long-term investment. Publicly supported economic development programs, investments, and subsidies should be evaluated on their long-term benefits and impacts on the whole community, not on short-term job or revenue increases. Public investments and incentives should be equitable and targeted, support environmental and social goals, and prioritize infrastructure and supportive services that promote the vitality of all local enterprises, instead of individual firms.

8. Human investment. Because human resources are so valuable in the information-nation age, communities should provide lifelong skills and learning opportunities by investing in excellent schools, post-secondary institutions, and opportunities for continuous education and training available to all. Vocational education and skills training should be continued on a regional basis, creating a pool of talent that would be an incentive for employers to locate in the area. The addition of Bryant and Stratton will aid with this process.

9. Environmental responsibility. Communities should support and pursue economic development that maintains or improves, not harms, the environmental and public health. Development should respect and maintain the environmental well-being and atmosphere of the City. Efforts should be made to minimize development pressures in flood prone areas of the Chagrin River corridor. To the highest extent possible, the City should direct future development to area where similar uses exist to create a critical mass and eventually a competitive advantage to the business (see #11).

10. Corporate responsibility. Enterprises should work as civic partners and stewards, contributing to the communities and regions where they operate, protecting the natural environment, contributing to civic affairs, and providing workers with good pay, benefits, opportunities for upward mobility, and a healthful work environment.

11. Compact development. To minimize economic, social, and environmental costs and efficiently use resources and infrastructure, new development should take place in existing urban/suburban, areas before using more open space. In Eastlake, the City should proactively work with commercial landowners and examine infill development of large unused parking areas.

12. Livable communities. To protect the natural environment and increase quality of life, neighborhoods, communities and regions should have compact, multidimensional land use patterns that ensure a mix of uses, minimize the impact of cars, and promote walking, bicycling, and transit access to employment, education, recreation, entertainment, shopping, and services. Over the long-term, the Vine Street corridor represents an opportunity to introduce new residential development near existing retail business. The city should reconsider the plan put forth in the Vine Street 2020 document.

13. Center focus. Communities should have an appropriately scaled and economically healthy center focus. At the community level, a wide range of commercial, residential, cultural, civic, and recreational uses should be located in the town center or downtown. Concentrating development in a traditional town center, if developed, meets this principle. The Vine Street/91 intersection is in an appropriate place for this development style.

14. Distinctive communities. Having a distinctive identity will help communities create a quality of life that is attractive for business retention and future residents and private investment. The City must work to reinforce its sense of uniqueness, attractiveness, history, and cultural and social diversity, and a strong local sense of place, keeping it distinct from other exurban communities. Eastlake should capitalize on the competitive advantage provided by Lake Erie and the Chagrin River.

15. Regional collaboration. Since industries, transportation, land uses, natural resources, and other key elements of a healthy economy are regional in scope, communities and the private sector should cooperate to create regional structures that promote a coherent metropolitan whole that respects local character and identity.

8 Natural Resources

8.1 Introduction

Natural and environmental resources help define the character of Eastlake, support the natural systems that provide for wildlife and a healthy environment, provide recreational and educational opportunities, and form the basis of its economy. This begins with the Chagrin River, Lake Erie, stream valleys and watersheds, and remaining wooded tracts.

The intent of this element is to promote the conservation and integration of natural systems and resources with a growing residential population, and reduce the impacts of man-made development on the community, property and lives of the residents.

8.2 Floodplains / floodway

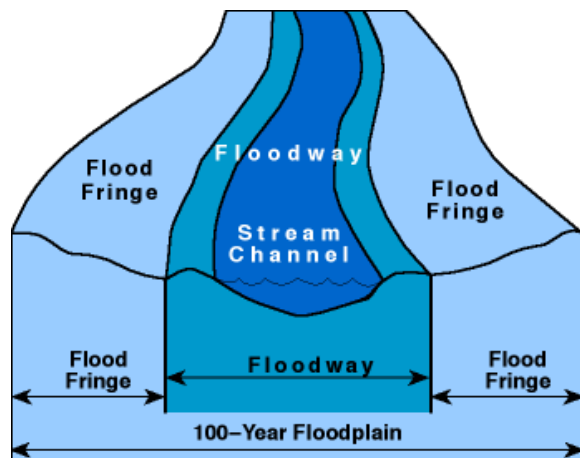
According to the Ohio Department of Natural Resources, the floodplain is divided into two areas based on water velocity: the floodway and the flood fringe (Map 8.1). The floodway includes the channel and adjacent floodplain area that is required to pass the 100-year flood without unduly increasing flood heights. This is the hazardous portion of the floodplain where the fastest flow of water occurs.

Due to the high degree of hazard found in the floodway, floodplain regulations require that proposed floodway developments do not block the free flow of flood water as this could dangerously increase the water's depth and velocity.

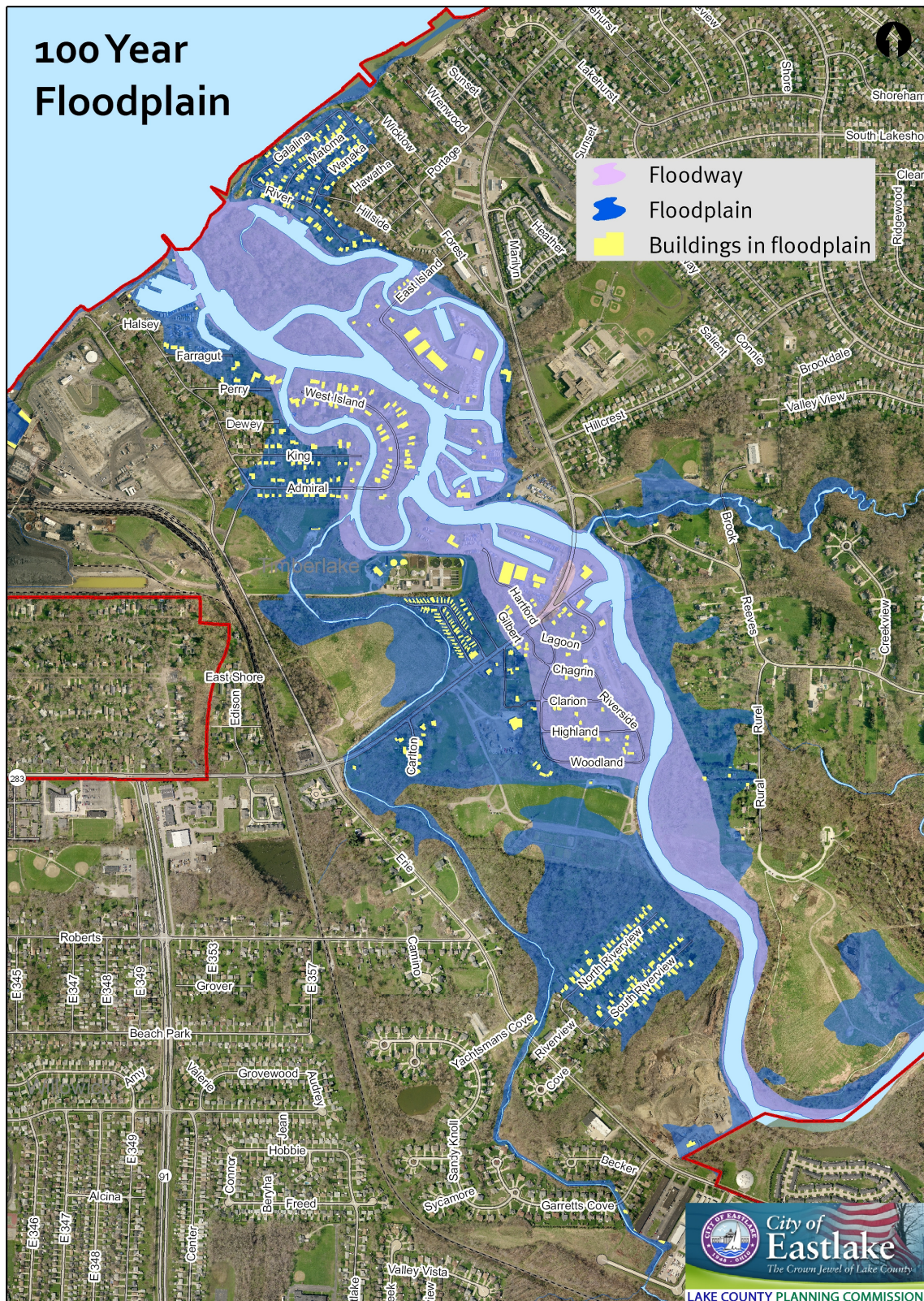
The flood fringe is the portion of the floodplain, outside of the floodway, that contains slow-moving or standing water. Development in the fringe will not normally interfere with the flow of water. Therefore, floodplain regulations for the flood fringe allow development to occur but require protection from flood waters through the elevation of buildings above the 100-year flood level or flood proofing buildings so that water cannot enter the structure.

The Ohio Department of Natural Resources records show 231 structures within the flood hazard area in Eastlake (Map 8.2). Since 1978, 219 losses have been paid from the NFIP totaling over \$1.8 million.

Map 8.1: Floodplain Graphic



Map 8.2: Floodplain and Floodway



Eastlake's existing flood damage prevention regulations are in Chapter 1367 of the building code. These regulations identify the 1981 flood insurance rate maps and associated flood insurance study as the basis for establishing areas of special flood hazard. These regulations establish minimum flood protection standards for buildings and other types of development in identified floodplains. These minimum standards require structures to be flood proofed or elevated above base flood elevations, anchoring of structures, and prohibit fill in floodways unless a property owner can verify that the base flood elevations will not be increased.

Due to the large number of structures and related losses in Eastlake, the City may consider adopting floodplain management standards that are more conservative than the minimum Federal standards that, when implemented, can reduce the potential of flood damage. These standards include adding:

Two Foot Freeboard

A "freeboard" is a safety factor expressed in feet above a flood level. Designating a minimum two foot freeboard helps compensate for unknown factors that can contribute to flood heights greater than the height calculated for the base flood and conditions such as wave action, obstructed bridge openings, debris and ice jams and the effects of urbanization in a watershed. Another advantage of a designated freeboard is the reduction in the cost of flood insurance. The insurance rates for new structures in special flood hazard areas are directly related to their lowest floor elevation compared to the base flood elevation. A disadvantage of freeboard includes potentially increased construction costs for structures, and more fill being placed in the special flood hazard areas if the method for elevating the structure is a fill pad.

Cumulative Substantial Damage and Substantial Improvement

This standard requires communities to track cumulative substantial damage and improvements in special flood hazard area to ensure that flood protection measures are incorporated into building reconstruction or repairs after a flood event or any event damaging a structure that was built before the effective date of the first flood insurance rate map (FIRM).

In addition, adding a cumulative substantial damage and improvement provision to the City's code will increase the availability of the *Increased Cost of Compliance* (ICC) flood insurance coverage for building owners. The ICC coverage will pay up to twenty thousand dollars beyond the flood insurance claim payment for compliance with local flood damage reduction regulations. If Pre-FIRM structures have been declared substantially damaged and are required to meet flood damage reduction regulations because of cumulative losses, the structure owner can only obtain ICC coverage if the community has adopted the cumulative provisions language. The additional standards do require that detailed records are kept up to the date of damages and improvements.

Fill Restrictions

Fill in floodplains can cause adverse impacts on adjacent property owners, water quality impacts due to increased turbidity and siltation, and loss of flood storage capacity. Minimum NFIP regulations include guidelines on the type of fill used in construction in a special flood

hazard area. Including higher standards regarding fill material would provide quality, stability and compaction standards for fill placed in flood hazard areas.

Foundation Design

The objective of the higher standard is to ensure proper design and construction of building foundations to protect building structural integrity against the effects of flood forces. In many cases foundation damage renders a structure uninhabitable or subject to extensive repairs. The minimum NFIP standard includes foundations design requirements for non-residential structures. The high standards extend these standards to residential structures.

(Resources: Ohio Department of Natural Resources. *Recommended Ohio Floodplain Regulation Criteria for Floodplain Management*. August 2006.

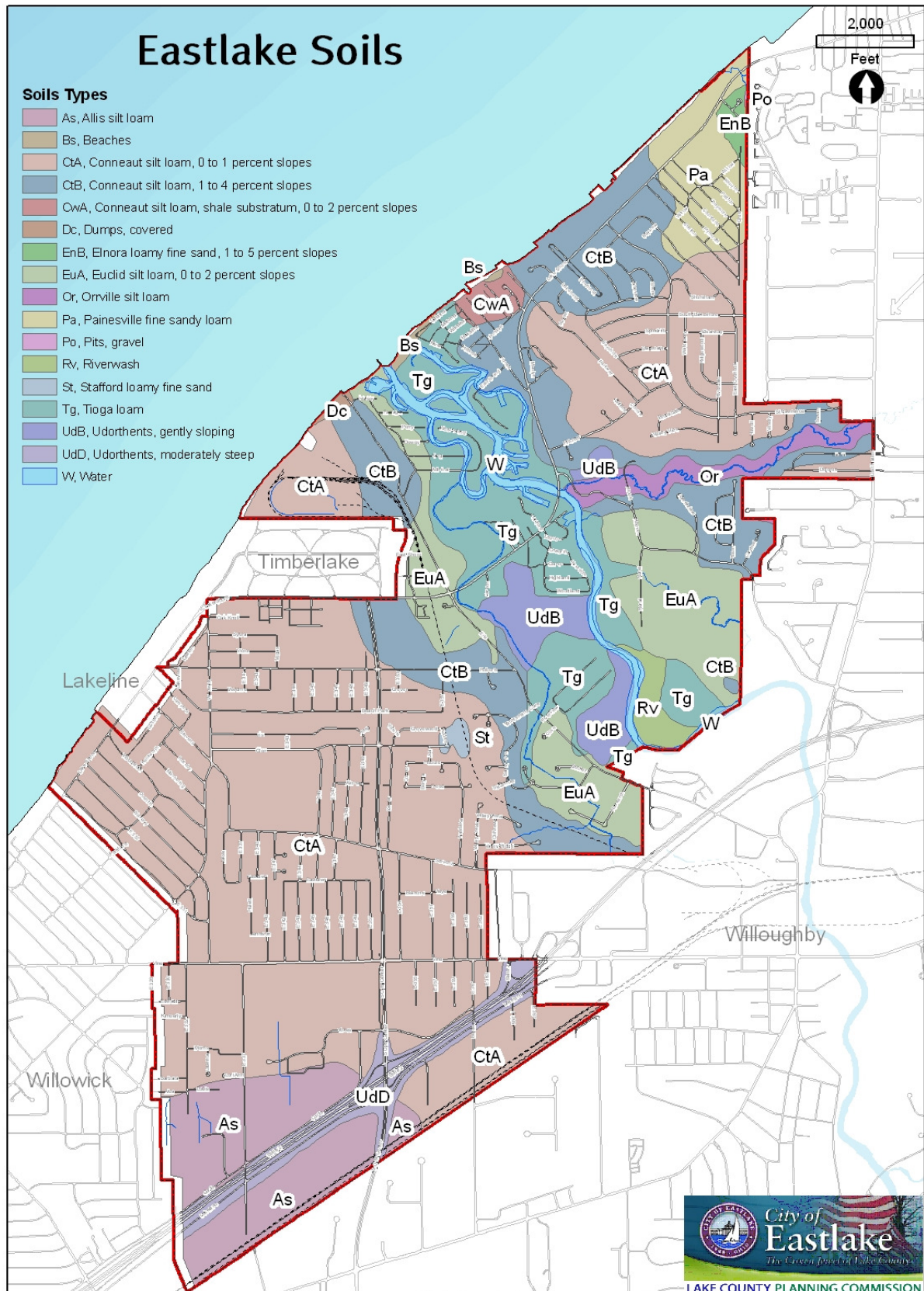
8.3 Soils

The soils divide Eastlake into two areas, the Chagrin River Valley and the lake plain (Map 8.3). The lake plain is made up of Conneaut-Painesville soil series and the Elnora-Stafford series. The Conneaut-Painesville soils are the nearly level and gently sloping, poorly drained soils that formed in the silty, glacial till or loamy material over the glacial till. While the Elnora-Stafford are also nearly level and gently sloping that are also poorly drained, they were formed in water or wind deposited material on beach ridges or offshore bars. Allis silt loam is also present in the lake plain. This is a moderately deep, nearly level, poorly drained soil.

Tiaga-Euclid-Orrville soil series is present in the Chagrin River Valley. This nearly level soil varies between being well drained to somewhat poorly drained. It is formed in alluvial deposits on flood plains and terraces. Riverwash areas are present in the Chagrin Valley. These areas consist of very cobbly and stony areas in the channels of major streams. Fragments are made up of shale and sandstone.

There are several man made soil conditions that exist in the community. The Udorthents soil series are soils that are in cut and fill areas where the topsoil has been removed and the remaining material is typically similar to the subsoil layers. Pits/gravel (soil classifications) are areas where surface mining has been engaged in and aggregate materials have been removed. The dumps/covered (soil classifications) are the opposite, representing miscellaneous areas consisting mostly of broken hunks of cement, bricks and other debris from local construction projects.

Map 8.3: General Soil Inventory



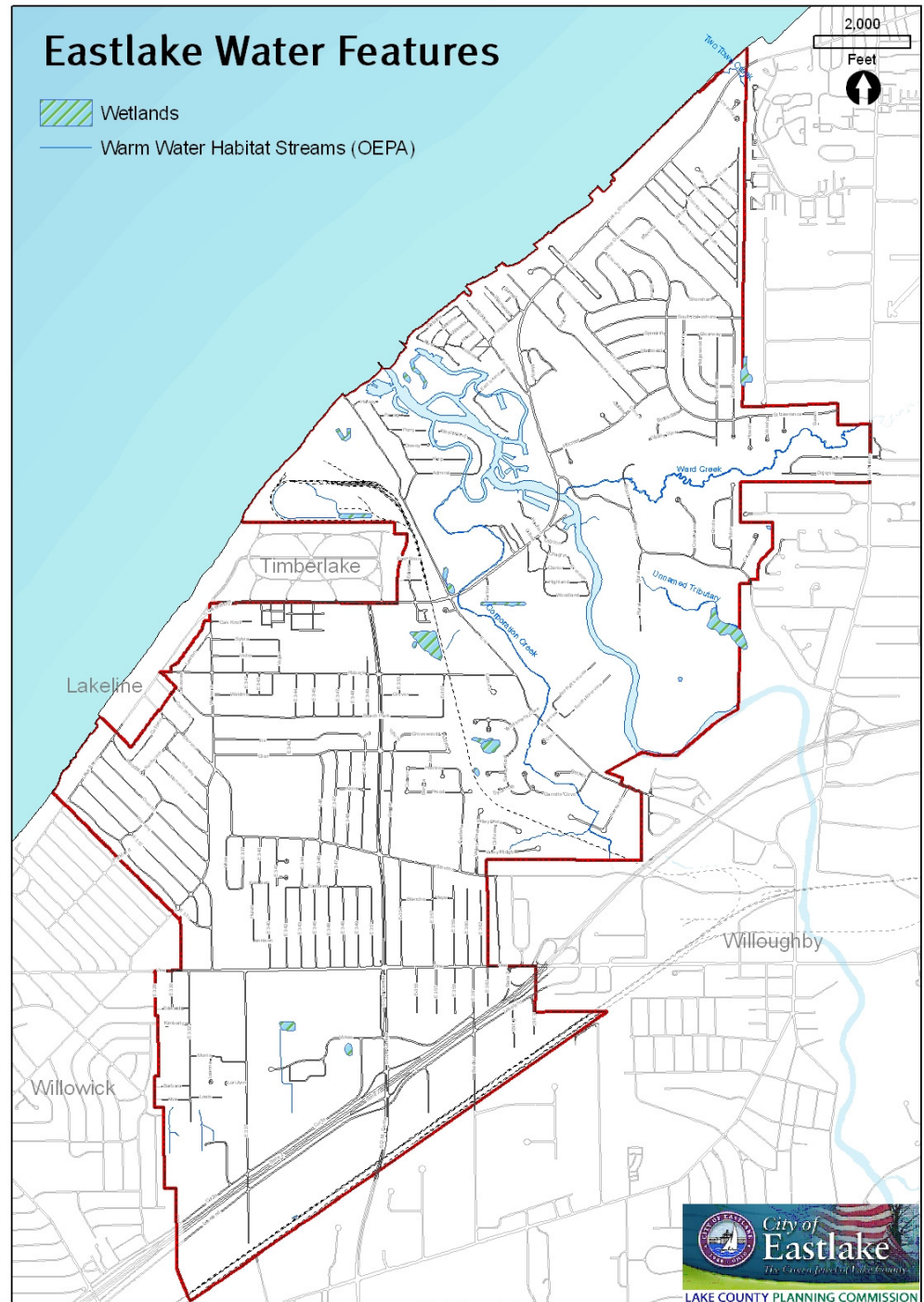
8.4 Wetlands

Wetlands are important components for water quality and quantity. According to the US EPA, wetlands provide water quality protection, fish and wildlife habitat, natural floodwater storage and reduction in the erosive potential of surface water.

In Ohio, 90% of the original wetlands have been destroyed since the 1800s. Locally, development pressures have disturbed a large amount of natural wetlands. ODNR data indicates coastal wetlands along the Lake Erie shore and small pockets of wetlands near the Chagrin River Valley and along the rail corridor servicing the power plant. (Map 8.4).

Mitigation is required for developers who disturb wetlands on site, but the creation of new wetlands often occurs outside of the watershed that has been impacted.

Map 8.4: National Wetland Inventory & Streams



Map 8.4 also notes two primary tributaries to the Chagrin River; Ward Creek and Corporation Creek. Two Town Creek, located in the extreme northeast portion of the city, drains to Lake Erie.

Remaining hydrologic features in the city should be protected from future development. Riparian setbacks are a tool local governments can use to maintain riparian area functions. Riparian areas are naturally vegetated lands along rivers and streams. When appropriately sized, these areas can limit stream bank erosion, reduce flood size flows, filter and settle out pollutants, and protect aquatic and terrestrial habitat. Eastlake can establish riparian setbacks through a combination of landowner education, land acquisition, and land use controls on new development. The Lake County Soil and Water Conservation District, land trusts, and other organizations are skilled in assisting communities and landowners with education and acquisition efforts.

This plan recommends riparian setbacks based on the Chagrin River Watershed Partners model setback ordinance. Riparian setbacks should:

- Range from 25 feet to 125 feet depending on watercourse drainage area.
- Minimum distances apply to both sides of designated watercourses.
- Conform to community land development patterns & natural resource management goals.
- Include provisions for communities to examine the combined impact of all setbacks (side yard, rear yard, riparian, etc.) in a subdivision or a parcel and make reasonable adjustments to ensure existing lots remain buildable, and to maintain lot yields from new subdivisions to the extent possible.

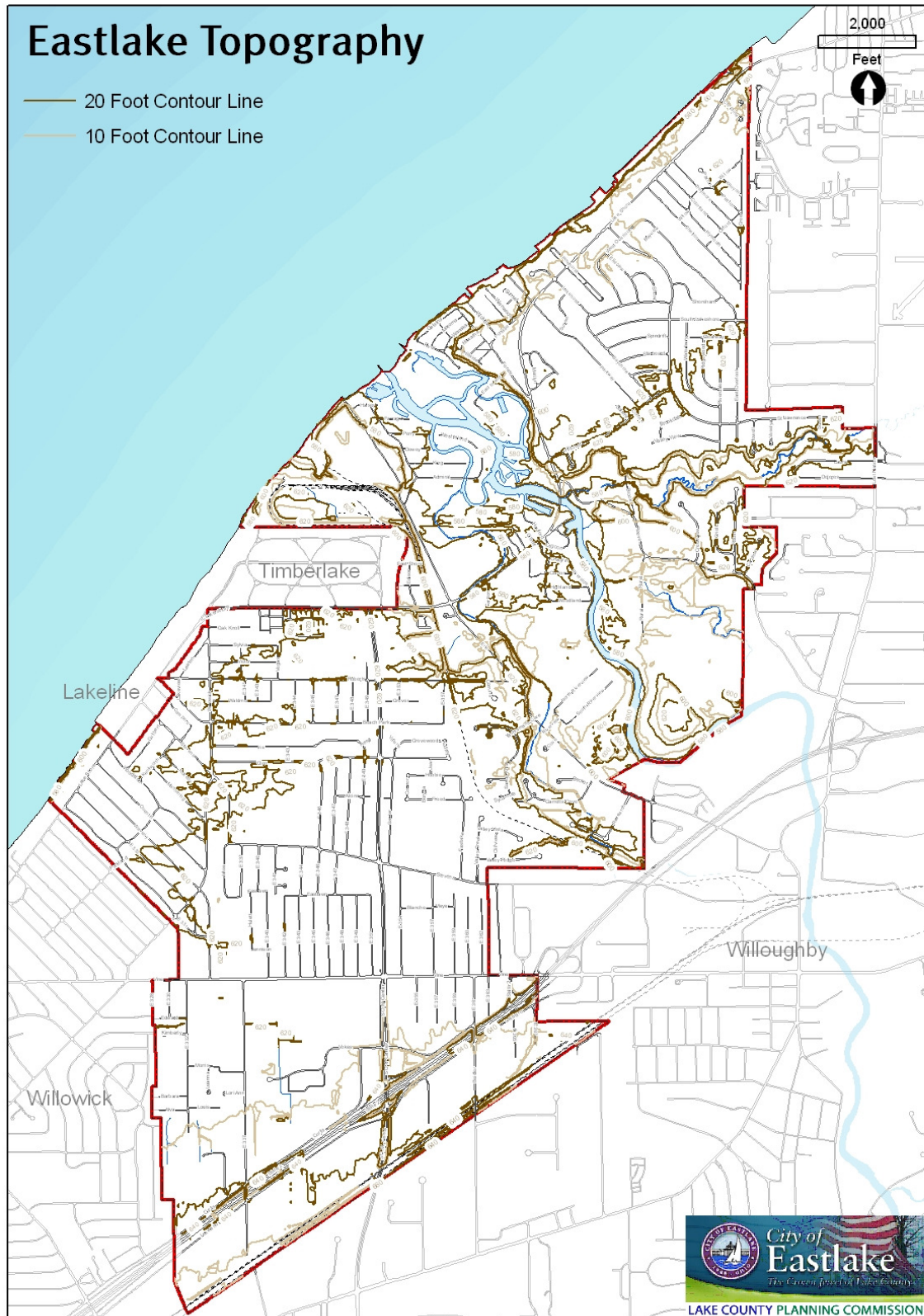
8.5 Topography

The ice age, Lake Erie and the Chagrin River have all defined the topography of Eastlake. The glaciers acted like a bulldozer during the last ice age leaving a surface with a grade of 1 to 4%. After the last ice age ended, Lake Erie rose higher than its current shore, leaving a beach ridge to the south that current day State Route 84, now sits on. After the lake receded to its current location, water, streams, and rivers started forming valleys.

With the exception of the river valley, the majority of the city has minimal topographic concerns (Map 8.5). Along the rim of the Chagrin River, north of the Lakeshore Blvd. bridge, steep slopes (30% or greater) are prevalent (Map 8.6). The contours range from 612 feet at the top of the ridge to 580 feet at the river's edge. Along the Ward Creek corridor, the topography ranges from 588 feet to 620 feet.

Impacts and geotechnical issues should be considered during future development in these areas.

Map 8.5: Topography



Map 8.6: Topography along River Valley



8.6 Lake Erie

Lake Erie, the great body of fresh water forming Ohio's north coast, is the fourth largest of the five Great Lakes and the 12th largest freshwater lake in the world.

The common perception may be that Lake Erie is a timeless entity, formed in the distant past and as ancient as any visible rock or landscape, and a feature that will remain essentially unchanged for eternity. Geologists, however, view Lake Erie, in its present form, as a very recent feature – less than 4,000 years old -- that is destined for a relatively short life, geologically speaking. The known history of the lake and its predecessors has taken place in the last 14,000 years.

The presence of Lake Erie was downplayed in the 1960 Lake County Comprehensive Plan. The plan's future land use map envisioned the Lake Erie coastline as an area lined with medium-to-high density residential uses and heavy industry, with only a few areas untouched by development.

Residents and businesses increasingly recognize that Lake Erie and its tributaries are a rich resource, providing both a natural habitat with few equals and a catalyst for future sustainable economic development.

The Lake County Planning Commission, citizen groups, local government agencies and the State Department of Natural Resources have been working to reverse and avoid the errors of the past, and maintain a healthy balance between the wise use and thoughtful protection of the resources of coastal Lake Erie.

The Western Lake County Coastal Comprehensive Plan was completed in August 2004. The study region of this includes an area 1000 feet shoreward of Lake Erie between the Lake-Cuyahoga county line and the City of Mentor-Painesville Township boundary. The report inventories existing conditions, current and proposed projects, and also examines current and projected needs within the study area (Map 8.7)

That's a lot of H₂O

The Great Lakes contain about 1/5 of all the freshwater on the planet. They contain 95% of the nation's supply of fresh water.

If all the water within the Great Lakes was spread evenly across the United States, the country would be covered under 9.5 feet (3 meters) of water.

Sizing up the Great Lakes

The Great Lakes extend 575 miles (925 kilometers) from the northern tip of Superior to the southern shore of Lake Erie, a spread of eight degrees in latitude.

From east to west, the Great Lakes extend more than 800 miles.

The Great Lakes have more than 10,000 miles (16,000 kilometers) of shoreline, longer than the entire Atlantic and Pacific coasts of the USA.

Lake Erie – Our Great Lake County, Ohio

Lake Erie is the 12th largest freshwater lake in the world.

Lake Erie has 871 miles (1,400 kilometers) of shoreline. There are 262 miles (421 Kilometers) of shoreline in Ohio and at least 26 islands in the western basin of Lake Erie. The exact number varies depending on water levels.

Lake Erie is the most southern, shallowest, warmest and most biologically productive of all the Great Lakes.

Lake Erie supplies more fish for human consumption than the other four Great Lakes combined. The Lake Erie walleye sport fishery is widely considered the best in the world.

Lake Erie's deepest point is 210 feet (64 meters). Lake Erie has three basins: the western basin includes the islands area, the central basin extends from the islands to Erie, PA, and Long Point, Canada, and the eastern basin extends from Erie, PA, to the east end of the lake. The western basin averages 80 feet (24 meters) in depth.

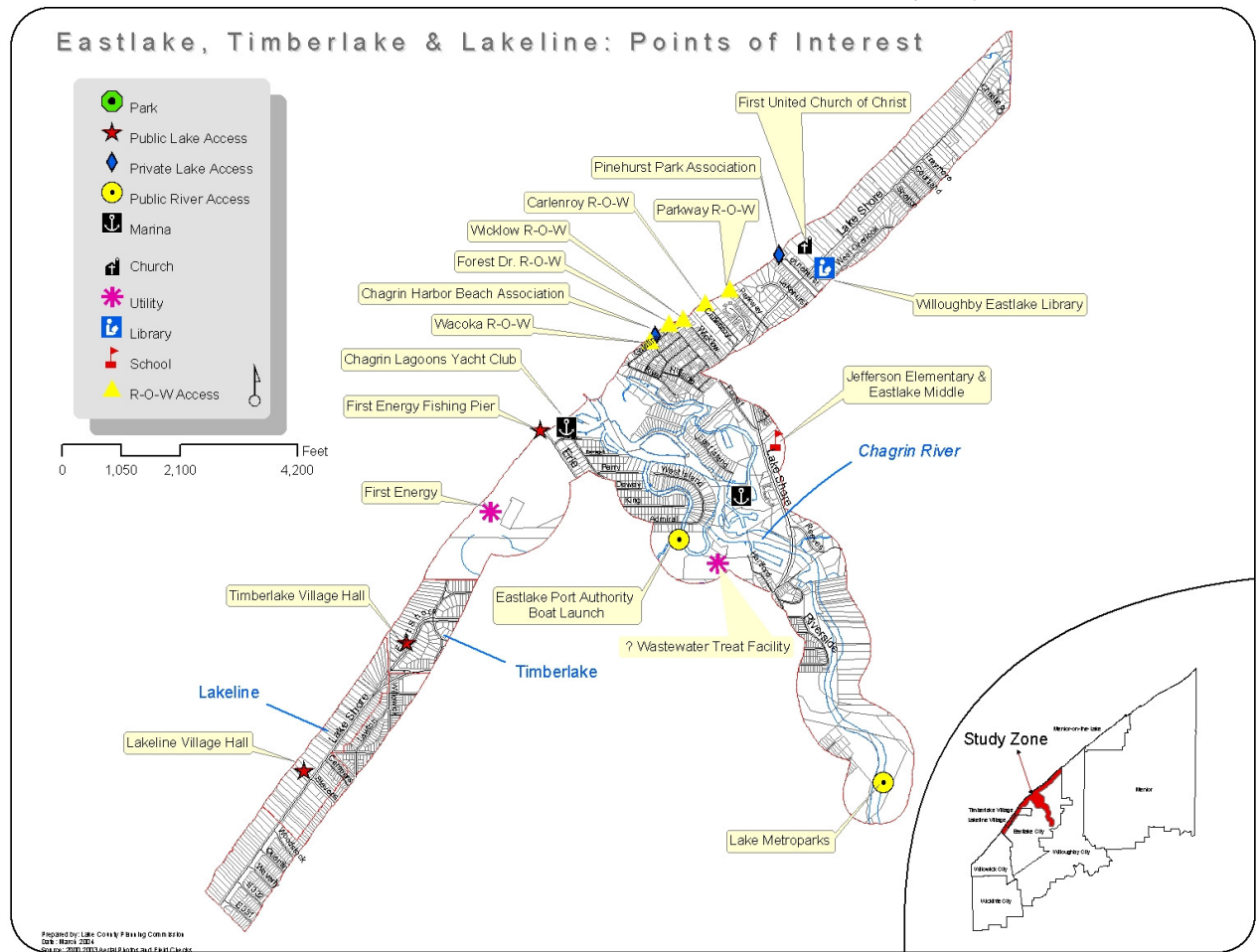
Lake Erie is 241 miles (387 kilometers) long with a widest point at 57 miles (92 kilometers) and the narrowest point at 28 miles (45 kilometers). It covers 9,910 square miles (25,667 square kilometers) and drains 30,140 square miles (78,062 square kilometers).

Ninety-five percent of Lake Erie's water comes from the upper Great Lakes via the Detroit River.

A drop of water entering Lake Erie from the Detroit River will take only two and a half years to reach Niagara Falls. Compare this short time to Lake Superior where a drop of water will take 191 years to move out of the lake.

Source: Lake Erie Coastal Ohio Fact Sheet

Map 8.7: Western Lake County Coastal Plan *Points of Interest* (2005)



A second more detailed study, The Lake County Coastal Development Plan, was completed in 2005. The plan describes the overall coastal environment and documents a plan in response to this environment resulting in an accessible, economically viable and locally relevant Lake County coastline. The creation of the plan is intended to:

- Lead to enhanced grant award leverage created by a regional effort.
- Serve as a catalyst for landside planning of projects at the local or regional level.
- Facilitate the selection of specific coastal projects for implementation.

Although the plan deals mainly with coastal area development, it makes the following recommendations regarding natural resources.

- Local governments should assess their coastal areas, and determine what they need to protect.
- Parkland acquisition costs should include funding for shoreline stabilization projects.
- Develop shoreline protection projects.
- Overall protection of historic and cultural sites, beaches, scenic views, natural resources, natural features and recreational opportunities, as well as the lake itself.

- Control non-point source pollution and stormwater runoff.

In Eastlake, long-term projects include:

- Fishing pier (potential transient boat dockage)
- Off-shore barrier island to create a harbor of refuge
- Increased public access to the Chagrin River and public access to river islands

8.7 Watersheds

A watershed is an area designating where water will flow. If it rains in the southwestern corner of the City, water will flow into a sub watershed in between Euclid Creek to the Chagrin River and eventually enter Lake Erie. Inevitably, water that enters any watershed in the City will make its way into Lake Erie.

Map 8.8 shows three drainage areas of the City: Chagrin River, Lake Erie Direct (east of Chagrin River, west of Grand River), and Lake Erie Direct (west of Chagrin River, east of Euclid Creek).

The city is on the receiving end of upstream development activities which can be indirectly related to flooding and sedimentation concerns. The CRWP is actively working with their member communities to promote best management practices when dealing with storm water management and developments. These measure will prove beneficial to the city over the long-term.

What's a watershed?

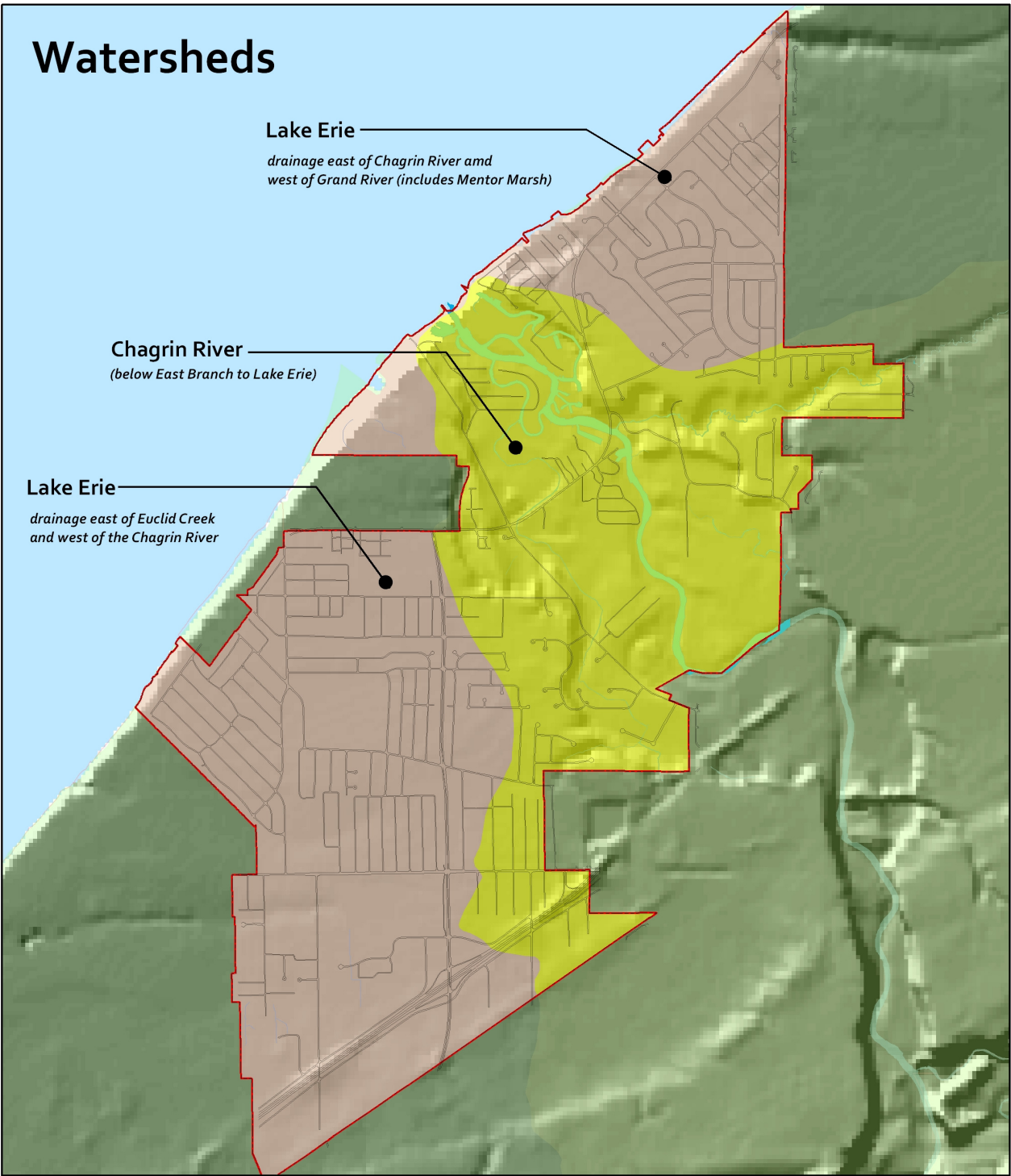
The term watershed describes an area of land that drains downslope to the lowest point. The water moves through a network of drainage pathways, both underground and on the surface. Generally, these pathways converge into streams and rivers, which become progressively larger as the water moves on downstream, eventually reaching an estuary, lake and the ocean. Other terms used interchangeably with watershed include drainage basin or catchment basin.

Watersheds can be large or small. Every stream, tributary, or river has an associated watershed, and small watersheds join to become larger watersheds. It is relatively easy to delineate watersheds using a topographic map that shows stream channels. Watershed boundaries follow major ridgelines around channels and meet at the bottom, where water flows out of the watershed, a point commonly referred to as a stream or river.

The connectivity of the stream system is the primary reason for doing aquatic assessments at the watershed level. Connectivity refers to the physical connection between tributaries and the river, between surface water and groundwater, and between wetlands and water. Because water moves downstream, any activity that affects the water quality, quantity, or rate of movement at one location can affect locations downstream. For this reason, everyone living or working within a watershed needs to cooperate to ensure good watershed conditions.

-- *Watershed Stewardship Education Program Training Guide, Oregon State University and Sea Grant Extension*

Map 8.8: Watersheds



8.8 Non Point Pollution

Nonpoint source (NPS) pollution comes from many sources in both urban and rural areas. Runoff from cropland, parking lots, lawns, mines, and septic systems often contribute to NPS pollution. Pollutants are transported to the surface and ground water by rainfall. During large storms, the runoff to surface water and infiltration to ground water increases, as does the rate of pollutant movement.

Increasingly, NPS pollution originates from urban uses, such as suburban lawns and gardens, street and parking runoff, and construction sites. Urban areas often don't have enough vegetation to slow the rate of contaminant travel. This is evident in areas with high amounts of impervious surface (commercial corridors). This can lead to a faster contamination rate where more highly concentrated pollutants are transported into aquifers.

The Ohio Department of Natural Resources recommends using best management practices to reduce nonpoint source pollution. Best management practices are a management strategy that incorporates both engineering and cultural techniques that have been effective and practical in reducing water contamination. Best management practices include the timely and careful application of fertilizers and pesticides, the construction of filter strips surrounding fields that border a surface water source, and creation and protection of wetlands, which act as filters cleaning sediment, nutrients, and other NPS pollutants.

8.9 Lake Erie Balanced Growth Program (PCA/PDA)

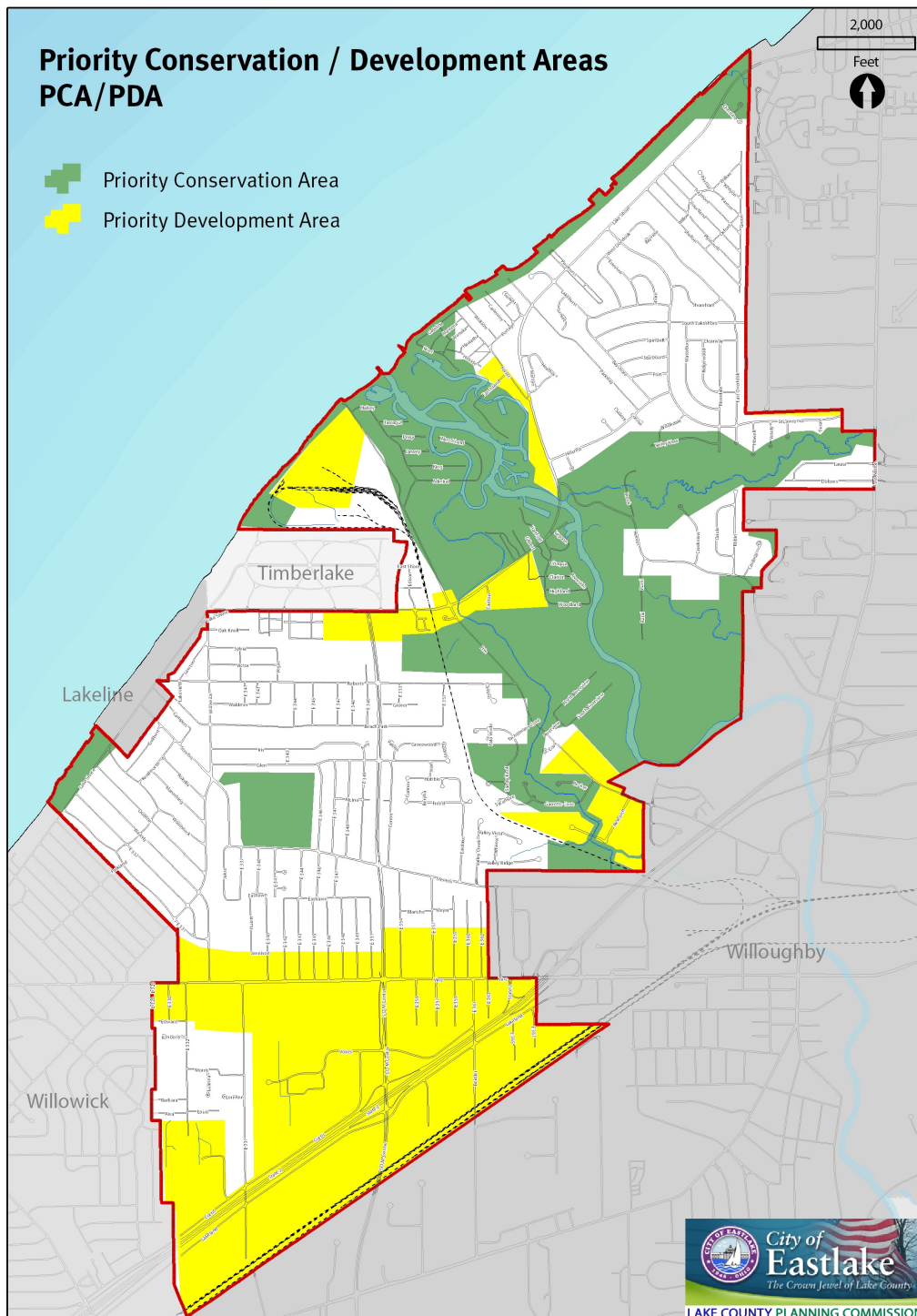
The City of Eastlake Comprehensive Plan will be included in the Chagrin River Balanced Growth Plan. This plan is being developed based on a state wide program for balanced growth being promoted by the Ohio Lake Erie Commission. In 2004 the Ohio Lake Erie Commission finalized the Balanced Growth Program, defined as a *local planning framework to coordinate decisions about how growth and conservation should be promoted by State and local investments*. Through this program, CRWP has been working with local communities to develop Priority Conservation Areas (PCA) and Priority Development Areas (PDA) throughout their community.

- **Priority Conservation Areas (PCAs)** are locally designated area targeted for protection and restoration. PCAs may be important as ecological, recreational, heritage, agricultural, or public access areas. PCAs represent areas where land use change is predicted to have a high impact on the watershed in terms of flooding, erosion, and water quality.
- **Priority Development Areas (PDAs)** are locally designated area where growth and/or redevelopment is to be especially promoted in order to maximize development potential, efficiently utilize infrastructure, revitalize existing cities and towns, and contribute to the restoration of Lake Erie. PDAs represent areas where land use change is predicted to have minimal impact on the watershed and where other conditions, such as access to highways, existing or planned utility service areas, and existing development, suggest that additional development may be appropriate.

The Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) were developed by the Chagrin River Watershed Partners, Inc. (CRWP). These maps were modified

and refined with input from the Eastlake Economic & Community Development Council, Administration, and LCPC to align with the City's planning goals. In the City of Eastlake, the PDAs include:

- Existing industrial and retail areas,
- Expansion of more intense development potential along the Vine Street Corridor and at the JFK site,
- Possible locations for more intense development near Lakeshore and Chagrin River.



The PDA locations on the attached map reflect areas where future growth and redevelopment activities may be encouraged. Land in a PDA may be eligible for state policy and funding initiatives to encourage and support its development.

The PCA locations shown on the attached map reflect areas that are existing parks and protected properties and also include sensitive slopes, streams, floodplains, and wetlands. In addition the scenic areas along Lake Erie, floodway of the Chagrin River, and lower density residential areas that may be possible to develop or redevelop using conservation development layouts are included as PCAs.

These site characteristics suggest that an area has unique ecologic or historic considerations or may be particularly difficult to develop flooding and erosion concerns. Designation of these areas as PCAs does not indicate that these areas will not be developed, however communities could save time and money working with property owners for preservation or interested developers for alternative site designs that enable development but limit impacts to natural resources on these PCA parcels.

The PCAs and PDAs designated by the City of Eastlake will be included as part of the *Chagrin River Balanced Growth Plan*. This plan will include designation of PCAs and PDAs throughout the Chagrin River watershed.

A key component of the Balanced Growth Program is that, where possible, the state should align policies, programs, and incentives to support the implementation of locally designated Priority Conservation Areas and Priority Development Areas. Communities endorsing the locally designated PDAs and PCAs will be recognized by the State as participating in the *Chagrin River Balanced Growth Plan*. This participation has a number of benefits to local communities. Some of the benefits of participation in the Chagrin River balanced growth planning process include:

- Increased state assistance for local projects.
- Support for local zoning.
- Additional state incentives, such as points on grant applications and lower interest rates on state loan programs.
- General local benefits, including minimizing long-term infrastructure and stormwater management costs and advancing the preservation of the semi-rural character of the city.

This plan encourages the utilization of this tool during the preliminary stages of development discussions in the City.

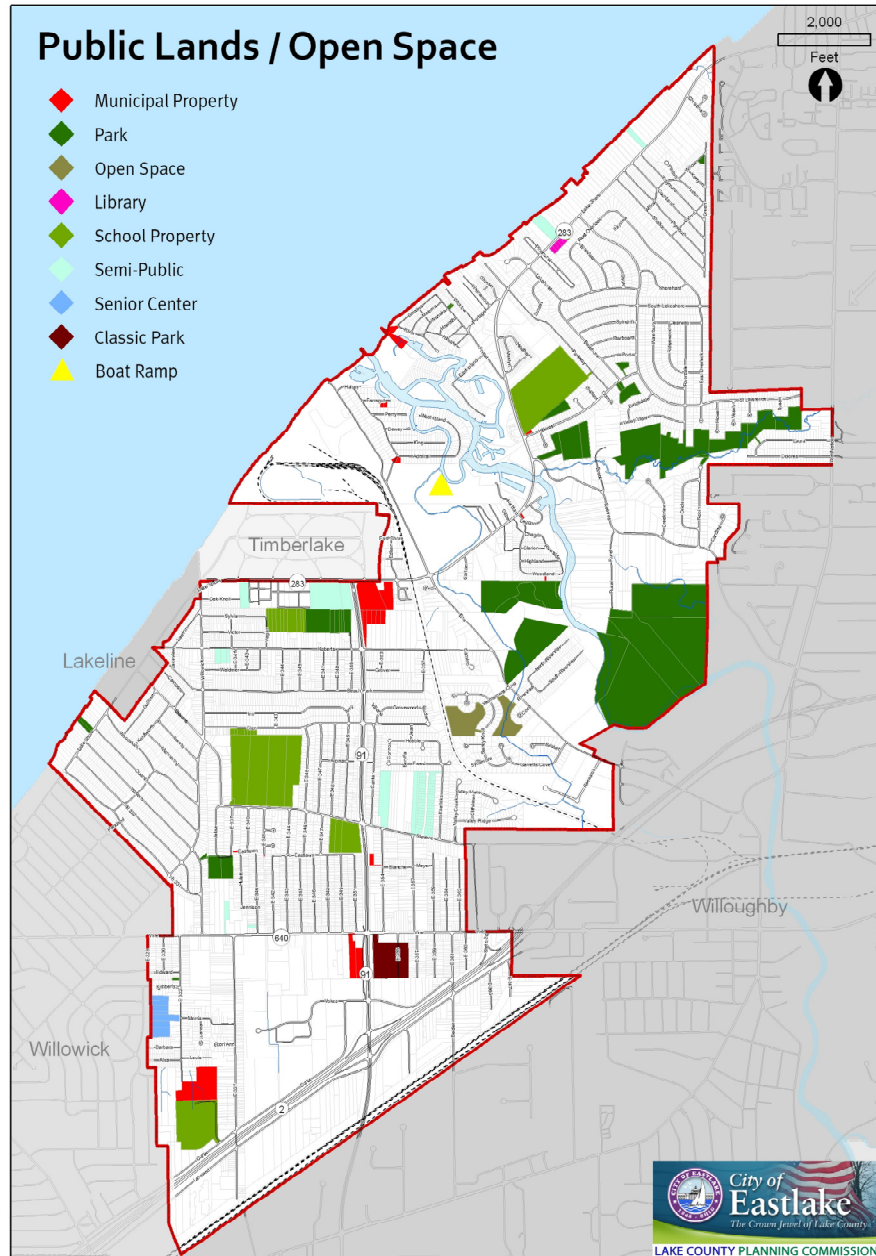
9 Public Facilities

9.1 Introduction

Eastlake City, like many post WWII communities, does have the same level of amenities as more densely populated urban and suburban areas. This chapter will discuss the public facilities, parks and safety forces that exist in the City of Eastlake. Just like other post war communities, there is a lot of facility sharing between the local school district and the city. The line between school property and city property becomes very hazy.

The intent of the Public Facilities element is to ensure that schools, parks, public safety facilities, community centers, and other government-provided amenities continue to meet, if not exceed, the needs of city residents and visitors, contribute positively to enhancing the overall quality of life of the city.

Map 9.1: Public Lands



9.2 Schools

Eastlake City is part of the Willoughby Eastlake City School District (olive green parcels on previous Map 9.1). Willoughby Eastlake City Schools serves students from Willoughby, Eastlake, Lakeline, Timberlake, Willowick, Willoughby Hills, and part of Waite Hill Village.

The school district has two high schools, a technical high school, three middle schools, seven elementary schools and pre-school. One of the high schools, one middle school, three elementary schools and the pre-school are located in Eastlake.

The three elementary schools located in Eastlake are Washington, 503 Vegas Drive, Jefferson, 35980 Lake Shore Blvd, and Longfellow, 35200 Stevens Blvd. The 2007-08 enrollments for each of the elementary schools are as follows: Washington (521 students), Jefferson (480 students) and Longfellow (399 students).

Students attend grades six through eight at either Eastlake Middle School, Willoughby Middle School or Willowick Middle School. Most Eastlake residents would attend Eastlake Middle with a smaller group attending Willowick Middle. Eastlake Middle School is the only middle school located in Eastlake and it has 453 students.

High school students would attend either Eastlake North High School or Willoughby South High School for grades 9 through 12. Eastlake North High School is located in the City of Eastlake and most students from Eastlake attend this high school. The enrollment for 2007-08 was 1,585 students.

Willoughby-Eastlake also currently owns the building and land where the former JFK Center is located. The Senior Center is located in a former elementary school building. The Willoughby Eastlake School's Transportation Center is also located in the City of Eastlake.

The Future Expansion of Schools

Throughout the United States, and particularly in Ohio where an ambitious school construction program is underway, many school districts are looking to have multiple schools on one site. This way the schools could share outdoor facilities, tracks, playgrounds, etc. They could also be attached to one another by kitchens and mechanical systems. In some ways, the Willoughby Eastlake School District is ahead of the curve on this issue. Currently, they have a school, Royalview Elementary and Willowick Middle School that are attached to one another and both the Willoughby Middle/South High School site, Eastlake Middle/Jefferson Elementary site and the North High School/Wee Care Pre-school site have multiple buildings on them.

The Willoughby Eastlake Schools are in a good position if the community decided to build new schools. The School District owns tracts of land that are between 25 acres and 70 acres in key locations.

Table 9.1 Facilities

<i>School Facility</i>	<i>Acreage</i>
Eastlake North School/Jefferson Elem.	51.5
Eastlake Middle School	35.77
Longfellow Elementary	10.12
Washington Elementary	9.27
JFK Senior Center	9.13
Transportation Center	14.24

9.3 Parks and Open Space

The City of Eastlake owns six parks with a total of 83.7 acres of park land (Table 9.2). The recreation department also operate parks, fields or programs on three additional openspace areas covering an additional 37.17 acres of land.

The Willoughby-Eastlake School district owns 115.76 acres of land that have schools and athletic fields (Table 9.3). Many of the city's park lands are adjacent to school district land. The apparent property lines are non-existent so large tracts of open space are formed.

The Lake Metroparks also has the Chagrin River Park located in Eastlake, and in Willoughby. There are 132.2 acres of regionally managed park land in Eastlake.

Table 9.2 Parks

<i>Park</i>	<i>Acreage</i>
Bruce Yee Field	11.71
Central Park	9.8
Eastlake Gardens	48.18
Jakse Park & Houston Fisher Pool	5.98
North High Fields	14.13*
Quentin Road Park	1.28
Surfside Park	2.74
Cpl. David Daugherty Park	0.34
Woodland Park	13.4**
Zimmerman Fields	9.64*
Land Adjacent to Eastlake Middle	3.7

* Fields are located on land own by Willoughby Eastlake Board of Education

** Fields, dog park & community gardens are located on land owned by CEI.

Table 9.3 Recreational land (WE Schools)

<i>School Property Name</i>	<i>Acreage</i>
JFK Senior Center	9.13
Longfellow	11.4
North High	51.95*
Washington	7.51
Eastlake Middle/Jefferson	35.77*

* Fields are used by City Recreation

National and state park and recreation organizations and individual governmental agencies have established a varying range of definitions and standards including park type, size, access requirements, and site development guidelines.

The standard derived from early studies of park acreages located within urban areas was the expression of acres of parkland per person. Over time, six to ten acres of developed parkland per 1,000 residents – mini-parks and tot lots, neighborhood parks, and community parks, not nature preserves, undeveloped parks, school grounds, private open space or school grounds – came to be the accepted standard recommended by the National Parks and Recreation Association. This ratio is used by a majority of communities in the United States.

According to national standards, with a population of about 20,000 residents, there should be a minimum of 250 acres of developed parkland in the community. Eastlake City has deficiency in the amount of neighborhood parks and a surplus in community parks in the recommended amount of parkland for a community. Using the standards set forth in Table

9.4, the city has adequate park facilities for the population when the city, school board and Lake Metropark owned areas are combined.

Table 9.4 Classification and minimum park area requirements

<i>Park type</i>	<i>Area/1000 residents</i>	<i>Size of park</i>	<i>Service radius</i>	<i>Notes</i>
<u>Mini park</u> Designed to provide recreational opportunities for a small area in a neighborhood. Typically designed for young children, however in some cases it may be designed for aesthetic purposes.	1 ac	0.5 to 1 ac	0.25 to 0.5 mi	Eastlake has 2 mini parks.
<u>Neighborhood park</u> Designed to serve recreational needs of children 6-15 years of age, as well as adults, pre-schoolers, and seniors. Typically includes family picnic areas, unlighted open turf areas for informal sports, and play equipment. Lighted athletic fields would not be included.	3 ac	2 to 14 ac	0.25 to 0.75 mi	Eastlake has 4 neighborhood parks.
<u>Community park</u> Designed to serve a wide variety of needs for youths and adults in both active and passive recreation. Facilities for sports fields (lighted when appropriate), open turf areas, playgrounds, picnic areas, and off-street parking. Should include restrooms and related facilities. May include a community center. Components of neighborhood parks and mini-parks should be included in the community park.	6 ac	12 to 50 ac	1 to 2 mi	Eastlake has 4 community parks.
<u>Regional park</u> Open space areas characterized by significant natural resources that provide passive recreation for nearby residents and the surrounding metropolitan area. Small portions of a regional park might be allocated to fulfill neighborhood park requirements.	15 ac	100 ac	Lake County, eastern Cuyahoga County	Both Chagrin River Park and Eastlake Gardens serve this purpose
<u>Conservancy / open space area</u> Land kept mostly in its natural state. Used to preserve natural areas such as riparian zones, bluffs, wetlands and other lands of recreational and scenic interest. May also include areas devoted to preservation of historic or cultural resources. Could include smaller portions of the area needed to satisfy local neighborhood recreational needs.	n/a	Sufficient to provide or preserve the resource	Northeast Ohio	Headlands Nature Preserve functions as a regional park.

Table 9.5 Active Recreational Facility Inventory and Recommended Requirements

<i>Park/facility type</i>	<i>Target park/ facility size</i>	<i>Existing assets</i>	<i>Year 2000 minimum requirements</i>	<i>Surplus Deficiency</i>
Neighborhood park (including acreage for mini-parks)	4-12 ac; 4 ac/1,000 residents	69.02 ac	81.02 ac	-12 ac
Community park	20-50 ac; 6 ac/1,000 residents	178.42 ac	121.53 ac	+56 ac
Tennis courts*	1:2,500 residents	9	8	+1
Basketball courts	1:5,000 residents	12	4	+8
Volleyball courts	1:20,000 residents	1	1	0
Baseball diamond	1:5,000 residents	9	4	+5
Softball diamond	1:5,000 residents	9	4	+5
Soccer/football fields	1:5,000 residents	5	4	+1
Swimming pool	1:20,000 residents	1	1	0
• mile running track	1:20,000 residents	0	1	1
Handball/racquetball court*	1:20,000 residents	0	1	-1
Dog park	2-5 ac/0.8-2.0 ac; 1:25,000 residents	1	1	0

* Ratio may be decreased due to the declining popularity of racquet sports.

** Assumes population of 10,000 and no annexation of surrounding areas.

Acquiring New Parkland

The city is well served in regards to parkland and recreational facilities. Acquiring new parkland should concentrate on conservancy /open space areas, especially in the Chagrin River corridor. The City, along with other conservation partners, should focus on linking existing natural assests.

The Lake Erie Balance Growth Program recommends the city be divided in Primary Development Areas (PDA) and Primary Conservation Areas (PCA). The Chagrin River Corridor has been designated as a PCA. The PCA locations reflect areas that are existing parks and protected properties and also include sensitive slopes, streams, floodplains, and wetlands.

The City should work to link the Chagrin River Park to Lake Erie, potentially partnering with the City of



Willoughby. The Lake County Coastal Plan also recommends the preservation of the Chagrin River islands and increased public access to the river and the lake. In addition, the scenic areas along Lake Erie, the floodway of the Chagrin River, are also in the PCA.

State and federal grants may be available to help fund the acquisition of parkland and conservation areas. The city should use every opportunity it has to find and acquire funding for new parkland where appropriate. Priority will be given to those projects that exhibit multi-jurisdictional cooperation and those that provide public access to waterfront features.

9.4 Public Safety

Fire Department

Fire protection in Eastlake is provided by the Eastlake Fire Department, which also serves Timberlake and Lakeline. The fire station is located at the intersection of SR 91 and Lake Shore Blvd., next door to the City Hall. The fire department has been averaging 2,500 calls a year and their response time average is four minutes. The Fire District has one chief, three battalion chiefs, three lieutenants and 21 firefighters. They are divided up into three shifts of a battalion chief, a lieutenant and seven firefighters. Their minimum manpower per shift is seven people. There is also a full time fire marshal.

Apparatus at the fire station includes three ambulances, heavy rescue squad, two 2000 gallon a minute engines, one 100 foot aerial platform, one technical rescue vehicle (confined space/trench rescue), two dive boats for swift water and dive rescue, utility tool vehicle, command vehicle, and three cars (one for the chief, one for fire marshal and one for the station).

Police Protection

Police protection in Eastlake is provided by a staff of 60 patrol officers (33 full/ 27 part-time) and one full-time chief of police. Four of these officers serve as sergeants and five serve as lieutenants. The City also has six dispatchers, two records clerks, two secretaries, two victim advocates, custodian, four school crossing guards and five back-up school crossing guards. The Eastlake Police Department also provides police protection to the Village of Lakeline.

The Police Department runs both motorcycle and bicycle patrols. One of their officers is assigned as school resource officer. The specialized services, such as a SWAT team is provided by West Lake County SWAT Team which serves Willoughby, Willoughby Hills, Wickliffe, Willowick, Waite Hill and Eastlake and the Lake County Sheriff Department provides a bomb squad. Eastlake is also served by the Lake County Crime Lab, a division of the Lake County Prosecutor's Office. The Lake County Crime Lab is funded by a countywide tax levy. Most traffic violations and minor misdemeanor citations are tried in a Mayor's Court. Other Court cases are tried in Willoughby Municipal Court or the Lake County Common Pleas Court.

The Eastlake Police runs various community education programs including, D.A.R.E., G.R.E.A.T. (Gang Resistance Education and Training), Civilian Police Academy, Eddie the Eagle Gun Safety Program, Police Athletic League and Programs and Police Cadet Program.

9.5 City Government

11.6 acres of land at the corner of State Route 91 and Lake Shore Blvd. are occupied by city facilities. These facilities include the city hall, which was built in 1994, the fire station, which was built in 1976, the police station, which was built in 1967 and the service garage, which was built in 1969. There is also a post office on the property, which was built in 1998, and the Boulevard of 500 Flags. There is land available to build additional facilities in the future.

9.6 Community and Senior Centers

The Eastlake JFK Senior Center is located on East 332nd Street, south of Vine Street, near the Willowick border. The Senior Center was moved from its former location by Willoughby Eastlake School Transportation Center to this former elementary school location in 2002. Eastlake also has a community Center that was built in 1974 located on the Central Park. This facility is located north of Roberts Road and is near the City Hall and other community facilities.

10 Transportation

10.1 Roads

Eastlake has 138.68 miles of local roads, all of which are paved with asphalt or concrete (Table 10.1). Eastlake is second in the county with the most amount of local roads, only Mentor has more with 225 miles. The next closest city to Eastlake is Willoughby City and they have 68.32 miles of local roads. Both Mentor and Willoughby are larger cities in land area than Eastlake. Mentor is 28.6 square miles and Willoughby is 10.21 square miles while Eastlake is 6.58 square miles. This translates to 7.9 miles of road per square mile for Mentor, 6.7 miles of road per square mile for Willoughby and 21.1 miles of road per square mile for Eastlake.

Eastlake is an incorporated community, so there are no roads that the county maintains. There are 13.18 miles of state highways. There are no federal highways in the community. Regardless of their classifications, the City of Eastlake has to maintain and plow all roads in their community.

Table 10.1 Local roads per square mile

Community	Area		Road Mileage		
	Sq. Mi.	Local	County	State	Federal
Eastlake	6.58	138.68	0	13.18	0
Mentor	28.4	225	0	30.09	7.35
Willowick	2.5	41	0	2.5	0.5
Wickliffe	4.68	43.81	0	5.2	4
Willoughby	10.21	68.32	0	12.68	6
Lake County		954.48	151.79	143.72	99.11

(Lake County Engineer)

10.2 Traffic

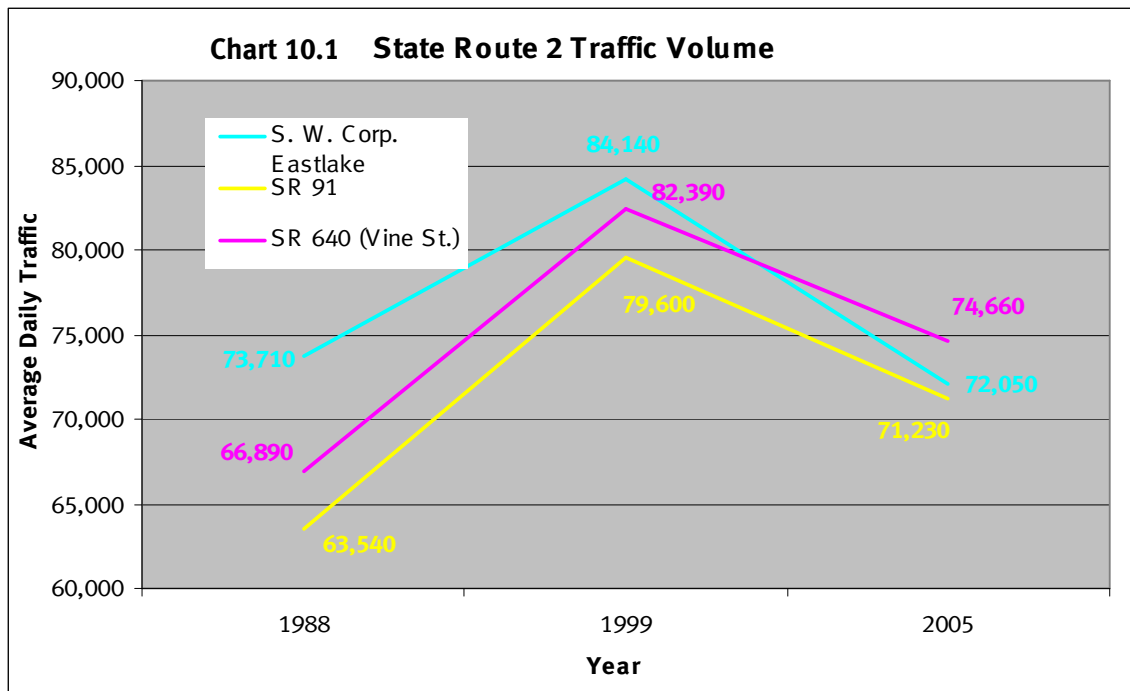
According to the Ohio Department of Transportation, average daily traffic (ADT's) counts on Eastlake's primary thoroughfares increased from 1988-1999 (Table 10.2). A close examination of the reduced 2005 ADT's indicate the impact of the major SR 2 construction project. Post construction ADT's are expected to increase once the SR 2 project is completed.

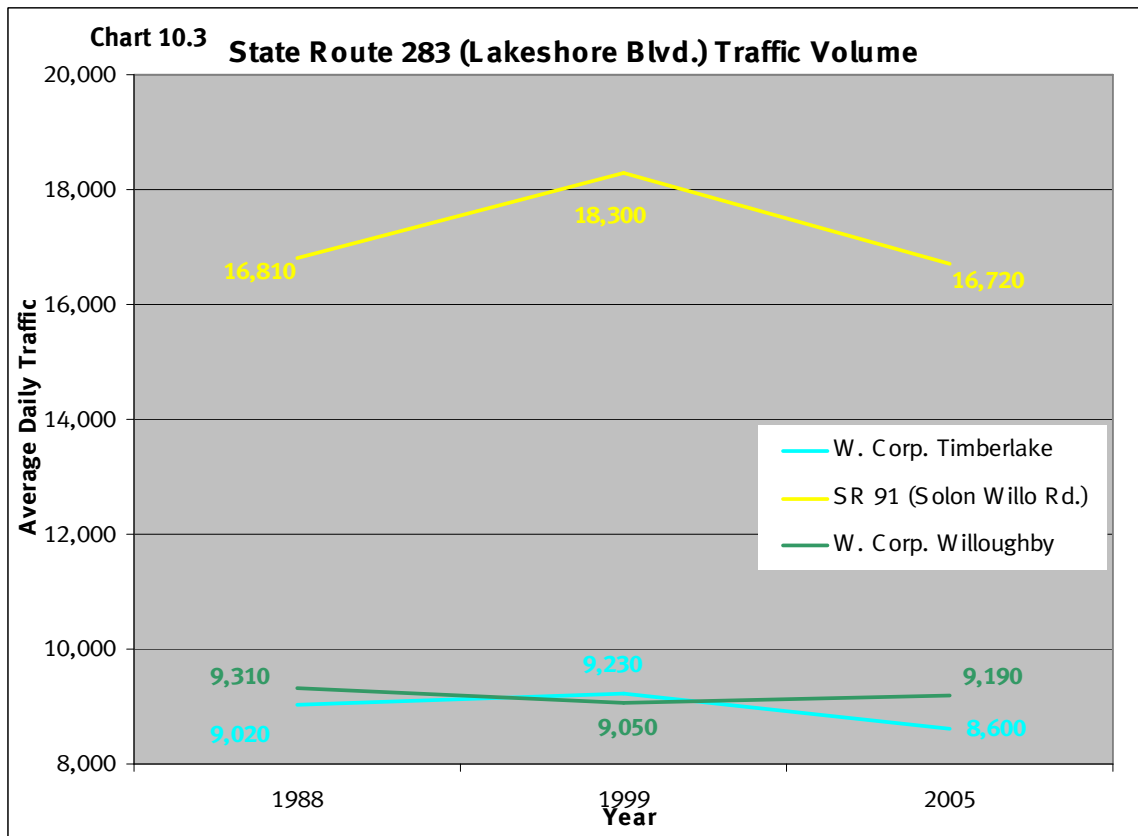
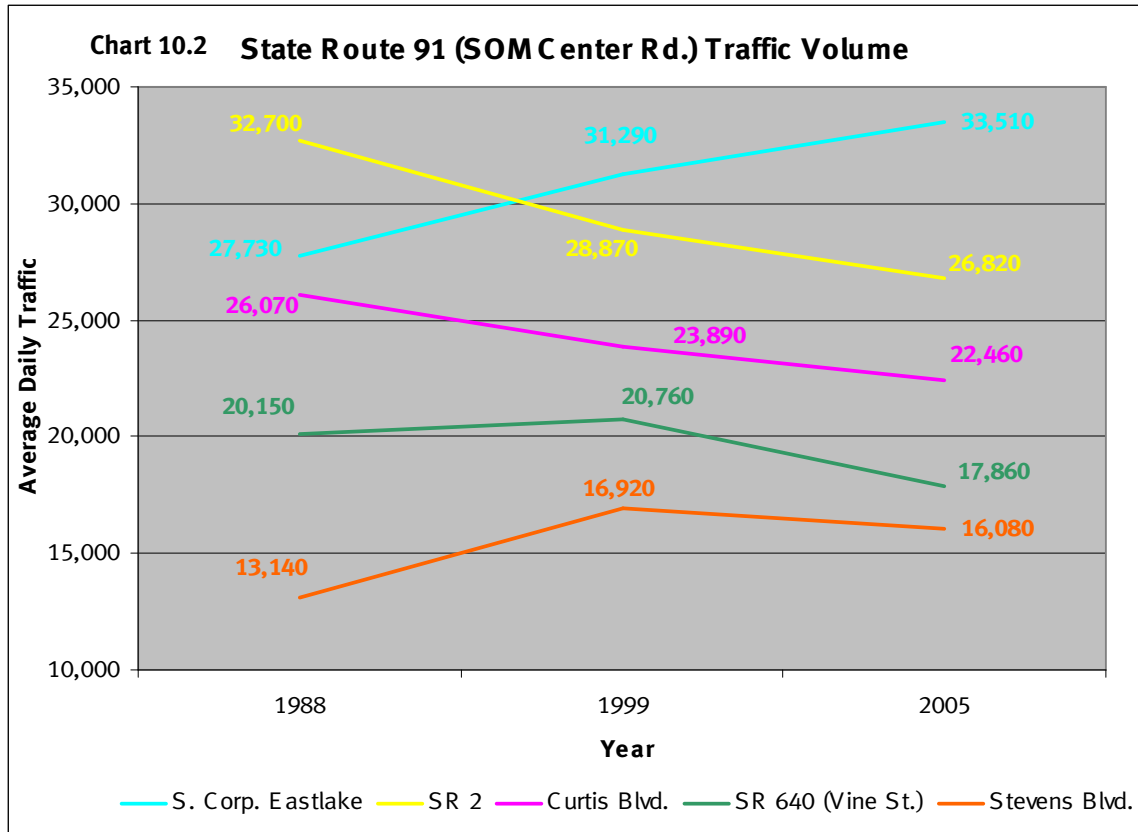
Improvements to SR 2 in the City of Eastlake were in progress at the time this plan was prepared and are expected to continue through 2010.

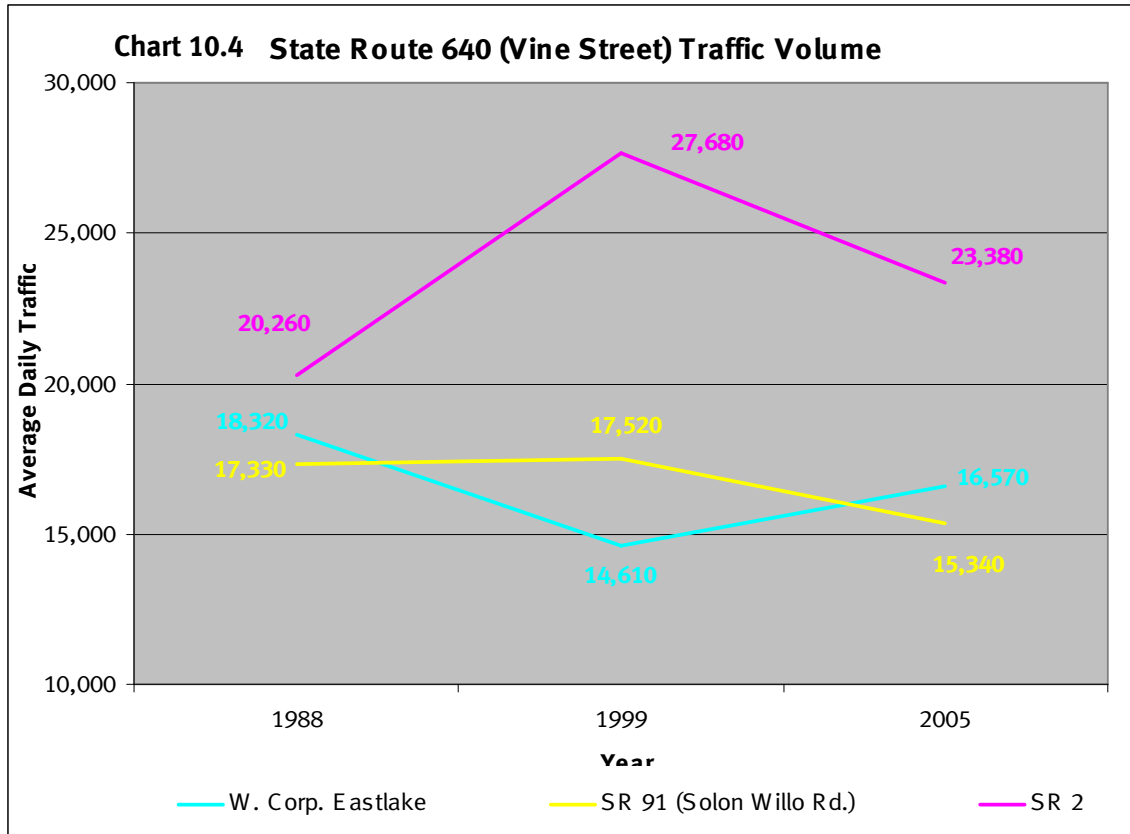
Table 10.2

<i>Section Begins</i>		<i>Total Vehicles</i>			<i>Inc/Decrease</i>
SR2		1988	1999	2005	1988-2005
U 02.22	S. W. Corp. Eastlake	73,710	84,140	72,050	-1,660
U 03.21	SR 91	63,540	79,600	71,230	7,690
U 03.99	SR 640 (Vine St.)	66,890	82,390	74,660	7,770
SR 91		1988	1999	2005	
U 04.23	S. Corp. Eastlake	27,730	31,290	33,510	5,780
U 04.56	SR 2	32,700	28,870	26,820	-5,880
U 04.77	Curtis Blvd.	26,070	23,890	22,460	-3,610
U 05.04	SR 640 (Vine St.)	20,150	20,760	17,860	-2,290
U 05.49	Stevens Blvd.	13,140	16,920	16,080	2,940
SR 283		1988	1999	2005	
U 03.27	W. Corp. Timberlake	9,020	9,230	8,600	-420
U 03.83	SR 91 (Solon Willo Rd.)	16,810	18,300	16,720	-90
U 06.79	W. Corp. Willoughby	9,310	9,050	9,190	-120
SR 640		1988	1999	2005	
U 00.95	W. Corp. Eastlake	18,320	14,610	16,570	-1,750
U 01.74	SR 91 (Solon Willo Rd.)	17,330	17,520	15,340	-1,990
U 02.35	SR 2	20,260	27,680	23,380	3,120

(Ohio Dept. of Transportation)







10.3 Rail Roads

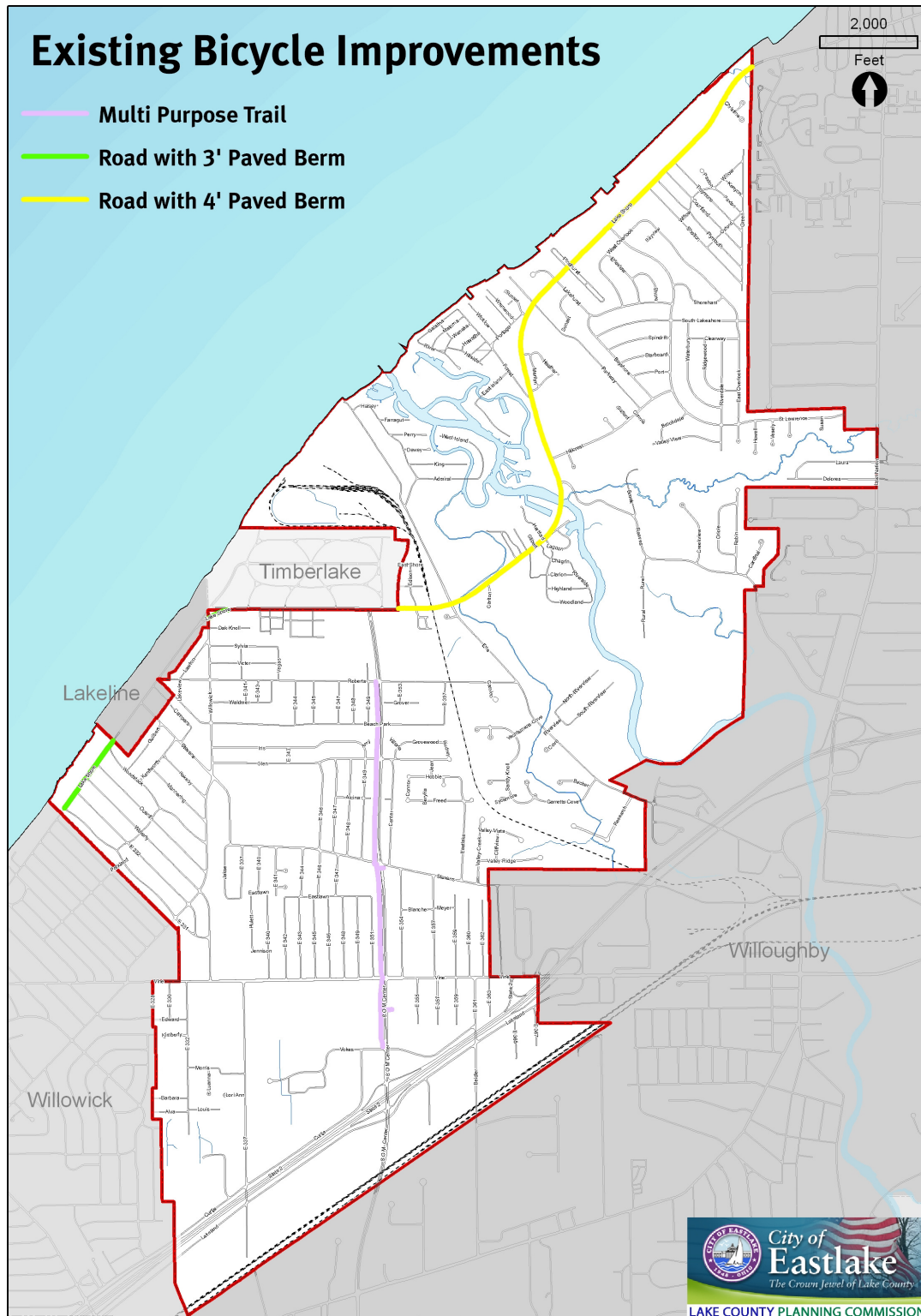
There is only one rail road line in the City of Eastlake. It is used to bring coal to the First Energy Plant. There are two rail road crossings on this line. There are lights at Roberts Road and the overpass on Lake Shore Blvd.

10.4 Bike Trails and Routes

There is a paved three foot berm along Lake Shore Blvd. from the Willowick border to State Route 91 Map 10.1). There also are four foot berms along Lake Shore Blvd. from State Route 91 to the Willoughby border. These berms are marked with white lines and not meant for automobile traffic. There is also a multi-purpose trail running along the west side of SR 91. This trail is separated from the road and the adjacent properties by fences, but this trail is connected to two pedestrian bridges, one by Stevens Blvd. and one by the Captain's Stadium.

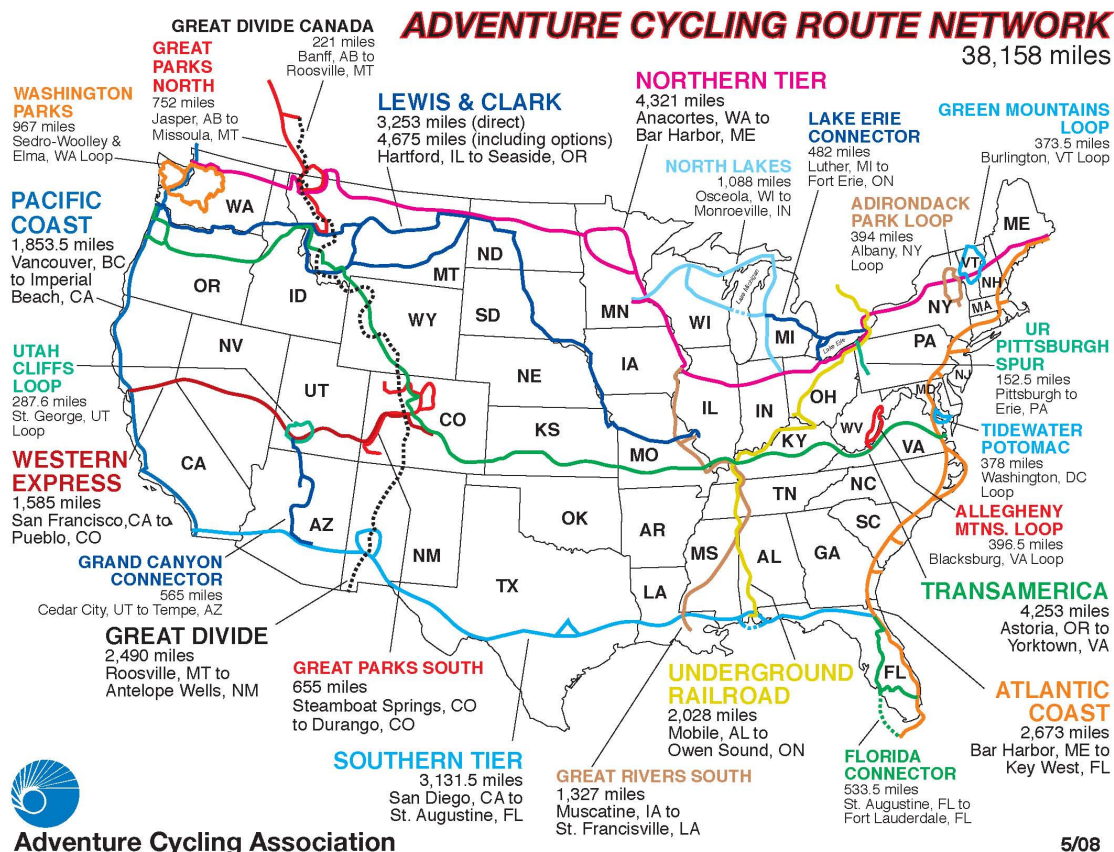
There is a proposal to connect the Eastlake multi-purpose trail with the Cleveland Metroparks North Chagrin Trail in Mayfield Village along SR 91. This project would be done in two phases, the first phase would connect to the existing trail from Mayfield Village to Euclid Avenue. It will be build a 10 foot wide multi-purpose trail in the right-of-way of SR 91. The second phase would connect from Euclid Avenue to the existing Eastlake trail.

Map 10.1: Bicycle Accommodations



Adventure Cycling Association is a nonprofit organization that inspires people of all ages to travel by bicycle for fitness, fun, and self-discovery. It was founded in 1973 and has 44,500 members nationwide. They research and produce cycling maps for our Adventure Cycling Route Network, one of the largest route networks in the world at 38,158 miles (and growing). One of their trails is the Northern Tier Trail that starts in Anacortes, WA, and ends in Bar Harbor, ME. This 4,322 mile trail runs along Lake Shore Blvd. in Eastlake.

Map 10.2: Bicycle Trails



Bicycles and public transportation: Laketran routes 1-6 provide buses with bike racks to transport personal bicycles. The Laketran commuter express does not provide bike racks to transport personal bicycles, but Laketran provides bike lockers that are available at the Madison, Mentor and Wickliffe Park-n-Rides.

10.5 Public Transportation

Laketran, the public transit agency serving Lake County, operates a Dial-a-Ride service. The service offers door-to-door, assisted transportation for all Lake County residents, including those in the City of Eastlake. Dial-a-Ride picks up users at their homes, and drops them off at work, medical appointments, or any other destination in Lake County. It also provides transportation to medical appointments at other regional medical facilities.



Dial-a-Ride is not intended for regular commuters, but rather for senior citizens and the physically disabled. It can be used as temporary transportation for those whose vehicles have broken down.

Laketran route 3 (Green Line) has stops at Surfside Apartments, Lake Shore Blvd. SR 91 and Stevens Blvd. and Willowick Dr. This bus line operates along Lake Shore Blvd., so it will provide service to the Eastlake Library, Willowick Library, Shoregate Shopping Center, Shoreway Circle Shopping Center, Lakeland Community College and Great Lakes Mall.

Connections to Laketran's Commuter Express #12 can be accessed at the Wickliffe Park-n-Ride and connections to Laketran's Commuter Express #11 to Downtown Cleveland can be accessed at Lakeland Community College. Laketran route 6 (Gold Line) has stops at Classic Park Transit Center and Vine at East 337th Street. It provides service to the Bryant and Stratton College, Wickliffe Library, Shops of Willoughby Hills, Shoregate Shopping Center, Shoreway Circle Shopping Center, Lakeland Community College and Great Lakes Mall. You can also transfer to the Route 14 commuter service to Cleveland State University and downtown Cleveland. At the time this plan was prepared, there is one bus eastbound and one bus westbound per hour on weekdays, and there is one bus eastbound and one bus westbound every two hours on the weekend.

10.6 Access management

Businesses along Vine Street usually have unfettered access to the road with many businesses often having two or more driveways or curb cuts from the street to provide access (Maps 10.3, 10.4). Many access problems are the result of poor subdivision, zoning and site planning requirements and practices in the past.

Eastlake currently has no access management policy or requirements.

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



Poor access management: Multiple access points in a short distance and continuous curb cut

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 city can address the interdependence of land division and access and add access management regulations in its zoning regulations. 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.

Driveway location and design: Driveway location and design affects the ability of a driver to safely and easily enter and exit a site. If not properly placed, exiting vehicles may be unable to see oncoming vehicles and motorists. Redundant driveways along city roads add points of conflict that make traffic patterns unpredictable, increase the risk of accidents, and contribute to traffic delays. If the turning radius and width are very wide, fast maneuvers on and off the site pose safety hazards for pedestrians, bicycles, and vehicles. Without an adequate throat or stacking lane, vehicles may block traffic while waiting to enter a site, or block parking rows while waiting to leave.

Driveway location and design can be regulated by amending parking lot design standards in the zoning code.

Driveway number and spacing: Decreasing the number of driveways and increasing their spacing can increase safety and traffic flow. Business owners sometimes believe multiple driveways offer easier, more convenient access to potential customers. However, they increase the number of conflict points along the road, and reduce the spacing between driveways. Redundant driveways increase points where traffic can back up and accidents can occur.

Map 10.3: Vine Street Driveway Access Points (West End)



Map 10.4: Vine Street Driveway Access Points (East End)



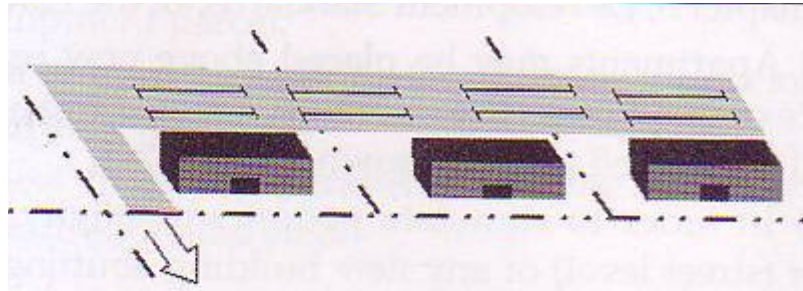
Driveway number and spacing for commercial uses should be regulated by the zoning code parking area standards. Required shared access, discussed later in this section, can also help fix problems with closely spaced and redundant driveways.

Encouraging common driveways for residential uses can reduce the number of access points on collector roads. This also has the effect of making building sites more private. Lots can be platted with more flexibly, and “bowling alley” frontage lots can be avoided, resulting in larger side yards and increased spacing between houses.

A common drive can either be permanent access easements or tracts dedicated for use as private roads. Ohio state law gives developers the right to build private streets. State law does not prohibit access easements. Covenants address maintenance of shared driveways; grading, plowing, patching and so on, along with fees.

Corner Clearance: Corner clearance is the distance from an intersection to the nearest driveway. Corner clearance standards, and restrictions on driveways in acceleration, deceleration and right turn lanes, preserve good traffic operations at intersections, and the safety and convenience of access to corner properties. Having a larger minimum lot size requirement for corner lots will protect the development potential and market value of corner properties. It will also help assure that these properties do not experience access problems as traffic volumes grow.

Joint and cross access: Joint and cross access involves connecting neighboring properties, and consolidating driveways serving more than one property. This allows vehicles to circulate between adjacent businesses without having to re-enter the road. Joint access is also used to connect major developments, reduce the number of driveways, and increase driveway spacing where highway frontage has been subdivided into small lots. This allows more intensive development of a corridor, while maintaining traffic operations and safe and convenient access to businesses.



In many communities, larger parcels are often developed as a unified site, with joint and cross access planned from the start, even if the site will be subdivided into several commercial lots. In Eastlake, land along collector arterial roads is often subdivided and developed incrementally over a long period, with no unified plan for a site. Each of the resulting lots is developed individually, with no coordination of access. The Vineyards is an example.

One way that joint access can be implemented is by prohibiting direct access to an arterial or collector road from outparcels and lots that are carved from larger lots. Instead, the owner of the original parcel must provide access rights from the old lot to the new. If the original host lot is not immediately developed, the developer of the newer lot may be allowed a temporary driveway, which would be closed when the original lot is developed. The easement or access agreement is recorded with the property records, along with a joint maintenance agreement, and an agreement to close the temporary driveway when the joint access system is complete.

As an alternative, property owners can also be required to create a binding joint access and cross easement plan before subdividing their property.

For new development on new and existing lots, access rights and stub-out drive aisles to adjacent parcels would be required by zoning resolution parking requirements, along with the appropriate access easements and/or agreements. For lots that are developed, creating stub-out driveways and recording access easements and/or agreements would be required if the business or use on the property changed, or as a condition of a building permit for major expansion or renovation.

Because access is shared, it will also be easier to share parking areas. The zoning code should be amended to allow a reduced number of parking spaces for a use if access is shared.

11 Priority Site Analysis

11.1 Introduction

In 2006, the ECDC developed the following list of economic vitality categories.

- High density / multi-family development
- Increase industrial base
- Recreational / leisure areas / preserve natural areas
- Commercial development standards
- Mixed use zoning /Town Center concept (Vine Street)
- Entertainment district
- Senior / assisted living areas)
- Education facilities (*not discussed*)

The ECDC, Lake County Planning Commission and the Chagrin River Watershed Partners examined these issues during the planning process in 2008. The following section discusses specific sites and development suggestions in the City that correspond to the categories listed above. Zoning, land use patterns, traffic volumes, market conditions and environmental variables were evaluated during the process to provide realistic and desirable recommendations to the City's decision-makers.

These sites have agreed upon design principles from the ECDC and should be considered priorities during the implementation of the plan. Action plan/Implementation strategies are discussed in Chapter 12. A generalized plan map is also provided to summarize the major recommendations of the plan.

It is important to note the applicability of the Vine Street Corridor Design Guidelines Manual (2003) as it relates to economic development. Multi-family development, mixed used zoning, and design guidelines are clearly established in the document and supplement this current comprehensive plan.

11.2 Analysis

Category 1 High density / multi-family or (assisted living)

Narrative

Eastlake is and will continue to be a predominately single family bedroom community. The initial residential pattern is typical of most post WWII suburban communities (small lot, high density single family dwelling units). The City transitioned into less dense patterns in the 1980's and 1990's in the eastern portion of the City as homebuyers desired larger homes on larger lots.

Traditional apartment style multi-family developments exist primarily along Vine Street providing a built-in customer base for adjacent businesses (Map 11.1). More recent multi-family developments are fee simple ownership and have the appearance of single family developments. (Map 11.2)

As of July 2008, approximately 3% of the land in Eastlake was classified as multi-family. Multi-family dwelling units are an important component to the physical make-up of the community as they provide housing alternatives for seniors, first time homebuyers, empty nesters and residents who desire maintenance free living.

Goal

Provide additional sites for moderate to high density residential development that support and will enhance the current land use pattern of the City.

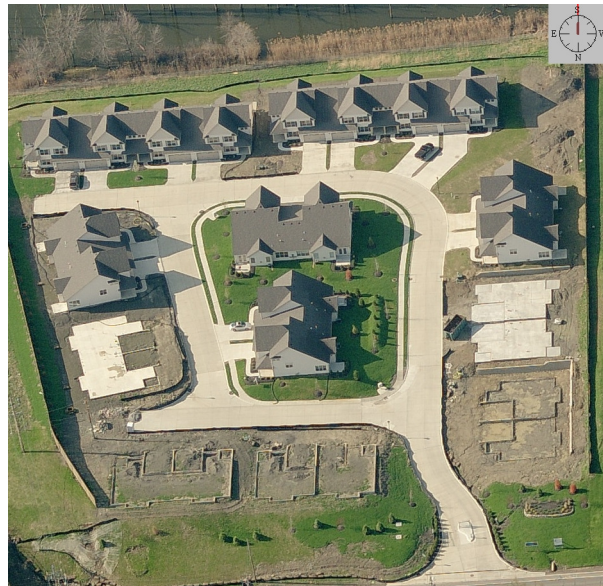
Planning principles

Traditionally, multi-family zoning serves as a 'transition' between commercial and single family land uses. More recently, residential land uses have been included into new mixed use developments or incorporated into the redevelopment of existing commercial areas. Both of these scenarios exist in Eastlake.

Map 11.1: Traditional Multi-Family Units



Map 11.2: Current Multi-Family Development



In areas with unique environmental attributes, increased density is achieved through the preservation of a percentage of open space based on provisions of the ordinance (wetlands, steep slopes, riparian).

Additional considerations for appropriate multi-family/high density residential development should include:

- Proximity to public transit
- Public infrastructure capacity
- Impact of surrounding land use pattern (noise, traffic, storm water)
- Impact on environmental features
- Access to arterials/collector roads to minimize traffic volumes on local residential streets.

Suggested locations

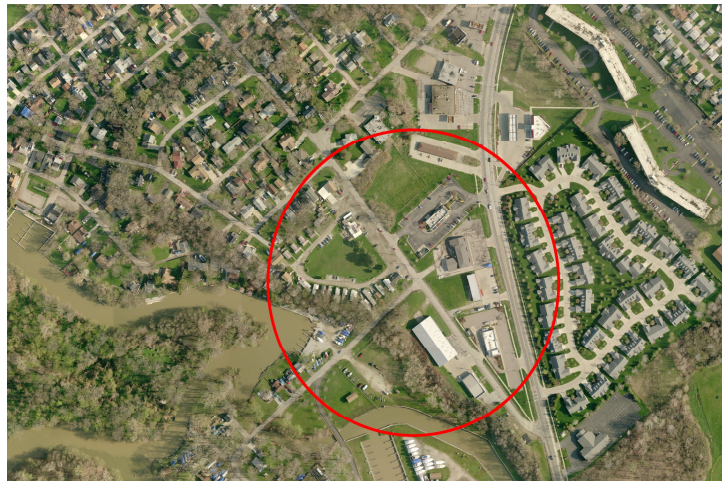
1. Lakeshore Blvd. ridge area

The 1991 Plan (not adopted) and 2005 Coastal Development Plan identified this area as suitable for multi-family development, preferably fee simple condominiums (Map 11.3).

The surrounding land use pattern and permissive zoning provide a real opportunity to create a new area of desirable waterfront living (Map 11.4).

The current zoning LS-DD, does allow for townhomes at a density of five units per acre. Potential density increases may be considered if preservation of the hillside areas is required. Developers must evaluate the site with due considerations of the topography and floodplain areas in the Valley.

Map 11.3: Lakeshore Blvd./Forest Drive Area



Current zoning	LS-DD, Lakeshore Development
Permitted use	Yes
Previous plans	1991/2005 planning documents indicate residential uses while capitalizing on natural features, viewshed and aesthetic appeal of area (Map 11.4)
PCA/PDA	PDA
Code requirements	Currently permitted
Desired use	Residential
Other site considerations	Evaluate steep slope and floodplain areas during design review. Encourage public access to the river front as part of site plan review process (Map 11.5). This may be achieved with an agreement to allow a higher density. Consider a reduction in the amount of businesses permitted uses which may dilute the intent of the LS-DD.

Map 11.4: Conceptual Development along Lakeshore Blvd.



Map 11.5: Conceptual Waterfront Boardwalk / development



Map 11.6: Conceptual Bluff Edge Development

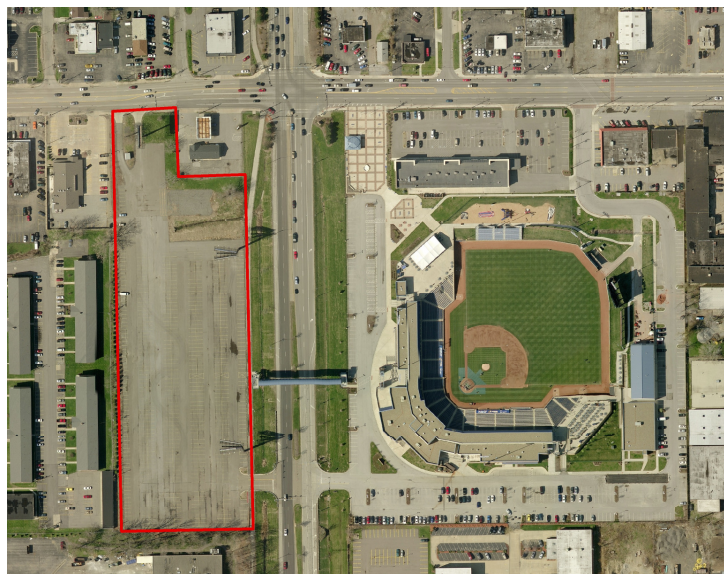


2. Classic Park parking lot (potential component of mixed use development *see Map 11.39*)

Map 11.7: Classic Park Parking Lot (red)

The location of this six acre site (proximity to Classic Park/SR 2/Vine Street) and lack of development obstacles provide the best opportunity for mixed use development (Map 11.7). While the site is well suited for commercial/office, future development programs should consider a high density multi-family component to compliment future businesses.

This area is currently zoned B-1 and does not permit residential uses. The site also provides the majority of the parking for Classic Park, fulfilling a legal agreement between the organization and City.



Current zoning	B-1, Retail Business
Permitted use	No
Previous plans	1991- identified as a part of commercial, multi-family and office space 2003-expand economic impact of the stadium by maximizing development opportunity, promote higher density of site (include residential)
PCA/PDA	PDA
Code requirements	Existing B-1 permitted uses would need to permit residential uses or a new mixed used zone or overlay zone could be established.
Desired use	Mixed use development with high density multi-family element component
Other site considerations	Parking provisions for Classic Park will need to be modified. The creation of a parking deck on site may be a consideration for events and onsite development.

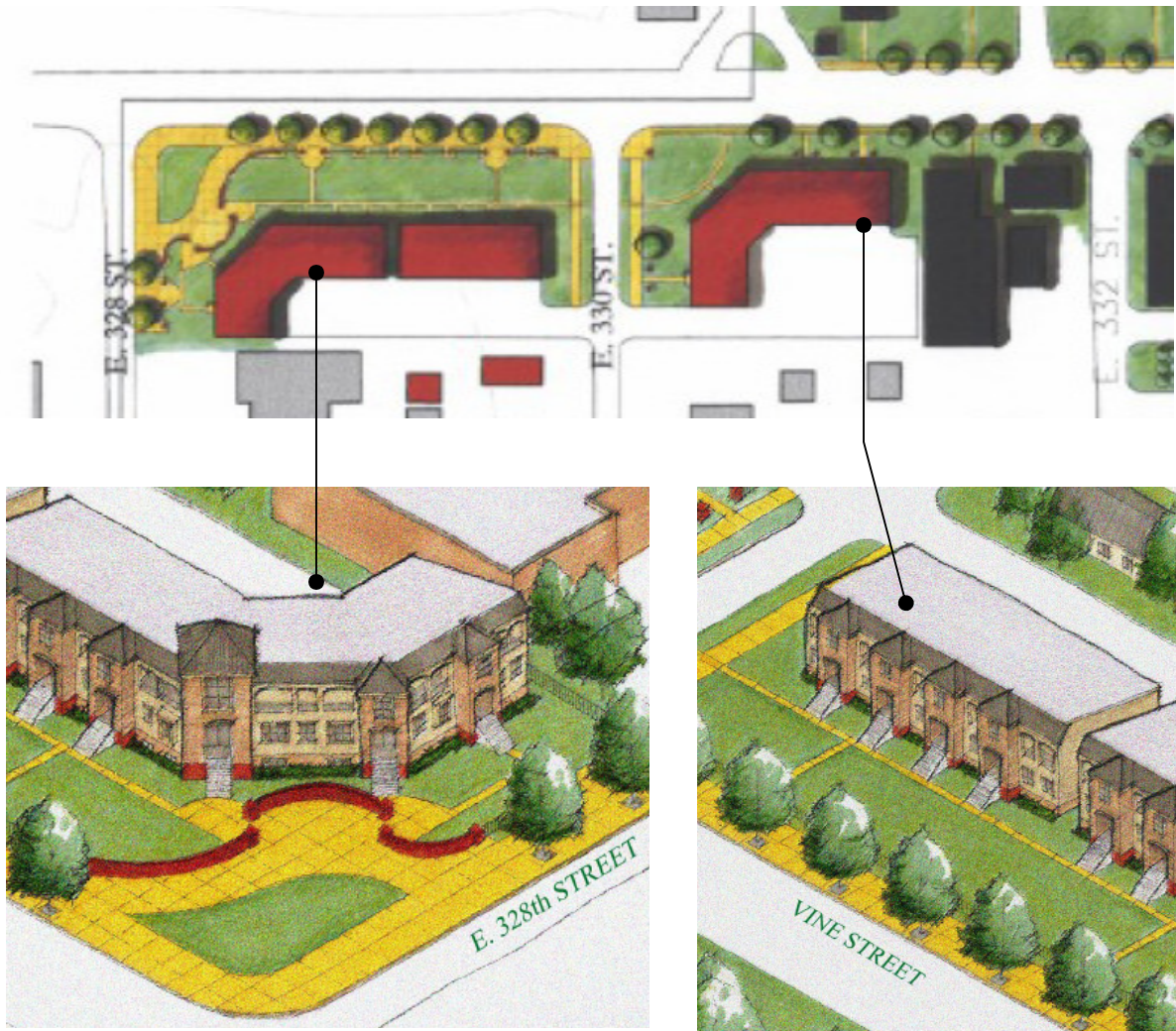
3. South side of Vine Street (opposite Waverly Rd.)

Multi-family development was programmed for this area (Gateway Village) in the Vine Street 2020 plan (Map 11.8). *“This district creates a residential entry to the Vine Street corridor from Willowick on the west. It builds on the current concentration of apartments and single family homes in the area by encouraging further residential development at a higher density, in townhomes, garden apartments and condominiums.* This land use is still appropriate.

Senior care uses are encouraged and remain appropriate on the north side of Vine Street in between Hulett and Waverly.

Current zoning	B-1,-Retail Business, R-MF-Multi-family
Permitted use	Yes
Previous plans	1991- identified as a part of commercial, multi-family and office space 2003- multi-family
PCA/PDA	PDA
Code requirements	Existing B-1 permitted uses would need to permit residential uses or a new mixed used zone or overlay zone could be established.
Desired use	High density multi-family component
Other site considerations	Existing structures, businesses, reduced parking requirements, reduced setbacks.

Map 11.8: Multi-Family Units Along Vine Street (red).



4. North side of Vine Street (between Jennison and SR 91)

As part the need to provide larger areas of B-1 zoning, ECDC discussed an extension of Jennison Drive to SR 91 and increasing the depth of the B-1 zone to this new area (Map 11.9). Should this occur, new multi-family, preferably condominiums, could serve as the transition land use between potential new commercial and existing single family residential (Map 11.10).

Map 11.9: Jennison Drive Extension (Multi-family area)



Current zoning	R-60, Single Family
Permitted use	No
Previous plans	1991- identified as a part of commercial, multi-family and office space 2003-expand economic impact of the stadium by maximizing development opportunity, promote higher density of site (include residential)
PCA/PDA	PDA
Code requirements	An overlay zone should be created to permit row style condominium style development in commercial areas.
Desired use	Mixed use development with a compatible density to single family to north
Other site considerations	Feasibility of Jennison Drive extension should be examined

Map 11.10: Conceptual Multi-family Condominiums for Jennison Drive

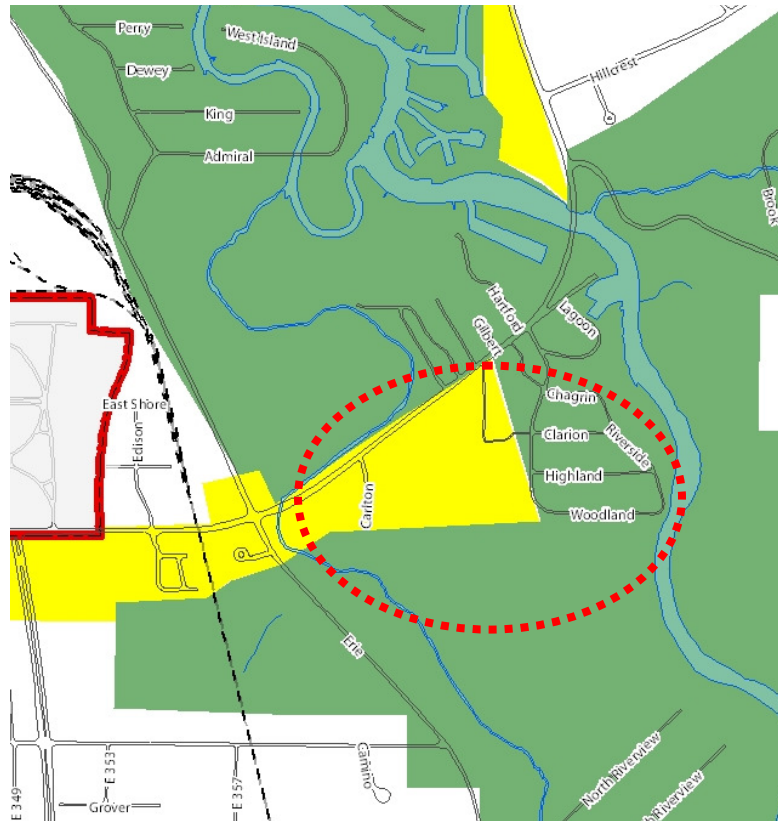


5. Woodlands Area

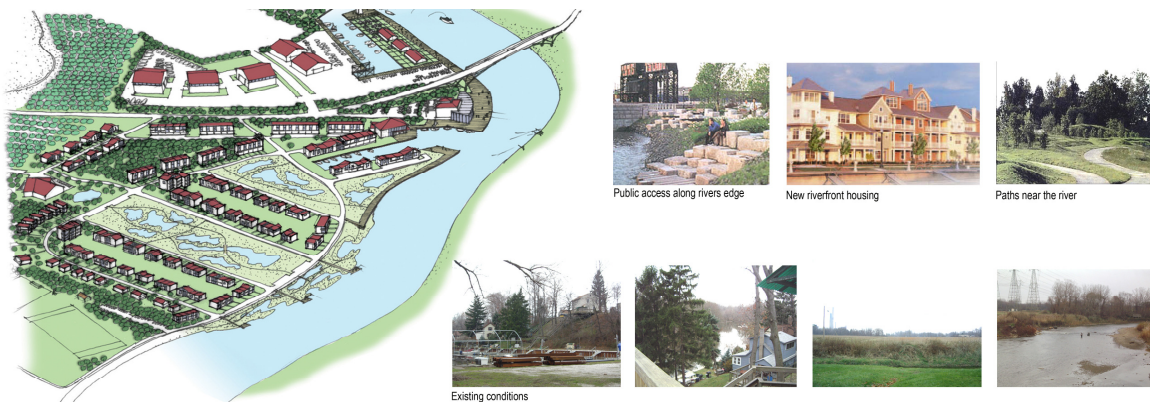
The amount of vacant property and proximity to the Chagrin River make this an extremely attractive area for development. Site limitations include lack of sanitary sewer and the significant amount of floodplain and floodway in the area. The City (as noted in Chapter 8) should update their floodplain building regulations to ensure safe development patterns in the future. This plan does not recommend the prohibition of development in this area, but stresses the environmental constraints that must be properly addressed to achieve a safe, sustainable development (Maps 11.11, 11.12).

Current zoning	R-60 (Single Family), LS-DD (Lakeshore Development)
Permitted use	No in R-60, Yes in LS-DD
Previous plans	1991- Park / Marina Development Area 2003-n/a 2004 Coastal Plan- residential with riparian setback
PCA/PDA	PDA (yellow on map) / PCA (green on map)
Code requirements	An overlay zone should be created to permit residential uses with required open space and riparian protection measures.
Desired use	Residential in PDA's with open space component in PCA. Consider mixed use trail along river as part of linkage between Chagrin River Park and Lake Erie.
Other site considerations	Floodplain/floodway area, lack of sanitary sewer

**Map 11.11: PCA/PDA Map of Woodlands Area (red circle)
(Yellow – PDA) (Green = PCA)**



Map 11.12: Conceptual Development Pattern of Woodlands Area



Category 2 Increase Industrial Base

Narrative

Eastlake continues to maintain an active industrial base. The July 2008 land use map indicates approximately 8% of the land used as industrial/manufacturing. The vast majority of these uses are located along the SR 2 corridor with concentrations of medium to large employers located on Curtis Blvd., Lakeland Blvd. and Vokes Drive. Small to medium sized businesses are located on smaller lots along East 357th, 359th, 361st and 363rd Streets. A smaller node is emerging on Research Drive, off Erie Rd., in the southeastern portion of the city. Estimates vary, but according to the US Census, approximately 29% of Eastlake's residents are employed in the manufacturing sector.

Goal

Provide additional areas for industrial/manufacturing development and evaluate existing zoning parameters in comparison to industry needs.

Planning principles

Today's manufacturing/industrial practices are vastly different than those of the post WWII era. As opposed to smokestack industries, these sectors identify themselves as clean businesses with a focus on CNC machinery, medical supplies and biosciences. As such, new businesses may not require the large development standards (lot size, frontage) found in Eastlake's code.

Suggested locations

1. JFK area (new growth)

The ECDC identified the JFK site as the primary location for a new light manufacturing / office park (Map 11.13). The initial focus was the 11 acre parcel owned by the City, but the study area was expanded to include the 20 acre parcel owned by the Willoughby-Eastlake School District and the adjacent parcels to create a total development opportunity of approximately 45 acres (shown in red).

During the planning process, staff and the ECDC performed a site analysis with different proposed

Map 11.13: JFK Study Area



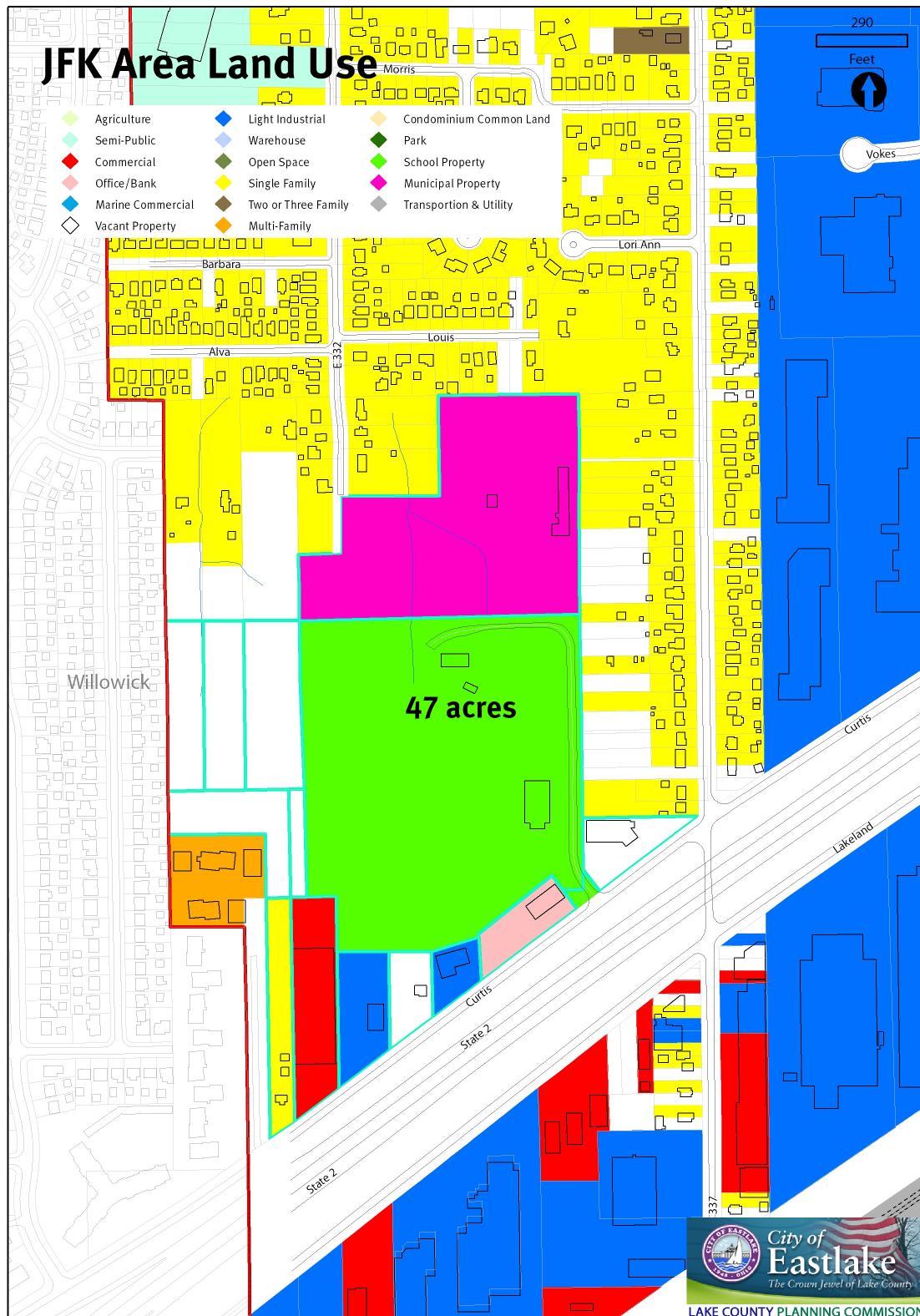
land uses ranging from educational to industrial. Regardless of the eventual use of the site, the following issues must be addressed:

- Buffering against existing adjacent residential land use (11.15).
 - As shown in the map below, the site is bordered by single family land use to the north, west and east. Proper landscape buffer strategies must be incorporated into future non-residential developments of the site. The City should create a new landscape ordinance as noted in Chapter 4.
- Potential land constraints
 - This site was a Cold War Era NIKE missile defense site. After decommissioning, it has been used as the bus garage for the Willoughby-Eastlake School District. Existing areas of the site may only be suitable for parking areas in future development plans.
 - The City should consider proactive site development steps to produce a “shovel ready” site for potential developers.
- Access to the City owned parcel
 - If development occurs in phases, the City owned parcel must find a dedicated ingress/egress point to Curtis Blvd. This plan does not encourage through traffic in residential neighborhoods.
- Zoning (Map 11.14)
 - The city’s parcel is currently zoned S-1, Suburban ‘1’. No business type uses are permitted in this zone. This zone must be changed for economic development to occur. Without creating a new zone, the existing M-1 (Industrial Park) may be the most appropriate choice. Minimum lot sizes should be reduced to accommodate emerging businesses that may not require 3 acre parcels.

Map 11.14: JFK Study Area Zoning



Map 11.15: JFK Study Area Land Use
 (Yellow = residential / Green = School / White = Vacant, Blue = Light Industrial)



The following matrix shows the existing conditions analysis of the site performed by staff and the ECDC. Noting the variables above and understanding that owners of commercial and industrial properties pay more in taxes than it costs to provide services to the properties, it was agreed upon by the committee that the site should be actively and aggressively planned more for office and industrial park land uses as opposed to other options discussed (residential, senior care, educational, civic) (Map 11.16).

JFK (Area) Parcel Analysis

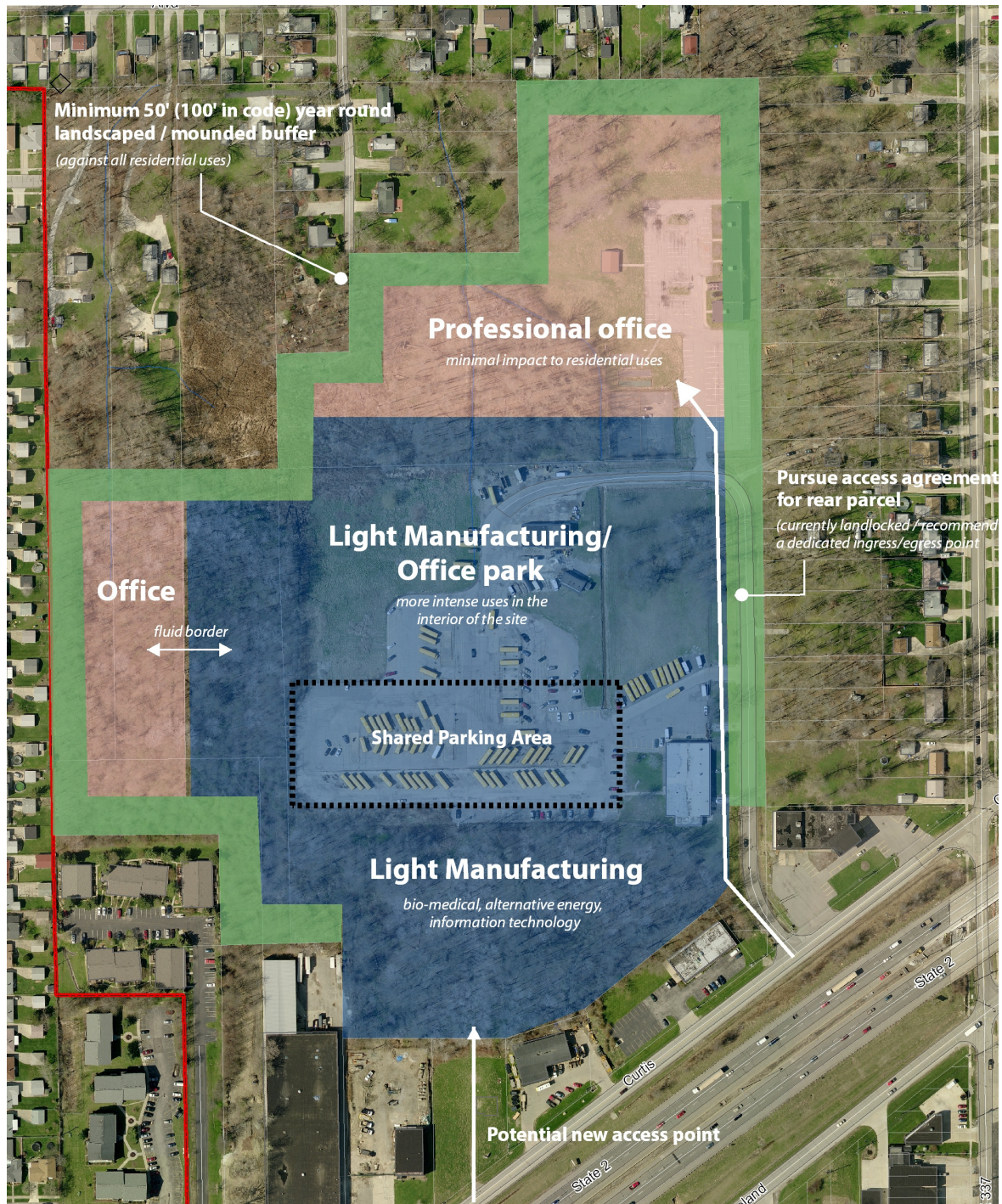
Size: 47 acres
 Frontage: 1,700'
 Zones: 10.87 Acres S-1, 29.44 Acres M-1, 6.59 M-2

A. CURRENT CONDITIONS

Pros	Neutral	Cons
- size (S-1)	- visibility (marketability)	- wetlands
- east 332 access (S-1)	- hydrology (streams)	- access to interchange
- zoning districts do not need to be changed	- one acre zoning (S-1)	- potential land use conflicts
-Sewer and water	- possible school facilities relocation cost	- potential NIKE remediation
		- potential building demolition
		- limited uses in M-1 and many uses are outdated
		- limited uses in M-2
		- existing M-2 frontage lots not feasible for practical use of site.
		- S-1 lot size is not consistent with surrounding density

Current zoning	S-1, M-1, M-2
Permitted use	Yes (M-1, M-2) / No (S-1)
Previous plans	1991- identified as a future park 2003- n/a
PCA/PDA	PDA
Code requirements	A zoning change will be required for at least the city owned parcel. The M-1 zone is recommended with reduced lot size/frontage requirements.
Desired use	Manufacturing/office/technology park to support medium sizes businesses with focus on health care technologies, bio-medical and alternative energy. Office parks would also be acceptable.
Other site considerations	Dedicated access to city owned parcel. Potential site restrictions due to historic land use. Surrounding residential land uses.

Map 11.16: JFK Study Area Proposed Zoning Strategy



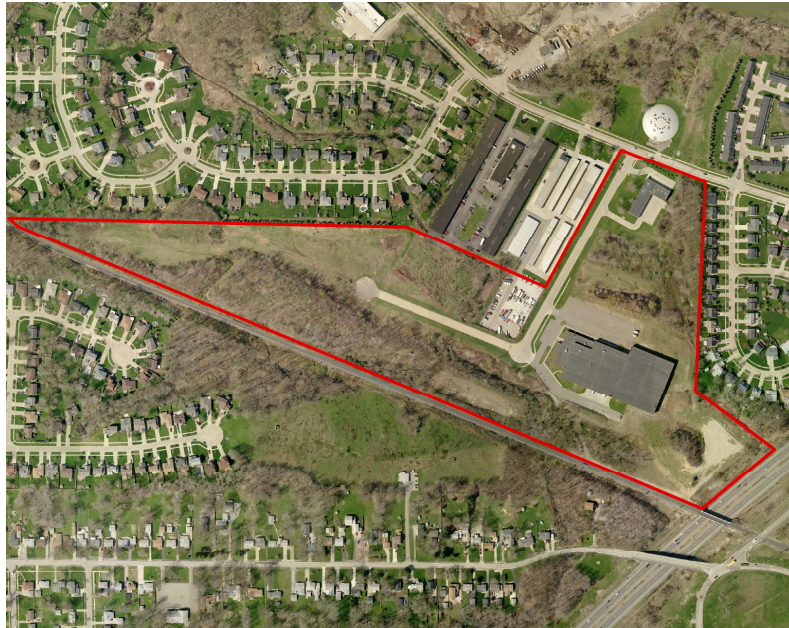
2. Research Drive

Research Drive is a small industrial park located in the southeast portion of the City (Map 11.17). Large vacant areas remain, but local drainage and the existing flood zone must be considered when locating new businesses in the industrial park.

In order to more actively promote this area, the City should consider:

- Reducing the minimum lot size of new businesses from 3 acres to 1 acre.
- Reducing the required frontage from 150' to 100'.
- Working with private landowners to reduce the drainage issues during high volume rain events utilizing best management practices.

Map 11.17: Research Drive Industrial Park (red)



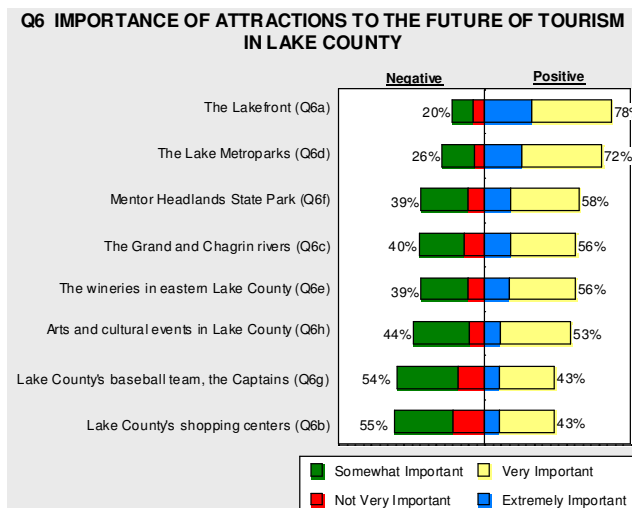
Category 3 Recreation / leisure areas / preserve natural areas

Narrative

Open space and recreational areas are vital components to the physical make-up of a community. Eastlake is in a unique position with the Chagrin River and Lake Erie. In 2008, approximately 220 acres (6%) was classified as park lands. Additional recreational areas include local school playground/field facilities, the port authority boat launch and to a lesser degree, Classic Park.

Eastlake, Lake County and the entire Great Lakes region are beginning to capitalize on the natural and economic advantages provided by these natural features. Recreational trends indentified during the 2006 Lakeland Community College Economic Development Strategy include:

- Renewed interest in waterfront recreation, public access and preservation (rivers / lakes)
- More active adult / senior demographic (hiking, biking, canoeing, etc.)
- Use of recreation as tourist / economic driver
- Demand for bicycle accommodations (trails and right-of-way usage)
- Demand for camping / cabin rentals (lakefront)
- Increased demand for motorized (ATV, motorcycles, snowmobiles) recreational areas while balancing actual (or perceived) user conflicts and environmental damages



While local revenues are nearly impossible to generate, the following numbers detail the value of recreation, notably Lake Erie.

- Tourism delivers direct revenue, local taxes, state taxes and jobs.
- **\$8.7 billion** in direct sales*
- Employs **146,800 people** in tourism-related businesses*
- Generates **\$386 million in state tax revenue***
- Generates another **\$229 million in local tax revenues***

- **Beach visitors spend approximately \$20 million per year**, with 50% of these dollars spent in local Lake Erie communities **

- **Ohio anglers along Lake Erie spend approximately \$300 million each year*****

Lake Erie Tourism Economic Impact Report, Longwoods International/Rovelstad and Associates, 2005, economic impact study of tourism in Ashtabula, Lake, Cuyahoga, Lorain, Erie, Ottawa and Lucas counties.

*** The Economics of Lake Erie Beach Users 1998, OSU Ohio Sea Grant*

**** ODNR Division of Wildlife and American Sportfishing Association*

Goal

Provide increased opportunities for recreational activities in the City, predominately along the waterfronts, and link existing amenities along the Chagrin River corridor to create a destination based economic asset.

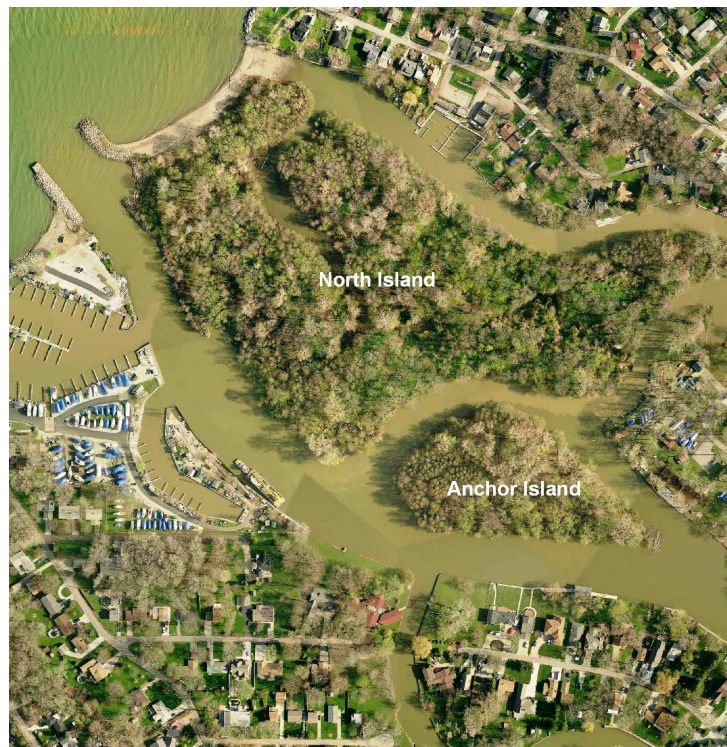
Planning principles / Suggested locations

The following guidelines established in the Lake County Coastal Plan are applicable for this plan. They include:

- Preservation of Chagrin River islands as a nature preserve. These privately owned islands should be purchased and preserved as public land, protecting the native vegetation and wildlife and allowing for limited pedestrian access via a footbridge from WestIsland Drive. Minimally invasive raised walkways and interpretative signage could be installed on the island to enable people to explore the islands without disturbing the natural setting (Map 11.19).

- Increased public access to Lake Erie and the Chagrin River corridor.

Map 11.19: Chagrin River Islands (near mouth)



- Creation of a barrier island out of dredge tailings to provide wildlife habitat and a fish breeding area, and to establish a safe harbor area for boaters (Map 11.20).

Map 11.20: Protected Safe Harbor and Potential Fishing Pier



- Extending the pier out into the lake to create more public space at the water's edge and allowing for the addition of transient docks. The extended pier could include small shelters to enhance the enjoyment of the lake in inclement weather. The pier extension must be designed not to affect the water intake infrastructure of the First Energy facility (Map 11.21).

Map 11.21: Conceptual Fishing Pier (Erie Rd.)



- A look-out tower at the river's edge that would provide views of the islands and the lake.

Additional recommended strategies:

- The Chagrin River Park attracts over 200,000 visitors annually. The City should continue to work with Lake Metroparks, Eastlake Port Authority and other agencies to

link the Chagrin River Park to the river islands and ultimately Lake Erie (Map 11.22). Ultimately, this waterfront trail could be linked with a potential trail in Willoughby linking Lake Erie to Daniels Park. Trail connections from Ward Creek (east) and the Syracuse property (east) is recommended over the long-term

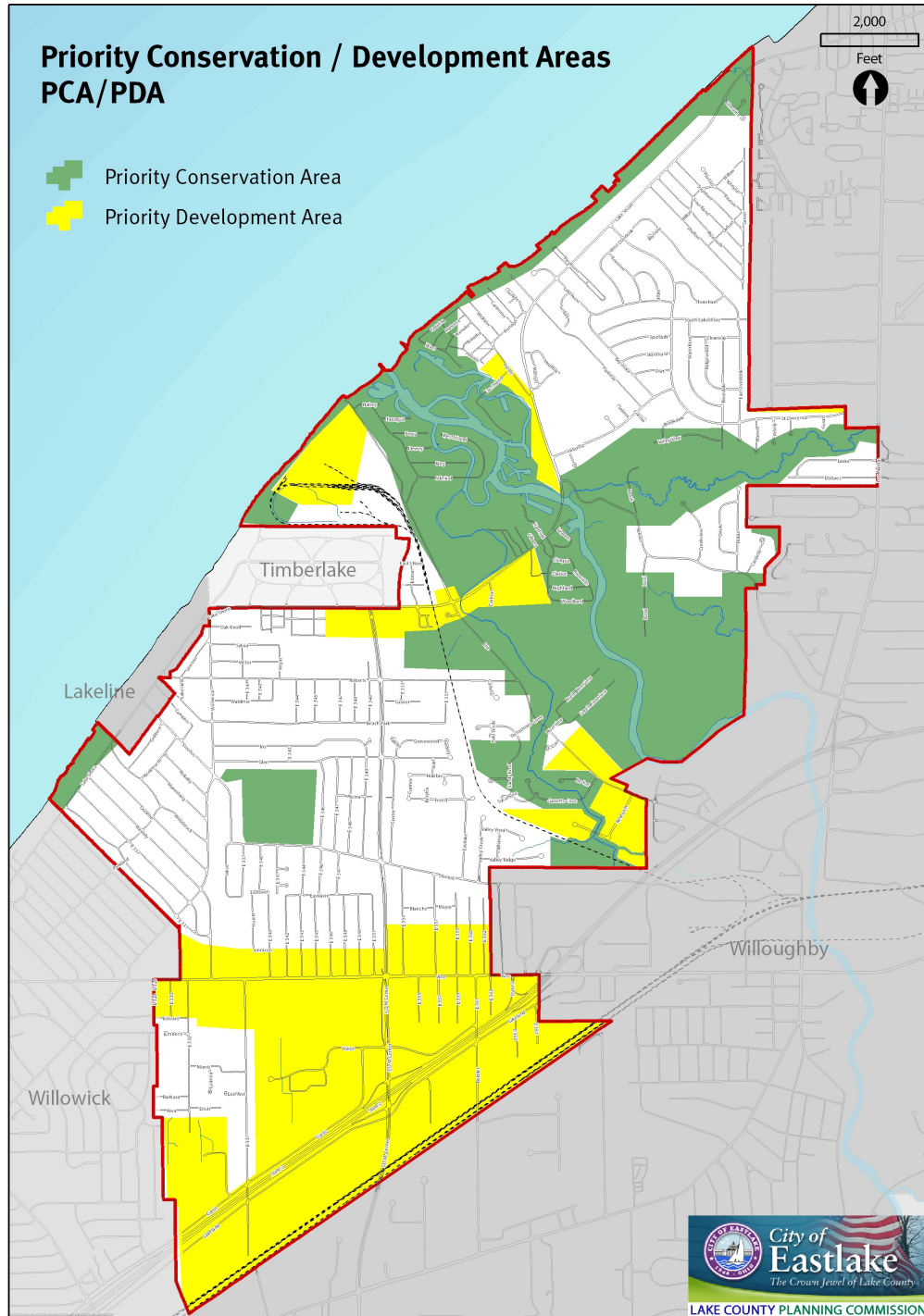
Map 11.22: Proposed River Trail Linkages



- Consider usable open space requirements in future residential developments. Required side/ rear yard setbacks and property line/project boundaries should not be counted as usable open space. Open space shall be centrally located and/or protect environmentally significant attributes of the site including riparian corridors, steep slopes, floodplains and timber stands.

- Development restrictions in environmentally sensitive areas and PCAs during the site plan review of future development (Map 11.23). Tools available include land purchase, conservation zoning, floodplain ordinances and riparian setbacks.

Map 11.23: Priority Conservation and Development Areas



- Facilitate proactive partners with conservation and funding agencies. Conservation and planning has evolved into a team-oriented mission. The following partners will allow for greater success in achieving conservation goals of the city.
 - Port Authority of Eastlake
 - Lake County Soil and Water Conservation District
 - Chagrin River Watershed Partners, Inc.
 - Ohio Department of Natural Resources
 - Cleveland Museum of Natural History
 - Trust For Public Lands
 - Lake Metroparks
- Encourage riparian setbacks along designated watercourses using setbacks established by the CRWP, Inc.
- Incorporate flood damage reduction measures into the building code (see pp. 83-86). These include:
 - Two foot freeboard
 - Cumulative Substantial Damage and Substantial Improvement
 - Fill Restrictions
 - Foundation Design

Category 4 Commercial Development Standards

Narrative

Commercial design standards are becoming commonplace in community zoning ordinances. Architectural Board guidelines are found in Section 1305 of the City ordinance, but there are no specific regulations governing the appearance of commercial or industrial development.

Structural appearance and overall aesthetics are important components to create a viable business area. Most commercial and industrial buildings in the City are designed with the lowest cost as the primary consideration, and usually have a very utilitarian appearance (Map 11.24). The fact that land is cheaper, businesses have less money to invest in a structure, or that incomes are lower than in more affluent suburbs are not justifiable excuses for poor architectural design.

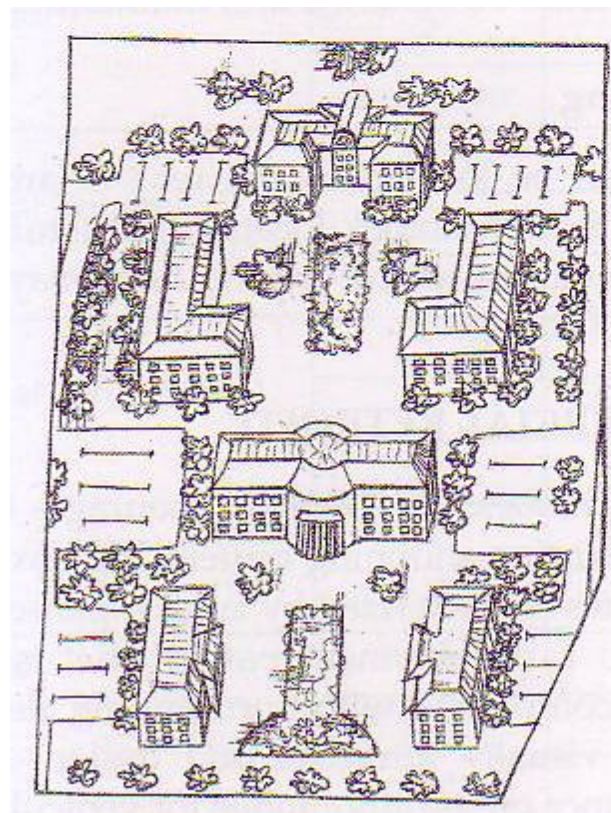
Map 11.24: Vineyards Shopping Center



Building orientation, traffic considerations and landscaping are also important components to successful commercial development projects (Map 11.25).

The Vine Street 2020 plan prepared for Eastlake is an excellent resource for the city to use as a model for design guidelines.

Map 11.25: Mixed Use Town Center Development



Goal

Establish clear and fair design standards for future commercial development and redevelopment activities, thereby improving the image and appearance of the city center.

Planning principles

Design Standards are an effective tool to help shape the appearance and function of the built environment. Design guidelines should contain appropriate examples and graphics to accurately portray the style and type of commercial development desired by Eastlake. The standards

should be flexible enough to accommodate small-scale retail and big box development. Regardless of scope, all projects should consider the following:

- Surrounding neighborhood: developments should contribute to and enhance the area by respecting the scale, proportion and architecture of an area.
- Improve vehicular / pedestrian circulation between project site and adjacent land uses
- Minimize impact of visual character, noise and light.
- Environmentally sensitive development practices (bio-swales, renewable energy (wind/solar), pervious pavement)

Eastlake should consider a new site plan review amendment to the zoning ordinance to promote efficient and safe use of land and require increased standards for project layout and design. To the extent possible, the site plan review process should be completed in a timely manner as to not hinder new business starts. The development community is 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.

Suggested modifications

Design guidelines should be incorporated into Part 11 or Part 13 of the ordinance and include:

Building mass/orientation

- Prohibit large simple building footprints; require variations in the footprint that are not superficial.
- In addition to standard setback provisions, buildings should take into consideration the context of the entire commercial area, location of adjacent uses and location of major traffic generators.
- Buildings with plazas or angled corners are encouraged at corner locations.
- Placement of buildings should facilitate and encourage pedestrian activity and provide a visual link to the street and sidewalks (Map 11.26).
- Buildings and main entrances should be oriented toward the primary street frontage.

**Map 11.26: Building Façade(s)
Using Design Guidelines**



Exterior walls (Map 11.27)

- Materials: brick, stone, or a combination of masonry materials and wood. Metal pre-fabricated structures should not be permitted.
- Pattern: require repeating, offset, reveal, pilaster, projecting ribs, fenestration patterns, piers, color change, texture change, material module change.
- Base: require recognizable wainscot.
- 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

**Map 11.27: Building Façade(s)
Using Design Guidelines (continued)**



Building colors

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

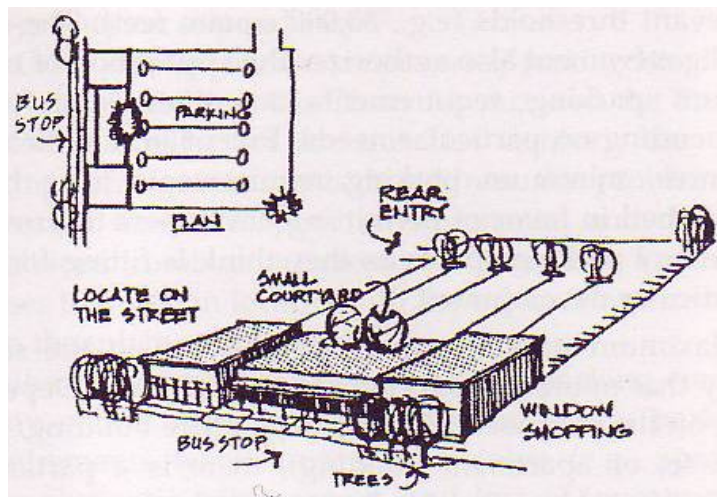
Gas station canopies

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

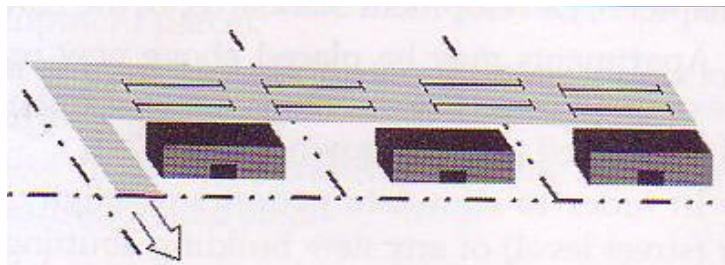
Parking (Maps 11.28, 11.29)

- Encourage parking to the rear of structures or in centralized locations of retail shopping centers.
- Encourage pedestrian accommodations from parking area to structures. Design parking areas so pedestrians travel parallel to moving vehicles.
- Should be designed with a clear hierarchy of circulation.
- Should include proper interior and perimeter landscaping treatment. Proper interior landscaping can assist with traffic circulation patterns.
- Encourage shared parking and access between adjacent businesses to reduce the amount of curb cuts onto major streets.

Map 11.28: Commercial Parking Layout (*parking in rear, building oriented close to right-of-way*)



Map 11.29: Shared Parking Example



Category 5 Mixed Use Zoning / Town Center Concept (Entertainment District)

Narrative

Communities, including Eastlake, have traditionally separated land uses via three primary zoning schemes: residential, commercial and industrial. This strategy has resulted in 'islands of development types, vast tracts of residential developments separated from commercial and office areas. Referred to as Euclidean zoning, this method has lost some of its applicability with today's land use planning tools, most notably mixed use zoning and town center development.

Map 11.30: Conceptual Town Center (Main Street)



Mixed use zoning, as defined by the Ohio Planning Conference, is “zoning that allows for a mixture of uses within the same district.” This provision is typically necessary to create Town Center areas of a City (Map 11.30). Other tools include Planned Unit Developments and Overlay Zones, both of which can provide for a mixture of land uses on a single development plan.

Eastlake's LS-DD (Lakeshore Development) district does provide for a potential mix of land uses but lacks the development controls necessary to complete the town center approach.

Goal

Create innovative planning and zoning tools to address emerging development and /or redevelopment trends in the City. This includes small-scale town centers, mixed used neighborhoods and infill development on commercial greyfields.

Planning Principles

Mixed-used zoning is often found in urban core areas (Cleveland) and small community downtown areas (Willoughby, Madison Village, Hudson, Chagrin Falls). Over the past decade, suburban communities have successfully adopted modified versions of mixed-used zoning in an attempt to provide similar town center development patterns. Examples can be found in Hudson, Columbus, Westlake, Lyndhurst and Green (near Dayton).

General characteristics of mixed-use zoning include:

- Permissive ordinances that allows residential (typically at a higher density than found in the community), business and recreational uses on a single development plan.
- Elevated design standards to create a unique sense of place.
- Accommodations for pedestrian mobility throughout development.
- Increased building height standards to create buildings with unique character.
- Relaxed setback and parking provisions

Mixed use zoning can be achieved in multiple ways. According to “A Guide to Ohio Planning,” overlay zoning and special districts are two techniques commonly used in Ohio. Overlay zoning creates a district that is applied to a specific geographic area to achieve a particular goal. In Eastlake, a town center is envisioned along Vine Street. Overlay zoning would be an appropriate tool. For example, the B-1 uses would be permitted under the baseline zoning, but certain residential uses and a specific set of design guidelines would accompany the new overlay zone.

Creating an entirely new code, as discussed in the Vine Street 2020, plan is another technique to achieve a desired development style on the City. City leaders could precisely (or loosely) create an ordinance that reflects the goals of this plan. Referendum zoning in the City may provide an unnecessary obstacle for this option.

The Planned Unit Development (PUD) process is the third option for creating mixed use areas, i.e. town centers. PUD’s ordinances “allow communities to relax rigid development standards through the development review process” (Guide to Planning in Ohio). PUD’s often have an open space requirement built into the overall development plan. If too flexible, PUD’s can vary greatly from site to site creating an administrative burden on the city and potentially diluting the overall desired image of an area. PUD’s can be implemented through rezoning, conditional use permit or as a floating zone.

With new mixed use zoning provisions in place, this plan recommends a New Urbanism format / Smart Growth model for redevelopment along Vine Street. While not all concepts are applicable to Eastlake, general design principles include:

- **Walkability**

- Most things within a 10-minute walk of home and work
- Pedestrian friendly street design (buildings close to street; porches, windows & doors; tree-lined streets; on street parking; hidden parking lots; garages in rear lane; narrow, slow speed streets)
- Pedestrian streets free of cars in special cases

- **Connectivity**

- Interconnected street grid network disperses traffic & eases walking
- A hierarchy of narrow streets, boulevards, and alleys
- High quality pedestrian network and public realm makes walking pleasurable

Mixed-Use & Diversity

- A mix of shops, offices, apartments, and homes on site. Mixed-use within neighborhoods, within blocks, and within buildings
- Diversity of people - ages, income levels, cultures, and races

- **Mixed Housing**

- A range of types, sizes and prices in closer proximity

- **Quality Architecture & Urban Design**

- Emphasis on beauty, aesthetics, human comfort, and creating a sense of place; Special placement of civic uses and sites within community.

- **Traditional Neighborhood Structure**

- Discernable center and edge
- Public space at center
- Importance of quality public realm; public open space designed as civic art
- Contains a range of uses and densities within 10-minute walk
- Transect planning: Highest densities at town center; progressively less dense towards the edge.

- **Increased Density**

- More buildings, residences, shops, and services closer together for ease of walking, to enable a more efficient use of services and resources, and to create a more convenient, enjoyable place to live.
- New Urbanism design principles are applied at the full range of densities from small towns, to large cities

- **Green Transportation**

- A network of high-quality trains connecting cities, towns, and neighborhoods together
- Pedestrian-friendly design that encourages a greater use of bicycles, rollerblades, scooters, and walking as daily transportation

- **Sustainability**

- Minimal environmental impact of development and its operations
- Eco-friendly technologies, respect for ecology and value of natural systems
- Energy efficiency
- Less use of finite fuels
- More local production
- More walking, less driving

- **Quality of Life**

Taken together these add up to a high quality of life well worth living, and create places that enrich, uplift, and inspire the human spirit.

Suggested locations

Mixed use zoning and town center ideas can be applied to many areas throughout a community. In Eastlake, Vine Street and portions of Lakeshore Blvd. are the primary targets for this strategy.

1. The Vineyards Area

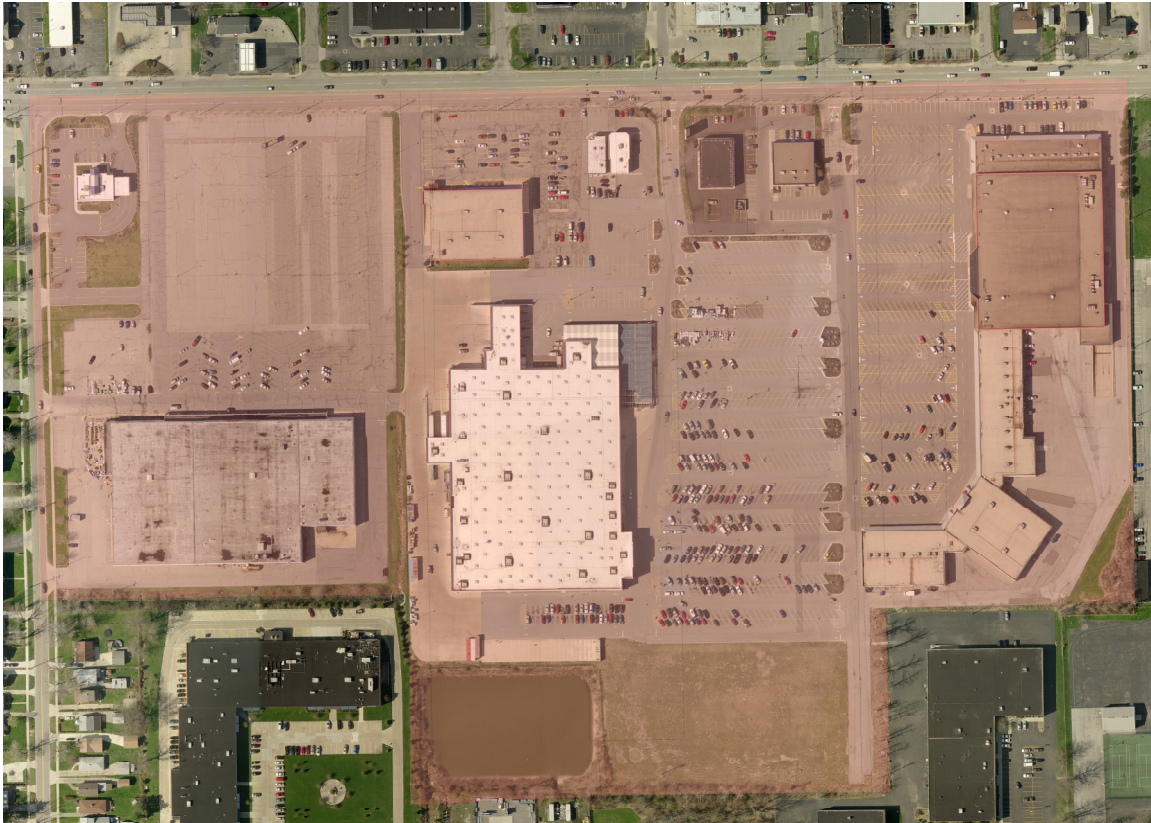
The Vineyards (area) shopping complex is an approximately 51 acre retail shopping district in the heart of Eastlake's business district (Map 11.31, 11.32). This plan recommends long-term zoning strategies to create a more vibrant town center shopping destination. A site analysis indicated the following characteristics of the site:

- Zoned B-1, Retail Business
- 15 parcels (8 owners)
- Approx. 51 acres (2,221,568 sq. ft.)
- Approx. 10.7 acres (465,440 sq. ft.) gross building space (8 primary structures)
- Approx. 4.5 acres (194,607 sq. ft.) area
- Approx. 35.8 acres (1,561,513 sq. ft.) parking / traffic circulation areas
- 2,252 parking spaces (excessive)
- 7 curb cuts along Vine Street
- Approx. 2,000 feet of street frontage
- Inconsistent signage
- Minimal, if any, parking lot landscaping and traffic control
- Inconsistent architectural design
- No pedestrian access between structures

Map 11.31: Existing Vine Street Commercial Layout (Vineyards Area)



Map 11.32: Primary Commercial Shopping Area (red)



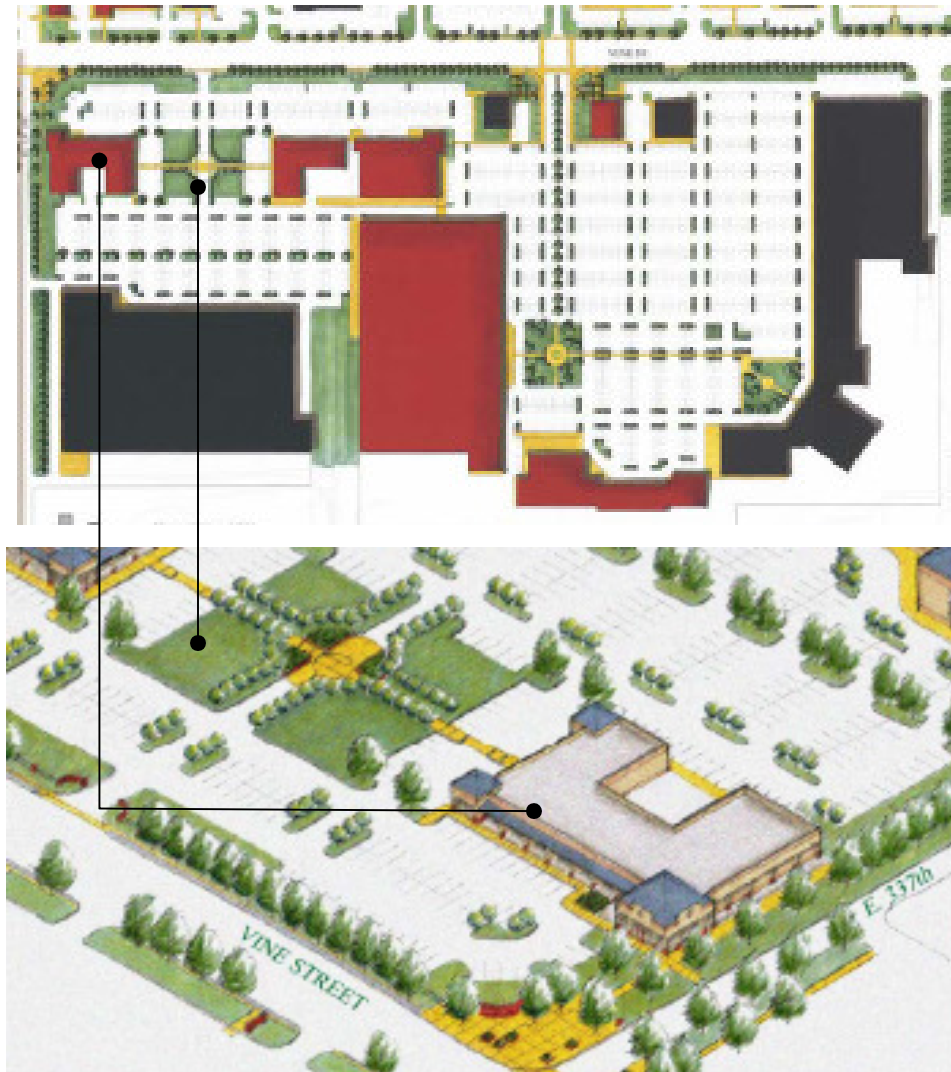
The guidelines and details discussed in the Vine Street 2020 document are consistent with the strategies discussed during the ECDC planning process. Of note, the City should focus on improving the retail/commercial aspect rather than introducing residential component to the site. Over the long-term, this demand may change.

Understanding the challenges presented with multiple owners, future projects should attempt to enhance the existing ‘big-box’ feel of the site with the design principles discussed below.

- Reduce parking requirements to facilitate the development of underutilized (and valuable) parking areas. The development of the K-Mart frontage should be considered a priority for the City. Two to three structures (*shown in red on Map 11.33*) could be constructed with a green space component (*shown in green on Map 11.33*) and still not compromise the viewshed to the existing Kmart structure.
- In phases, require parking area reconfiguration to provide organization and safe, efficient mobility for pedestrian and vehicular traffic. Landscaped islands will help control circulation patterns and contribute to the overall aesthetics of the site (*see green plantings in parking lots on Map 11.33*). Utilize landscaping enhancements into storm water management techniques.

- Enact a more detailed streetscape program along the Vine Street corridor. Resource agencies such as the Ohio State University Extension can provide a detailed program of sustainable vegetation to achieve the intent of the development program.
- Reduce the number of access points along Vine Street and create a sense of place at three defined ingress points along Vine Street. Extra landscaping, unique signage and various paving techniques should be utilized.

Map 11.33: Proposed Improvements to Vineyards Area

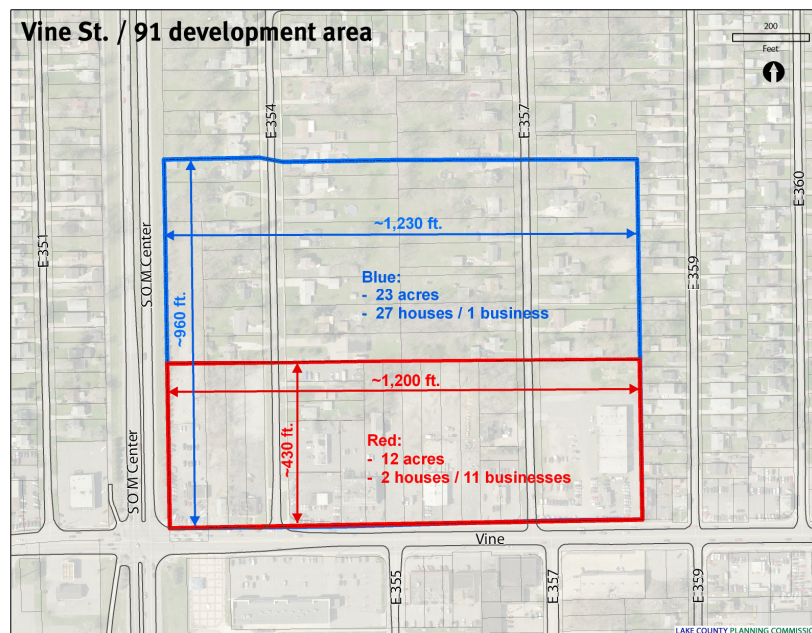


2. NE Corner of Vine Street and SR 91

Map 11.34: Northeast Corner of Vine Street and SR 91

The ECDC identified this area as an appropriate area to consider increasing the depth of the B-1 zoning district to make it more attractive for larger scale commercial uses. (Map 11.34) This area is also identified as an area to create a small scale mixed use town center area. This long term goal conforms to the 2020 plan and 1991 plan.

The B-1 zone currently extends approximately 500' deep off Vine Street. The area beyond the B-1 is R-60, single family. Residents and current businesses have constantly indicated the necessity of increasing the depth to approximately 1,000'. The graphic below displays a hypothetical site for a mixed used town center. Increasing the B-1 depth to 1,000' from SR 91 to the rear lot line of lots on E. 359th Street will create a 23 acre site. The impact on existing residential homes is the most obvious and direct impact of a depth of 1,000.'



The Vine Street 2020 provides a tremendous guidance document for this area. As discussed in early sections of this chapter, the City can create a new mixed use overlay zone to accomplish this project. In addition to current uses in the B-1 zone, additional land uses (residential) and design/site guidelines would be included in the zone. The city should also

evaluate the B-1 permitted uses and remove those that will not fulfill the vision of the city. For example, this site may not be the appropriate location for a car wash.

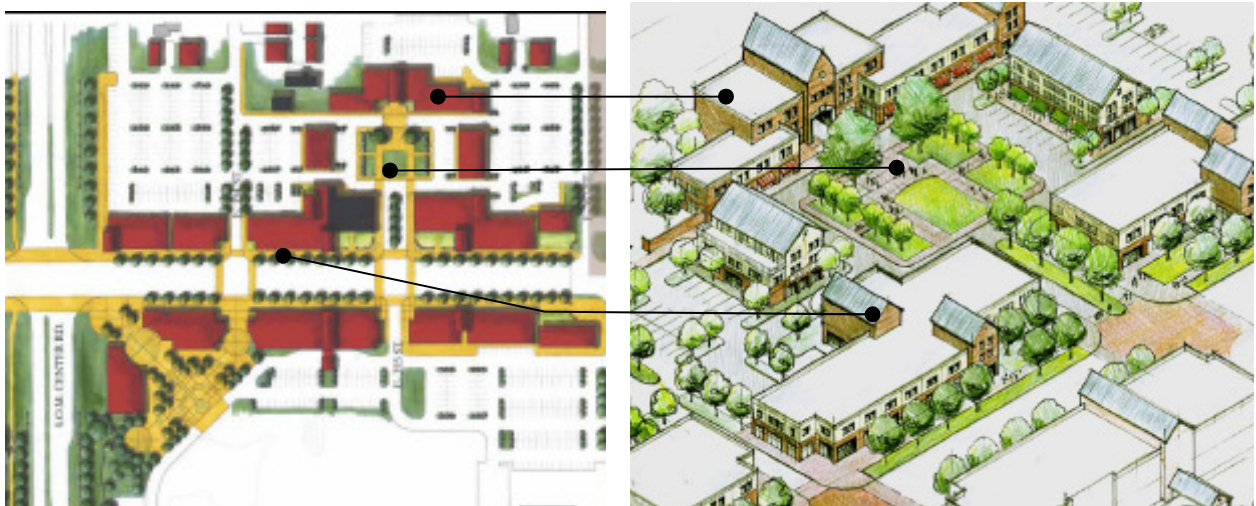
A proposed Town Center District zone is also discussed in the 2020 plan. While applicable, the City will need to place a rezoning issue on the ballot for approval.

The Planned Unit Development (PUD) process may be the preferred alternative for this site if a significant amount of parcels are assembled. The PUD process will allow the City and selected developer to design the site in accordance with the developer's visions, overall market needs and overall vision established by the community. The site is then developed in accordance with the approved plan. Design guidelines should be a component of the approved plan. Deviations from the plan will require subsequent approvals by the city.

Development of the site should include the following (see Map 11.35):

- Business/commercial uses in structures fronting along Vine Street to create a downtown feel. The existing B-1 zoning should be evaluated to reduce the front setbacks in town center areas. Variances to increase front setback are not encouraged.
- Specific design guidelines for all structures. Should incorporate design element of Classic Park to begin to create a sense of place.
- Parking to the rear and sides of all structures. This will require a reduction in the current parking requirements.
- Central open space areas flanked by retail and potential multi-family uses (*red areas on Map 11.35*).
- Central green-space (*green areas on Map 11.35*) area incorporating public art, monuments, fountains, or other landscaped features.
- Improved connection to Classic Park via pedestrian walkways and signage.
- Expanded streetscape program.

Map 11.35: Conceptual Town Center Plan for Northeast Corner of Vine Street and SR 91



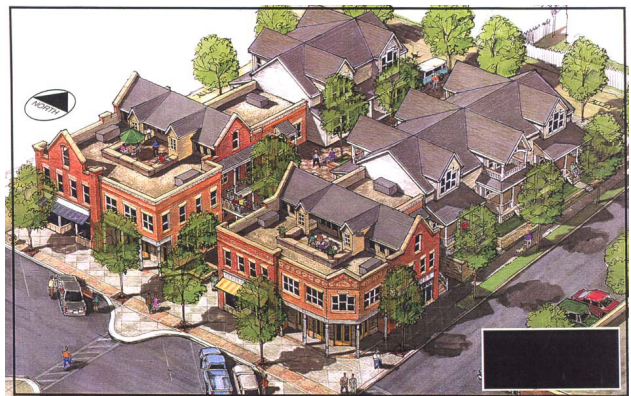
The city should require similar design features for individual development along Vine Street if large scale parcel assemblage does not occur. Map 11.36 displays commercial redevelopment on a corner parcel. Note how the structures capture the corner, has the appearance of a two story structure, provide a sense of place with the landscaping and provide landscaped side and rear parking. Parcel-by-parcel developments with these characteristics are encouraged when large scale development is not possible. The City will still have the ability to create a unified development appearance even with multiple land owners.

Map 11.36: Conceptual Town Center Plan Vine Street and SR 91



Examples of commercial developments along a major thoroughfare with desirable site characteristics:

Map 11.37: Corner Lot Development Examples



3. Classic Park parking lot

The southwest corner of the SR 91/Vine Street may be the most underutilized parcels in the City. The parcel(s) is approximately 6.5 acres and contains 663 parking spaces. It is currently zoning is B-1 which may be appropriate if design standards and overall site development improvements are included in the city's ordinances.

The underutilization of the site is partly attributable to the parking mandate for Captains games. The City currently has an agreement to provide 2,000 parking spaces within 1/2 mile of the stadium and this lot helps to fulfill this requirement.

An uncommon (to Lake County) remedy is vertical parking strategies (parking garage, Map 11.38). A parking garage could eliminate a significant amount of the surface area needed to provide the required parking. Furthermore, a properly designed bridge could easily be connected to the existing pedestrian bridge linking the stadium to the parking lot.

Map 11.38: Small Scale Parking Deck



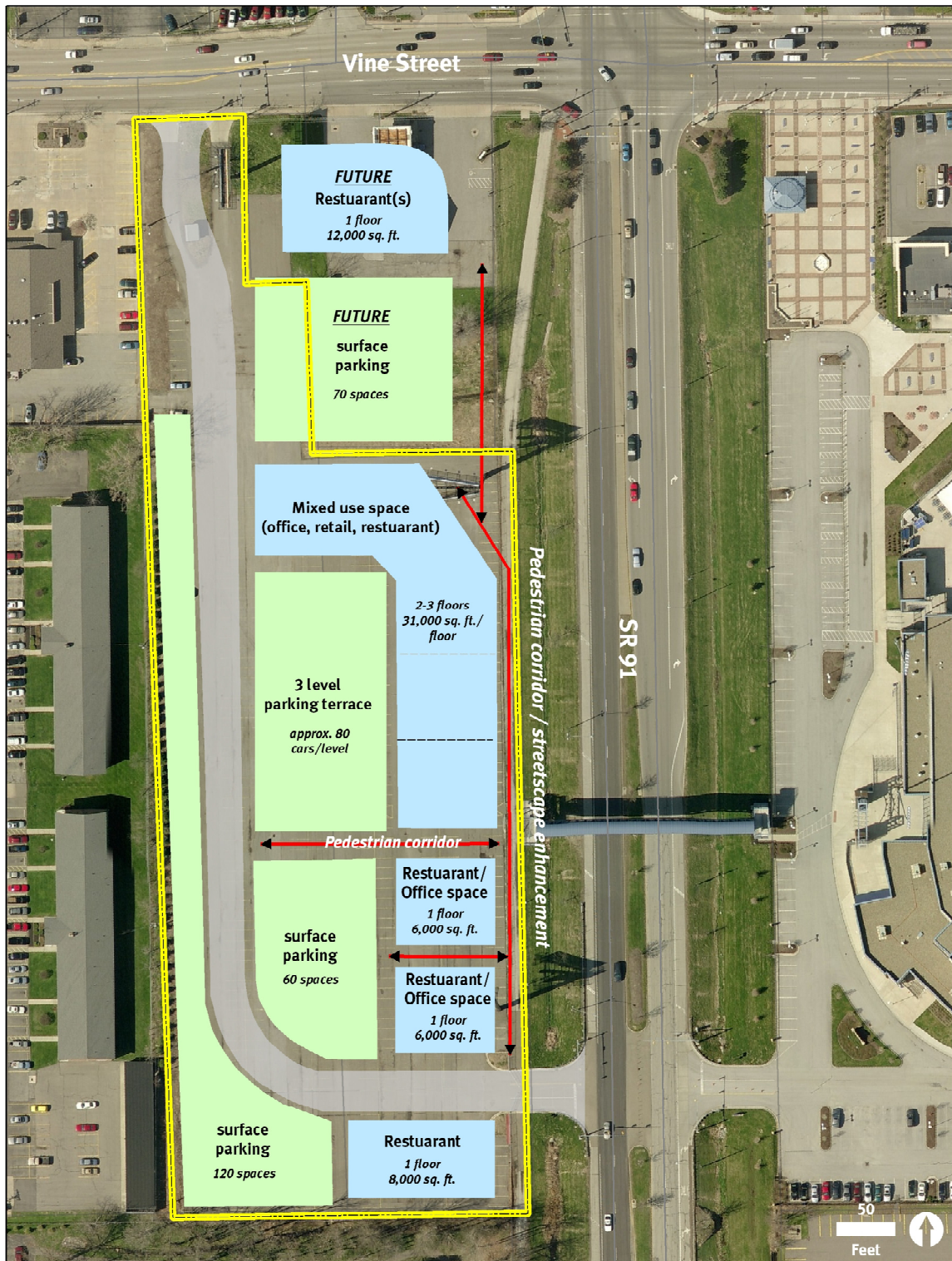
With approximately 70 home baseball games and a handful of other events in a year, the city must examine ways to capture a portion of the audience that utilizes the parking lot. The pedestrian walkway does provide safe, efficient pedestrian access to the ballpark, but it provides for an even quicker departure after the events. Hundreds of people (if not thousands) quickly leave the area after the event without even being tempted to visit a nearby restaurant, bar or store. These uses exist along Vine Street, but the unfriendly pedestrian accommodations do not entice people to frequent local businesses.

Future development of this site would complement the stadium and the future Town Center discussed above. The traffic counts and proximity to SR 2 make this an ideal commercial development site.

Future development scenarios of this site could include (Map 11.39):

- A new boulevard style road connecting SR 91 to Vine Street
- Parking garage (accommodate existing 663 spaces currently on site)
- Hotel
- Removal of billboards
- Restaurant space with frontage along SR 91.
- Office space with immediate floor access to parking garage
- Potential multi-family along western border to abut existing apartments (market will dictate).
- Comprehensive streetscape / pedestrian enhancement within site and along SR 91.

Map 11.39: Small Scale Parking Deck



12 Action Plan

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

12.1 Major recommendations

Maps 12.1 and 12.2 are the Comprehensive Plan Maps to assist future decision makers with development, preservation and zoning decision over the next five to 10 years. They do not supersede the current zoning map or ordinance.

12.2 Implementation timeline

The following is a potential implementation outline:

Strategy 1 Review permitted uses along Vine Street corridor (B-1)

Action by: ECDC, Planning Commission, Zoning staff
Time: Summer 2009
Beneficiary: Businesses and community

Strategy 2 Review development standards in non-residential zones (lot size, frontage)

Action by: ECDC, Planning Commission, Zoning staff
Time: Summer 2009
Beneficiary: Businesses and community

Strategy 3 Re-evaluate permitted uses in LS-DD zone

Action by: ECDC, Planning Commission, Zoning staff
Time: Fall 2009
Beneficiary: Businesses and community, developers

Strategy 4 Review parking requirements in commercial areas

Action by: Zoning staff, City Engineer
Time: Summer 2009
Beneficiary: Businesses and community

Strategy 5 Adopt commercial design guidelines (Vine Street 2020 is a solid base)

Action by: ECDC, Architectural Review Board
Time: Fall 2009
Beneficiary: Businesses and community

Strategy 6 Enhance site plan review process and parameters

Action by: Planning Commission, Zoning staff, City Engineer
Time: Fall 2009
Beneficiary: Staff, elected officials, developers and community

Strategy 7 Consider access management guidelines

Action by: Planning Commission, City Engineer, ODOT
Time: 2010
Beneficiary: Businesses and community, developers, pedestrian / vehicular traffic

Strategy 8 Create mixed use zoning overlay zoning district

Action by: Planning Commission, Zoning staff, elected officials
Time: 2010
Beneficiary: Businesses and community

Strategy 9 Pursue additional open space /natural resource protection strategies

Action by: City, citizens, Lake Metroparks, elected officials, Port Authority
Time: Long term
Beneficiary: Citizens

Strategy 10 Use PCA/PDA guidance map for during development process

Action by: Planning Commission, elected officials, developers, CRWP
Time: Long term
Beneficiary: Planning Commission, citizens, developers, elected officials

12.3 Conclusion

The information presented in this plan indicates a long-term vision for the City. The Comprehensive Plan provides a guide for local decision-makers while evaluating, or developing, practical and feasible land use and zoning proposals.

Continued cooperation between local boards, citizens, businesses, city staff, elected officials and other public agencies will increase the likelihood of the plans success. The recommendations of the plan were created by the Eastlake Economic and Community Development Council with guidance by Lake County Planning Commission and Chagrin River Watershed Partners. Valuable information was also provided by the Vine Street 2020 Plan and 1991 Comprehensive Plan (draft).

Competition for new development, redevelopment and economic development is at an all time height. Thus, it is imperative that the Eastlake community examine current and proposed guidelines to assure future growth follows the community's desires.

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 objectives discussed in the plan.

