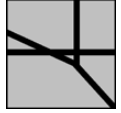




# Leroy Township

Comprehensive  
**PLAN**

2005



# Leroy Township Comprehensive Plan (adoption month) 2005

Lake County Planning Commission  
125 East Erie Street  
Painesville, Ohio 44077  
<http://www.lakecountyohio.org/planning>

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Leroy Town Hall (LCPC)

Cover image: Trask Road (LCPC staff)

# Table of Contents

## 1 Envisioning Leroy Township

1.1	Vision statement	1-1
1.2	Why a comprehensive plan?	1-1
1.3	Comprehensive planning process	1-2
1.4	Plan organization	1-2
1.5	Relation to adopted regional plans	1-3

## 2 Introducing Leroy

2.1	History	2-1
2.2	Geography and geology	2-6
2.3	Challenges facing Leroy Township	2-8

## 3 Demographics

3.1	Introduction	3-1
3.2	Population	3-2
3.3	Households and families	3-4
3.4	Age	3-5
3.5	Education	3-6
3.6	Occupation and industry	3-7
3.7	Income	3-8
3.9	Race and ethnicity	3-10
3.10	Future population	3-11
3.11	Goals and policies	3-11

## 4 Land Use

4.1	Introduction	4-1
4.2	Recent development history	4-1
4.3	Zoning regulations	4-9
4.4	Subdivision regulations	4-13
4.5	Residential spatial distribution	4-13
4.6	Commercial areas and uses	4-15
4.7	Industrial areas and uses	4-16
4.8	Agricultural areas and uses	4-17
4.9	Traditional town center at Five Points	4-19
4.10	Goals and policies	4-21

## 5 Transportation

5.1	Introduction	5-1
5.2	Roads	5-2
5.3	Access management	5-6
5.4	Pedestrian and bicycle accommodation	5-8
5.5	Public transportation	5-8
5.6	Goals and policies	5-9

## 6 Housing

6.1	Introduction	6-1
6.2	Housing inventory	6-1
6.3	Housing construction, demand and trends	6-2
6.4	The homeowner experience	6-4
6.5	The renter experience	6-6
6.6	Public and affordable housing	6-8
6.7	Architectural control	6-8
6.8	Goals and policies	6-8

## 7 Public Facilities

7.1	Introduction	7-1
7.2	Schools	7-1
7.3	Parks and public open space	7-2
7.4	Public safety	7-4
7.5	Township government	7-5
7.6	Community and senior citizen centers	7-5
7.7	Goals and policies	7-6

## 8 Utilities

8.1	Introduction	8-1
8.2	Sewer and water service	8-1
8.3	Electricity	8-3
8.4	Natural gas	8-3
8.5	Telephone / DSL	8-3
8.6	Cable television / cable broadband	8-4
8.7	Goals and policies	8-4

## 9 Economic Development

9.1	Introduction	9-1
9.2	Economic influences	9-1
9.3	Desired types of businesses	9-2
9.4	Agri-tourism for farmland preservation	9-4
9.5	Incentives for economic development	9-4
9.6	Smart growth and economic development	9-5
9.7	Goals and policies	9-6

## 10 Natural Resources

10.1	Introduction	10-1
10.2	Waterways and watersheds	10-1
10.3	Groundwater	10-7
10.4	Soils	10-8
10.5	Mineral extraction	10-10
10.6	Treescape	10-10
10.7	Oil and natural gas	10-11
10.8	Air quality	10-11
10.9	Noise pollution	10-11
10.10	Light pollution	10-11
10.11	Goals and policies	10-12

## Appendix

A.1	Implementation	A-1
A.2	Code of the Exurbs	A-4
A.3	Community survey	A-9
A.4	The case for access management	A-33
A.5	The need for new models of rural zoning	A-36

# 1 Envisioning Leroy Township

## 1.1 Vision statement

**The residents of Leroy Township desire to grow as a community while preserving our rural atmosphere. By creating this plan, the community will implement strategies to manage efficient development of the Township while creating a broader tax base. The tax base will be used toward improved public infrastructure, recreational opportunities and Township amenities and services.**

## 1.2 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 a plan for development in the Five Points area, or a plan for the future of the Vrooman Road bridge over the Grand River.

The Leroy Township Comprehensive Plan is a major planning effort to guide the community toward what it will be like in 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 township “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.



## 1.3 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.

A very important part of the planning process is public participation; that those who live and work in Leroy Township have a role in charting its future. Meetings were held with residents and community leaders throughout 2003 and 2004, to solicit thoughts about the state of the built environment in the township, and the direction in which it should be heading.

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 township leaders and residents to focus on other goals. However, it is good civic stewardship to ensure that revisions conform to the spirit of the plan and sound planning principles, and consider the best interest of the community as a whole.

## 1.4 Plan organization

Each element contains at least two parts: a narrative description of current conditions (often called an inventory) and possible courses of action for the town; and formal goals and policies. To permit flexibility in implementing the plan, specific implementation steps are usually not included with individual goals and policies.

The **formal plan introduction**, in the next chapter, describes the history, geography and geology of Leroy Township, along with a description of the challenges faced by the township. The **demographics** element describes attributes of the township population, how it has changed through the years, and how it may change in the future. The **land use** element describes the role of the built environment on the township, how land is being used, and the importance of creating and maintaining a unique “sense of place.” The **transportation** element describes the transportation system in Leroy Township; not just considering motor vehicles, but also bicycles and pedestrians. The **housing** element describes home ownership and tenure trends, and addresses challenges such as affordable housing. The **public facilities** element describes all public land uses – public safety facilities, schools, parks and open space – and discusses future needs. The **utilities** element describes the role that utilities – or the lack thereof – play in shaping the built environment of the township. The **economic development** element describes the business environment of the township, and policies intended to maintain a diverse tax base and reduce the tax burden on residents, while preserving rural character. The **natural resources** element describes the features of the township built not by man but by nature, and ways to protect those gifts in the face of population growth.



## **1.5 Relation to adopted regional plans**

The Leroy Township Comprehensive Plan is considered an amendment to the Lake County Comprehensive Plan. The County Comprehensive Plan was adopted in 1960, but is currently being rewritten, and will likely be adopted in spring 2005. The 1960 Comprehensive Plan, written during a time of unprecedented economic growth and suburbanization, called for more urban and suburban-scale development in Leroy Township than what is desired by township leaders and most residents. This plan does not reflect the goals and policies of the 1960 Comprehensive Plan, but rather the (draft) 2005 Comprehensive Plan, which will emphasize smart growth, maintaining a distinctive sense of place in the face of expanding exurban development, and preservation of a low-density semi-rural and rural atmosphere in areas south of Interstate 90, among other things.

## 2 Introduction

### 2.1 History

#### Pre-history: Indian Point, the Erie, and the Whittlesey

Indian Point, a 100 foot long ridge between Paine Creek and the Grand River, is named for a structure built by an Indian tribe long before Europeans settled in Ohio. Two parallel mounds, the purpose of which is unknown, are all that remains. The most common theory suggests the structure was a fortification, since it was easily defended with steep cliffs on two sides. Near the structure, many huts and small clusters of houses have been excavated by archaeologists, with many still to be unearthed. However, other structures in the area may have been disturbed by plowing and development after European settlement.

The Erie Indians, sometimes referred to as the “Cat Nation,” inhabited the area south of Lake Erie near Buffalo, and were said to have lived as far west as Sandusky. Estimates of their size put their population at about 10,000 to 16,000 people in 1600.

The Erie eluded European contact, and most information regarding the tribe came from second-hand accounts passed on to historians from other tribes. The Erie supposedly lived in traditional long houses located in scattered, stockaded villages. They were farmers and hunters, like surrounding tribes. During warm weather, the Erie grew and harvested corn, beans and squash. Following the harvest they would embark on the winter hunt, living in winter camps.

The Erie exhausted their local supplies of beaver, which they used to trade with other tribes for the white man’s wares. They started to encroach on other tribes hunting areas, leading to warfare. In the mid-1650s, the Erie were also joined by a number of Huron refugees, fleeing from the decimation of their Confederation by the Iroquois. The Iroquois, however, demanded that the Erie give these Huron over to them. The Erie refused. A tense standoff lasted for nearly two years. It boiled over when all thirty Erie representatives at a peace conference were killed by the Iroquois.

The Erie inflicted heavy losses on the Iroquois but, without the benefit of firearms, they were ultimately destined to failure. By 1656 the Erie were a defeated people. The few that were not killed were assimilated into the victorious tribes, most notably the Seneca.

A growing group of historians and anthropologists believe the Erie Nation never extended beyond western New York. Instead, they believe the Whittlesey people were the last protohistoric residents of Northeastern Ohio. Like the Erie, the Whittlesey lived in semi-permanent settlements, leading a farming lifestyle. Archaeological evidence of Whittlesey settlements have been found in the Chagrin and Cuyahoga River valleys, along Grand River, and along Lake Erie.

It is believed the Whittlesey people lived in the area from about 900 to 1650, after which they moved from northeastern Ohio around 1650 to the Ohio Valley to join other tribes such as the Shawnee, Seneca and Mingo. With the migration of the Whittlesey from the area, other tribes moved in. Clear cutting sections along the Grand River for growing crops, northeastern Ohio became home to tribes from the Senecas, Wyandots, Ottawas, Chippewas, Cayugas, Tonawandas, Iroquois, and Delawares.

The Indian Point area saw later use as a military camp for high school boys and a Finnish camp. Indian Point Park, occupying 261 acres, was established by Lake County Metroparks in 1964. In 1974 Indian Point Park was entered into the US Department of the Interior National Register of Historic Places.

#### Western Reserve

As well as being occupied by several Indian peoples, the area that would become Leroy Township was at one time claimed by Quebec, Virginia, New York, Pennsylvania and Connecticut. The French explored and possibly



occupied the region in the 1600's and early 1700's, and claimed it by right of exploration and discovery. The English entered the area in battle against the French for control of the western lands in the late 1750's and early 1760's. England defeated the French at Fort Duquesne (now Pittsburgh), Quebec, and Niagara, establishing ownership of the Western Reserve.

During the Revolutionary War, pioneers primarily from Virginia established themselves west of the Allegheny Mountains, principally in Kentucky. George Rogers Clark, a Virginian who settled in Kentucky, convinced Virginia Governor Patrick Henry of the necessity of obtaining independence for the western lands at the same time the colonies were struggling for their independence. Clark feared that without a presence west of the Alleghenies, the Colonies would only extend to the mountains if they won independence.

Clark was commissioned by Patrick Henry to capture the military ports held by the British in the Northwest. He enlisted seven companies of pioneers and defeated the British. Virginia claimed the territory, including the lands of the Western Reserve. At the Treaty of Peace at Paris in 1783, England insisted that the Ohio River was the boundary of the United States. The colonies sustained their claim to the northwest land on the basis that Virginia was in undisputed possession at the close of the Revolutionary War.

Although Virginia claimed the lands in the Western Reserve, New York claimed the land by its charter of 1614 granted by the King of England, Pennsylvania by its charter granted to William Penn in 1664, and Connecticut by its charter granted in 1662. All the royal charters granted land claims to the colonies westward to the mythical "South Sea." Indian nations also claimed these same lands.



It became evident that the only way to open up the Northwest for settlement would be for the states to grant their claims to the United States. Virginia gave up all rights to the land, and Pennsylvania and New York agreed on western boundaries and released remaining lands to the federal Congress. In 1786 Connecticut agreed to give up its claim to the portion of the land that crossed New York and Pennsylvania, and remaining land to the west except for a portion west of Pennsylvania lying between 41° and 42° 2" latitude.

In 1792, the Connecticut legislature granted 500,000 acres of the western portion of New Connecticut to citizens whose property had been burned by the British during the war. These lands were called the "Fire Lands."

In 1795, Connecticut sold the remaining three million acres of land to John Caldwell, Jonathan Brace, and John Morgan, trustees for the Connecticut Land Company. The Connecticut Land Company extinguished all Indian title to the west of the Cuyahoga River, and in 1796 surveyed the area and divided it into townships. A township designated “Town 10, Range 7 of the second tier of townships” would be named Chesterfield, after a town in Massachusetts. In 1798, a highway that would eventually be known as Girdled Road was cut through the township and the Western Reserve. Connecticut ceded the Western Reserve in 1800, with the condition that Congress guarantee land titles already granted there. The legacy of the region’s Connecticut roots can be seen today in place names, architecture, family histories, and a “Yankee” flavor instilled by its early settlers.

### Yankee settlement

When surveyors first made their way to Town 10, they found an area filled with old-growth forest, deer, fowl, and, more ominously, bobcats, lynx, bears, wolves and rattlesnakes. They also found well-drained soil, suitable for farming and not prone to swamp-bred malarial diseases, and waterways that could provide gravity power for milling and basic industry.

*Benjamin Bates and Luther Parsons were named the Township’s first “Overseers of the Poor” in 1820. The Overseers’ duties included offering less than a warm welcome to the poor in Leroy. The Town Constable had a duty to warn poor people who did not have legal residence to “wheel to the right and march without the limits out of our said township.”*

The 16,000 acres (6,500 hectares) of Town 10 were divided into eighty 200 acre (80 hectare) lots, sold for the bargain price of \$2.50 an acre to buyers competing for the land through a lottery. In 1802, Amasa Clapp sent his sons, Paul and Elah, from Massachusetts to clear and improve a tract of land that would become their farm. The Clapps would be the first settlers in the township, and they would be followed by many others from Massachusetts.

Yankee settlers were mostly yeoman farmers of the “middling sort” – the sixth and seventh generation descended from Puritan dissenters, who arrived in family groups from all parts of England, though predominantly from East Anglia. They were diligent, orderly, literate, with a talent for working wood, and putting things together out of almost nothing. Like the Indians they displaced, they were practical and frugal. Unlike the Indians, they had a strong desire to possess the land, clear it and make it yield.

The fledgling township was incorporated in 1820. The first trustees included Hendrick Paine, Solomon Williams and Henry Brakeman. The agenda of the first trustee meeting included a tax levy for highways, at \$1 a frontage-acre, paid through the labor of township residents and use of their animals, equipment and materials.

*Le Roy, New York was originally named Bellona, but was later renamed to honor Herman Le Roy, a wealthy businessman from New York City. In the late 1700s, Le Roy purchased 85,000 acres in what was to become Genesee County, New York from the Holland Land Company.*

In the late 1820s, the township received an influx of settlers from Le Roy, New York, a village located between Buffalo and Rochester along the Erie Canal. The name of Chesterfield Township was changed to LeRoy shortly afterwards. To avoid confusion with another LeRoy Township in Ohio, the name is now spelled with a lowercase “r.”

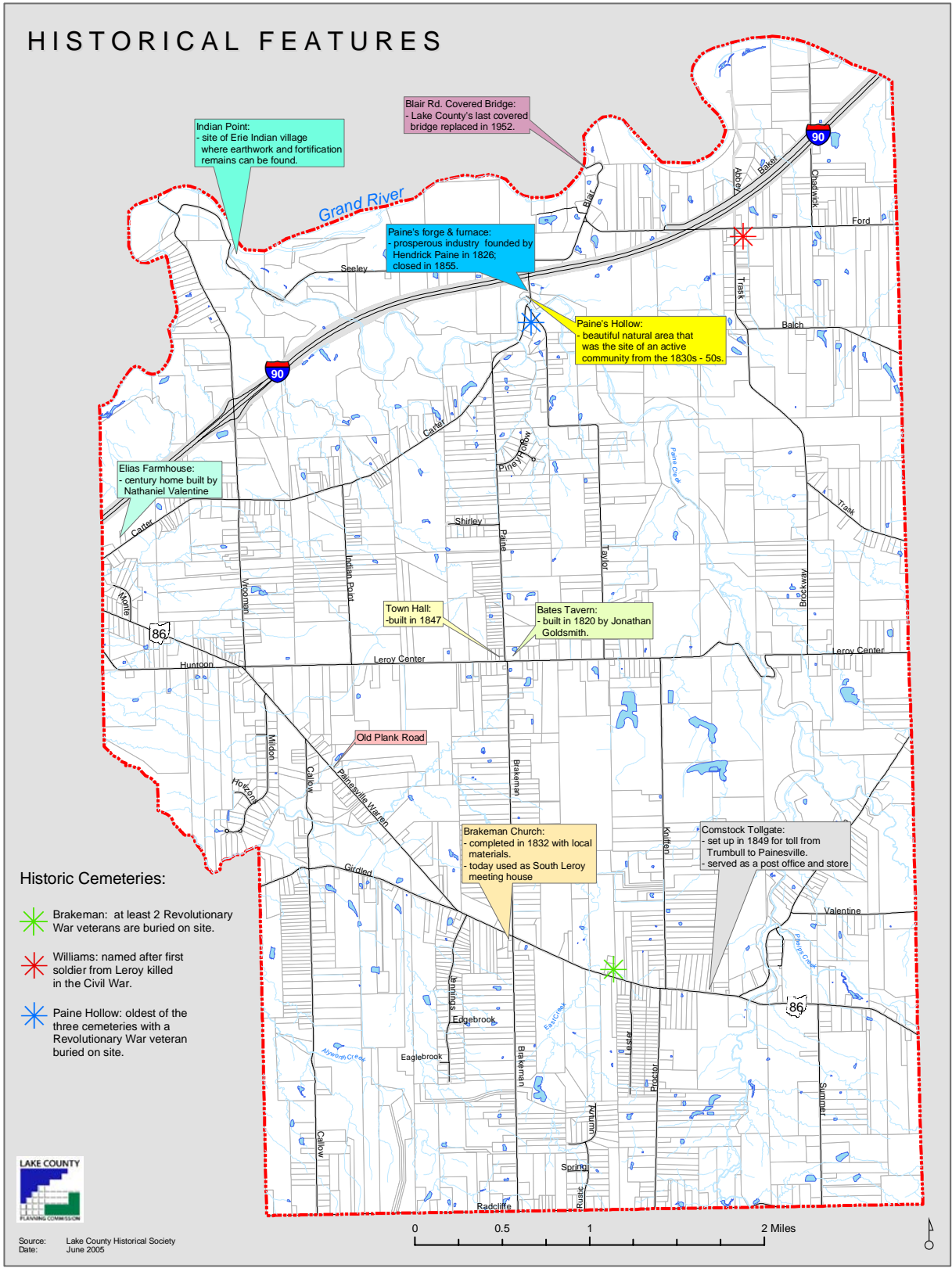
In 1830, the township was home to 652 residents, just a bit smaller than a village of 1,075 people 35 miles to the west named “Cleveland.”

### Industrial boom and bust

In 1818, Colonel Hendrick Paine, nephew of the General Paine who is the namesake of Painesville, acquired a parcel at what is now called Paine Falls. Knowing that the waterfall would provide good hydraulic power, Paine built a grain and saw mill at the site. Paine later established a forge, tannery, and charcoal ashery. Paine Hollow, following Paine Road northeast of Carter Road, would later attract a blacksmith shop, wagon shop, tool handle factory, tavern and distillery. A school opened to educate children of workers that lived in Paine Hollow.

No formal villages were platted in the township, but several other hamlets emerged where industrial uses were concentrated. Warner Mill, Bates Mill, and a stone quarry operated in southeast Leroy Township, where Painesville Warren Road crosses Bates Creek. One mile northeast of the mills, along Leroy-Thompson Road, there was a chair factory

# HISTORICAL FEATURES

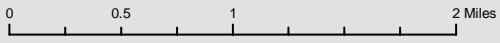


**Historic Cemeteries:**

- ✱ Brakeman: at least 2 Revolutionary War veterans are buried on site.
- ✱ Williams: named after first soldier from Leroy killed in the Civil War.
- ✱ Paine Hollow: oldest of the three cemeteries with a Revolutionary War veteran buried on site.



Source: Lake County Historical Society  
Date: June 2005



and a broom factory. The booming township also had a pocket furnace along the Grand River, near Blair Road; two cider mills; two basket factories, and a cheese factory

The boom would go bust in the 1850s, after the area was stripped of trees, depleting fuel wood and destroying the watershed feeding streams that powered the mills. Paine Hollow and other hamlets quickly became ghost towns, and today little remains of the industrial past of Leroy Township. Pease Mill, along Big Creek at Cascade Falls, operated until 1890, and was torn down after a heavy snowfall collapsed the roof in 1951. In 1911, the Leroy Grange purchased the Harrison Basket Factory building, on Brakeman Road south of Leroy Center Road. Leroy Grange is still used for meetings, dinners and parties.

### Underground Railroad

Ohio was a free state, where ownership of slaves was not allowed. Early settlers of Leroy Township, most from New England, never owned slaves, and had little association or sympathy with the slave states of the South. One home in the township became a station on the Underground Railroad. Uri Seeley, namesake of Seeley Road, constructed a hidden room on the second floor of his farmhouse. Slaves from Southern states would stop at Seeley's house, and then continue up the Grand River to Fairport Harbor, and on to freedom in Canada. Another important Leroy Township resident sympathetic to the cause was A.W. Vrooman, namesake of Vrooman Road.

Today Leroy Township is the home of several prominent African-Americans. Although the township never had a sizeable black population, it was free of the divisiveness that scarred other communities in the region.

### Agriculture and suburbanization

The population of Leroy Township dropped through the second half of the 19<sup>th</sup> century, from 1,128 in 1850 to just 632 in 1890. The population would not rise above 1,000 residents until the 1960 Census.



Leroy Grange (LCPC)

After the fledgling industrial base disappeared in the 1850s, the township returned to its agricultural roots. Although Amasa Clapp planted wheat when he and his sons established their farm in 1802, future wheat crops would be rare. Hay, corn, barley and soybean crops predominated into the 1950s and 1960s.

In the early 20<sup>th</sup> century, wealthy Cleveland residents built sprawling “gentleman’s country estates” east of the city; some served as summer retreats, while other were year round residences. Most country estates were located in eastern Cuyahoga County and western Lake County, but there were two in the township, located on Vrooman Road near the current location of Interstate 90. The 167 acre (67 hectare) estate of Mr. Fohring, owner of SMA Baby Food Corporation, included a three hole golf course. Across the street was the estate of J.K. Patterson, owner of BPS Paints.

*Many roads in Leroy Township were named after early settlers, including Balch, Blair, Brakeman, Brockway, Callow, Carter, Chadwick, Ford, Huntoon, Kniffen, Paine, Proctor, Seeley, Sumner, Taylor, Valentine and Vrooman.*

Portions of Perry Township extended south of the Grand River in what is now northeastern Leroy Township. The River was a barrier to those in Perry Township traveling to vote. At the request of Perry Township, the boundary line was shifted to the Grand River, with land south of the river ceded to Leroy Township.

Transportation would improve in later years. Hesperian Magazine in 1839 wrote “an Ohio road is a thing well known the world over, and sincerely abhorred by all its acquaintances,” and Leroy Township provided no exception. Corduroy roads, with wooden poles laid crossways, were supplanted by plank roads, giving farmers access to the markets of Painesville and Fairport Harbor. These early privately-built roads were paid for with tolls; one toll gate still stands on Painesville-Warren Road west of Bates Creek. The first bridge taking Vrooman Road across the

Grand River was built in 1879, and replaced in 1952. Road paving began in the 1930s, and the township started a road department in the 1950s.

Through the 1950s, the Interstate highway system began to take form. In 1959, ODOT began construction of I-90 between Cleveland and the Pennsylvania state line. I-90 included an exit at Vrooman Road, giving township residents easy access to employment centers in western Lake County, eastern Cuyahoga County, and downtown Cleveland. With the coming of I-90, the township began to grow again, from 937 residents in 1950 to 1,502 in 1960, 2,505 in 1980, and over 3,000 today.



Brakeman Road (LCPC)

Growth in Leroy Township would not come in the form of large subdivisions, but rather the creation of large building lots carved from larger farm parcels. Middle class people working in the city could now have – and afford – a rural lifestyle previously enjoyed only by the wealthy and those that work the underlying soil. However, as demand for exurban building sites increased, the price of the land also rose, making subdivision and development more lucrative than agriculture. In 2000, 8,247 acres (3,337 hectares), or 52.5% of all land in the township, was considered “agricultural” by the County Auditor. Much of that land is fallow or reforested.

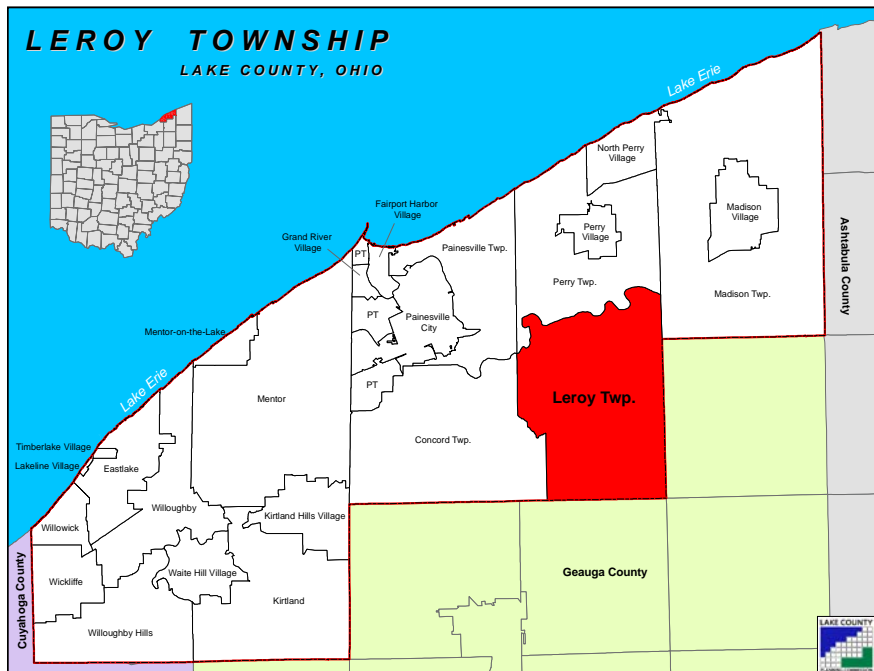
## 2.2 Geography and geology

### Location

Leroy Township, Ohio, is located 35 miles (53 kilometers) east of downtown Cleveland, in the southeastern corner of Lake County. The 25.4 square mile (65.8 square kilometer) township is bounded by Concord Township, Perry Township and Madison Township in Lake County, and Hambden Township and Thompson Township in Geauga County. At its closest point, Leroy Township is four miles (six kilometers) south of Lake Erie.

The Census Bureau includes Leroy Township in the Cleveland–Akron Consolidated Metropolitan Statistical Area (CMSA) and the Cleveland–Lorain–Elyria Primary Metropolitan Statistical Area (PMSA).

The urbanized area of Lake County has been expanding eastward, with the bulk of development between Lake Erie and I-90. Most of the township lies south of I-90 and the Grand River, outside of the more densely urbanized portion of the county. Although the township is experiencing some growth, soil limitations, lack of utilities, poor accessibility, and distance from employment and retail centers limit the influx of new residents.



## Geology

Past glaciation contributed to the physical characteristics of Leroy Township; a flatter, undulating landscape punctuated by deep stream and river valleys. Wisconsinian glaciers moved through the area from the northeast to southwest during the Ice Age, and scoured the landscape when they retreated. This left the ground covered with silt and thousands of boulders of Canadian rock.

The glaciers temporarily halted their retreat just north of Leroy Township, leaving behind a small ridge of glacial materials called a recessional moraine. This was an insignificant feature of the landscape until the glaciers continued their retreat and the predecessors of Lake Erie were formed. A large beach ridge and strand line was formed by the lake on top of this low-lying ridge. This geological formation was responsible for forming the drainage channel that would become the Grand River, which runs through a deep ravine and forms the northern boundary of the township.

The rock, silt and clay left behind by the glaciers, combined with the broken down shale bedrock, formed the soils in the township and the surrounding area. The bedrock causes the natural rise of the land towards the south. Relatively soft Devonian Chagrin and Ohio shales underlie the northern half of the township. Harder Mississippian-age Waverly-Maxville siltstones and shales underlie the southern half. The forward edge of the harder shales forms a distinct rise, known as the Portage Escarpment.

Details regarding soil types and permeability, drainage, flood zones, watersheds, wetlands and other elements of the natural environment that impact development are described in the Natural Resources element.

## Climate

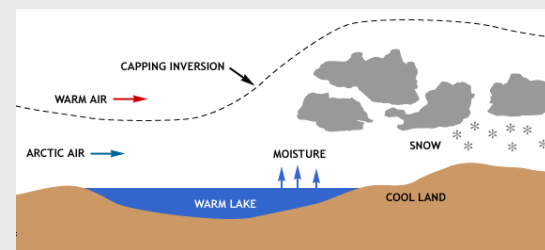
The ecological subregion of Leroy Township, as defined by the United States Forest Service, is: Humid Temperate Domain: Hot Continental Division: Eastern Broadleaf Forest (Continental) Province: Erie and Ontario Lake Plain Section.

The climate in Leroy Township is largely influenced by Lake Erie. Though some summer days can be hot with high humidity, the usual summer temperatures are 57°-81° F (14°-27° C). Spring has the most rainy days, and thunderstorms occur most frequently in June and July. Temperatures range 47°-68° F (8°-19° C) in May and 43°-74° F (6°-22° C) in fall. Temperatures are often well below freezing in the winter; 18°-32° F (-5° to 0° C) are January ranges.

Average precipitation in Lake County can range from about 30 inches annually in areas along the Lake Erie shore, to about 38 inches in the northern end of the township, to 42 inches (106 centimeters) in the south. Leroy Township is located in the snowbelt of northeastern Ohio, and is more susceptible to lake effect snow than areas closer to the shore. Leroy Township can receive up to two to three times the snowfall as the rest of Northern Ohio; up to 80 inches (2 meters) or more in a winter.

Because Leroy Township has harsher winters and more temperature variation than areas closer to Lake Erie, the microclimate is more suited to growing row crops than the nursery and winery industry that thrives just a few miles to the north.

*Lake effect snow forms when a cold air mass crosses a warm Lake Erie. The air mass is usually only a few thousand feet thick, capped by a layer of warmer air. Addition of heat and moisture from the unfrozen lake modifies the air mass allowing moisture to condense into snow clouds. After moving across the lake, the modified air slows down and "piles up" as it approaches the downwind shore. The convergence provides additional lift, further enhanced by the Portage Escarpment and hills downwind of the lake. The result: lake effect snow.*



## 2.3 Challenges facing Leroy Township

### Exurbanization

Geographers and planners often use the term *exurb* to describe urbanizing communities in once exclusively rural areas. Tom Daniels' *When City and Country Collide* defines an exurb as a place having the following characteristics:

- Located 10 to 50 miles (16 to 80 kilometers) from urban centers of approximately 500,000 people or five to 30 miles (8 to 48 kilometers) from a city of at least 50,000 people.
- Commute time is at least 25 minutes each way to work.
- Communities have a mix of long-term and newer residents.
- Agriculture and forestry are active, but declining industries in the community.

The Exurban Change Project of Ohio State University also defines exurbia as:

... a type of spatial pattern of settlement that differ from their suburban counterparts. Exurbs are located at greater distances from urban centers than suburban developments and are comprised of a different mix of land uses and population. Active farms are interspersed with different ages and types of very low density residential development, including roadside houses, new housing subdivisions, exclusive estates, and mobile homes. In addition, exurbia contains small, rural towns as well as newer edge-of-town retail, commercial, and industrial development. Exurbs are areas that are in transition from their traditional rural setting to something more urban.

Leroy Township meets both definitions of an exurban community.

The majority of new residents in Leroy Township relocate from other communities in Lake County. Often newcomers are more romantic about rural living than old-time residents, and have false hopes about bringing their urban lifestyles to the country. Many expect creature comforts normally taken for granted in urban and suburban areas, such as central sewer and water, sidewalks, frequent road plowing, neighborhood parks, high-speed Internet access, or municipal trash collection. Retail and medical services are located a long drive away. They don't expect seasonal variations in water supply, landscaping damage from wildlife, heavy rush hour traffic on the long farm roads where they live, or neighbors with hobbies that might be considered a nuisance in more populated areas.

Many residents value the presence of farmland and other types of rural open space because they contribute to a rural sense of place and, in some cases, provide other benefits such as habitat areas for wildlife. The predominant form of development in Leroy Township – new houses placed on narrow but deep lots sited along farm roads – impacts the perception of rural character. The scenic quality of hay fields and woodlots, which gives the township the appearance of a rural community, is disappearing behind new houses.

When farmland and open space is lost and land is developed, this loss is often felt community-wide.

*A full service restaurant will generate about 10 gallons of wastewater per customer, or about 50 to 180 gallons per seat every day. A 100 seat restaurant can generate enough wastewater to fill a home swimming pool in two days. (various sources)*

Exurban development can be expensive for both residents and the community. The costs of providing infrastructure, including roads and public utilities, and of providing public services such as police and fire protection are impacted by the pattern of urban growth. A more dispersed population implies higher costs due to additional infrastructure needs, including additional miles of roads and pipelines. It also implies longer travel times for emergency service vehicles and longer trips for school buses.

### Utilities

The lack of sewer and water service in Leroy Township could be considered both a blessing and a curse.

Unavailability of sewer and water service has kept large-scale development at bay, preserving semi-rural character; a major goal of both the 1984 and 1996 township comprehensive plans. Building lots must be large to accommodate drainfields required by septic systems. Wells must be placed far from septic drainfields. The limited groundwater supply can accommodate a limited number of well owners. Wells are potentially harmful at urban or suburban-level

densities, where their cumulative effect would quickly exhaust groundwater supplies. Many parts of the township have poor groundwater supplies, or soils that require specially engineered septic systems.

Public sewer and water would make residential development at suburban and urban-level densities feasible. However, such development would also destroy rural character, and the township would have only limited power to control it. Building a public sewer and water system would also be expensive, because more lines are required to serve fewer residences than in a denser suburban community.

While it has the effect of maintaining rural character, the lack of sewer and water service could harm the commercial environment. Most retail and commercial uses desired by town residents generate more wastewater than what can be handled by a septic system. Unsewered commercial districts in other rural and exurban communities are usually dominated by vehicle-related uses, such as auto and truck dealers, tire stores, gas stations, auto repair and body shops, and heavy equipment rental; and low-end commercial uses such as mini-storage facilities. Such uses generate little wastewater, so the lack of a sewer system doesn't render a site as "off-limits" to them. Such businesses tend to concentrate together, which can discourage other types of businesses from locating nearby, and ultimately present a poor impression of the host community. The lack of sewers also limits potential industrial uses to those that generate little wastewater.

## Transportation

It is easy to drive north and south across the township, but going east or west can be a challenge. There are only four east-west routes in the township; Radcliffe Road following the southern boundary of the township, Painesville-Warren Road/Girdled Road (State Road 86), Huntoon Road/Leroy Center Road, and Carter Road/Ford Road. Northeast Leroy Township is difficult to reach from outside of the community; Leroy Center Road is closed through Hell Hollow, and the only access to the rest of the town is via Ford Road, which connects with Blair Road (which in turn leads to Paine Road and Carter Road) north of I-90 and Paine Falls.

*The average commute to work for a Lake County resident is 22.9 minutes. For a Leroy Township resident, the mean travel time to work is 28.5 minutes – just one minute less than the average commute time of someone living in the Los Angeles area, and three minutes less than a typical Atlanta commuter. (US Census)*

Interstate 90 cuts across the northern end of the township, but there is only one exit, at Vrooman Road in the far northwestern part of the township. Traffic south of the exit is funneled to the Five Points area, where Huntoon Road, Painesville-Warren Road, Leroy Center Road and Vrooman Road meet. Not surprisingly, Vrooman Road between I-90 and Five Points is the busiest road in the township, followed by the roads leading from Five Points.



Five Points (Pictometry)

Vrooman Road north of I-90 negotiates a hairpin curve, crosses the Grand River on a narrow bridge built in 1952, twists around another sharp curve, and ascends a very steep slope to South Ridge Road (State Road 84) in Perry Township. This part of Vrooman Road is off-limits to truck traffic.

Because most streets in the township are long, straight two-lane rural roads with few intersections, traffic speed is often higher than on urban and suburban residential streets. The farm roads carry more traffic than an urban or suburban residential street fronted by the same number of houses.

In urban and suburban areas, a 1,000 foot length of road may be fronted by 20 to 40 houses. In an exurban area like Leroy Township, only one to ten houses may front a similar length of road. Because there is more pavement spread among fewer homes, exurban residents pay disproportionately more for street maintenance than their urban and suburban peers.



Leroy Township has no sidewalks, pedestrian trails or bicycle paths. An exurban land use pattern, with houses spread over the countryside and few services and commercial uses, is not conducive to heavy foot traffic; most walking is for leisure or exercise. Many roads have no paved shoulders, and cycling can be dangerous on busier streets. Unpaved shoulders are often used as snowmobile trails in the winter.

### Zoning and land use regulation

As the primary tool for comprehensive plan implementation, zoning codes are comprehensive cookbooks 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.

Leroy Township first adopted zoning regulations in 1949, two years after the Ohio General Assembly first authorized zoning in unincorporated areas. The original zoning resolution is still in use today, amended many times through the years.

Police power of Ohio townships originates through statutory delegation by the General Assembly, instead of through the state constitution as is the case for incorporated municipalities. Zoning authority of Ohio townships is limited to what is specifically granted by the General Assembly through state statutes. This limits townships from implementing some progressive land use control techniques used in other parts of the United States, such as using an architectural review board to review proposed commercial and industrial buildings, because the General Assembly has not specifically granted townships the power to do so.

Townships have no power to control land subdivision. Only counties and incorporated municipalities may adopt, enforce and administer subdivision regulations. The Lake County Planning Commission reviews and approves (or denies) requests to subdivide land in the township.

Many township residents have cited poor zoning enforcement as an issue that needs to be addressed. Some residents operate home-based businesses such as general contracting and vehicle repair and body work, that are far more intensive than a typical small home occupation. These uses often involve open storage of vehicles, equipment and parts at the house. Such uses are not permitted as home occupations, but they continue unabated.

## 3 Demographics

### 3.1 Introduction

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

This chapter provides a demographic profile of Leroy Township, examining information such as population characteristics, educational attainment, school enrollment, income statistics, and employment characteristics. (Information regarding housing can be found in the Housing element.) For comparison purposes, data is also presented for several adjacent communities – Concord Township, Madison Township and Perry Township in Lake County, and Hambden Township and Thompson Township in Geauga County – as well as Lake County and the Cleveland-Akron-Lorain metropolitan area.

Demographic analysis provides basic information that is necessary in order to develop a well-thought out comprehensive plan. It assists in understanding the overall population of Leroy Township and specific groups in the community. Demographic information is used in a number of ways:

**Quantify:** Quantifying the various characteristics of township 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 township may need to address through policy or programs.

**Projections:** Demographic analysis provides the starting point for developing projections.

Trends can be used as input in identifying the size and characteristics of the future population of the township. Understanding the size and characteristics of the future population to be served can help a community plan policy and programs in a timely fashion.

Leroy Township is not an island. With urbanization spreading eastward from Cleveland, increased traffic along the I-90 corridor, and continued demand for large lot exurban residential property, the rate of development in the township could increase. With the potential for new housing development in the township, most future residents will be relocating from outside communities. It is important to understand what is occurring in the communities surrounding the township, so demographic characteristics and trends may be taken into account to better understand what forces will be pressuring change on the community.

Demographic traits of communities adjacent to Leroy Township, and for Lake County and the Cleveland metropolitan area, have been included for comparison purposes. The latest data available for most demographic characteristics is from the 2000 Census of Population and Housing by the U.S. Census Bureau. Where possible, more recent sources of information have been included to supplement the Census Bureau figures.

Census Tract 2052 is the only tract in Leroy Township, coterminous with township boundaries. Tract 2052 has only one block.

*Where listed, statistics for Perry Township also include Perry Village and North Perry Village. Statistics for Madison Township do not include Madison Village.*

**Table 3.1**  
**Census tract basics 2000**  
Leroy Township, Lake County, Ohio

Tract	Population	Dwelling units	Area (mi <sup>2</sup> )	Area (acres)	Area (km <sup>2</sup> )	Area (hectares)	Density (per mi <sup>2</sup> )	Density (per km <sup>2</sup> )	Dwelling units/acre
2052	3,122	1,105 du	25.4 mi <sup>2</sup>	16,418 ac	65.8 km <sup>2</sup>	6,644 ha	122.9/mi <sup>2</sup>	47.4/km <sup>2</sup>	0.07 du/ac

(US Census Bureau)

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

1. Growth in Leroy Township continues, but at a slower rate than surrounding communities. Most new residents are from Lake County and the Cleveland area, seeking move-up housing. Growth will likely continue as the population of the region disperses into exurban areas.
2. Leroy Township has a larger percentage of families, especially families with children, than the area as a whole.
3. The average age of Leroy Township residents increased dramatically, but there is still a lower percentage of senior citizens in the township than in other communities.
4. Despite having a comparatively lower percentage of college graduates and white collar workers, and a relatively large percentage of residents working in the construction industry, Leroy Township is a middle to upper-middle income community.
5. Poverty is rare in Leroy Township, even among groups such as single parent families.
6. Leroy Township has very few minority residents.

### 3.2 Population

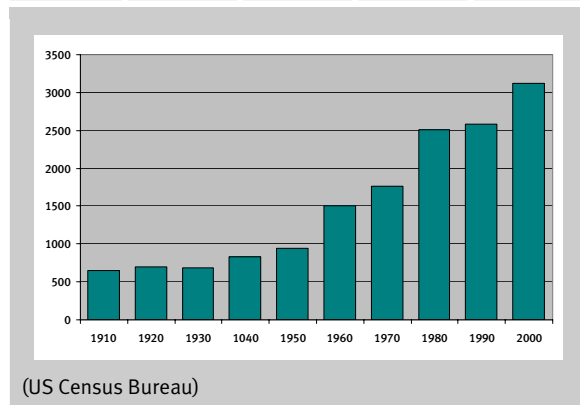
Leroy Township grew through most of the previous century. The township grew at a rate of 21% between 1990 and 2000, to 3,122 residents. (Table 3.2) At the same time, the population of Lake County increased by 5.6%.

The overall rate of growth in Leroy Township is slightly lower than surrounding communities. From 1950 to 2000, the population of Leroy Township rose by 233%, compared to 956% in Concord Township, 373% in Madison Township, and 353% in Perry Township. (Table 3.3) The slower rate of growth can be attributed to distance from employment centers in Cuyahoga County and western Lake County, lack of sanitary sewer service, and large minimum residential lot size requirements.

According to the 2000 Census, 772 Leroy Township residents age 5 and over lived in a different house in 1995. Of those who have moved to a new residence in Leroy Township between 1995 and 2000, about 83% relocated from another location in Lake County, 12% from a different county in Ohio, and 5% from out-of-state. This implies that many new township residents are move-up homebuyers from the Cleveland metro area.

**Table 3.2**  
**Population change 1910 - 2000**  
Leroy Township / Tract 2052

Year	Leroy Township population	Δ% from previous decade	Lake County population	Δ% from previous decade
1910	644	N/A	22,927	N/A
1920	693	7.6%	28,667	25.0%
1930	683	-1.4%	41,674	45.4%
1940	827	21.1%	50,020	20.0%
1950	937	13.3%	75,979	51.9%
1960	1,502	60.3%	148,700	95.7%
1970	1,759	17.1%	197,200	32.6%
1980	2,506	42.5%	212,801	7.9%
1990	2,581	3.0%	215,499	1.3%
2000	3,122	21.0%	227,511	5.6%

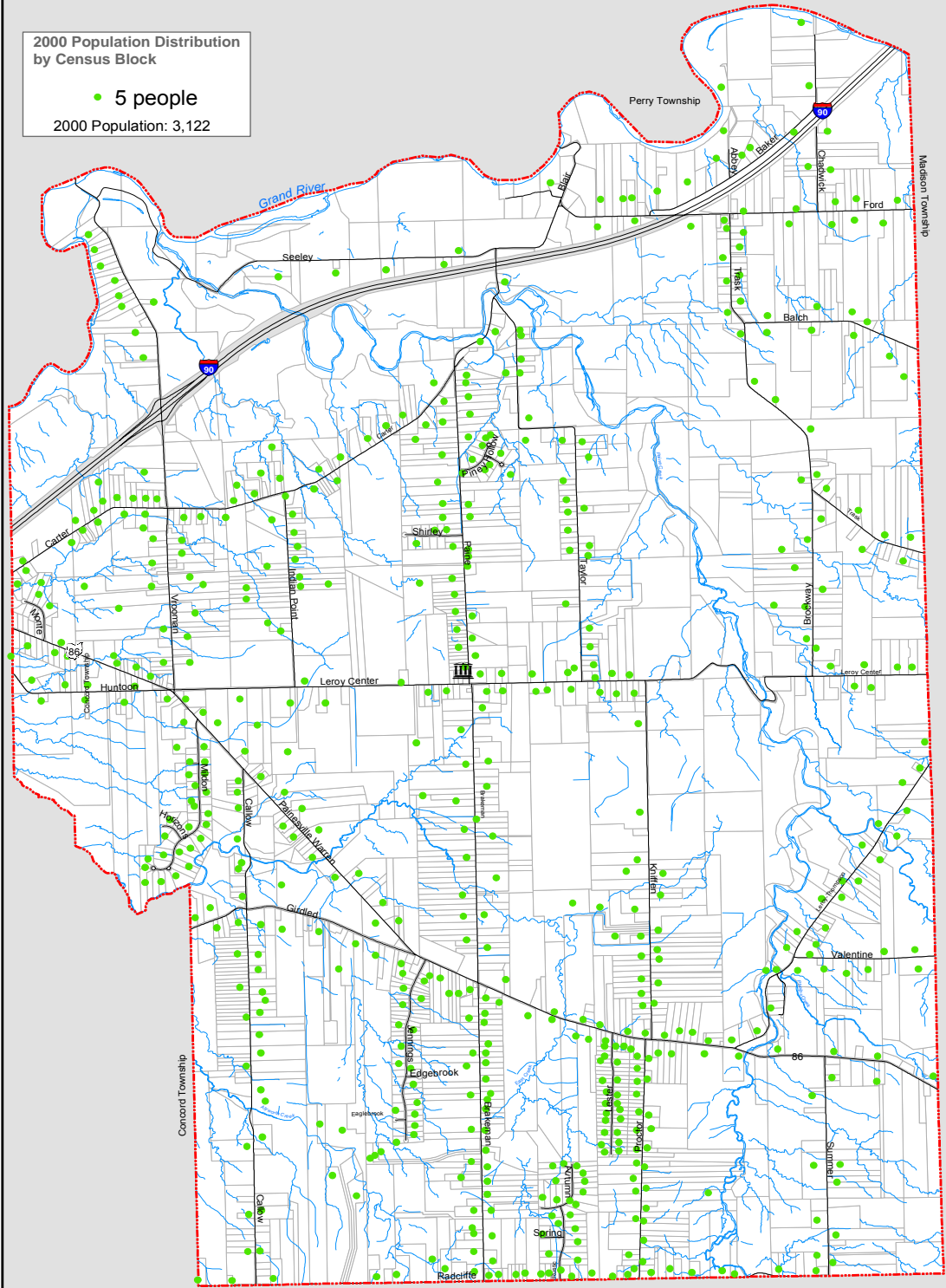


# POPULATION DENSITY

2000 Population Distribution  
by Census Block

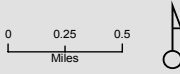
- 5 people

2000 Population: 3,122



GEAUGA COUNTY

The Lake County Planning Commission produced this map for general information purposes.  
Prepared by: Lake County Planning Commission  
Source: US Census  
Date: October 2004



**Table 3.3**  
**Population 1910-2000**  
Leroy Township; comparison to other communities

Year	Leroy Township	Concord Township	Madison Township	Perry Township	Hambden Township	Thompson Township	Lake County	Geauga County	Cleveland PMSA
1910	644	608	2,013	1,784			22,927	14,670	603,807
1920	693	623	1,992	1,220			28,667	15,036	1,169,422
1930	683	710	2,340	1,154	604	869	41,674	15,414	1,465,787
1940	827	795	2,725	1,380	726	920	50,020	19,430	1,500,798
1950	937	1,440	3,891	1,819	980	1,060	75,979	26,646	1,759,431
1960	1,502	3,860	8,494	3,291	1,764	1,369	148,700	47,573	2,220,050
1970	1,759	5,948	12,455	4,634	2,494	1,834	197,200	62,977	2,419,274
1980	2,506	10,335	15,378	5,126	2,934	2,083	212,801	74,474	2,277,949
1990	2,581	12,432	17,954	6,780	3,311	2,219	215,499	81,129	2,202,069
2000	3,122	15,282	18,428	8,240	4,024	2,383	227,511	90,895	2,250,871

(US Census Bureau)

### 3.3 Households and families

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 singles marrying at a later age.

Leroy Township has a much larger percentage of family households (83.7%) than Lake County (69.7%) and the Cleveland PMSA (65.9%) as a whole. The percentage of family households is slightly higher than surrounding townships. (Table 3.4) The high percentage of families can be attributed to the exurban nature of the township, with a housing stock consisting primarily of single-family houses on large lots, and a lack of amenities appealing to singles.

The average household size in Leroy Township (2.89 persons) is higher than Lake County (2.50) and the Cleveland PMSA (2.47) as a whole. The average family size in Leroy Township (3.19 persons) is also higher than Lake County (3.03) and the Cleveland PMSA (3.08) as a whole, but is somewhat smaller than neighboring Geauga County (3.24). Compared to surrounding communities, Leroy Township has the largest median household and family size, but its higher-than-average numbers are typical for eastern Lake County. (Table 3.5) The large household and family size correlates with the high percentage of family households in Leroy Township.

Only 13.3% of Leroy Township households consist of those living alone, compared to 25.6% of Lake County households. (Table 3.6) Usually, there are more female householders living alone because they outlive their spouses, but in Leroy Township the number of male householders living alone is slightly larger.

**Table 3.4**  
**Family and non-family households 2000**  
Leroy Township; comparison to other communities

Community	Family households	Nonfamily households
Leroy Township	83.7%	16.3%
Concord Township	77.7%	22.3%
Madison Township	74.2%	25.8%
Perry Township	80.5%	19.5%
Hambden Township	78.9%	21.1%
Thompson Township	76.4%	23.6%
Lake County	69.7%	30.3%
Geauga County	79.0%	21.0%
Cleveland PMSA	65.9%	34.1%
United States	68.1%	31.9%

(US Census Bureau)

**Table 3.5**  
**Household and family size 2000**  
Leroy Township; comparison to other communities

Community	Household size (persons)	Family size (persons)
Leroy Township	2.89	3.19
Concord Township	2.63	3.01
Madison Township	2.65	3.08
Perry Township	2.88	3.23
Hambden Township	2.77	3.14
Thompson Township	2.75	3.15
Lake County	2.50	3.03
Geauga County	2.84	3.24
Cleveland PMSA	2.47	3.08
United States	2.59	3.23

(US Census Bureau)

86.7% of all township households include two or more people, compared to 69.7% for Lake County as a whole. 33.2% of all township households consist of married couples with children living in the same house, compared to 24% of households countywide. 41.4% of all households, or about half of all households with two or more people, are married couples without children living in the house, compared to 32.7% of households countywide.

4.1% of all households are single-parent families, compared to 7.3% of Lake County households. Countywide, female single parents outnumber male single parents by about three to one, but in Leroy Township, the ratio is about 1.7 to one.

Because a large percentage of households in Leroy Township are families with children – about 50% more than in Lake County as a whole – the impact on schools will be greater than in other communities. With a limited commercial and industrial tax base, Leroy Township homeowners may face a larger tax burden for education than other communities. Attracting residents that will not place a demand on schools, such as singles and senior citizens, may be challenging, because the township lacks amenities appealing to those groups, and large minimum lot sizes make home maintenance and affordability difficult.

Large families aren't common in Leroy Township, but they're encountered more frequently than in the rest of Lake County. 13.5% of all households in the township, or 16.4% of all families, have more than four people, compared to 8.7% of all households and 12.5% of all families countywide. (Table 3.7)

### 3.4 Age

The median age of residents of Leroy Township is 38.4 years, comparable to Lake County at 38.6 years, Geauga County at 38.7 years, and the Cleveland PMSA at 37.3 years. The median age of township residents is also similar to that of surrounding communities in Lake and Geauga counties. (Table 3.8)

Compared to Lake County and the Cleveland PMSA, Leroy Township has a larger percentage of children (19 and younger), a lower percentage of older adults and senior citizens (55 and older), and a slightly higher percentage of adults aged 20-54. The township has a much higher percentage of residents aged 35-59 (42.5%) than Lake County (37.3%) and the Cleveland PMSA (35%), likely drawn to the community by move-up housing.

Although the population has grown, the overall age distribution in Leroy Township has changed little since 1980. (Table 3.10) The median age has risen sharply during that time, though; from 30.7 in 1980 to 38.4 now. In 1980, those aged 25 to 34 made up the largest age category in the township; 16.6% of the population in 1980, compared to 11.3% in 2000. Those aged 35-44 made up 15.9% of the population in 1980, compared to 18.3% in 2000. 45 to 55 year old residents made up 10.1% of the population in 1980, increasing to 18% in 2000.

**Table 3.6**  
**Household type 2000**  
Leroy Township / Tract 2052

Family type	Households	% of households
<b>Total households</b>	1,079	100.0%
<b>1-person household:</b>	143	13.3%
Male householder	73	6.8%
Female householder	70	6.5%
<b>2 or more person household:</b>	936	86.7%
Family households:	903	83.7%
Married-couple family:	805	74.6%
With own children under 18 years	358	33.2%
No own children under 18 years	447	41.4%
Other family:	98	9.1%
Male householder, no wife	38	3.5%
With own children under 18 years	16	1.5%
No own children under 18 years	22	2.0%
Female householder, no husband	60	5.6%
With own children under 18 years	28	2.6%
No own children under 18 years	32	3.0%
<b>Nonfamily households:</b>	33	3.1%
Male householder	21	1.9%
Female householder	12	1.1%

(US Census Bureau)

**Table 3.7**  
**Household size 2000**  
Leroy Township / Tract 2052

Household type and size	Households	% of households	% of household type
<b>Family households</b>	903	83.7%	100.0%
2 people	362	33.5%	40.1%
3 people	190	17.6%	21.0%
4 people	203	18.8%	22.5%
5 people	110	10.2%	12.2%
6 people	24	2.2%	2.7%
•7 people	14	1.3%	1.6%
<b>Nonfamily households</b>	176	16.3%	100.0%
1 person	143	13.3%	81.3%
2 people	30	2.8%	17.0%
3 people	3	0.3%	1.7%
•4 people	0	0.0%	0.0%

(US Census Bureau)

**Table 3.9**  
**Age distribution 2000**  
Leroy Township; comparison to other communities

Age	Leroy Township		Lake County		Cleveland PMSA	
	Persons	%	Persons	%	Persons	%
•5	206	6.6%	13,906	6.1%	148,150	6.6%
5-9	248	7.9%	15,486	6.8%	164,872	7.3%
10-14	253	8.1%	16,079	7.1%	164,207	7.3%
15-19	207	6.6%	14,689	6.5%	149,349	6.6%
20-24	114	3.7%	11,460	5.0%	121,813	5.4%
25-34	353	11.3%	29,247	12.9%	295,398	13.1%
35-44	572	18.3%	38,345	16.9%	363,179	16.1%
45-54	562	18.0%	33,689	14.8%	313,916	13.9%
55-59	193	6.2%	12,718	5.6%	111,566	5.0%
60-64	133	4.3%	9,848	4.3%	91,791	4.1%
65-74	157	5.0%	17,024	7.5%	165,665	7.4%
75-84	90	2.9%	11,676	5.1%	121,616	5.4%
•85	34	1.1%	3,344	1.5%	39,349	1.7%
<b>Grouping of ages 19 and under, 20-54, and 55 and over</b>						
•19	914	29.2%	60,160	26.5%	626,578	27.8%
20-54	1,601	51.3%	112,741	49.6%	1,094,306	48.5%
•55	607	19.5%	54,610	24.0%	529,987	23.6%

(US Census Bureau)

**Table 3.8**  
**Median age 2000**  
Leroy Township; comparison to other communities

Community	Median age
Leroy Township	38.4
Concord Township	41.4
Madison Township	36.6
Perry Township	38.1
Hambden Township	38.3
Thompson Township	37.1
Lake County	38.6
Geauga County	38.7
Cleveland PMSA	37.3
United States	35.4

(US Census Bureau)

**Table 3.10**  
**Age distribution 1980-2000**  
Leroy Township / Tract 2052

Age	1980		1990		2000	
	Persons	%	Persons	%	Persons	%
•19	677	29.9%	588	24.9%	914	29.2%
20-54	1,211	53.5%	1,320	55.9%	1,601	51.3%
•55	377	16.6%	454	19.2%	607	19.5%

(US Census Bureau)

### 3.5 Education

Leroy Township residents are less likely to be college graduates than their peers in the Cleveland metropolitan area, but they are also less likely to be high school dropouts.

18% of Leroy Township residents age 25 or over have undergraduate or advanced degrees, compared to 21.5% of Lake County residents, 31.7% of Geauga County residents, and 23.3% of Cleveland PMSA residents. However, the percentage of those with undergraduate and advanced degrees is comparable to that of neighboring townships – except Concord, where 36.2% of residents over 25 have completed their undergraduate or advanced education.

13.5% of Lake County residents, 13.7% of Geauga County residents and 17.2% of Cleveland SMSA residents over 25 didn't graduate from high school or pass a GED examination, compared to 10.9% of Leroy Township residents.

Educational attainment for Leroy Township is comparable to that of Lake County and metropolitan area. 87.9% of township residents older than 25 have at least a high school education, while 20.8% have a bachelor's degree. 9.1% of township residents older than 25 do not have a high school education. (Table 3.11)

**Table 3.11**  
**Educational attainment 2000**  
Age 25 and over, Leroy Township; comparison to other communities

Education	Leroy Township	Concord Township	Madison Township	Perry Township	Hambden Township	Thompson Township	Lake County	Geauga County	Cleveland PMSA
Less than 9th grade	2.7%	0.9%	3.9%	3.3%	1.7%	3.1%	2.9%	6.4%	4.3%
Some high school	8.2%	5.0%	12.1%	9.3%	9.7%	10.0%	10.6%	7.3%	12.9%
High school grad or GED	36.5%	26.4%	40.0%	38.8%	35.0%	45.0%	34.4%	28.8%	32.4%
Some college	25.4%	24.9%	23.9%	23.5%	28.3%	24.0%	23.8%	20.6%	21.4%
Associate degree	8.2%	6.5%	6.7%	7.0%	7.7%	7.6%	6.7%	5.9%	5.7%
Bachelor's degree	11.9%	24.0%	8.8%	11.5%	11.7%	8.4%	14.6%	19.9%	14.9%
Graduate degree or PhD	7.1%	12.2%	4.5%	6.6%	6.1%	1.9%	6.9%	11.8%	8.4%

(US Census Bureau)

### 3.6 Occupation and industry

The distribution of employment by industry – the general sector of the economy where township residents work – is generally comparable to Lake County as a whole. Among township workers, 21.6% are employed 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 19.2% of all workers living in the township.

Leroy Township has a disproportionately large percentage of residents working in the construction sector; 9.9%, compared to 6.1% for Lake County and 5.6% in the Cleveland PMSA. However, the high percentage is comparable to surrounding communities in eastern Lake and Geauga Counties.

Only 1% of township residents work in information-related businesses, compared to 1.8% in Lake County, 2% in Geauga County, 2.5% in the Cleveland metropolitan area, and 3.1% in the United States. There are also a low percentage of workers in the finance sector; 2.7%, compared to 7.1% in Lake County, 7.5% in the Cleveland SMSA, 8.1% in neighboring Concord Township, and 8.4% in Hambden Township. (Table 3.12)

**Table 3.12**  
**Employment by industry 2000**  
 Employed civilians age 16 and over, Leroy Township; comparison to other communities

Industry	Leroy Township	Concord Township	Madison Township	Perry Township	Hambden Township	Thompson Township	Lake County	Gauga County	Cleveland PMSA
Agriculture	0.9%	0.5%	1.6%	1.8%	1.6%	2.9%	0.6%	1.5%	0.5%
Construction	9.9%	6.0%	7.9%	9.1%	8.1%	10.7%	6.1%	9.5%	5.6%
Manufacturing	21.6%	21.8%	27.0%	26.1%	26.0%	23.4%	24.4%	19.9%	19.1%
Wholesale trade	3.9%	4.2%	3.4%	4.8%	3.6%	2.6%	4.0%	4.0%	3.7%
Retail trade	11.5%	11.0%	11.5%	12.7%	9.7%	14.5%	12.0%	11.0%	11.2%
Transportation, warehousing, utilities	4.8%	3.1%	7.2%	4.2%	5.7%	3.7%	3.9%	3.5%	4.7%
Information	1.0%	2.0%	1.1%	1.4%	2.4%	0.7%	1.8%	2.0%	2.5%
Finance, insurance, real estate	2.7%	8.1%	4.6%	4.5%	8.4%	1.3%	7.1%	6.4%	7.5%
Professional, scientific, management, administrative	9.8%	11.3%	5.8%	6.8%	9.7%	9.3%	8.0%	9.9%	9.1%
Educational, health, social services	19.2%	21.1%	17.8%	15.0%	13.9%	17.7%	18.0%	19.7%	20.4%
Arts, entertainment, recreation, hospitality	6.2%	5.2%	5.9%	4.9%	5.1%	7.9%	6.7%	5.7%	7.3%
Other services	6.0%	2.8%	3.3%	5.1%	3.0%	4.7%	4.3%	4.2%	4.4%
Public administration	2.6%	2.9%	2.7%	3.6%	2.7%	0.7%	3.1%	2.6%	3.8%

(US Census Bureau)

Distribution of employment by occupation in the township – what people actually do for a living – is also similar to the overall distribution for Lake County and the Cleveland metro area, except that there is a larger percentage working in construction, extraction and maintenance jobs; 14% of the population, compared to 8.7% for Lake County, and 8.1% for the Cleveland SMSA.

71.3% of all workers in the township can be considered white-collar (management/professional, service, sales/office), rising from 26.2% in 1960 and 49.1% in 1980. 28.7% of all workers can be considered blue-collar (construction/extraction/maintenance, production/transportation/material moving, farming), falling from 73.2% in 1960 and 50.9% in 1980. In nearby townships, the highest percentage of white-collar workers is found in Concord (83.5%), and Thompson Township contains the highest percentage of blue-collar workers (33.9%). (Table 3.13)



**Table 3.13**  
**Employment by occupation 2000**  
 Employed civilians age 16 and over, Leroy Township; comparison to other communities

Occupation	Leroy Township	Concord Township	Madison Township	Perry Township	Hambden Township	Thompson Township	Lake County	Geauga County	Cleveland PMSA
<b>White collar</b>									
Management, professional, related	32.5%	45.7%	24.6%	31.0%	29.6%	25.7%	32.1%	38.8%	33.0%
Service	13.3%	8.6%	13.0%	16.6%	10.5%	14.5%	13.0%	11.4%	14.4%
Sales and office	25.5%	29.2%	26.9%	24.4%	29.1%	25.9%	28.2%	25.6%	27.7%
<b>Blue collar</b>									
Farming, fishing and forestry	0.6%	0.3%	0.4%	0.3%	0.9%	0.9%	0.3%	0.7%	0.2%
Construction, extraction, maintenance	14.0%	7.1%	11.7%	12.1%	11.0%	14.7%	8.7%	10.6%	8.1%
Production, transportation, material moving	14.0%	9.1%	2.4%	15.5%	18.8%	18.3%	17.7%	12.8%	16.6%

(US Census Bureau)

### 3.7 Income

Leroy Township can be considered a well-off, middle to upper-middle class community. The median household and family income in Leroy Township is higher than Lake County as a whole, and comparable to Geauga County. The median household income in Leroy Township, \$61,100, is 45% higher than the national median of \$41,994; the family median income of \$66,510 is 33% higher than the national median of \$50,046. Median household and family incomes in Leroy Township are higher than all surrounding townships, except Concord; 34% higher than Madison Township, 11% higher than Perry Township, 17% higher than Hambden Township, and 20% higher than Thompson Township. (Table 3.13)

**Table 3.13**  
**Median household and family income 1999**  
 Leroy Township; comparison to other communities

Attribute	Leroy Township	Concord Township	Madison Township	Perry Township	Hambden Township	Thompson Township	Lake County	Geauga County	Cleveland PMSA
Median household income	\$61,100	\$69,256	\$45,651	\$54,904	\$52,294	\$48,750	\$48,763	\$60,200	\$42,089
Median family income	\$66,510	\$77,117	\$51,513	\$60,313	\$61,667	\$53,571	\$57,134	\$67,427	\$52,047

(US Census Bureau)

**Table 3.14**  
**Median household income 1980-2000**  
 Leroy Township; comparison to United States

Year	Leroy Township	United States	% of United States
1999	\$61,100	\$41,994	145.5%
1989	\$42,031	\$28,906	145.4%
1979	\$25,311	\$16,461	153.8%

(US Census Bureau)

The median household income of a Leroy Township household was about 145% that of the median for the country in 1989 and 1999, falling from about 154% in 1979. (Table 3.14)

Compared to Lake County and the Cleveland PMSA, Leroy Township has a lower percentage of households with an annual income under \$50,000, and a higher percentage of households with an income of \$50,000 to \$149,000. (Table 3.15)

**Table 3.15**  
**Household income distribution 1999**  
 Leroy Township; comparison to county and PMSA

Income	Leroy Township		% of Lake County	% of Cleveland PMSA
	HHs	%		
Less than \$10,000	32	3.0%	4.9%	9.3%
\$10,000 to \$14,999	22	2.0%	4.7%	6.2%
\$15,000 to \$24,999	88	8.1%	11.0%	12.8%
\$25,000 to \$34,999	89	8.2%	12.4%	12.8%
\$35,000 to \$49,999	123	11.4%	18.4%	16.7%
\$40,000 to \$44,999	323	29.9%	24.2%	20.1%
\$75,000 to \$99,999	270	25.0%	13.0%	10.7%
\$100,000 to \$149,999	129	11.9%	8.4%	7.3%
\$150,000 to \$199,999	0	0.0%	1.5%	1.9%
\$200,000 or more	6	0.6%	1.5%	2.1%

HHs - households  
 (US Census Bureau)

Leroy Township is fortunate to have a low level of poverty among its residents. In 1999, only 20 families, or 2.2% of all families in the township, live below the poverty level, compared to 3.5% in Lake County and 8.2% in the Cleveland PMSA. Only 78 people, or 2.5% of the township population, live under the poverty level, compared to 5.1% of all Lake County residents and 10.8% of all Cleveland PMSA residents.

The face of poverty is much different in Leroy Township than the metropolitan area and surrounding county. Only four residents, or 5.1% of those living under the poverty level, are age 17 and younger, compared to 32.4% of Lake County residents and 37.5% of all Cleveland PMSA persons living under the poverty level. There were no senior citizens living under the poverty level, while 14.5% 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, but in Leroy Township poverty is unknown among that group. (Table 3.16)

**Table 3.17**  
**Moderate, low and very low income households 2000**  
Leroy Township / Tract 2052

Household attribute	Households	% of households	% of household type
<b>Households</b>			
Total HHs	1,079	100.0%	N/A
Moderate income (51-80%)	148	13.7%	N/A
Low income (36-50%)	89	8.2%	N/A
Very low income (≤35%)	49	4.5%	N/A
Total HHs ≤80%	286	26.5%	N/A
<b>Family households</b>			
Total family HHs	903	83.7%	100.0%
Moderate income (51-80%)	121	11.2%	13.4%
Low income (36-50%)	50	4.6%	5.5%
Very low income (≤ 35%)	21	1.9%	2.3%
Total family HHs ≤80%	192	17.8%	21.3%
<b>Non-family households</b>			
Total non-family HHs	176	16.3%	100.0%
Moderate income (51-80%)	27	2.5%	15.3%
Low income (36-50%)	39	3.6%	22.2%
Very low income (≤35%)	28	2.6%	15.9%
Total non-family HHs ≤80%	94	8.7%	53.4%
HHs - households (US Census Bureau)			

26.5% of households in Leroy Township meet the HUD definition of moderate, low or very low income households. 21.3% of all family households and 53.4% of non-family households in the township are considered moderate, low or very low income. (Table 3.17)

**Table 3.16**  
**Poverty status: persons 1999**  
Leroy Township; comparison to county and PMSA

Group	Leroy Township		% of Lake County	% of Cleveland PMSA
	Number	%		
All persons under poverty level	78	2.5%	5.1%	10.8%
Persons in poverty: •17 years	4	5.1%	32.4%	37.5%
Persons in poverty: 18-64 years	74	94.9%	53.1%	51.8%
Persons in poverty: •65 years	0	0.0%	14.5%	10.7%
All families under poverty level	20	2.2%	3.5%	8.2%
Families in poverty: married w/children •18	0	0.0%	25.1%	17.4%
Families in poverty: married w/o children	15	75.0%	14.6%	11.4%
Families in poverty: male HH w/children •18	5	25.0%	5.3%	6.0%
Families in poverty: male HH w/o children	0	0.0%	1.0%	1.9%
Families in poverty: female HH w/children •18	0	0.0%	49.4%	56.9%
Families in poverty: female HH w/o children	0	0.0%	4.6%	6.5%

Example: of those persons under the poverty level in Lake County, 32.4% are 17 years old or younger. Multiply 5.1% by 32.4% to determine group as a percentage of the total population; 1.7% of all people in Lake County are 17 years old or younger, and under the poverty level.  
HH = householder, no partner of opposite sex present  
(US Census Bureau)

Moderate-income household means a household having an income equal to or less than the Section 8 low-income limit, which is defined as **80% or less** of the median family income adjusted for family size (single person households are compared against the median income for other single person households, households with five people are compared against the median income for other five person households, and so on), as established by HUD for the Cleveland PMSA.

Low-income household means a household having an income of **50% or less** of the median family income for the Cleveland PMSA, adjusted for family size.

Very low-income household means a household having an income of **35%** of the median family income for the Cleveland PMSA, adjusted for family size.

To determine qualification for loans and grants, HUD considers the number of people who are very low, low or moderate income. 1,122 residents, or slightly more than one-third of the population, could be considered low-moderate income. (Table 3.18)

### 3.8 Race and ethnicity

The township population is predominantly white, typical of exurban communities in eastern Lake and Geauga counties. The 2000 Census counted just 16 black residents living among 3,075 white residents in Leroy Township, with a negligible number of Asians, Native Americans and Pacific Islanders. African-Americans make up about 18.5% of the Cleveland PMSA population, and about 2% of Lake County residents. (Table 3.19)

**Table 3.18**  
**Moderate, low and very low income persons 2000**  
Leroy Township / Tract 2052

Attribute	Persons	% of persons
Total persons for whom income is determined	3,122	100.0%
Moderate income (51-80%)	720	23.1%
Low income (36-50%)	304	9.7%
Very low income (≤ 35%)	98	3.1%
Total ≤80%	1,122	35.9%

(US Census Bureau)

**Table 3.19**  
**Race and ethnicity 2000**  
Leroy Township; comparison to other communities

Race	Leroy Township	Concord Township	Madison Township	Perry Township	Hambden Township	Thompson Township	Lake County	Geauga County	Cleveland PMSA
White	98.5%	97.5%	98.1%	98.5%	98.4%	98.3%	95.4%	97.4%	76.9%
Black / African-American	0.5%	0.5%	0.4%	0.3%	0.6%	0.4%	2.0%	1.2%	18.5%
Native American / Alaskan	0.1%	0.1%	0.2%	0.1%	0.0%	0.1%	0.1%	0.1%	0.2%
Asian	0.2%	1.0%	0.3%	0.2%	0.2%	0.2%	0.9%	0.4%	1.4%
Hawaiian / Pacific Islander	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%
Other	0.0%	0.1%	0.3%	0.2%	0.0%	0.0%	0.7%	0.1%	1.4%
Two or more races	0.7%	0.8%	0.7%	0.7%	0.7%	1.0%	0.9%	0.7%	1.6%

(US Census Bureau)

There were only about 1,500 Hispanic residents in Lake County in 1990; in 2000, the number grew to 3,879. Hispanics now make up about 1.7% of the county population. While still a small percentage compared to the greater Cleveland area, Hispanic residents play a large role in the economy of eastern Lake County, with many working in its nurseries and establishing small businesses. Most Hispanic residents in the county live in the City of Painesville, where they make up 12.9% of that city’s population.

Only three Leroy Township residents claimed Hispanic origin in Census 2000. (Table 3.20)

**Table 3.20**  
**Hispanic/Latino population 2000**  
Leroy Township; comparison to other communities

Ethnicity	Leroy Township	Concord Township	Madison Township	Perry Township	Hambden Township	Thompson Township	Lake County	Geauga County	Cleveland PMSA
Hispanic or Latino	0.1%	0.5%	1.1%	0.4%	0.4%	0.5%	1.7%	0.6%	3.3%
Not Hispanic or Latino	99.9%	99.5%	98.9%	99.6%	99.6%	99.5%	98.3%	99.4%	96.7%

(US Census Bureau)

As more minorities aspire to the “American dream,” and enter the middle and upper middle class, some will chose to settle down in Leroy Township, for the same reasons current residents have chosen the township as their home. The independent “live and let live” ethic of residents was often cited as a strength in resident surveys. There is no known history of ethnic or racial divisiveness in Leroy Township, and it is expected that current residents will accept new minority residents as their own.

### 3.9 Future population

Predicting future population growth – or decline – is an inexact science. The 1980 Comprehensive Plan offered a projected population of 2,765 for Leroy Township in 2000; the Census tallied 3,122 residents.

Barring large wars, natural catastrophes, or radical changes in national trade policy, the most significant trend that would affect Leroy is the continued development in urban fringe areas – not from those leaving Cleveland or pre-WWII era suburbs, but rather families and empty-nesters moving from inner and middle-ring suburbs. While the population of the metropolitan area will grow slowly, residents will continue to disperse over a wider area. Leroy, being an exurban community with access to I-90, will likely experience continued population growth.

**Table 3.21**  
**Projected population 2010-2030**  
**Leroy Township**

<i>Year</i>	<i>Population</i>
1950	937
1960	1,502
1970	1,759
1980	2,506
1990	2,581
2000	3,122
2010	3,795*
2020	4,433*
2030	5,177*

\* projected population  
(US Census Bureau, Lake County Planning Commission)

Table 3.21 offers a population projection for Leroy to 2030, using the average of results from linear and growth curve projection models based on post-World War II population trends.

### 3.10 Goals and policies

Demographic information is a tool that is usually used in planning for community services and programs. A community cannot plan its demographics in the same way it can plan land use, community facilities, roads or parks. However, policies can be implemented to address the problems and needs of certain groups identified in a demographics analysis. Most such policies will appear in other elements of the Comprehensive Plan.

Each primary paragraph (**in bold type**) is a statement of a goal. The subparagraphs are policies for implementing the goal.

**DE-1                    Pockets of low-moderate income households should not be created.**

DE-1-p1                Avoid concentration of housing for low-moderate income households in areas where there is already a significant low-moderate income population.

DE-1-p2                Avoid concentration of community resources serving low-moderate income individuals, where such uses could stigmatize an area.

# 4 Land Use

## 4.1 Introduction

The current landscape of Leroy Township and regional growth patterns exhibited in Northeastern Ohio validate the importance of proper land use and zoning decisions in the short term. Unlike other communities in the region, Leroy Township is a nearly blank slate; citizens and elected officials have the opportunity to provide a blueprint of the natural and built environment for future generations.

*The residents of Leroy Township desire to grow as a community while preserving our rural atmosphere. By creating this plan, the community will implement strategies to manage efficient development of the Township while creating a broader tax base. The tax base will be used toward improved public infrastructure, recreational opportunities and Township amenities and services.*

*-- Leroy Township Comprehensive Plan Vision*

The Land Use element is not intended to be a lot-by-lot plan for future development and preservation of land in Leroy Township, but rather a guide for development and best management practices. To preserve its rural ambience, the township must address the increasing suburban growth pressures and redevelopment of existing areas, subject to good planning practice and the limitations of state law.

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 in the 2003 Township Survey and various public meetings.

## 4.2 Recent development history

Policies of the 1960 Lake County Comprehensive Plan were intended to apply to Leroy Township, along with the rest of the county. The first specific township plan was the *Leroy Township Draft Comprehensive Plan*, adopted in June 1979. The plan was followed by the *Leroy Township Amendment to the Lake County Comprehensive Plan* in 1984, and the *Leroy Township Comprehensive Plan* in 1996.

A review of existing planning documents confirms the traditional land use pattern of the township has been relatively consistent over the past 35 years. Single family houses on large lots carved from even larger lots, open space and vacant land, recreation, agriculture and very limited commercial uses have been and will likely continue to be the primary land uses throughout Leroy.

The unprecedented growth that characterized the post-WWII era was confined to the extreme western portion of Lake County. Leroy Township maintained its rural atmosphere, even though many new residents commuted to employment centers closer to Cleveland. The lack of utilities and distance from employment centers insulated Leroy from development pressures in the 1950s and 1960s.

*Over half of those responding to the 2003 township survey work in Lake County. 75% either relocated from another Lake County community or are life-long residents.*

During the 1960s and 1970s, when manufacturing and industrial businesses expanded east of Cleveland in Lake County, more jobs became available in western and central Lake County. An “edge city” of white-collar employment began to emerge along the I-271 corridor in eastern Cuyahoga County, less than a 30 minute drive from the Vrooman Road exit of I-90. Nearby employment

opportunities, along with an improved transportation network, made Leroy a more attractive destination for prospective move-up homebuyers. The majority of new township residents were relocating from inner-ring suburbs such as Willowick, Wickliffe and Willoughby, rather than Cleveland or Cuyahoga County.

Middle class people working in the urban and suburban areas could now have – and afford – a rural lifestyle previously enjoyed only by the wealthy and those that work the underlying soil. However, as demand for exurban

building sites increased, the price of the land also rose, making subdivision and development more lucrative than agriculture.

Growth in Leroy Township did not come in the form of large residential subdivisions, but rather the creation of large building lots carved from larger farm parcels. According to the *1979 Leroy Township Comprehensive Plan*:

*Around 1957, several parcels were completely divided into lots, one to two acres in size. The larger of these subdivisions include Jennings Drive, Lester Drive, the northwest corner of Carter and Vrooman Roads, and the west side of Callow just south of Girdled Road. Twenty-two years later some of these lots, including almost all of Callow, are still not used for homesites.*

Today, these areas have begun to be occupied by single family homes. Developers have begun to explore the feasibility of larger scale subdivisions in the township. Minor subdivisions or lot splits, as defined by the Ohio Revised Code, continue to be the primary form of land division in Leroy Township. Between 1996 and 2004, an average of 16 new building lots were created annually, most through lot splits.

The landscape of the township is classified as rural in the traditional urban-suburban-rural context, but exhibits all the characteristics of an exurb as described in the *Introduction* section of this plan. Tom Daniels' *When City and Country Collide* defines an exurb as a place having the following characteristics:

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

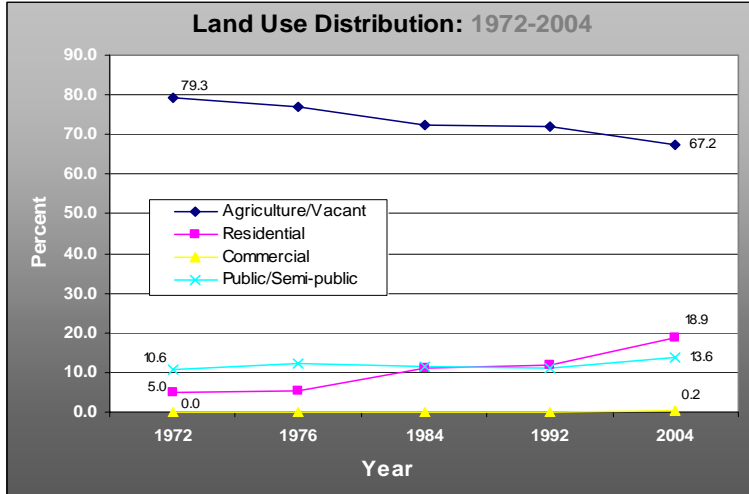
While the natural environment and community atmosphere continues to yield a somewhat rural lifestyle, if unchecked, exurban growth can create deep inequities by chipping away at the urban region's tax base while the booming areas struggle to pay for costly infrastructure like sewers and roads. "It takes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



Strip residential development in Leroy Township (Pictometry)

Exurban characteristics are applicable to Leroy Township and have been shaping the community for 30 years with a changing land use pattern. The rural nature of Leroy is proven with the data from 1972 and 1976. In 1972, approximately 80% of the township was considered agriculture or vacant land; 5% of the land was in residential use. An additional 10% of lands were public or semi-public (parks, cemeteries, church camps, and other types of lightly used active open space.)

In 1972, three acres (1.2 hectares) were occupied by commercial uses. Today, the commercial make-up of Leroy Township has increased to 30 acres (12 hectares), or 0.2% of all land in the township. While the figure has increased dramatically, the general vicinity of these areas has not changed. Two primary commercial nodes were noted in the 1979 plan and continue to serve as the commercial base today: the Vrooman Road/I-90 interchange and the Five Points area, where Vrooman Road, Leroy Center Road, Huntoon Road and Painesville-Warren Road intersect. Similar to residential growth patterns, increased commercial uses in the Township are dependent on public infrastructure.



The amount of parks, semi-public and public land has increased by 200 acres (81 hectares) from the 1970s, to 1,397 acres (565 hectares) today. Aside from township parks or efforts by Lake Metroparks, conservation should be encouraged at the individual level as with riparian setbacks, slope ordinances and the potential for conservation easements.

Through the 1980s, development and rural transformation was extremely light, in the light of a statewide economic downturn where residential building and investment was stagnant. However, field studies from 1992 indicated the agriculture and vacant land was reduced to 70% of the land in the township, and land occupied

by residential uses increased to 11.5%. This point could signify the beginning of the transformation of Leroy Township from a rural to an exurban community.

The transformation continues to the present. In 2004, 19% of the land in the township was in residential uses, and 66% was vacant or in agricultural uses. This regional expansion of population in search of exurban areas will continue to alter the landscape of the Township.

*In Ohio, the U.S. Department of Natural Resources Inventory estimated that 472,000 acres (191,000 hectares), or 738 square miles – the equivalent of 28 Leroy Townships – were developed into urban land between 1982-1992. This equals 28,000 acres (11,300 hectares) per year or 77 acres (31 hectares) per day. Of those, 281,000 acres (113,700 hectares) were farmland with prime or unique soils.*

The 1979 Leroy Comprehensive Plan states “it is this low density and rural atmosphere, which makes Leroy attractive and appealing to existing and future homeowners.” This statement and new land use data mirrors the 2003 survey results and many comments heard during the preparation of this plan.

There is a direct correlation between the reduction in agriculture/vacant land, and the increase in residential. (Table 4-1). From 1972 to 2004, the amount of agriculture/vacant land decreased over 12%, while residential land uses increased 14%. Today 18.9% of the land in Leroy Township is occupied by residential uses. The amount seems higher when seen from roads in the township, given the strip development nature of most residential development.

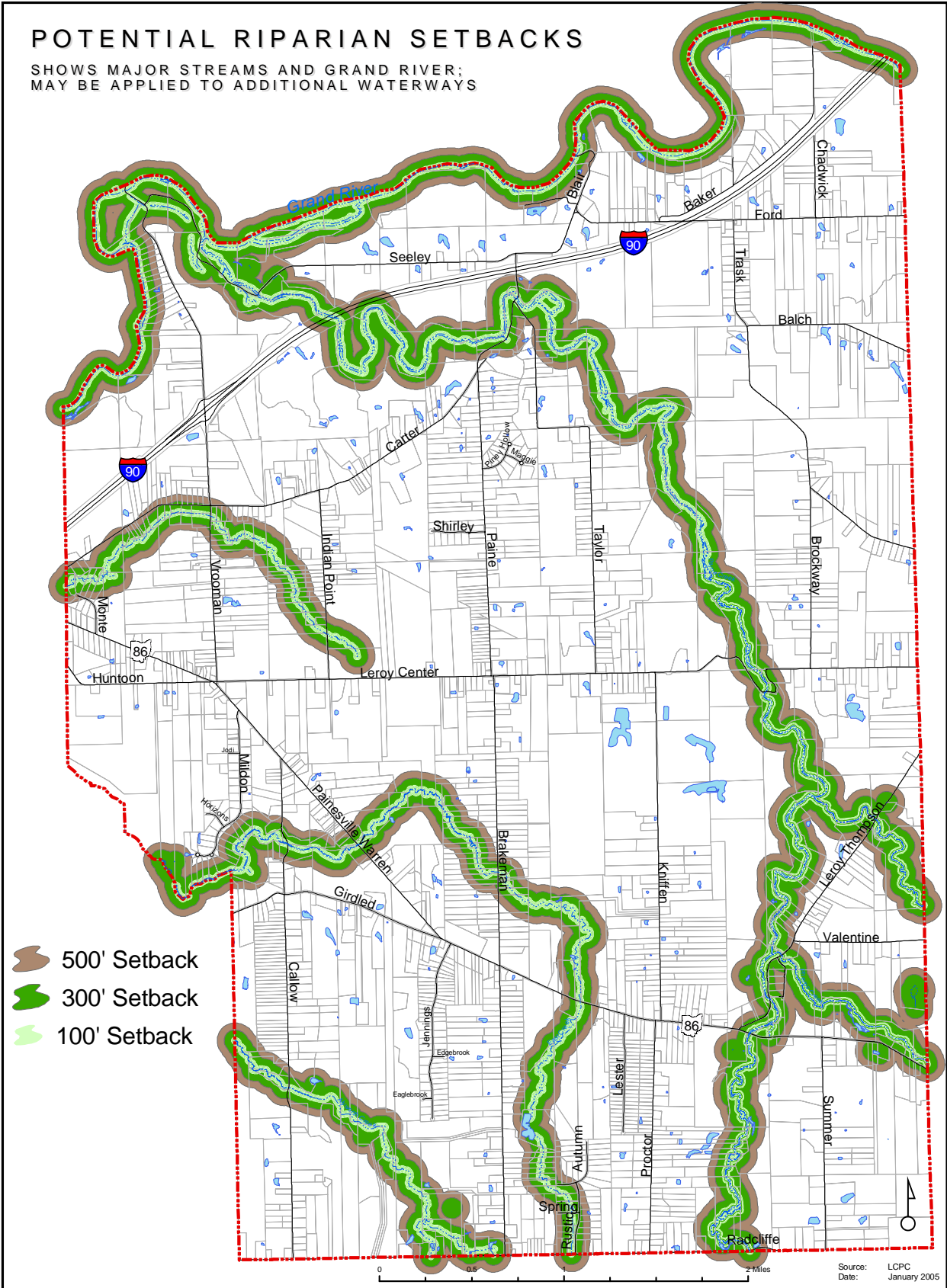
Leroy’s landscape continues to be dominated by vacant, residential, agricultural and park land. Ninety-five percent of the 16,024 acres (6,485 hectares) in the township falls into these four categories. Of the remaining 5%, 4.4% or 706 acres (286 hectares) is public (cemetery, fire station, town hall, and so on), private recreation, or semi-public. The remaining properties comprise the commercial and utilities component of the study. (High-tension power line easements were classified as vacant for the purposes of this study.)

Use	Acres	Hectares	% of land in township
Vacant	8,376.10	3,389.70	52.7%
Residential	3,027.01	1,224.89	18.9%
Agricultural	2,346.41	946.56	14.6%
Lake Metroparks	1,473.00	596.10	9.2%
Private recreation	415.68	168.22	2.6%
Semi-public	259.45	105.00	1.6%
Industrial	49.30	19.96	0.3%
Public	32.38	13.10	0.2%
Commercial	30.02	12.15	0.2%
Utilities	14.95	6.05	0.1%
<b>Total</b>	<b>16,024.32</b>	<b>6484.83</b>	<b>100.00</b>

(Lake County Planning Commission)

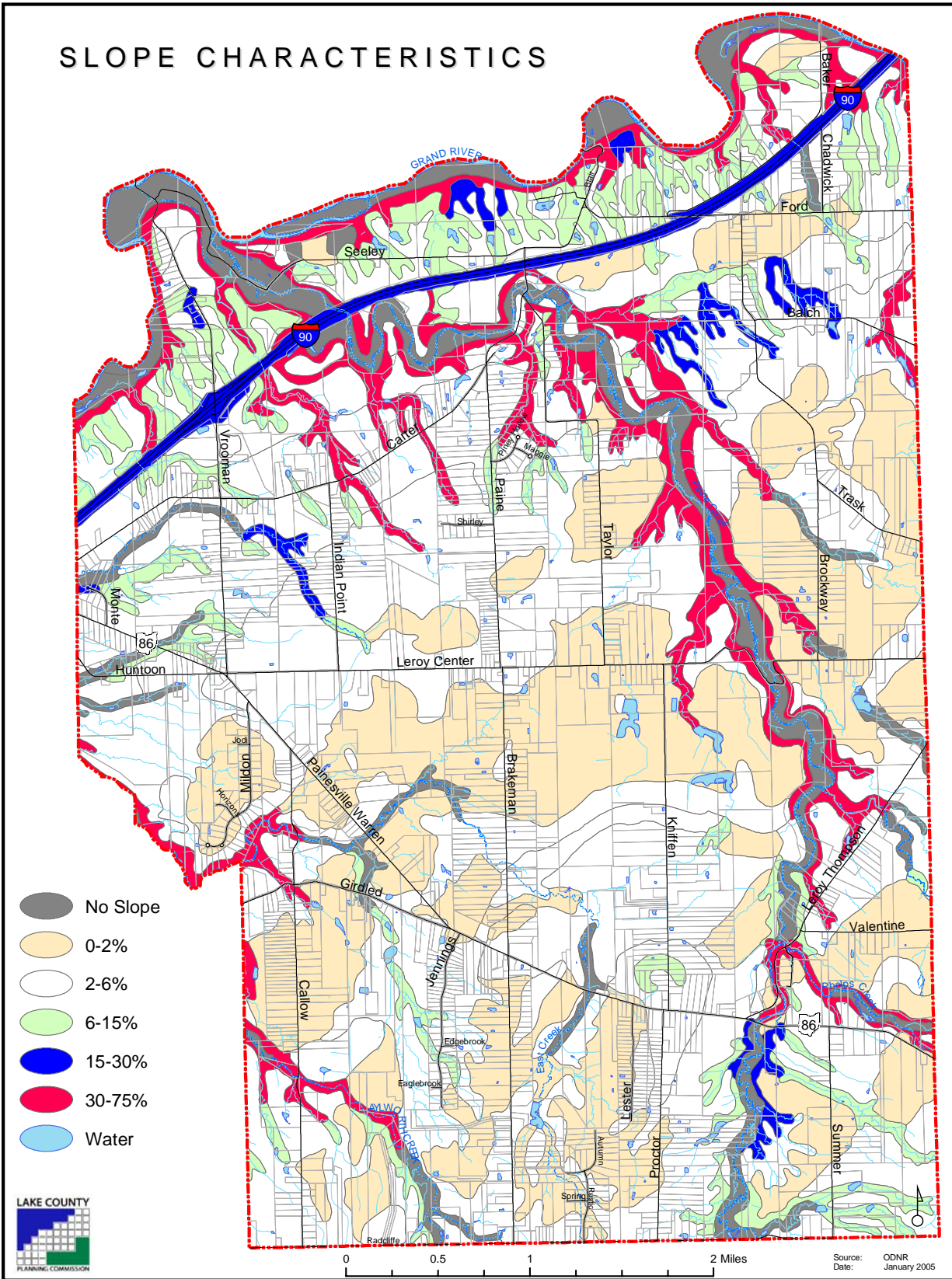
# POTENTIAL RIPARIAN SETBACKS

SHOWS MAJOR STREAMS AND GRAND RIVER;  
MAY BE APPLIED TO ADDITIONAL WATERWAYS

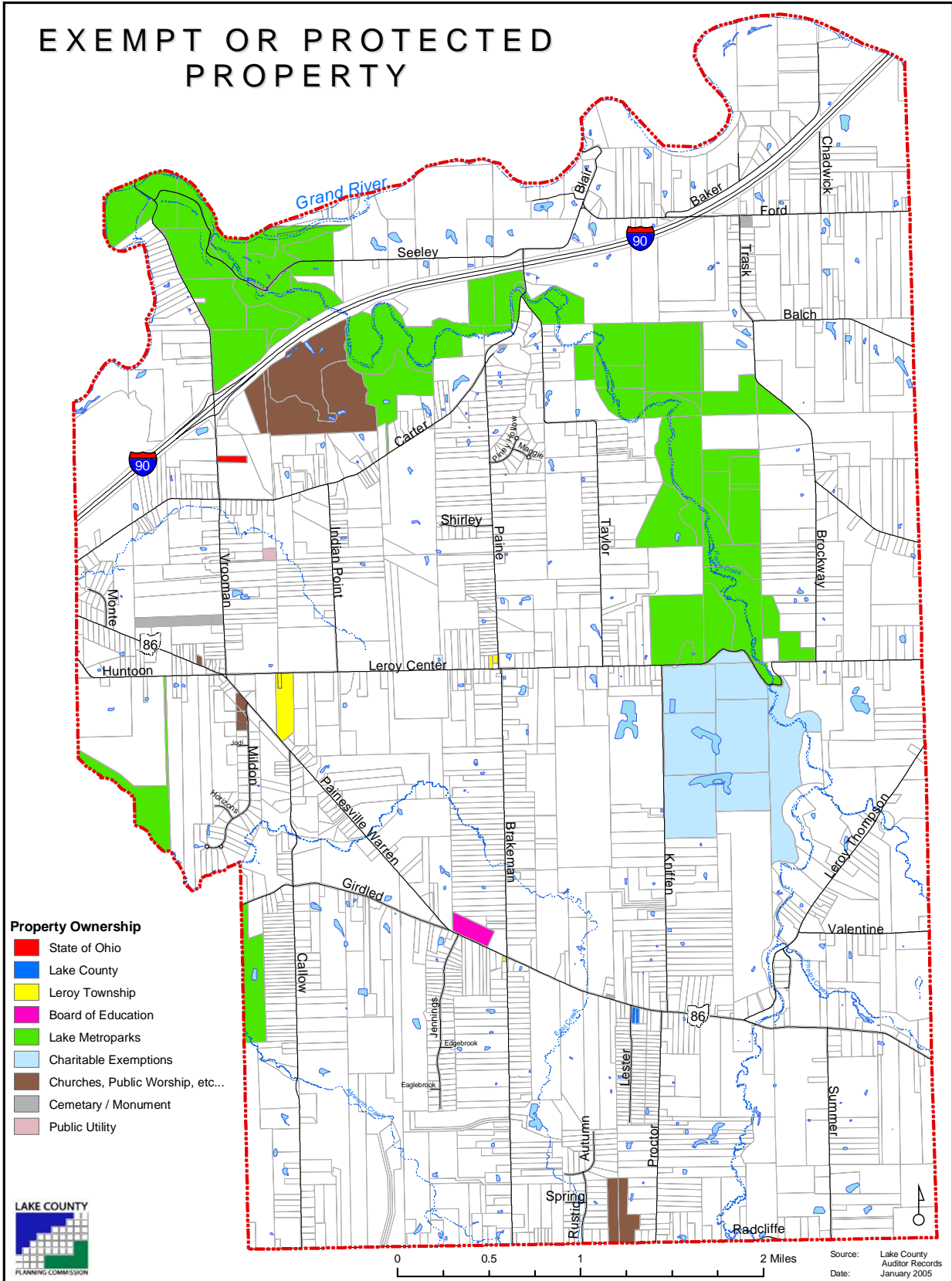


- 500' Setback
- 300' Setback
- 100' Setback





# EXEMPT OR PROTECTED PROPERTY



*ACREAGE NOTE: The Lake County Planning Commission created the 2004 land use map utilizing Lake County GIS and Auditor's Office data. Aerial photography and field checks were also used for map accuracy. Parcels were split to designate residential vs. vacant where homes sat on larger lots. For example, a 10 acre (4 hectare) parcel with a house was split and classified under two categories: two acres (residential) for the dwelling and identifiable yard and eight acres (vacant) for the remaining vacant property.*

About 8,400 acres (3,490 hectares), or nearly half of the land in the township, is considered vacant. Aside from private residents, CEI (First Energy) is a large owner of land classified as vacant. Electric transmission lines occupy portions of these parcels. These parcels should not be considered "undevelopable" simply because of the electrical lines. The most

significant concentration of their holdings is a large tract in between Kniffen Road and Brakeman Road. This area has been researched for the feasibility for residential development in the past. To date, lack of public infrastructure has made development of this site unfeasible.

The remaining vacant land is scattered throughout the Township. Some areas were farmed in the past, but now sit fallow. A large percentage of the vacant property is wooded, and may be eligible for the Ohio Division of Forestry's forest land designation, which would yields a 50% property tax reduction. Other properties will probably remain vacant for the foreseeable future due to topography and environmental constraints. Those areas of high natural resource value should be protected through the use of conservation easements, riparian setbacks and other methods.

The current pattern of haphazard development and consumption of open space as described by Downs and Richmond (1998), along with the other traits of sprawl, will likely continue into the future. Considering current and historical land use figures, residential growth will continue at an ever increasing rate under the current zoning and land planning strategies available to Leroy Township, regardless of the availability of sewer or water service.

### **Urban sprawl in Leroy Township**

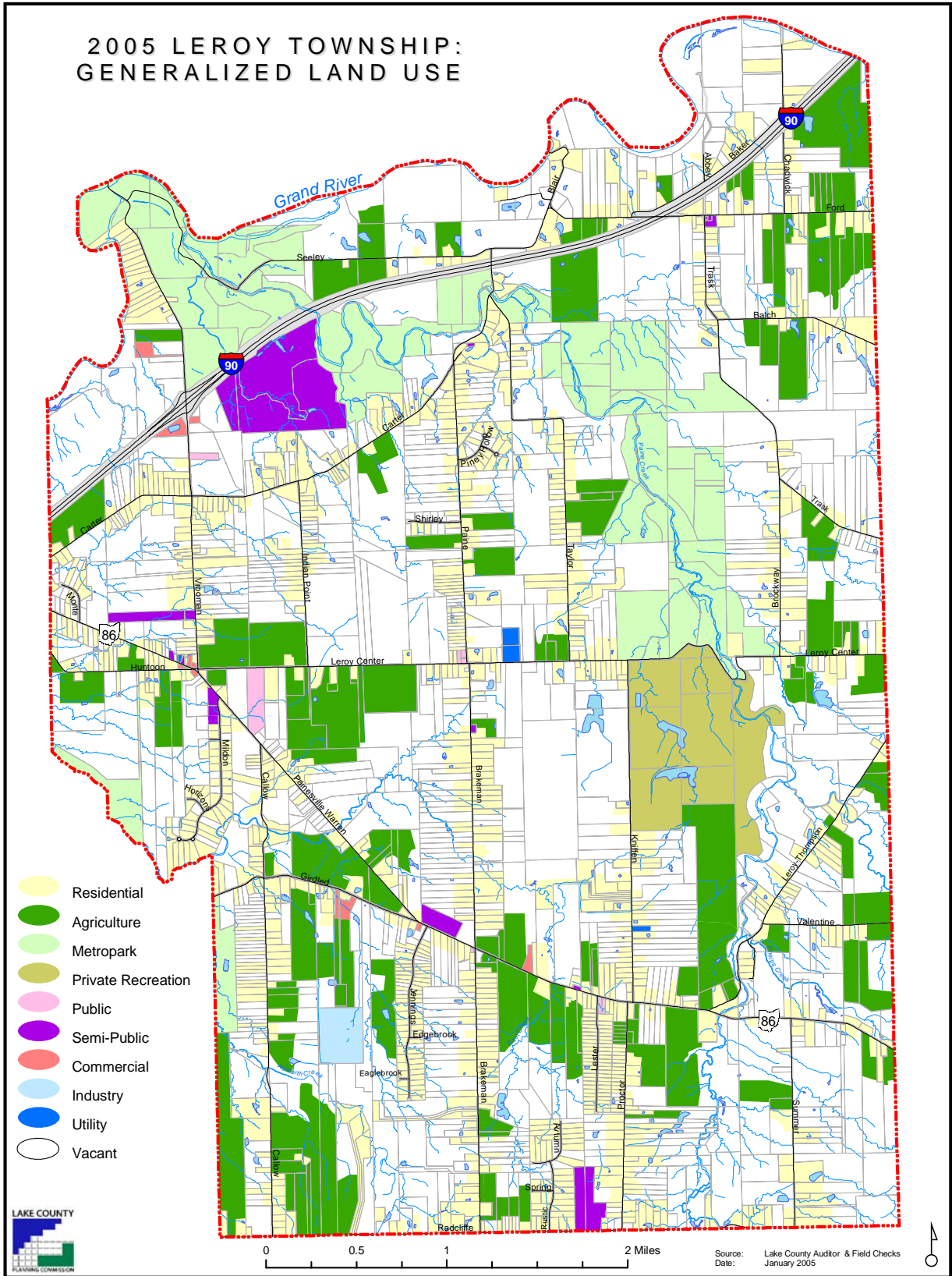
Leroy Township is beginning to exhibit the patterns of urban sprawl described by many planners and educators throughout the United States. Anthony Downs (1998) argues that sprawl has been the dominant form of metropolitan areas growth in the United States for the past 50 years. Attempting to give a precise meaning to the word "sprawl" is a challenge. Yet, the majority of the researchers agree on a number of defining characteristics.

Through their work with the Brookings Institute, Anthony Downs and Henry Richmond have defined the following traits of sprawl encountered in nearly all metropolitan areas in the country, including Cleveland. According to Robert Burchell of Rutgers University, ten traits of urban sprawl include:

1. Unlimited extension of new development
2. Low-density residential and commercial settlements, especially in new-growth areas
3. Leapfrog development
4. Fragmentation of powers over land use among many small localities
5. Dominance by private vehicles
6. No centralized ownership of land or planning development
7. Great variances in the fiscal capacities of local governments because the revenue- raising capabilities are strongly tied to the property values and economic activities within their own borders
8. Widespread commercial development along major roadways
9. Major reliance upon the filtering or trickle-down process to provide housing for low-income families
10. Spatial segregation of different types of land uses through zoning regulations

All the traits except (8) and (9) apply to Leroy Township, and surrounding exurban communities in Lake and Geauga counties.

# 2005 LEROY TOWNSHIP: GENERALIZED LAND USE



### 4.3 Zoning regulations

#### Zoning

Zoning is the primary form of land planning control authorized to Ohio townships. Zoning codes are comprehensive cookbooks 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.

Leroy Township adopted its first zoning regulations in 1949; two years after the Ohio General Assembly authorized zoning in unincorporated areas. The original zoning resolution is still in use today, although it has since been amended many times.

**Table 4.2**  
**Zoning district distribution 2004**  
Leroy Township

District	Acres	Hectares	% of land in township
R-1 (Residential)	15,119.7	6118.9	94.8%
R-8 (Residential)	0.0	0.0	0.0%
B-1 (Business/commercial)	82.3	33.3	0.5%
B-2 (Special interchange)	137.5	55.7	0.9%
I (Industrial/ manufacturing)	17.6	7.1	0.1%
CU (Conditional use)	556.0	225.0	3.5%
<b>Total</b>	<b>15,943.1</b>	<b>6452.2</b>	<b>100.0%</b>

(Lake County Planning Commission)

#### Residential zones

Two residential zoning classifications exist in the zoning text, but the R-1 zone (1.5 acre/0.6 hectare minimum lot size, 150’/45 meter frontage, 60’/20 meter frontage for a flag lot) is the only district in use. About 95% of all land in the township is zoned R-1. (Table 4-2).



R-1 strip residential development in Leroy Township (LCPC)

In addition to single-family houses, other permitted uses in the district include two family houses (duplexes), civic uses, and child day care and assisted living facilities subject to a conditional use permit.

Residential zoning designations in the township zoning resolution are not very granular; development is either permitted at relatively low densities, or very high densities. The second residential zoning district, R-8 Cluster Residential Development, is “intended to provide a residential zoning district ... that will allow flexibility in design for orderly residential land use developments” according to the zoning resolution. The R-8 zoning district permits

attached single family dwellings and multifamily buildings, up to eight dwelling units per acre. The lack of sewer and water service prevents development at such high densities. Even if such development were possible, it would be contrary to the vision statement of this plan; to preserve the rural atmosphere of the township. This plan recommends elimination of the R-8 zoning district.

This plan recommends the creation of two new residential zoning districts, with minimum lot sizes that are larger than the current R-1 district. The districts would be applied in areas where the carrying capacity of the land is lower because of limited groundwater supply and road access, to protect environmentally sensitive areas, and preserve the secluded nature of the eastern portion of the township. The "Residential – Grand River" zoning district, with a minimum lot size of three to five acres (1.2 to 3 hectares), would protect the Grand River riparian corridor, The Residential – rural" zoning district, with a minimum lot size of two to four acres (0.8 to 1.6 hectares) is recommended for the area east of Hell Hollow Wilderness area, and in areas with limited groundwater resources.

**Commercial zones**

Commercial/business and industrial zones are permitted at two major nodes: Five Points and the Vrooman Road corridor north of Carter Road near the I-90 exit. A third smaller node is located at the intersection of Girdled Road and Painesville-Warren Road in the southern end of the township.

The Vrooman Road corridor north of Carter Road consists of three zones: B-1 (Business and Commercial), B-2 (Special Interchange) and I (Industrial and Manufacturing). The B-1 zone is the least restrictive zone permitting uses ranging from gas stations to "riding academy with saddle horses." Residential uses are also permitted. B-1 zoned land comprises 82 acres (33 hectares), a large portion of which is vacant.



The B-2 zone was created in 2000 to confine certain uses to areas located at limited access highways, specifically Interstate 90. This zone should be re-examined to ensure all issues (lighting, access management, signage, landscaping, site planning) have been addressed and desired uses completely listed. The definition of a gas station in the zoning code may include large truck stops. This plan recommends prohibiting travel plazas or truck stops in all commercial zones.

Existing businesses in these areas are limited in size due to lack of public infrastructure. The expansion of water and sewer will make these areas extremely attractive to potential businesses, especially considering increased traffic volume on Interstate 90 and Vrooman Road, the potential for a new high level bridge connecting Leroy, Perry and Painesville townships, and an increasing population or customer base in the far eastern exurbs of Cleveland. The 2003 survey results indicated that a majority of the respondents would like to see the interchange developed with small-scale retail and restaurant uses to help offset the tax burden on citizens; details are in the Economic Development element.

Rezoning scenarios in the commercial zones should also be examined. At Five Points, the current zoning pattern extends south along Painesville-Warren Road to Callow Road. This pattern of strip commercial zoning may create numerous access points along a heavily traveled road, and diminish the rural atmosphere of the area. As seen in many other communities, the strip commercial pattern could leap across the road, creating a physical environment

that most township residents do not want, according to surveys conducted as part of the comprehensive planning process.

In the long term, if the population growth continues, the Five Points area will be an ideal spot for a mixed-use town center zoning classification. This zone should permit professional business, retail, restaurants and higher density residential in a predefined area. A town center of this type would provide an increased commercial base for potential business and create residential opportunities for individuals wanting to live in the township, who do not have the need or desire for a large lot. More details are provided in Section 4.9.

**Industrial zones**

All land zoned I-Industrial is located on the east side of Vrooman Road, north of Carter Road. The State of Ohio currently operates a service garage in this area. The remaining 42 acres are vacant. The permitted uses allowed in this zone will require sewer and water.

Permitted uses in these zones consist of gas stations, restaurants, service garages and small scale services. All the zones should be re-examined to address access management regulations, permitted uses, lighting and signage regulations.

**Zoning patterns and the tax base**

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

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

Developed by the American Farmland Trust in 1990, cost of community service studies are being completed by communities throughout Ohio. These studies allow township trustees, village administrators, and county commissioners to evaluate how their revenues compare with their expenditures.

The outcome is a ratio of the amount of money needed to provide public services (fire, police, education, community centers, and so on) for every dollar collected in property taxes. The results of these studies support the claims presented by smart growth advocates, farmland preservation taskforces, and local citizens; conventional suburban residential development requires higher financial resources in the long term to provide public services. Table 4.3 illustrates the similar results in five townships and one village who have completed cost of service studies.

For every dollar in property taxes paid by residential property owners in Madison Village, \$1.67 in services are used. Services provided to residents are subsidized by commercial and industrial property owners; for every dollar they pay in property taxes, they use 20 cents in services.

**Table 4.3  
Cost of service studies in Ohio**

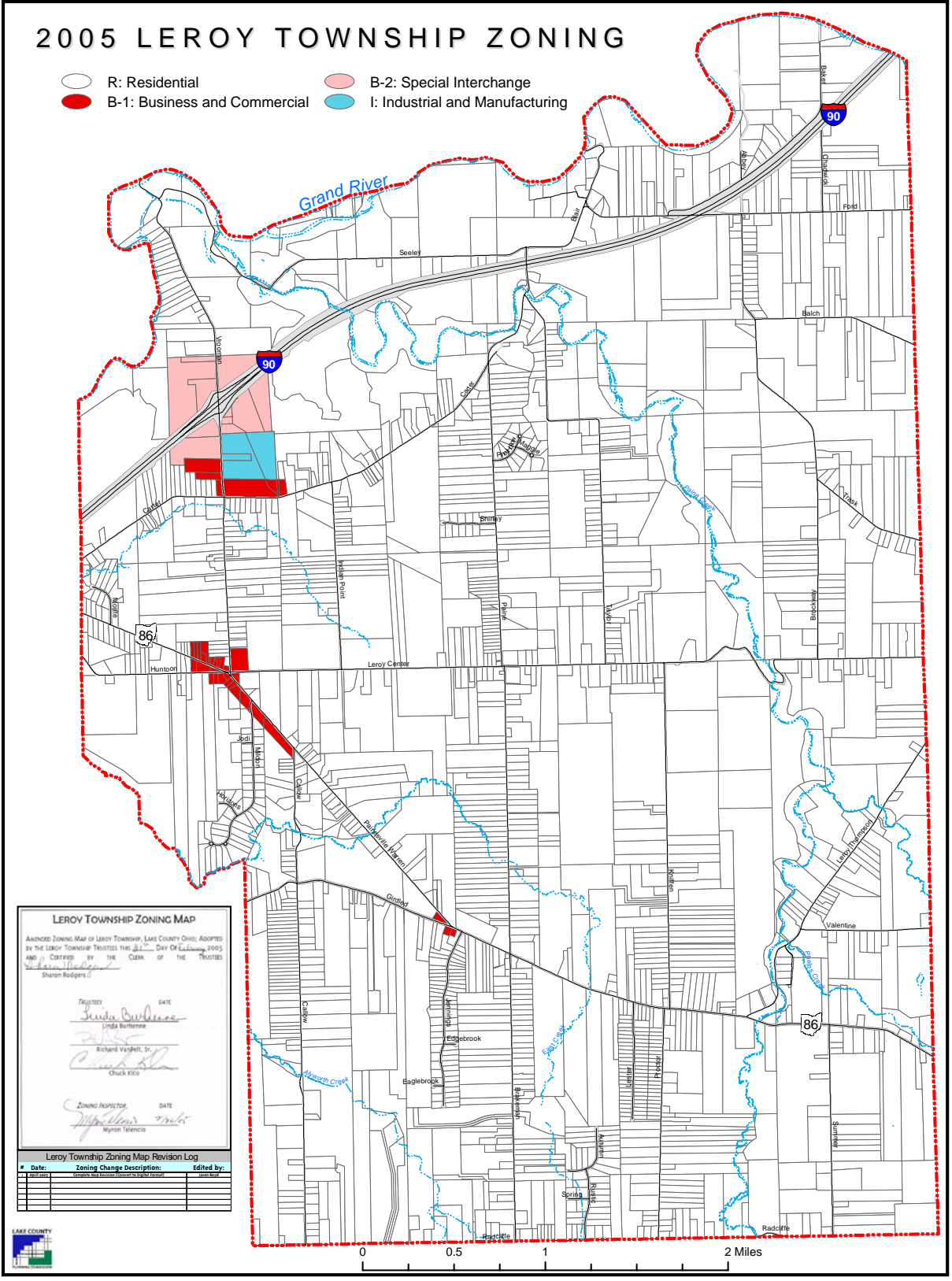
Community	Cost of services used for every \$1 paid in property tax		
	Residential	Commercial and industrial	Agricultural
Huntington Township / Ross County (1998)	\$1.01	\$0.38	\$0.19
Union Township / Ross County (1998)	\$1.00	\$0.31	\$0.60
Hocking Township / Fairfield County (1999)	\$1.10	\$0.27	\$0.17
Liberty Township / Fairfield County (1999)	\$1.15	\$0.51	\$0.05
Madison Township / Lake County (1993)	\$1.40	\$0.25	\$0.30
Madison Village / Lake County (1993)	\$1.67	\$0.20	\$0.39

(Prindle 1999, 2000; American Farmland Trust 1993)

The survey conducted by Planning Commission staff in drafting this plan yielded a number of responses that asked “What am I getting for the amount of taxes I’m paying?” Leroy Township can benefit by conducting a similar cost of service study.

# 2005 LEROY TOWNSHIP ZONING

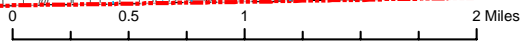
- R: Residential
- B-1: Business and Commercial
- B-2: Special Interchange
- I: Industrial and Manufacturing



**LEROY TOWNSHIP ZONING MAP**  
 AUTHORIZED ZONING MAP OF LEROY TOWNSHIP, LAKE COUNTY OHIO; ADOPTED BY THE LEROY TOWNSHIP TRUSTEES THIS 22<sup>ND</sup> DAY OF FEBRUARY 2005 AND IS CERTIFIED BY THE CLERK OF THE TRUSTEES:  
 Sharon Rodgers  
 Trustee  
 DATE: \_\_\_\_\_  
 Linda Borthone  
 Trustee  
 DATE: \_\_\_\_\_  
 Richard Vangelt, Jr.  
 Trustee  
 DATE: \_\_\_\_\_  
 Chuck Kico  
 Trustee  
 DATE: \_\_\_\_\_  
 Myron Telencio  
 Zoning Director  
 DATE: \_\_\_\_\_

**Leroy Township Zoning Map Revision Log**

#	Date	Zoning Change Description	Edited by





## 4.4 Subdivision regulations

While zoning is adopted, implemented and enforced by the township, subdivision authority is the responsibility of the Lake County Planning Commission, under Ohio Revised Code §711.10. The Lake County Subdivision Regulations were first adopted in 1952 and were greatly revised in 2003. In addition to local zoning requirements, the County and appropriate agencies ensure proper arrangement of streets and layout of lots, provide adequate and convenient open spaces, utilities, public facilities, positive drainage and access for service and emergency vehicles.

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

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

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

In 2003, the Lake County Planning Commission adopted conservation subdivision regulations to provide flexibility in design and promote the conservation of environmentally significant areas. Townships in the county, including Leroy, have the opportunity to work with the County to develop a zoning ordinance that will fit within the established framework.

## 4.5 Residential spatial distribution

The amount of residential property in Leroy Township increased over 2,000 acres or 3.1 square miles (800 hectares) since the mid-1970s. Today, there are 3,027 acres (1225 hectares) of residential land compared to 798 acres (323 hectares) in 1972. Similar to other unincorporated areas without public infrastructure, minor subdivisions or lot splits with single family detached dwelling units have been the common form of development since the 1950s.

*The Lake County Planning Commission created the 2004 land use map using GIS and Auditor's Office data. Aerial photography and field checks were also used for map accuracy. Parcels were split to designate residential vs. vacant where homes sat on larger lots. For example, a home on a 10 acre (4 hectare) parcel was split into two categories: two acres (0.8 hectares) (residential) for the dwelling and identifiable yard and eight acres (3.2 hectares) (vacant) for the remaining vacant property.*

Strip residential development is increasingly common in exurban areas outside of Cleveland and other Great Lakes cities. Subdivision of farmland often involves creating new lots along existing road frontages. This decreases or eliminates the developer's cost of providing improvements, since new roads, along with utility, water and sewer lines, usually aren't needed. The increased curb cuts from residential driveways adds to traffic congestion along busy rural roads, and the appearance of a long row of houses detracts from an area's rural atmosphere. Significant rear acreages, often landlocked, are often left behind after land along the road frontage is consumed.

The township has averaged 17 new building lots every year since 1997. Residents and land speculators can easily purchase 10 acres (4 hectares) of land with abundant frontage (using flag lot design) and create up to six buildable lots with minimal planning and zoning review. The county subdivision regulations consider such lot splits as minor subdivisions; they require only administrative review and approval by county planning staff.

There have been two major subdivisions approved in Leroy Township since adoption of the previous comprehensive plan in 1996; Hemlock Ridge and White Tail Run. Older major subdivisions in Leroy include Sunshine Farms, Highland Trail Cascade Ridge, Eaglebrook, and Clearbrook.

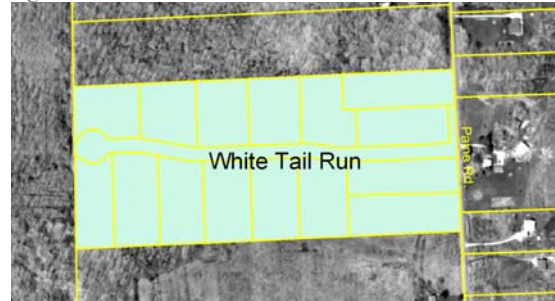
Although the 1.5 acre (0.6 hectare) lot minimum will maintain a low-moderate density pattern desired, the 150 foot (45 meter) frontage requirement is causing once-scenic farm roads to turn into a long strip of houses.

Landowners often sell landlocked parcels to developers who will acquire 60 feet (20 meters) of frontage and install new roads into the interior of the property, thus creating developable frontage. In the example illustrated below, the developer was ultimately able to subdivide a 20 acre (8.1 hectare) parcel into 15 lots by creating additional frontage with a new road. The 15 lot subdivision occupies the same frontage along the main road as four lots created through the minor subdivision process.

Figure 4-1: 1994



Figure 4-2: 2004



Of the 1,868 parcels in Leroy, 42.5% are smaller than 2.5 acres (1 hectare), indicating a large amount of lot splits. Development along Callow Road and Brakeman Road are a prime examples of this development style. 37% of parcels in the township are larger than five acres (2 hectares), indicating the potential for more splits if appropriate frontage is available, or the combination of numerous parcels to create substantial development. As available frontage diminishes, the development pattern shown above will become commonplace.

Conservation subdivision design implemented through a planned unit development process is one alternative to informal lot splits and generic subdivisions, but received an unfavorable response among residents in the 2003 survey. Conservation design permanently preserves a percentage of the land, while allowing the same amount of residential units (if not more) as permitted in the current zoning text. A new zone that permits smaller lot size requirements would be needed for this to occur.

Figure 4-3: Conventional Design

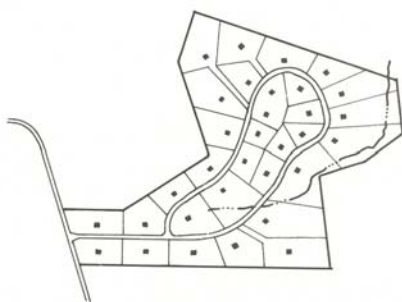


Figure 4-4: Conservation Design



Figures 4-3 and 4-4 show two 32 lot subdivisions on an 82 acre (33 hectare) parcel; one developed using conventional subdivision design, the other with conservation design. Lot size and amount of open space are the two primary differences in this model. Since sewer is unavailable, research would be needed to understand the minimum lot size needed to support a household septic treatment system as defined by the Lake County General Health District. Low-yield wells are also commonplace in certain areas of the Township, therefore water availability testing would be necessary. Figure 4-4 displays the subdivision with over 50% of the property preserved. This property is usually deeded to a homeowners association, non-profit agency or park district to ensure the preservation in perpetuity.

Because smaller lots in a conservation subdivision may sell for less than a larger conventional building lot, some zoning regulations in the United States allow a bonus of 10% to 30% more lots in a conservation development, to offer an incentive to maintain large tracts of open space while making development of a conservation development as profitable as a conventional development.

Many residents are wary of embracing conservation development, even when the overall density is the same as under conventional zoning. Conservation development in the region is often indistinguishable from conventional subdivisions; open space is hidden away behind rear yards and narrow strips. The goal of conservation development – to preserve large, contiguous blocks of open space while still permitting development – is not realized.

Sewer and water are not available in the Township, and thus cluster or conservation development is not environmentally feasible. If public infrastructure does become available, the township may want to revisit the use of conservation development as a way to preserve open space and agricultural uses, and decrease the visual impact of strip residential development.

## 4.6 Commercial areas and uses

Leroy has 30 acres (12 hectares) of land zoned for commercial use. Since 1976, 19 acres (xx hectares) have been added to the commercial land inventory. Today, only 0.2% of all land in the township is occupied by commercial uses, compared to 2.4% of Lake County as a whole. (This figure does not include home occupations, which are increasing.) The lack of sewer and water service, and the small potential customer base, are the primary reasons for the limited commercial base.



Mechanical commercial development, Winter Garden, Florida (LCPC)

The 2003 survey indicated residents travel to Mentor, Painesville and Chardon for most services and day-to-day shopping.

Small-scale retail development and mid-end table service diners and restaurants, according to the survey, are the major types of business residents would like to see in Leroy.

The Vrooman Road/I-90 exit area, Five Points, and the Girdled Road/State Route 86 intersection are the only areas of commercial activity in the Township. Even then, commercial activity is very limited; a diner that is only occasionally open and a gas station at the Vrooman Road/I-90 exit area, a lone tavern at the Girdled Road/State Route 86, and two gas stations, a convenience store and a tavern at Five Points make up the commercial base in the township.

The future completion of a high level bridge spanning the Grand River valley at Vrooman Road will increase traffic volume and provide another route for water service to enter the township, making the Five Points and I-90 exit area more attractive to businesses. However, the Leroy Township zoning resolution is ill prepared to deal with more intensive commercial development, and some of its externalities. The zoning resolution does not adequately deal with signage, landscaping, site planning, access management, lighting, or the possible concentration of vehicle-related uses. The township zoning code must be revisited so these issues can be addressed.

The agglomeration of mechanical commercial uses – used car and truck dealers, auto mechanics, body shops, gas stations, heavy equipment and bobcat rental, and auto parts sales – should be a concern, especially in the Vrooman Road corridor. Such uses are feasible in areas without sewer or water service, because water use and wastewater generation is minimal. Businesses not related to motor vehicles or construction typically do not locate in mechanical commercial areas; when they do, they are usually low-end uses such as mini-storage or landscape material and construction supply sales.



Truck stop, Ashtabula County (LCPC)

Once a mechanical commercial strip is established, it is difficult to redevelop or retrofit it. 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.

Mechanical commercial areas often form along arterials outside of rural towns and villages, where the lack of sewer service makes restaurants and other wastewater intensive uses impractical. Without adequate zoning controls, some areas along busy arterials in eastern Lake County, especially along US 20 (North Ridge Road), OH 84 (South Ridge Road), and Vrooman Road in Leroy Township may be prone to developing as mechanical commercial corridors.

*“Travel plaza, truck stop – use primarily engaged in the maintenance, servicing, storage, parking or repair of commercial vehicles, including the sale of motor fuels or other petroleum products, and the sale of accessories or equipment for trucks and similar commercial vehicles. A travel plaza or truck stop may also include overnight accommodations, showers, restaurants facilities, game rooms, and/or other divisions intended primarily for the use of truck crews and interregional travelers.”*  
 -- Town of Oakland, Florida zoning code

Expressway exits in semi-rural areas are often considered attractive for truck stops; truck traffic is relatively heavy along the highway, land is inexpensive, and a ready workforce is nearby. If permitted, lighting and noise pollution, drainage and amount of impervious surface, access management and landscaping, and sign height and size must be clearly identified in the text and during site plan review processes. A use of this scale will set the pattern

for future businesses. Truck stops and/or travel plazas should be clearly defined within the zoning text. Truck stops are not recommended as a permitted use, because of their immense scale and negative externalities (lighting, traffic congestion, noise, visual pollution from large signs) and their tendency to become an “anchor” that would form the base of a mechanical commercial corridor; such development could harm the rural character of the township.

A small tavern is located at the Girdled Road/Painesville–Warren Road intersection. To the west along Painesville–Warren Road, there is a small sand and gravel quarry. Aside from conforming home occupations, future commercial land use expansion along this corridor should not be permitted; it would disrupt the rural character of the district, and attenuate the demand for commercial development at a Five Points town center.

## 4.7 Industrial areas and uses

As with commercial uses, the lack of sewer and water service has been a barrier to industrial development. A 50-acre sand and gravel mining operation at Painesville–Warren Road is the only industrial area in Leroy Township. Land zoned for industrial and light manufacturing uses fronts on Vrooman Road, but such land uses are absent.

The respondents of the 2003 survey indicated that industrial uses are not desired. However, industrial uses can help achieve a more balanced tax base; they consume fewer services than residential uses for the property taxes they pay, effectively subsidizing residential property owners. Recognizing the need for a balanced tax base, Perry Township and Madison Township have recently created small industrial parks. Industrial development in Leroy Township should take the same form.

## 4.8 Agricultural areas and uses

Approximately 2,134 acres (863 hectares) or 13.3% of all land in Leroy Township is considered agricultural, a decline from 28% in 1984. This reduction reflects the region as a whole, where farmland is increasingly consumed for large-lot subdivisions in exurban areas. In Lake County, the amount of farmland fell from over 130,000 acres (52,600 hectares) in 1900 to about 16,000 acres (6,500 hectares) in 2002. There were 1,902 farms in 1900; in 2002, 280 remain. The bulk of farmland in the county was lost between 1920 and 1970, mostly as a result of suburbanization and land use conversion.

Today, agricultural activities in the region are dominated by horticulture (nurseries), viticulture and enology (vineyards and wineries), limited timber production, and traditional farming, mainly hay. The soils north of State Route 84 are more suitable for horticulture.

In Leroy, agriculture is in the form of small-scale horse farms, wheat and grain, tree farms and limited timber harvesting. The majority of the agricultural lands are located south of the Leroy-Center Road corridor. Smaller, fragmented areas are located along Balch Road, Seeley Road, Carter Road and Ford Road. These areas are slowly being subdivided for residential homes.



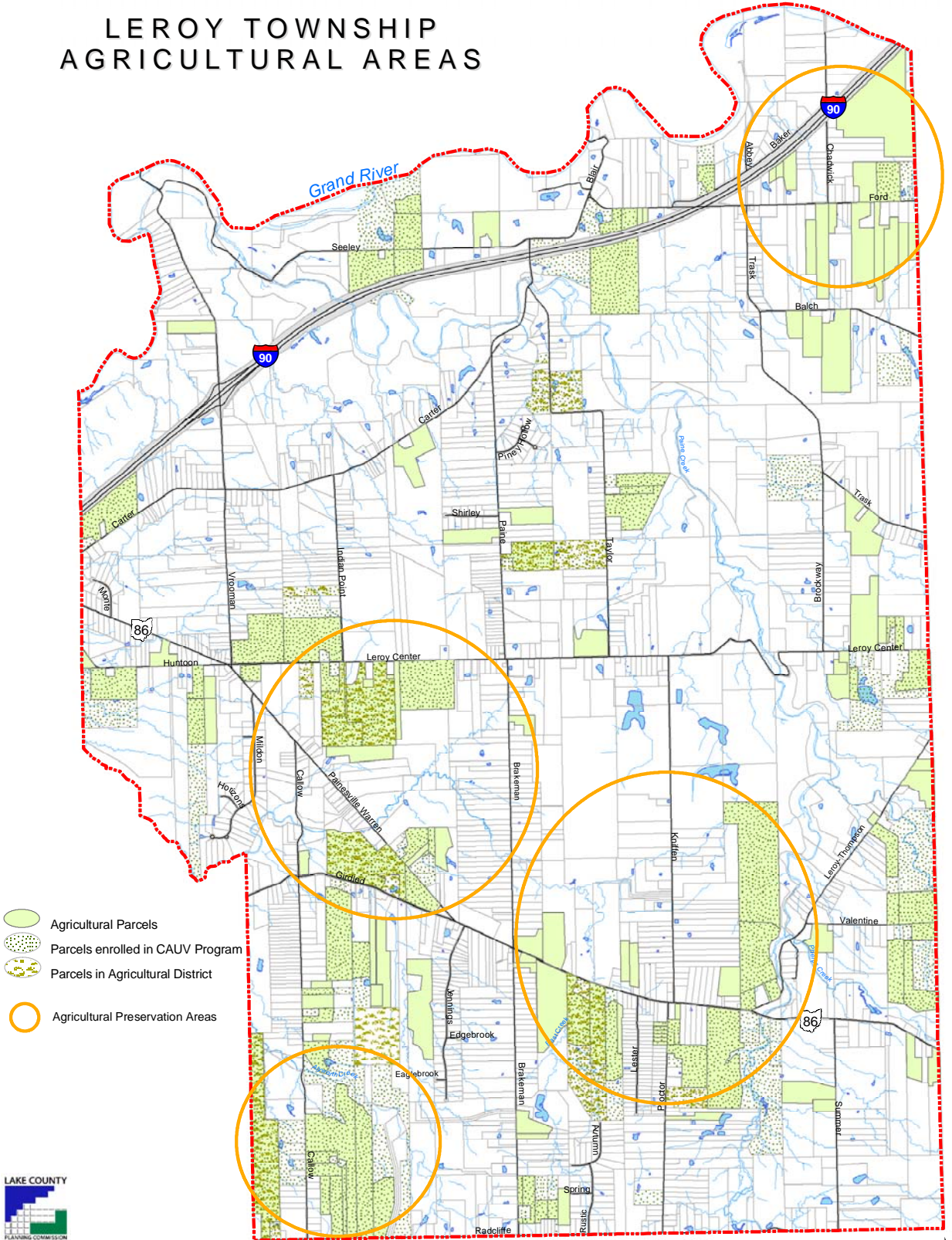
A sign warns prospective residents of conflicts between agricultural and residential land uses





Leroy is experiencing an increase in horse farms. An informal survey conducted by the Lake County Soil and Water Conservation found 82 livestock operations in Leroy Township; 76 of which are horse farms. Horse operations can range from one horse behind a garage to 100 animals in well-kept stables. These “farms” often lack the appropriate acreage for grazing and manure spreading.

Agricultural preservation options are available in the State of Ohio, but the scoring and variables used to evaluate potential properties has not yielded favorable scores for interested applicants in Leroy.

Locally, farmers can enroll in the Current Agricultural Use Value (CAUV) program. CAUV is a voluntary real estate tax assessment program that is the result of a referendum passed by Ohio voters in November 1973. Under CAUV, owners of farm tracts 10 acres (4 hectares) or larger are given the opportunity to have their parcels taxed according to their value in agriculture. If the land was not part of the CAUV program, the tax value could be considered the speculative value of non-farm development, or what would be full market value.

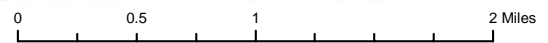
# LEROY TOWNSHIP AGRICULTURAL AREAS



-  Agricultural Parcels
-  Parcels enrolled in CAUV Program
-  Parcels in Agricultural District
-  Agricultural Preservation Areas



Source: Lake County Auditor & Field Checks  
 Date: June 2005



According to state statutes, a landowner must devote the parcel "exclusively to agricultural use" to qualify for use value assessment. Agricultural land that lies fallow for one year is also eligible for CAUV.

A farmer that converts land to a non-agricultural use while enrolled in the CAUV program must pay a penalty equal to the tax savings over the past three years. According to the Lake County Auditor, over 2,500 acres (1,000 hectares) is currently enrolled in this program in Leroy.

Protecting farmland helps communities maintain their semi-rural atmosphere and aids in reducing future demands for costly new community services, including road maintenance. Local, state and national studies have shown the economic balance and benefit provided with active agriculture in a community. Local organizations can assist local land owners interested in pursuing preservation measures.

### Right to farm

A farmer in Medina County got a ticket for disturbing the peace after a neighbor complained that he was out in the fields too late. A homeowner in Preble County threatened to file a lawsuit because a neighbor's tractor kept him from hearing his television. Neighbors sued a farmer in Summit County for using a device that keeps birds out of fields by mimicking the sound of shotgun blasts. The lawsuit was dropped.

Ohio has a Right to Farm Act that in most cases protects farmers from nuisance suits over externalities caused by normal farming operations; sound, smell, traffic, dust, vibration, and chemical use. Right to Farm legislation does not protect those who operate negligently or illegally.

A county commissioner in Larimer County, Colorado wrote The Code of the West in 1995. The Code is an etiquette manual intended to remind suburban refugees that rural areas are not necessarily romantic or bucolic; municipal services may be lacking, farms can create unpleasant externalities, and danger from forest fires and flash floods may be a constant threat.

Many rural and urbanizing countries followed the lead of Larimer County, and now issue advisory guides similar to the Code of the West, for those contemplating moving into exurban and rural area. Reference to these guides is added as a plat note on new subdivisions.

Leroy Township does not have an equivalent to the Code of the West, although it can be easily drafted. Prospective exurban and rural residents need to be aware of conflicts between agricultural and residential uses, and of externalities that are foreign to their former urban and suburban settings.

## 4.9 Traditional town center at Five Points

Small as it is, the Five Points area is the commercial heart of Leroy Township. The intersection of five roads in the east central portion of the township includes two restaurants, two gas stations, and a neighborhood convenience store.

The 1984 Leroy Township Amendment to the Lake County Comprehensive Plan called for an "activity center" in the Five Points area, stating that it "has the most potential for increased growth. Not only is it the best location within a regional context, but increased business, civic and residential activity (there) would do much to reinforce community identity, strengthen the tax base, and preserve open land."

### Excerpts from The Code of the West

John Clarke  
former Larimer County, Colorado Commissioner

*Emergency response times cannot be guaranteed. Under some extreme conditions, you may find that emergency response is extremely slow and expensive.*

*Farmers often work around the clock, especially during planting and harvest time . It is possible that adjoining agriculture uses can disturb your peace and quiet.*

*Chemicals (mainly fertilizers and herbicides) are often used in growing crops. You may be sensitive to these substances and many people actually have severe allergic reactions. Many of these chemicals are applied by airplanes that fly early in the morning.*

*Animals and their manure can cause objectionable odors. What else can we say?*

The (draft) 2005 Lake County Comprehensive Plan encourages the development of new mixed-use urban or traditional town centers in existing centers such as Five Points, to reinforce and preserve the identity and character of an area, and provide an alternative to large lot development that would otherwise line rural roads.

Establishment of a traditional town center would address many concerns raised during the planning process; a reluctance to implement conservation or PUD zoning throughout the entire town, the need for a defined community center that provides community identity as well as needed commercial services, and a “social condenser” where citizens of the community can interact with others. The proposed town center for Leroy Township includes the following design elements, often found in long-established village centers such as Chardon and Chagrin Falls.



- Streets arranged in a grid, rather than looping cul-de-sacs.
- Maintenance of the Five Points intersection, which naturally slows traffic by its inherently awkward design.
- Non-vertical traffic calming, such as small roundabouts incorporated throughout the grid (excluding Five Points, Vrooman Road, Leroy Center Road, Huntoon Road, Painesville-Warren Road or Mildon Road), to slow traffic and prevent shortcuts.
- A town square surrounded by pedestrian-oriented retail development on the east side of Vrooman Road north of Leroy Center Road and Painesville Warren Road south of Leroy Center Road.
- Maintenance of existing low-density commercial uses west of Vrooman Road.
- Associated housing is located within 500 to 1,000 feet (150 to 300 meters) of the town square.
- Parking for commercial uses is located in the street or behind buildings, where it will not visually dominate the streetscape.
- Parks and public space fronting streets and creating safe spaces, not hidden behind houses.
- Varied frontages and lot sizes (1/4 to 1/2 acre) on residential block.





## 4.10 Goals and policies

Each primary paragraph (in **bold type**) is a statement of a goal. The subparagraphs are policies for implementing the goal. Some goals and policies related to land use are found in other elements. The Comprehensive Plan map will also display suggested land use/zoning patterns.

### **LU-1 Leroy Township will use up-to-date, effective land use planning tools.**

- LU-1-p1 Write and adopt a new zoning resolution, to implement the goals and objectives of the 2005 Leroy Township comprehensive plan and Lake County Comprehensive Plan.
- LU-1-p2 Review the Comprehensive Plan and zoning resolution annually, to keep ahead of emerging land use trends in the region.

### **LU-2 Residential development outside of the town center will retain its semi-rural character.**

- LU-2-p1 Outside of the town center at Five Points, permit residential development only if it is of a form or scale that does not require urban-level facilities or services.
- LU-2-p2 Remove the R-8 (cluster residential development) zone from the zoning resolution.
- LU-2-p3 Remove residential uses as permitted uses in the B-1 and B-2 (commercial) zoning districts.
- LU-2-p4 Create a new "Residential – Grand River" zoning district, with a minimum lot size of three to five acres (1.2 to 3 hectares), along the Grand River corridor,
- LU-2-p5 Create a new "Residential – rural" zoning district, with a minimum lot size of two to four acres (0.8 to 1.6 hectares), for the area east of the Hell Hollow Wilderness area. The residential – rural zoning district should also be applied to areas with limited groundwater resources.
- LU-2-p7 Consider common access drives for residential development, to reduce the amount of driveways along roads.
- LU-2-p8 Implement architectural design requirements for residences that may be located in a future town center district, which would be administered by a residential architectural review board pursuant to State law.
- LU-2-p9 Enforce zoning requirements that prohibit disruptive home occupations, such as retail uses, construction vehicle and heavy equipment storage, vehicle repair and body work, and contractor yards.
- LU-2-p10 Stop the use of conditional zoning that would arbitrarily permit uses not otherwise allowed in the zoning code.

### **LU-3 Commercial and retail districts will be attractive, inviting, convenient, and respectful of the rural character of the township.**

- LU-3-p1 Establish a commercial district oriented in a cluster at the I-90/Vrooman Road exit, and at a traditional town center at Five Points.
- LU-3-p2 Restrict the expansion of the small commercial node on Painesville-Warren Road.
- LU-3-p3 Remove commercial zoning on properties fronting Paineville Warren Road between Mildon Drive and Callow Road, to prevent the creation of a strip commercial district in the Five Points area.

- LU-3-p4 Establish a maximum percentage of vehicle-related and mechanical commercial uses to be permitted in the commercial district, based on road frontage (excluding I-90) and acreage for the entire district, to discourage the creation of a commercial district dominated by such uses. The County will work with the Township to draft and adopt regulations that will permit such uses while preventing their negative impacts and agglomeration in any one area.
- LU-3-p5 Prohibit truck stops and travel plazas in commercial zones.
- LU-3-p6 Prevent the creation of strip-oriented commercial districts, or the incremental expansion of commercial districts into strips. Should the Vrooman Road/I-90 interchange begin to develop, establish Carter Road as the southernmost limit of commercial development.
- LU-3-p7 Implement strict sign design requirements in the zoning resolution. Prohibit the use of animated, oversized, and/or high-rise signs, even for traveler-related uses.
- LU-3-p8 Implement architectural design requirements for commercial uses in the zoning resolution, which would be administered by the Town Commission during the development review process.
- LU-3-p9 Implement strict site planning, landscaping, bufferyard, access management and lighting requirements for commercial uses, so the I-90 corridor maintains its forested appearance, and the township retains its rural character.
- LU-3-p10 Stop the use of conditional zoning that would arbitrarily permit commercial uses not otherwise allowed in the zoning code.

**LU-4 Limited industrial development is needed to diversify the tax base of Leroy Township, but must be located and sited in a manner that protects the character and tranquility of rural residential and agricultural areas.**

- LU-4-p1 Site industrial uses in planned industrial parks.
- LU-4-p2 Implement architectural design requirements for industrial uses in the zoning resolution, which would be administered by the Town Commission during the development review process. Prohibit low-end pre-engineered structures for industrial uses.

**LU-5 Protection of agricultural uses is needed to retain the low-density rural character of Leroy Township, provide open space, and maintain some diversity of the tax base.**

- LU-5-p1 Adopt a resolution establishing a “Code of the Exurbs” for Leroy Township, advising prospective new residents about the responsibilities and consequences of living in rural and exurban areas.
- LU-5-p2 Permit agri-tourism related businesses, such as bed and breakfast inns, tours, commercial hay rides, u-pick operations, corn mazes and the like as accessory uses to working agricultural uses, to allow such uses to remain economically viable in the face of exurban development.
- LU-5-p3 Encourage the participation of agricultural trade association members in town planning activities and boards.
- LU-5-p4 Encourage property owners to participate in Forest Tax and CAUV programs.
- LU-5-p5 Consider the agricultural potential and value of certain soils when evaluating plans for large-scale development.
- LU-5-p6 Consider impacts on existing agricultural operations as criteria for development approval, and require mitigation for any detrimental impacts. This includes considering the impact to the

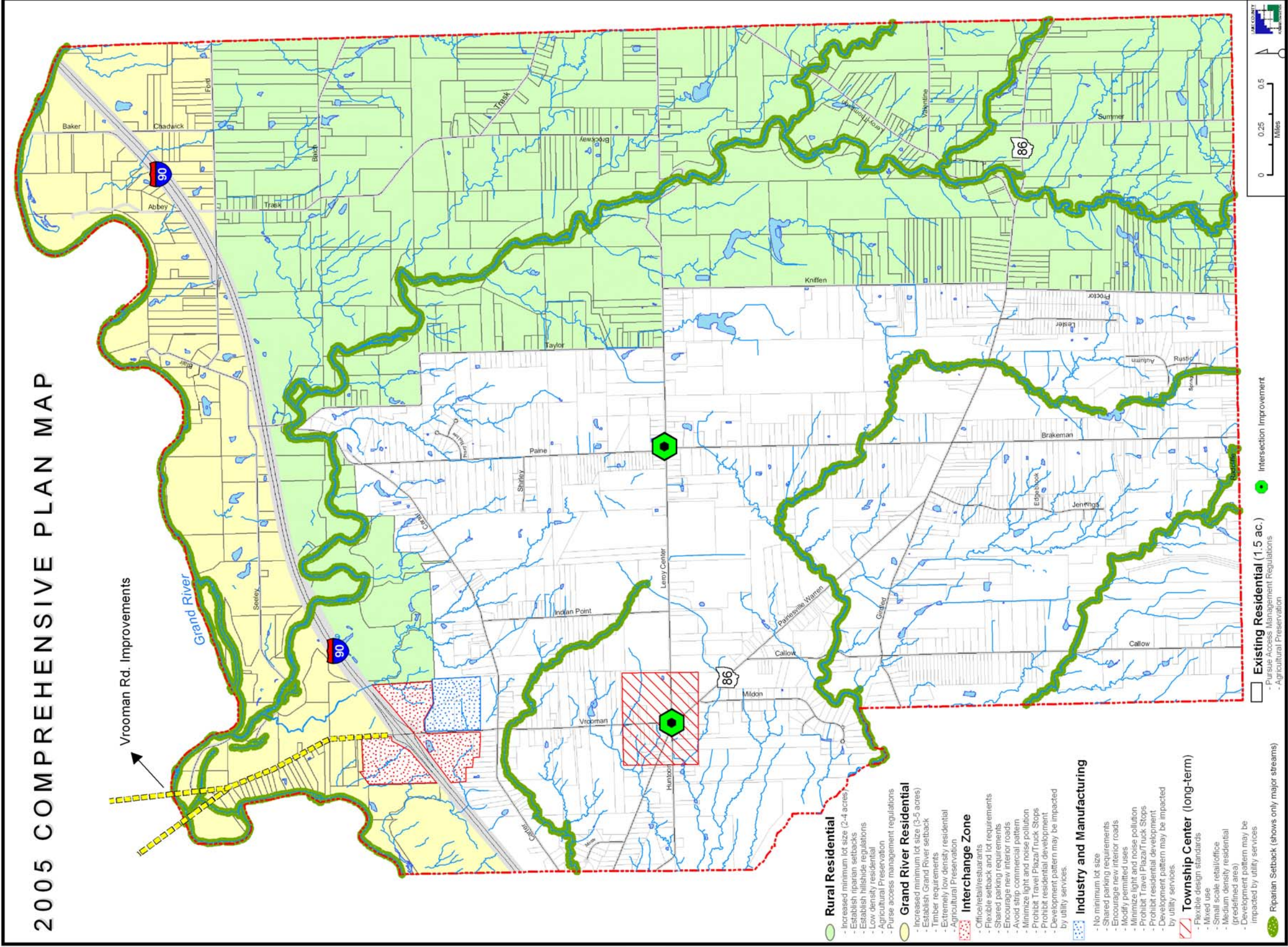
drainage pattern and water supply on existing agricultural operations and fallow agricultural land.

- LU-5-p7 Provide adequate buffers with development adjacent to agricultural land, to minimize conflicts and complaints concerning standard agricultural practices. Update zoning regulations to include guidelines for design elements to help achieve compatibility between agricultural and non-agricultural uses.

**LU-6 Any development in the Five Points area should take the form of a traditional rural town center, and be based on traditional neighborhood design principles.**

- LU-6-p1 Restrict traditional town center-related development to a distance of roughly 2,000' (or a ten minute walk) from Five Points.
- LU-6-p2 Create a new B-TC (business/town center) zoning district that would permit pedestrian-oriented retail development, particularly on the east side of Vrooman Road north of Leroy Center Road and Painesville Warren Road south of Leroy Center Road, around a town square. The B-TC zone should encourage street animation by limiting the percentage of non-retail uses on the first floor sidewalk frontage of a building. Parking for commercial uses in the B-TC zone should be located in the street or behind buildings, where it will not visually dominate the built environment; not in a parking lot in front of the building.
- LU-6-p3 Create a new R-TC (residential/town center) zoning district that would permit residential development on lots ranging from 1/4 acre (0.1 hectare) to a maximum of 1/2 acre (0.2 hectare), with varying frontages and lot sizes on the same block. Limit the maximum extent of the district in the entire township to 0.5 square miles (1.3 square kilometers), centered on Five Points.
- LU-6-p4 Arrange streets in a grid in the town center area.
- LU-6-p5 Prohibit traditional strip residential development or new vehicle-oriented commercial development in the town center area.
- LU-6-p6 Use non-vertical traffic calming, such as small roundabouts or throats, on streets in the town center area (excluding Five Points or on Vrooman Road, Leroy Center Road, Huntoon Road, Painesville-Warren Road or Mildon Road), to slow traffic and prevent shortcuts.
- LU-6-p7 Place parks and public space in the town center area where they will front streets and create vibrant, safe gathering areas; not behind houses where they serve as virtual extensions of private rear yards.

# 2005 COMPREHENSIVE PLAN MAP



## Rural Residential

- Increased minimum lot size (2-4 acres)
- Establish riparian setbacks
- Establish hillside regulations
- Low density residential
- Agricultural Preservation
- Pursue access management regulations

## Grand River Residential

- Increased minimum lot size (3-5 acres)
- Establish Grand River setback
- Timber requirements
- Extremely low density residential
- Agricultural Preservation

## Interchange Zone

- Office/retail/restaurants
- Flexible setback and lot requirements
- Shared parking requirements
- Encourage new interior roads
- Avoid strip commercial pattern
- Minimize light and noise pollution
- Prohibit Travel Plaza/Truck Stops
- Prohibit residential development
- Development pattern may be impacted by utility services.

## Industry and Manufacturing

- No minimum lot size
- Shared parking requirements
- Encourage new interior roads
- Modify permitted uses
- Minimize noise and air pollution
- Prohibit Travel Plaza/Truck Stops
- Prohibit residential development
- Development pattern may be impacted by utility services.

## Township Center (long-term)

- Flexible design standards
- Mixed use
- Small scale retail/office
- Medium density residential (predefined area)
- Development pattern may be impacted by utility services.

## Riparian Setback (shows only major streams)

- Pursue Access Management Regulations
- Agricultural Preservation

## Existing Residential (1.5 ac.)

- Intersection Improvement



# 5 Transportation

## 5.1 Introduction

With the exception of road paving beginning in the 1930s, and the construction of Interstate 90 in the 1950s, the transportation network in Leroy Township has changed little through the decades.

At a casual glance, it appears that transportation is not a critical issue in Leroy Township. The Five Points intersection and the Vrooman Road crossing over the Grand River can be awkward, but otherwise there are few problems; no traffic jams, no overcrowded buses, no excessive speeding. Even with what appears like sparse traffic, though, Leroy Township still faces challenges regarding transportation.

Through traffic on collector roads, increased traffic on roads leading to the Vrooman Road / I-90 exit, and the lack of bicycle and pedestrian accommodation, can diminish the potential quality of life in the township. A scattered, low-density population results in more roads spread among fewer homes, with property owners facing a larger tax burden for road maintenance compared to urban and suburban areas. With little commercial development, residents face longer vehicle trips for commuting and daily errands, resulting in extra wear and tear on roads, along with increased air and noise pollution. Leroy Township is not alone; many other exurban communities are facing these issues.

Transportation infrastructure is very expensive, especially for an exurban area with a small tax base, and it has major impacts on how residents live. It both influences and is influenced by land development. Future transportation plans must consider a diverse range of users, including residents of all ages and abilities, business commuters, visitors, commercial traffic, and those traveling by foot or bicycle.



An effective transportation plan should not be measured in how it would potentially decrease travel times or increase traffic speed, but rather how it will shape future development, improve the quality of life for residents, and preserve rural character. Of course, Leroy Township is not an island, and transportation planning must consider how roads and trails in the community function as part of a regional transportation network, and how traffic from the community affects other cities and townships. The Transportation element will evaluate existing conditions, identify challenges, and present goals and policies that address current and future mobility issues in the township.

## 5.2 Roads

With the exception of road paving beginning in the 1930s, and the construction of Interstate 90 in the 1950s, the transportation network in Leroy Township has changed little through the decades. However, increased vehicle ownership, an influx of new residents who commute to jobs outside the community, and changing lifestyles have all impacted township roads.

## Roads per resident

As stated elsewhere in the plan, a relatively large amount of roads are needed to serve the scattered population in Leroy Township. Excluding I-90, there are 54.6 miles or 288,288 linear feet (87,870 meters) of road in the township, or about 92.3 feet (28.1 meters) of road for each of the 3,122 residents in the resident. By comparison, in neighboring Concord Township, 105.68 miles serves a population of 15,282 residents, with 557,990 linear feet (170,050 meters), or 36.5 feet (11.1 meters) of road per person.

Leroy Township does not have the commercial and industrial tax base that would help offset the cost of road maintenance to the same extent as other communities. Thus, township residents bear a heavier tax burden to maintain their roads, compared to homeowners in other communities.

## Traffic counts

Most negative transportation-related comments in the resident survey were critical of increasing traffic, especially on Vrooman Road and Painesville Warren Road (State Route 86)

The amount of traffic carried on most street segments in Leroy Township increased at a greater percentage than the township population. Vrooman Road between I-90 and Carter Road is the busiest section of road in the township. In 1972, the section of road carried 1,730 vehicles per day; the daily traffic count jumped to 7,350 in 2004. This traffic level is about one quarter to one third the traffic volume of Mentor Avenue (US 20) in Mentor, and about one tenth the traffic volume of the Lakeland Freeway (State Route 2) in Willoughby. Vrooman Road connects to Painesville Warren Road, which carries an increasing amount of traffic into eastern Geauga County; Leroy Center Road, which distributes traffic to long north-south roads that are experiencing significant residential development through lot splits, and Carter Road, which carries traffic westward to growing residential subdivisions in Concord Township.

Other than a growing population, several factors contribute to the increase of traffic in the township. Changing lifestyles through the years have resulted in increased vehicle traffic, among them two-income families, children who can afford cars of their own, and increased recreational activities (sports leagues, extracurricular activities) for children. These trends also affect adjacent communities, increasing through traffic in Leroy Township. (Likewise, residents in Leroy Township affect traffic in other communities.) As exurban areas continue to grow, so will traffic in Leroy Township and surrounding communities. Discounting a national crisis that would dramatically impact the supply and price of gasoline, little can be done to reduce traffic in the township, or slow its rate of increase.

### Transportation-related comments from resident surveys

#### Negative changes you have witnessed

- Increase in noise problems from ATV's.
- Bikers cycling down roads. They do not move for cars and they do not cycle single file.
- Traffic needs to be regulated.
- Rural back roads – speeding vehicles has become excessive.
- Seeley Road is totally neglected.
- Speed and volume of traffic on 86.
- Not much action has been taken on the 4 Wheelers riding the roads. The lack of money has stopped road maintenance.
- Traffic congestion/accidents at Five Points. Need to redo the whole intersection.
- Increase in traffic especially truck traffic.
- Rising taxes, poor snow removal, road conditions.
- Paved roads. Call me crazy, but wish we still had dirt roads; would cut down on traffic on roadway & speed.
- The township roads need to be better maintained.
- Too much noise from motorcycles. Much more traffic on Rt. 86.
- Too much traffic on Vrooman Rd.
- Increased truck traffic on 86 & Vrooman.
- Increased traffic. No Vrooman Road bridge.
- Too many cars, trucks on roads like Route 86.
- Traffic on Vrooman Road.
- The township roads are bad.
- Too many people moving here who just want to make noise – ATV, guns, snowmobiles.
- ATV and horse trespassing.
- No workers maintaining the roads. Too busy at cemetery.
- Road care levy failure.
- Semi trucks on Rt 86 ... ATV's, snowmobiles.

#### Positive changes you have witnessed

- Indian Point road repairs.
- Paving dirt roads.
- Paved roads.
- Roads are taken care of well.
- Better road surface.
- Paine Road being paved
- Snow removal very good.
- More paved roads.
- Road improvements.
- Better road conditions, maintenance.
- Road repair. The work being done with William's cement.
- Improved sight at 86 and Leroy Thompson Road.
- Repaved road.
- Callow Rd. getting paved.
- The bike/walk trail.

**Table 5.1**  
**Traffic count – 1972 and 2004**  
Leroy Township

Road	Segment	Direction	Traffic volume 1972	Traffic volume 2004	Δ% 1972-2004
Painesville Warren Road	1) between Concord Township line and Five Points	east/west	4,040	3,080	-24%
Painesville Warren Road	2) between Five Points and Brakeman Road	east/west	2,760	5,800	110%
Painesville Warren Road	3) between Brakeman Road and Geauga County line	east/west	1,240	3,650	194%
Carter Road	1) between Concord Township line and Vrooman Road	east/west	290	740	155%
Carter Road	2) between Vrooman Road and Paine Road	east/west	580	1,300	124%
Ford Road	1) between Blair Road and Trask Road	east/west	370	1,050	184%
Ford Road	2) between Trask Road and Madison Township line	east/west	320	500	56%
Balch Road	1) between Trask Road and Madison Township line	east/west	110	200	82%
Huntoon Road	1) between Concord Township line and Five Points	east/west	170	250	47%
Leroy Center Road	1) between Five Points and Brakeman Road	east/west	420	1,050	150%
Leroy Center Road	2) between Brakeman Road and Kniffen Road	east/west	180	430	139%
Leroy Center Road	3) between Brockway Road and Geauga County line	east/west	93	200	115%
Girdled Road	1) between Concord Township line and Painesville Warren Road	east/west	380	1,150	203%
Vrooman Road	1) between Perry Township line and I-90	north/south	1,770	5,000	182%
Vrooman Road	2) between I-90 and Carter Road	north/south	1,730	7,350	325%
Vrooman Road	3) between Carter Road and Five Points	north/south	1,920	5,250	173%
Blair Road	1) between River Road (Perry Twp) and Ford Road	north/south	490	1,050	114%
Blair Road	2) between Ford Road and Seeley Road	north/south	390	1,100	182%
Paine Road	1) between Blair Road/Taylor Road and Carter Road	north/south	410	1,300	217%
Paine Road	2) between Carter Road and Leroy Center Road	north/south	250	550	120%
Brakeman Road	1) between Leroy Center Road and Painesville Warren Road	north/south	280	630	125%
Brakeman Road	2) between Painesville-Warren Road and Radcliffe Road	north/south	510	950	86%
Kniffen Road	1) between Leroy Center Road and Painesville Warren Road	north/south	250	250	0%
Trask Road	1) between Ford Road and Balch Road	north/south	200	550	175%
Trask Road	2) between Balch Road and Brockway Road	north/south	80	330	313%
Trask Road	3) between Brockway Road and Geauga County line	north/south	90	90	0%
Brockway Road	1) between Trask Road and Leroy Center Road	north/south	90	220	144%
Leroy-Thompson Road	1) between Geauga County line and Painesville Warren Road	north/south	510	1,150	125%

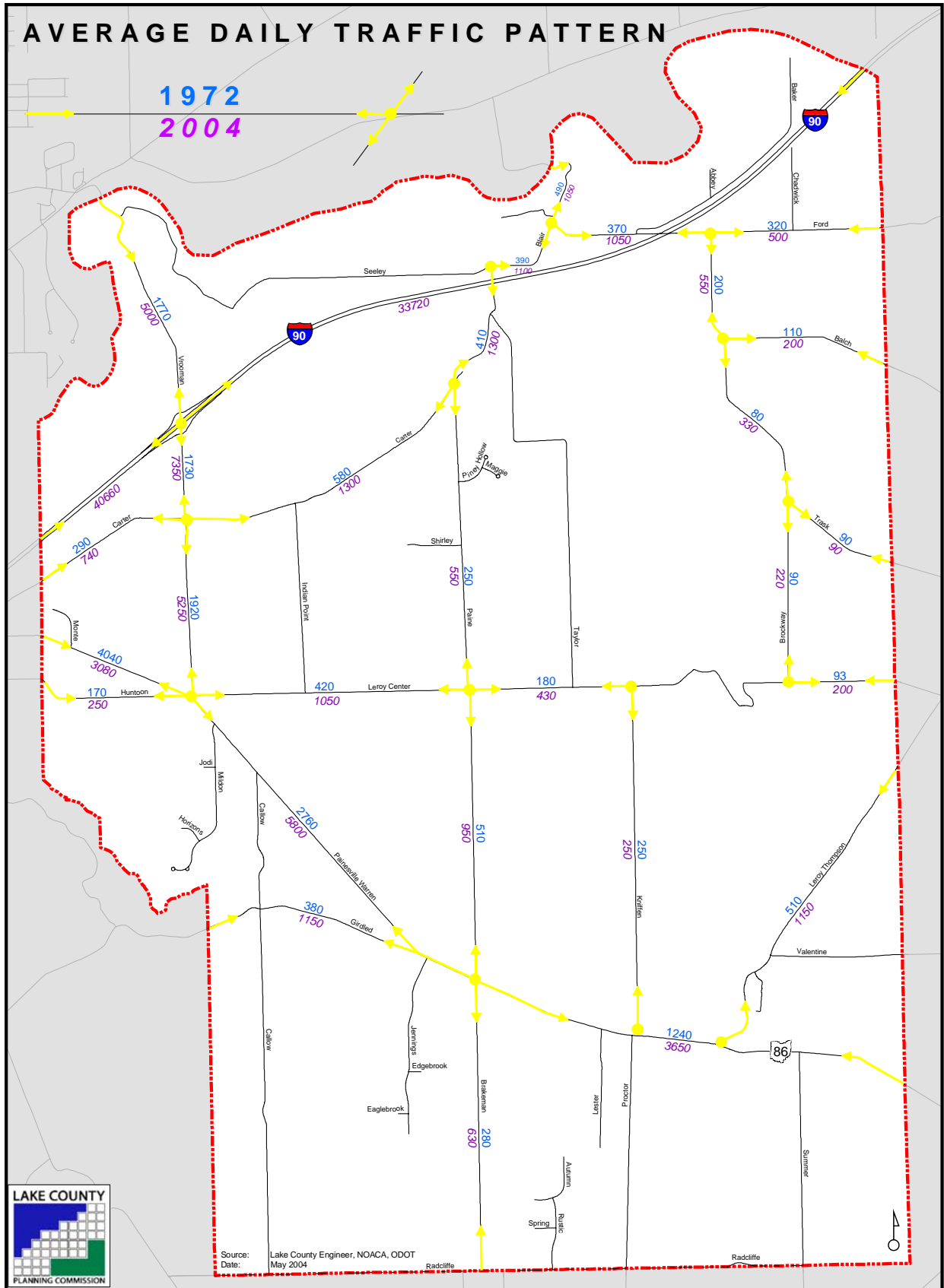
Township population – 1,759 in 1970, 3,122 in 2000; increase of 77%  
(Lake County Engineer, Ohio Department of Transportation)

**Hell Hollow and access to the “East Side”**

Leroy Center Road is closed between Kniffen Road and Brockway Road, through Hell Hollow and across Paine Creek. The pavement surface of the closed section is deteriorated beyond the point of simple repair, and the eastern approach to the bridge over Paine Creek is washed out. Hell Hollow got its name not from legends of ghosts or supernatural events in the area, but because it was “hell” to drive through; steep slopes, sharp turns, and no area to accelerate before climbing uphill made a drive across the valley treacherous even outside of inclement weather. A recommendation to place a “Hell Hollow Trail” on the former roadbed is included in the Public Facilities element.

The reopening of Leroy Center Road through Hell Hollow is unlikely, and not recommended. This leaves access to the “East Side” of Leroy Township – areas east of Paine Creek – very limited. Residents living east of Paine Creek have only two routes, one circuitous and awkward, another out-of-the-way, to get to the Vrooman Road/I-90 interchange; Ford Road west to Blair Road, south to Paine Road, south across Paine Creek to Carter Road, west to Vrooman Road, and north to I-90, or south on Leroy Thompson Road to Painesville Warren Road, west to Vrooman Road, and north to I-90.

The difficulty in accessing areas east of Paine Creek can be used to justify larger minimum lot sizes, and thus lower permitted development densities. If development was permitted at the same 1.5 acre minimum lot size as elsewhere in the township, the increased traffic, with many commuters going to the Vrooman Road/I-90 interchange, would present a heavy burden on roads not designed or placed to provide for through traffic.





### **Vrooman Road crossing over the Grand River**

The Vrooman Road crossing over the Grand River shares some traits with the old Hell Hollow crossing. South from State Rote 84 (South Ridge Road) in Perry Township, Vrooman Road descends down the side of a ravine into the Grand River valley. A very tight turn takes the road over a deteriorating two-lane bridge that is often closed. The road makes another sharp, almost 90-degree turn to the left before rising out of the valley. The Vrooman Road crossing over the Grand River is closed to truck traffic; there is little room to accelerate before ascents, and the elderly bridge cannot handle heavy loads.

The 1960 Lake County Comprehensive Plan proposed realigning Vrooman Road, following Lane Road south from Perry Township across a new high-level bridge spanning the Grand River valley, connecting to Vrooman Road. The concept of a high-level bridge was reintroduced in the 1984 township plan, although a proposed route was not mentioned.

In 2004, the Lake County Engineering Department again began to investigate replacement of the Vrooman Road crossing. Homeland security issues related to the presence of the Perry Nuclear Power Plant – the need for better access to the Perry area from I-90, and another possible evacuation route in the event of an emergency, is driving efforts to improve the Vrooman Road crossing over the Grand River. The two favored routes both involve high level bridges; one crossing the river and intersecting with State Route 84 at Madison Avenue, where Vrooman Road now ends – essentially straightening the current crossing – and the other extending Vrooman Road north to connect with Lane Road, similar to what was proposed in 1960. At the time this plan was written, there was no preferred option, however, the County Engineer anticipates a possible planned completion by 2010. With either option, though, a truck-accessible, all-season bridge across the Grand River will cause through traffic to increase on Vrooman Road through the township.

The Ohio Department of Transportation and the Lake County Engineer do not have any immediate plans to improve the Vrooman Road/I-90 interchange.

### **Five Points**

The Five Points intersection, where Huntoon Road, Painesville-Warren Road (OH 86), Vrooman Road and Leroy Center Road meet, is considered by some to be difficult to navigate, and even unsafe. The awkwardness of Five Points, though, does have some advantages. Awkward intersections act as psychological traffic calming features, slowing drivers down and having them exercise caution more effectively than speed limit and warning signs. Five Points is also a unique feature that contributes to the sense of place in Leroy Township. “Improvements” to Five Points, such as turning lanes or bypasses, could harm the traffic calming effect of the intersection, and destroy a feature that is an integral part of the identity of the township.

The small triangular-shaped island that sites between Painesville Warren Road, Vrooman Road and Leroy Center Road is informally landscaped and maintained. Increasing the visibility of the triangle will draw more attention to the configuration of the intersection, and accentuate its traffic calming effect.

### **Snowmobiles**

Ohio law allows snowmobiles to travel on county and township roads, when approved by those having jurisdictional authority over the roads. They can travel on berms and shoulders, when the terrain is such that snowmobiles can be used safely.

Informal evidence reveals that snowmobiles are a popular form of recreation – and in some cases transportation – in Leroy Township. Tracks cross properties and roads, and many snowmobiles can be seen parked in front of popular watering holes during snowy months. Some comments from resident surveys mentioned that snowmobiles can be a nuisance, because many users trespass on private property.

## 5.3 Access management

Access management is the planning, design and implementation of land use and transportation strategies that control the flow of traffic between the road and surrounding land; control of driveways and access points between streets and private property. Access management could be addressed in the roads subsection of a plan. However, access management is a critical issue facing Leroy Township, warranting its own subsection.

When access management is poor, there are increased conflict points – areas where vehicle travel routes cross paths. A large amount of conflict points results in an unpredictable traffic pattern, lower traffic speeds, and an increased potential for accidents. The investment the public has made in roadways, and their careful design, is degraded.

Conflict points should be minimized and spaced as far apart as possible. Drivers can only mentally process one conflict point at a time. Separation of conflict points provides more time and space for drivers to react to unexpected events. Conflict points and other poor access features also increase speed differential – the speed of the fastest traffic on a road versus the speed of the slowest traffic entering a road -- between through traffic and turning traffic.

Greater speed differential results in more rear end collisions. According to the Ohio-Kentucky-Indiana Regional Council of Governments, 50% to 60% of all vehicle accidents are access-related.

Leroy Township has no access management policy or requirements. In many communities, access management is a problem because there are individual driveways for each business, with many having multiple driveways. In Leroy Township, the problem is worse; most businesses do not even have defined driveways or curb cuts. There is no separation of the street and private property; business parking lots touch the street along the entire property frontage.

The continuous curb cuts, as such access is called by traffic engineers, result in an infinite amount of vehicle conflict points. Continuous curb cuts create a very unsafe pedestrian environment, because vehicles can cross a pedestrian path anywhere. Continuous curb cuts make it difficult for



Access management is nonexistent for most commercial uses in Leroy Township; there is no separation of the street and off-street areas (LCPC)



Multiple individual driveways spoil the rural character of this road in Leroy Township (Pictometry)

a driver to spot the correct entrance to a business. They also increase stormwater runoff, eliminate any visual buffer between the street and a building, and present an unkempt and makeshift appearance of a commercial district.

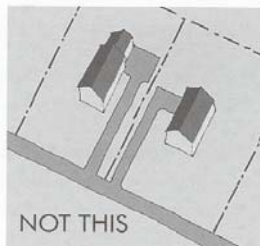
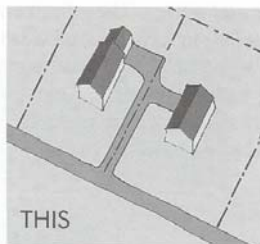
Leroy Township can adopt commercial access management requirements by an amendment to its zoning regulation, working in cooperation with the Lake County Engineer. A barrier to implementation, though, may be resistance from businesses who feel controlled access creates a perception of more difficult access among their customers – they have to pull into a driveway from the road, instead of just veering off the road in front of the business – so vehicle access is no longer “easy.” Studies performed by many state transportation departments have concluded strong access management policies do not hurt local businesses.

**Common driveways and private streets**

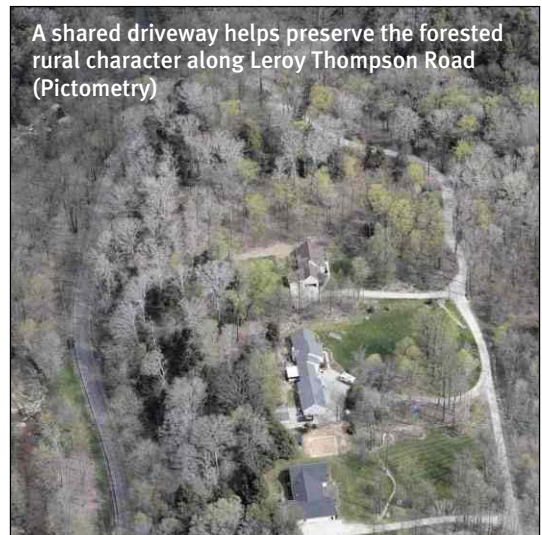
Access management issues are also a concern in residential areas. Houses on lots fronting on long collector roads usually have their own driveways. The minimum road frontage for a residential lot in the township is 60’. If lots were created at the maximum permitted density and minimum permitted frontage, driveways could, in theory, be more common along the township’s collector roads than in more built-up suburban areas.

The proliferation of driveways results from the land division pattern in the township; small lots fronting on collector roads are split off from larger lots. Over time, this development pattern results in a row of houses (and driveways) along a road, behind which is the large undeveloped portion of the original lot, or “bowling alley” lots where the house and any outbuildings are close to the road, and the rear left unused. Lots are usually subdivided in this pattern to avoid a more formal subdivision review process, and save

money by using existing roads to access lots.



Encouraging common driveways for residential uses can reduce the number of access points on collector roads and arterials. It can also protect the rural character of developing areas by making development further from a main road possible, thus reducing visual impact on the roadscape. This also has the effect of making building sites more private. Lots can be platted with more flexibility, and “bowling alley” lots can be avoided, resulting in larger side yards and increased spacing between houses.



A shared driveway helps preserve the forested rural character along Leroy Thompson Road (Pictometry)

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.

Common driveways can also be used with commercial and industrial uses, to reduce the number of access points along a road and lower pavement maintenance and plowing costs.

## 5.4 Pedestrian and bicycle accommodation

With the exception of road paving beginning in the 1930s, and the construction of Interstate 90 in the 1950s, the transportation network in Leroy Township has changed little through the decades. A 1906 United States Geological Survey map of Leroy Township shows a network of roads that is almost identical to today. However, 100 years ago Leroy Township residents navigated their primitive roads with horses, carts and two human legs, not motorized vehicles. Non-motorized forms of mobility are not even an afterthought; there is no accommodation of pedestrians or bicycles in the township transportation network.

*In this subsection, the term “pedestrian” also includes people using wheelchairs and motorized mobility scooters.*

### Sidewalks

Roads in Leroy Township have no sidewalks. Sidewalk construction and maintenance is expensive, and even more so when long stretches are spread along roads fronted by few homes.

Sidewalks should be considered for new development in commercial and industrial areas, and retrofitted in existing commercial areas when roads are reconstructed. Sidewalks should be buffered from roads by a landscaped tree lawn. Where driveways cross them, sidewalks could remain visually prominent, with a distinctive pavement color and texture.

Sidewalks are usually part of a town center, suburban and urban landscape, where population density is much higher than rural areas. Detached sidewalks would be inappropriate along rural roads outside of commercial areas, where their appearance would detract from the desired rural character of streetscapes. The cost of building and maintaining sidewalks along rural, light-traffic roads with only a few residents would also be very difficult to justify.

### Rural roads

Pedestrians walking on rural roads without sidewalks may occasionally have to step off the paved surface to let traffic pass. With higher vehicle volumes, a pedestrian could spend more time off the road than on pavement. Since drainage ditches and soft shoulders are unsuitable for safe, comfortable walking, pedestrian travel is discouraged and endangered by traffic on rural roads.

A road profile designed with some pedestrian accommodation, with a wider shoulder and bicycle markings, should be considered when a rural road is reconstructed. A wider shoulder would maintain the rural ambience of the roadscape, while still providing a maintained, paved area for pedestrians and bicycles.

### Bicycle trails

There is only one marked bicycle route in Leroy Township. A portion of the American Youth Hostel (AYH) cycle route crosses the township on Carter Road, Paine Road and Ford Road. The AYH trail is part of a national trail system. The AYH cycle route is meant for intermediate riders who are comfortable riding on rural roads and can handle hills.

A road profile designed to accommodate pedestrians, with a somewhat wider shoulder, can also accommodate bicycle traffic.

## 5.5 Public transportation

Laketrans, 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 Leroy Township. 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 Euclid Meridia/Mednet, Euclid Medical Park, Richmond Mt. Sinai East, University Hospitals and Cleveland Clinic in Cuyahoga County.

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

Leroy Township is not served by a fixed bus line. The Laketran Transit Plan shows no plans to extend fixed route bus lines into the township. The low population density and scattered development makes fixed route public transit service impractical and very costly. Buses that could serve Leroy Township would find heavier use along an existing fixed route bus line, or a new route in a more urbanized part of the Laketran service area.

## 5.6 Goals and policies

Each primary paragraph (in **bold type**) is a statement of a goal. The subparagraphs are policies for implementing the goal.

### **TR-1 The transportation network should continue to reflect the exurban and rural character of Leroy Township and be improved only in a way that does not threaten that character.**

TR-1-p1 Continue gradual improvement of roads in the township. Improvements to township collector and local roads should be performed to benefit township residents, not to increase design speed or traffic capacity, encourage through traffic from outside the community, or promote land development.

TR-1-p2 Maintain unpaved roads in areas subject to large lot zoning, and in areas where there is a limited carrying capacity for development.

TR-1-p3 Maintain low design speeds along rural collector roads when they are reconstructed, to reduce effects of increased traffic. Control speed through non-vertical traffic calming techniques, such as increased tree cover over a road.

TR-1-p4 Consider poor access to areas east of Paine Creek in zoning and land use decisions.

TR-1-p5 Work to ensure the township does not face the burden of increased traffic caused by future improvements to the Vrooman Road bridge without any benefits. Vrooman Road bridge improvement projects should be tied to other projects that would counteract effects of increased traffic, such as traffic calming, landscaping, access management improvements, and overhead utility burial.

TR-1-p6 Maintain the current traffic-calming configuration of the Five Points intersection. Provide improvements such as textured pavement, landscaping, and creative lighting to increase the visual prominence of the intersection and improve safety.

TR-1-p8 Work with residents that own snowmobiles to create a policy for their accepted use in the township. Educate snowmobile owners about state law for operating on local roads, and consequences of trespassing on private property.

### **TR-2 An access management policy will be implemented.**

TR-2-p1 Amend the zoning resolution, adding access management requirements for commercial and industrial land uses. Requirements should include prohibition of continuous curb cuts, spacing of curb cuts along a road and from intersections, limiting number of curb cuts on a road based on lot width and use intensity, limiting driveway width, reducing conflicts between pedestrians and access drives, required shared driveways where feasible, requiring connections between parking lots on adjacent properties, internal access to outparcels, and eventual retrofitting and elimination of continuous and nonconforming curb cuts.

TR-2-p2 Consider amending the zoning resolution to permit shared access driveways and private roads for residential development and uses. Access management requirements for residential areas

should also control spacing of driveways along a road, and dimensional, geometry and maintenance standards for private roads.

TR-2-p3 Consider increasing the minimum lot frontage for residential lots fronting on arterial and collector streets.

TR-2-p3 Work with the Lake County Engineer and Planning Commission in creating and implementing an access management policy.

**TR-3 Transportation networks will accommodate pedestrians and non-motorized transportation.**

TR-3-p1 Consider usable sidewalks for commercial and industrial development. Restrict sidewalks from low-traffic collector roads where they would appear out-of-character with the rural environment.

TR-3-p2 Build wider, paved clearly marked shoulders on collector and arterial roads that are reconstructed to accommodate pedestrian and bicycle traffic.

TR-3-p3 Respect the right of pedestrians and bicyclists to safely share township roads with motor vehicles.

**TR-4 Limited public transportation will remain an option for township residents.**

TR-4-p1 Work with Laketran to ensure Dial-A-Ride continues to provide quality service in the community. Promote Dial-A-Ride as a transportation option for senior citizens and the mobility-impaired.

# 6 Housing

## 6.1 Introduction

The population of Leroy Township has increased gradually over the past 50 years. As the popularity of exurban living continues to grow, so will the number of new residents in the township. With growth comes certain community needs, including housing.

As of 2000, the US Census Bureau estimates the population of Leroy Township at 3,122 residents, living in 1,105 housing units. Most homes in the township are large single-family houses, sited on lots carved from former farms and woodlots. With large lot sizes required by the township zoning resolution, and rising real estate values, Leroy Township is becoming a “move-up community,” where homeowners move from smaller houses in suburban and urban areas.



Young adults who grew up in Leroy Township may be unable to afford to return and buy a home. Senior citizens on fixed incomes can have difficulty maintaining big houses on acreage lots, or paying a large property tax bill. Many search for smaller houses needing less maintenance, and leave the community. In other communities, the taxes of property owned by young adults and senior citizens, usually without school-age children, subsidize school district expenses for families with children.

To maintain a community with a variety of age groups, it is necessary to ensure adequate and affordable housing opportunities are provided for all residents.

The housing element discusses the existing conditions and the factors that affect the housing market in the township. Discussion of the housing market centers on the major variables affecting housing demand: the existing housing stock, household size, household income, housing costs, and housing preferences, along with issues affecting lower income residents.

## 6.2 Housing inventory

Leroy Township had 1,105 housing units in 2000, according to Census data. (Table 6.1) The number of housing units increased by 611 from 1970 to 2000, or 124% for the thirty year time frame. The 1970s and the 1990s were the most active decades, with housing units increasing by 63.6% and 24.7% respectively. While the increase in housing units is dramatic for the township, it represents only a very small percentage (1.7%) of the 36,002 units added in Lake County during the same time.

The township continues to exhibit minimal density of population and housing unit concentration. The 1984 amendment to the plan noted “the township contains over 11% of the total land in Lake County, yet accounts for slightly

Table 6.1  
**Housing units 1970-2000**  
Leroy Township / Tract 2052

Year	Housing units	Increase from previous decade	△% from previous decade
1970	494	n/a	n/a
1980	808	314	63.6%
1990	886	78	9.6%
2000	1,105	297	16.3%

(US Census Bureau)

more than 1% (2,505) of the population, providing the lowest density (99 persons per square mile) in the county.” The low density development pattern remains mostly unchanged, with an overall population density of 122.9 persons per square mile (47 persons per square kilometer) or one person per 4.2 acres (2.1 hectares), compared with 984.9 persons per square mile (380 persons per square kilometer) in Lake County.

The 95% owner occupancy rate in the township is also significantly higher than that of the county and neighboring communities. The owner occupancy rate for Lake County, Madison Township, Concord Township and Painesville Townships are 77.5%, 82.5%, 91.3%, and 78.0% respectively. The percentage of owner-occupied units has remained consistent over the past 30 years. (Table 6.2)

**Table 6.2**  
**Tenure of occupied housing units 1970-2000**  
Leroy Township / Tract 2052

Year	Occupied units	Owner-occupied		Renter-occupied	
		Units	% of units	Units	% of units
1970	465	421	91%	44	9%
1980	762	684	90%	78	10%
1990	847	809	96%	38	4%
2000	1,079	1,025	95%	54	5%

(US Census Bureau)

**Table 6.3**  
**Vacancy of housing units 1970-2000**  
Leroy Township / Tract 2052

Year	Occupied units	Owner-occupied		Renter-occupied	
		Units	% of units	Units	% of units
1970	465	465	94%	29	6%
1980	762	762	93%	46	7%
1990	847	847	96%	39	4%
2000	1,079	1,079	98%	26	2%

(US Census Bureau)

Leroy Township has experienced occupancy rates in excess of 93% since the 1970 Census. In the 2000 Census, the vacancy rate in the township was only 2%, compared with 4% for Lake County. The vacancy rate of Madison Township, Painesville Township, and Concord Township was 8%, 5% and 3% respectively. (Table 6.3)

### 6.3 Housing construction, demand, and trends

Most new houses in Leroy Township are built outside of formal subdivisions, on individually created lots resulting from the gradual outparcelling of former farms and woodlots. Unlike a subdivision, houses built on such sites are usually not “spec homes” built in anticipation of prospective buyers. They are typically custom built by small, locally owned independent homebuilders.



The demand for the size, type and density of housing in Leroy Township remains consistent to what was experienced and reported in the 1980s. In both the 1990 and the 2000 Census, 60% of the homes were less than thirty years old. In Census 2000, more than one fourth (26.4%) of the housing units had been built in the previous decade. (Table 6.4) (The inconsistent data – the number of pre-1939 units increasing between 1990 and 2000, for example – can be attributed to a different sample group completing the Census long form. Only a small percentage of those completing the census are asked to give the age of their housing units.)

Table 6.5 reflects a continued demand to move into available housing units in Leroy Township. In both 1990 and 2000, nearly half of the occupants had moved into their home in the previous decade.

**Table 6.4**  
**Year structure built 2000**  
Leroy Township / Tract 2052

Year	1990 units	1990 % of units	2000 units	2000 % of units
1939 and earlier	172	19.4%	186	16.8%
1940-1949	89	10.0%	46	4.2%
1950-1959	94	10.6%	138	12.5%
1960-1969	126	14.2%	68	6.2%
1970-1979	261	29.5%	291	26.3%
1980-1989	144	16.3%	84	7.6%
1990-1999	n/a	n/a	292	26.4%
Total	886		1,079	

(US Census Bureau)



**Table 6.5**  
**Year householder moved into unit**  
Leroy Township / Tract 2052

Year householder moved into unit	1990		2000	
	Units	% of units	Units	% of units
1969 and earlier	177	10.9%	104	9.6%
1970-1979	252	29.8%	219	20.3%
1980-1989	418	49.4%	227	21.0%
1990-2000	n/a	n/a	529	49.0%
Total	847		1,079	

Ex: 418 Leroy residents counted in the 1990 Census moved into their homes between 1980 and 1989. 227 Leroy residents counted in the 2000 Census moved into their homes between 1980 and 1989. (US Census Bureau)

**Table 6.6**  
**Units in structure 2000**  
Leroy Township / Tract 2052

Units in structure	Units	% of units
1 detached	1,083	98.0%
1 attached	18	1.6%
2	0	0.0%
3 or 4	4	0.4%
5 to 9	0	0.0%
Total	1,105	

(US Census Bureau)

Single family residences dominate the housing market in Leroy Township. (Table 6.6). 98% of all housing units in the township are single family houses.

Tables 6.7 and 6.8 reflect the increasing house size in the township. In 1980 74.6% of the homes had six or more rooms, this rose to 80.3% by 1990 and to 80.9% by 2000.

In both 1990 and in 2000, three bedroom houses were most prevalent. In 2000, they represented 56.3% of the market, compared with 52.7% in the previous decade. There were more homes with four or more bedrooms in 2000, but they represented a smaller percentage of the market than in 1990.

The presence of certain desired amenities also spurs demand for housing in a community. 280 houses were heated with gas supplied from a central utility in 2000, compared to just 22 in 1990. The number and percentage of houses heated by fuel oil, coal or wood all decreased. (Table 6.9) Solar heating is nonexistent according to Census statistics. Daylight is scarce during the winter, when heat is needed the most. Cloudy skies further limit the potential of solar heating as an alternative to electricity, gas, oil and kerosene.

Nearly all homes had complete kitchen and plumbing facilities in 2000 (Table 6.10).

As stated throughout the plan, the lack of available public water and sewer may have a limiting effect on development, but encourages development on large lots by those drawn to the rural environment of the township.

**Table 6.7**  
**Number of rooms per unit 2000**  
Leroy Township / Tract 2052

Rooms	1980		1990		2000	
	Units	% of units	Units	% of units	Units	% of units
1 room	1	0.1%	6	0.7%	0	0.0%
2 rooms	5	0.6%	3	0.3%	19	1.7%
3 rooms	15	1.9%	9	1.0%	17	1.5%
4 rooms	41	5.1%	28	3.2%	23	2.1%
5 rooms	143	17.7%	128	14.4%	152	13.8%
6 rooms <sup>†</sup>	603	74.6%	187	21.1%	226	20.5%
7 rooms	n/a	n/a	229	25.8%	248	22.4%
8 rooms	n/a	n/a	178	20.1%	209	18.9%
9 or more rooms	n/a	n/a	118	13.3%	211	19.1%
Total	808		886		1105	

<sup>†</sup> 6 or more rooms in 1980 (US Census Bureau)

**Table 6.8**  
**Change in size of housing stock 1970–2000; bedrooms**  
Leroy Township / Tract 2052

Bedrooms	1990		2000		Δ% 1990-2000
	Units	% of units	Units	% of units	
Total	886	n/a	1,105	n/a	24.7%
No bedrooms	6	0.7%	0	0.0%	100.0%
1 bedroom	19	2.1%	36	3.3%	89.5%
2 bedrooms	79	8.9%	81	7.3%	2.5%
3 bedrooms	467	52.7%	622	56.3%	33.2%
4 bedrooms	270	30.5%	303	27.4%	12.2%
5 or more bedrooms	45	5.1%	63	5.7%	40.0%

(US Census Bureau)

**Table 6.9**  
**Heating fuel used**  
Leroy Township / Tract 2052

Fuel	1990 units	2000 units	Change	Δ%
Utility gas	22	302	280	1,273%
Bottled, tank or LP gas	45	140	95	211%
Electricity	145	239	94	65%
Fuel oil or kerosene	404	319	-186	-37%
Coal or coke	18	0	-18	-100%
Wood	109	54	-55	-50%
Solar	0	0	0	n/a
Other fuel	0	17	17	n/a
No fuel	0	8	8	n/a

(US Census Bureau)

**Table 6.10**  
**Plumbing and kitchen facilities 2000**  
Leroy Township / Tract 2052

Tenure	Total units	Units w/ complete plumbing	% lacking complete plumbing	Units w/ complete kitchen	% lacking complete kitchen
Owner occupied	1,025	1,025	0%	1,019	0.59%
Renter occupied	54	54	0%	54	0%

(US Census Bureau)

Regardless of the preferences of old-time residents or newcomers, Census data shows that the most prevalent source of water was a drilled well (789 in 1990); while the most common manner of treating waste water was as septic tank (819 in 1990). The “other source” of water and “other means” of sewage disposal used is unknown. Similar data from the 2000 Census was not available. (Table 6.11)

Another modest measure of the adequacy of housing stock is the number of owner households provided with housing rehabilitation assistance under the Lake County Housing Rehabilitation Program, which is funded with Community Development Block Grant (CDBG) funds from the United States Department of Housing and Urban Development (HUD). In the past five years there has been less than one household per year in Leroy Township seeking or being provided with this type of assistance.

## 6.4 The homeowner experience

US Census statistics, as used in this element, tend to underestimate the price of real estate in a community. Respondents will often state the value of their property as the original list price from years ago, or else they are unaware of market conditions affecting the value of their property. During the time this plan was written, the United States experienced low mortgage interest rates (5.5% to 6%), real estate price escalation at a rate higher than inflation, and an economy in recession.

In the fourth quarter of 1993, the average sales price of a house in Lake County was \$155,000, and \$258,400 for Geauga County, according to statistics from Northern Ohio Multiple Listing Service. The average list price for a house in Leroy Township, based on sales from January through October 2004, is \$247,567. Using a simple housing cost calculator – and assuming a 30 year fixed rate mortgage with a 20% down payment and a 6% interest rate with no points – a household should have a monthly income of \$5,585, or \$67,020 annually, to afford a house in Leroy Township. In October 2004, the median household income in the township, using 1999 Census statistics and adjusting for inflation, is \$68,718.

While there have been significant factors drawing residents to the new and existing housing stock in Leroy, it has not been without cost. According to the US Census, the median value of an owner occupied home rose from \$88,800 in 1990 to \$165,000 in 2000. (Table 6.12) The range of values for owner occupied homes shifted from the majority being valued less than \$100,000 in 1990, to all but 90 homes being valued more than \$100,000 in 2000. (In

Some home seekers will appreciate not having additional bills to pay for water and sewer, while others may be repelled by the concept and functionality of a well and septic system. The resident survey noted that of those who expressed an interest in public infrastructure such as the provision of water and sewer, the average length of residency was 18 years.

**Table 6.11**  
**Source of water and sewage disposal 1990**  
Leroy Township / Tract 2052

Water source	Units
Public water system or private company	0
Individual well: drilled	789
Individual well: dug	78
Other source	19
Sewage disposal ♦	0
Public sewer	63
Septic tank or cesspool	817
Other means	6

♦ statistics may or may not consider sewer systems limited to a subdivision  
(US Census Bureau)

**Table 6.12**  
**Median value for owner-occupied housing 1990-2000**  
Leroy Township / Tract 2052 and surrounding area

Township	1990	2000	\$ increase 1990-2000	% increase 1990-2000
Leroy Township	\$88,800	\$165,000	\$76,200	86%
Concord Township	\$112,200	\$179,600	\$67,400	60%
Madison Township	\$63,800	\$125,300	\$61,500	96%
Perry Township	\$75,000	\$144,100	\$69,100	92%
Lake County	\$73,900	\$127,900	\$54,000	73%

Housing prices in Census data are typically lower than real world prices.  
(US Census Bureau)

**Table 6.13**  
**Mortgage status 1990-2000**  
Leroy Township / Tract 2052

Mortgage status	1990 units	2000 units
Total	536	789
With a mortgage	419	621
2nd mortgage or home equity loan, not both	Not reported	243
No 2nd mortgage and no home equity loan	Not reported	378
Without a mortgage	117	168

(US Census Bureau)

reality, the actual number of properties valued at more than \$100,000 is much higher.) The percentage of increase is consistent with adjacent communities in Lake County.

Despite the increase in housing cost, there is no change in the percentage (78%) of households with a mortgage.

(Table 6.13). About two-fifths of those with mortgages have second mortgages or home equity loans.

In 1990, over a fourth (25.3%) of owner occupied homes in Lake County were valued less than \$59,999, while Leroy Township had only 11.8% of housing units priced in the same range. Compared to the county, a higher percentage of homes in Leroy Township fell into the higher value

brackets, most notably in the three ranges that comprise \$100,000 to \$174,999. This tendency is more pronounced in 2000; not surprising considering increased real estate prices and the increasing size of houses in the township. 48% of the owner occupied units in Lake County are valued at less than \$125,000, while the housing value bracket only comprises 20.8% of the market in Leroy Township. 39.2% of the houses in the township fall in the \$175,000 to \$249,999 price category, compared to 14.8% for Lake County. (Table 6.14)

**Table 6.14**  
**Value for specified owner-occupied housing units 1990-2000**  
Leroy Township / Tract 2052

Value of unit	Lake County				Leroy Township			
	1990		2000		1990		2000	
	Units	% of units	Units	% of units	Units	% of units	Units	% of units
≤\$59,999	13,763	25.3%	1,198	1.9%	63	11.8%	0	0.0%
\$60,000-\$99,999	27,964	51.4%	14,727	23.3%	292	54.5%	90	11.4%
\$100,000-\$124,999	5,348	9.8%	14,430	22.8%	96	17.9%	74	9.4%
\$125,000-\$149,999	3,563	6.6%	11,403	18.0%	39	7.3%	155	19.6%
\$150,000-\$174,999	1,595	2.9%	6,887	10.9%	40	7.5%	126	16.0%
\$175,000-\$199,999	826	1.5%	5,031	7.9%	6	1.1%	127	16.1%
\$200,000-\$249,999	720	1.3%	4,976	7.9%	0	0.0%	182	23.1%
\$250,000-\$299,999	279	0.5%	2,314	3.7%	0	0.0%	35	4.4%
\$300,000-\$399,999	323	0.6%	2,348	3.7%	0	0.0%	0	0.0%
Total	54,381	n/a	63,314	n/a	536	n/a	n/a	n/a

(US Census Bureau)

In 1990, 15 % ((50+15)/419) of households in Leroy Township that had a mortgage spent more than 30% of their income on housing costs; what HUD defines as being cost burdened or in “unaffordable housing.” By the 2000 Census, that percentage had increased to 20% ((97+24)/621). (Table 6.15) Despite increased housing costs in the township, the percentage of owner households that were cost burdened in 1990 and in 2000 is less than the countywide percentage of 24.4%.

There is a correlation between lower income levels and a greater housing cost burden. Of owners earning less than \$20,000 yearly, the percentage of cost burdened increased from 47% to 66%. For those earning from \$20,000 to \$34,999, the percentage increased from 10% to 53%. (Table 6.16) This cost burden mainly affects homeowners under the age of 65. (Table 6.17)

**Table 6.15**  
**Mortgage status by selected monthly owner costs 1990-2000**  
Leroy Township / Tract 2052

Percentage of household income	1990		2000	
	Units with mortaaae	Units without mortaaae	Units with mortaaae	Units without mortaaae
<20%	248	117	225	132
20%-24%	58	0	119	15
25%-29%	48	0	156	0
30%-34% (unaffordable)	15	0	24	0
35%-39% (unaffordable)	50	0	97	11
Not computed	0	0	0	10

(US Census Bureau)

**Table 6.16**  
**Household income by selected monthly owner costs as a percentage of household income 1990-2000**  
Leroy Township / Tract 2052

Percentage of household income	Less than \$20,000		\$20,000 to \$34,999		\$35,000 to \$49,999		\$50,000 and up	
	Households	% of households	Households	% of households	Households	% of households	Households	% of households
(1990) <20%	42	53%	73	57%	68	55%	182	88%
(1990) 20%-24%	0	0%	25	20%	20	16%	13	6%
(1990) 25%-29%	0	0%	16	13%	21	17%	11	5%
(1990) ≥30%	37	47%	13	47%	15	47%	0	47%
(1990) Not computed	0	0%	0	0%	0	0%	0	0%
(1990) Total	79		127		124		206	
(2000) <20%	0	0%	17	29%	49	47%	291	51%
(2000) 20%-24%	10	17%	11	19%	8	8%	105	19%
(2000) 25%-29%	0	0%	0	0%	30	29%	126	22%
(2000) ≥30%	39	47%	31	47%	17	47%	45	47%
(2000) Not computed	10	17%	0	0%	0	0%	0	0%
(2000) Total	59		59		104		567	

(US Census Bureau)

### 6.5 The renter experience

There are no apartment buildings in Leroy Township, and two-family residences are rare. The plan does not inventory housing units that are illegal under the township zoning resolution, such as accessory units in converted freestanding garages, or recreational vehicles parked in a driveway and occupied year round. Census data and statistics may consider housing units that are otherwise considered illegal.

Renter households in Leroy tend to be low income as defined by HUD, with over a third of them (35%) experiencing cost burden. (Tables 6.18, 6.19 and 6.20.) The data also reflects that most of the renter households live in housing built before 1960, and pay a median rent of \$855 a month. In 1990, of the 28 renter households in the township, all of them paid extra for one or more utilities. In 2000, there were 42 such renter households, of whom only 19 paid toward their utility use and 23 paid nothing toward it; possibly the same 23 who paid no cash rent.

**Table 6.17**  
**Householder age by selected monthly owner costs as a percentage of household income 1990-2000**  
Leroy Township / Tract 2052

15 to 64 years	1990 householders	2000 householders
Total householders	465	681
<20%	294	285
20%-24%	58	114
25%-29%	48	150
≥30%	65	122
65 years and over	1990 householders	2000 householders
Total householders	71	108
<20%	71	72
20%-24%	0	20
25%-29%	0	6
≥30%	0	10

(US Census Bureau)

**Table 6.18**  
**HUD housing affordability 2000**  
Leroy Township / Tract 2052

Household income level	Renter households					Owner households				
	Total	Cost burdened		Severely cost burdened		Total	Cost burdened		Severely cost burdened	
		Households	% of HIL aroup	Households	% of HIL aroup		Households	% of HIL aroup	Households	% of HIL aroup
0% to 30% AMI	14	0	0%	4	29%	23	0	0%	8	35%
<30% to ≤50% AMI	0	0	0%	0	0	57	8	14%	35	61%
>50% to ≤80% AMI	26	10	38%	0	0	86	40	47%	8	14%
0% to 80% AMI	40	10	25%	4	10%	166	48	29%	51	31%
>80% AMI	8	0	0%	0	0	837	58	7%	0	0

AMI = annual median income HIL – household income level  
(US Census Bureau)

**Table 6.19**  
**Tenure by year structure built 2000**  
Leroy Township / Tract 2052

Year	Owner occupied	Renter occupied	Total units	% of units
1939 and earlier	145	15	*160	14.8%
1940-1949	46	0	46	4.3%
1950-1959	126	12	138	12.8%
1960-1969	63	5	68	6.3%
1970-1979	281	10	291	27.0%
1980-1989	72	12	84	7.8%
1990-1999	292	0	292	27.1%
Total	1,025	54	1,079	

\* There are some slight discrepancies between this figure and Table 6.4. (US Census Bureau)

**Table 6.20**  
**Gross rent 1980-2000**  
Leroy Township / Tract 2052

Rent	1980 units	1990 units	2000 units
Median gross rent (\$)	\$198	\$569	\$855
With cash rent	44	19	19
<\$500	39	0	0
\$500-\$549	0	6	0
\$550-\$599	0	9	0
\$600-\$649	0	0	0
\$650-\$699	0	0	4
\$700-\$749	0	0	0
\$750-\$999	0	4	10
≥\$1,000	0	0	5
No cash rent	5	9	23

Housing prices in Census data are typically lower than real world prices. (US Census Bureau)

The median rent in 2000 was \$855, 431% higher than the 1980 median rent of \$198. The increasing size of houses in the township (Table 6.7 and 6.8), along with the sharp rise in real estate prices during the late 1990s, can account for much of this increase.

Accessory dwelling units are illegal according to the township zoning resolution. However, they can provide some affordable housing, while at the same time subsidizing a mortgage payment for the homeowner. The major barrier to permitting accessory housing units is the lack of sewer service in the township. The space needed for a drainfield is increased when there are two dwelling units feeding it. Smaller lots may not be able to accommodate a drainfield for two dwelling units.

Accessory dwelling units, designed and sited in such a way that they do not compromise the single-family appearance of a house or lot should be considered in the Five Points area, if the area becomes sewered and develops as a traditional town center. The elderly can live close to their adult children in an accessory dwelling unit, or the rent from a unit can contribute to mortgage payments, allowing homebuyers to buy larger houses than they normally could afford.

*An accessory dwelling unit is considered an independent, self sufficient dwelling unit with its own kitchen and bathroom, which is either entirely contained within a single-family dwelling unit and has direct access to the outdoors, or which has a common hall with a single-family detached dwelling.*

In communities that permit accessory dwelling units, the following standards usually apply.

- Only one accessory dwelling unit is allowed on a lot. It cannot be subdivided from the property.
- An accessory dwelling unit must be designed so that the appearance of the primary or host building on the site remains that of a single family dwelling.
- Accessory dwelling unit must be small; a maximum size of 40% of the primary or host dwelling unit or 700-800 square feet (65-75 square meters) maximum, whatever is smaller, with no more than one or two bedrooms.
- Accessory dwelling units cannot be located in basements or attics.
- One additional off street parking space is required. The occupant of an accessory dwelling unit should be able to park their vehicle where it would not interfere with parking for the occupant of the primary dwelling unit.
- Accessory dwelling units cannot be mobile homes or recreational vehicles.
- The lot size cannot be nonconforming; it must conform to minimum lot size requirements in the underlying zoning district. Permitting accessory dwelling units on a nonconforming lot exacerbates the nonconformity.

Some communities limit occupancy of accessory dwelling units to blood relatives.

## 6.6 Public and affordable housing

Leroy Township has no public housing. The infrastructure needed to support public housing and the needs of those living there, both physical (utilities, fixed route public transportation) and social (public agencies, nearby employment, retail and personal services), are not available in or near the township.

There are 1,003 homeownership households in Leroy Township, of which 166 (16.5%) are low income. Of the low-income owner households in the township, 60% are “cost burdened,” spending more than 30% of their income on housing.

The cost of maintaining a large house on a large lot – heating, electricity, mowing and landscaping, snow clearing and exterior maintenance – is a burden to seniors who want to “age in place,” staying in their homes through their golden years. According to statistics from the 2000 Census, only 9% of Leroy Township residents are 65 years of age or older, compared to 14% for Lake County and 15% for the Cleveland PMSA. Permitting a wider variety of housing options, and the presence of convenient medical and retail services, must be made available to keep Leroy Township attractive and affordable to aging residents.

## 6.7 Architectural control

In 2004, state law was amended, allowing townships to use architectural review boards to review and approve the architectural design of new residential structures. Most new houses in Leroy are custom built by small builders or developer, and there have been no recorded complaints about the appearance of new houses in Leroy Township. Architectural styles are varied, ranging from log homes and contemporary interpretations of traditional architectural styles to opulent, multi-gabled “McMansions.”

In resident surveys, there were no comments regarding residential architectural style. However, it is a small but integral element to creating and maintaining a distinct community identity. Township leaders should consider whether some contemporary residential architectural styles are appropriate and/or desired, and implement an architectural review board to ensure that the design of new houses respects and reinforces the rural character of the community.

## 6.8 Goals and policies

Each primary paragraph (**in bold type**) is a statement of a goal. The subparagraphs are policies for implementing the goal. Many goals and policies related to housing can be found in the Land Use element and throughout the plan.

**HS-1      The range of housing available in Leroy Township should be diversified, but in a manner that preserves the predominantly single family character of the community.**

HS-1-p1      Permit scattered, limited accessory dwelling units on lots served by public sewer and water service in a traditional town center area, subject to very strict design and siting requirements that would preserve the single family appearance of the site and neighborhood.

HS-1-p2      Allow for a variety of housing sizes and price ranges in the traditional town center area, to permit elderly residents to stay in the community as they age, young adults to live in the town as they start off their careers, and also provide move-up housing in a small town setting.

HS-1-p3      Encourage honest, quality home design that reflects and respects the rural character of the township, and the architectural heritage of the region.

## 7 Public Facilities

### 7.1 Introduction

Leroy Township, like many exurban and rural communities with a small population, does not have the same level of amenities as more densely populated urban and suburban areas. Surveys or residents have revealed that there is little dissatisfaction with public facilities in the township; schools, parks, and other municipal facilities. As the population grows, though, existing public facilities may become stretched. There is room for improvement, without sacrificing the rural character and independent spirit of the township.

The intent of the Public Facilities element of the Comprehensive Plan 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 township residents and visitors, contribute positively to enhancing the overall quality of life, and preserve the rural character of the township.

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

### 7.2 Schools

Leroy Township is included in the Painesville Township School District.

Leroy Elementary School is the only public school in Leroy Township. The school, built in 1926 and expanded in 1952 and 1994, is located on a 14 acre (6 hectare) site at 13613 Painesville Warren Road. Along with the school building, the site includes a playground, athletic fields, and a school bus parking area. About half the site is vacant. 316 students are enrolled in kindergarten through 5<sup>th</sup> grade; the school capacity is 330 students

The Ohio Department of Education has not identified this school as "in need of improvement" according to the Federal No Child Left Behind act. Ohio proficiency test scores for reading, writing and math are all above state averages.



Leroy Elementary School (LCPC)

After 5<sup>th</sup> grade, public school students in Leroy Township are bussed to LaMuth Middle School in Concord Township, and Riverside High School in Painesville Township.

The 1960 Lake County Comprehensive Plan proposed two additional elementary schools and a new joint middle/high school for Leroy Township, based on very optimistic population projections at that time. The Painesville Township School District has no current plans to build new schools in Leroy Township.

Considering the family-oriented demographics of the township, the need for expanding Leroy Elementary School before the end of the decade may be necessary. The 1984 Township Comprehensive Plan recommended a new school site near Five Points, citing future overcrowding at Leroy Elementary School and the inability to expand the

school on what was then a five acre (2 hectare) parcel. With the expanded parcel, relocation of Leroy Elementary School may not be necessary.

There are no private or parochial schools in Leroy Township.

### 7.3 Parks and public open space

#### Lake County Metroparks

Four parks owned and managed by Lake Metroparks occupy 975 acres (395 hectares) in Leroy Township. Metroparks land is mostly undeveloped, although all provide basic amenities such as picnic and parking areas. There are only 2.35 miles (3.78 kilometers) of improved and marked hiking trail among all the Metroparks land, excluding the abandoned portion of Leroy Center Road across the Paine Creek valley in Hell Hollow.



Most of Girdled Road Reservation is in Concord Township, but a 47 acre (19 hectare) portion of the 643 acre (260 hectare) park is in Leroy Township. The main entrance to Girdled Road Reservation is in Concord Township.

**Table 7.1  
Parks and public open space  
Leroy Township**

<i>Park name</i>	<i>Size (acres)</i>	<i>Size (hectares)</i>	<i>Amenities</i>	<i>Comments</i>
Hell Hollow Wilderness Area	614	248	Picnic area, picnic shelters, drinking water, restrooms, hiking trails, playground, ball/game fields	Lake Metroparks; group camping by permit
Indian Point Park / Grand River Reservation	261	106	Picnic area, drinking water, restrooms, hiking trails, fishing	Lake Metroparks
Mason’s Landing Park / Grand River Reservation (Perry Twp adjacent)	133	54	Picnic area, restrooms, fishing	Lake Metroparks
Paine Falls Park	56	23	Picnic area, picnic shelter, restrooms, hiking trails	Lake Metroparks
Girdled Road Reservation (straddles into Concord Twp)	47	19	Picnic area, picnic shelter, restrooms, hiking trails, playground, cross-country ski area, fishing	Lake Metroparks
Leroy Township Park	21	8	Playground, ball fields, picnic shelters	Township park

(Lake Metroparks, Leroy Township, field observation)

#### Township owned/operated parks

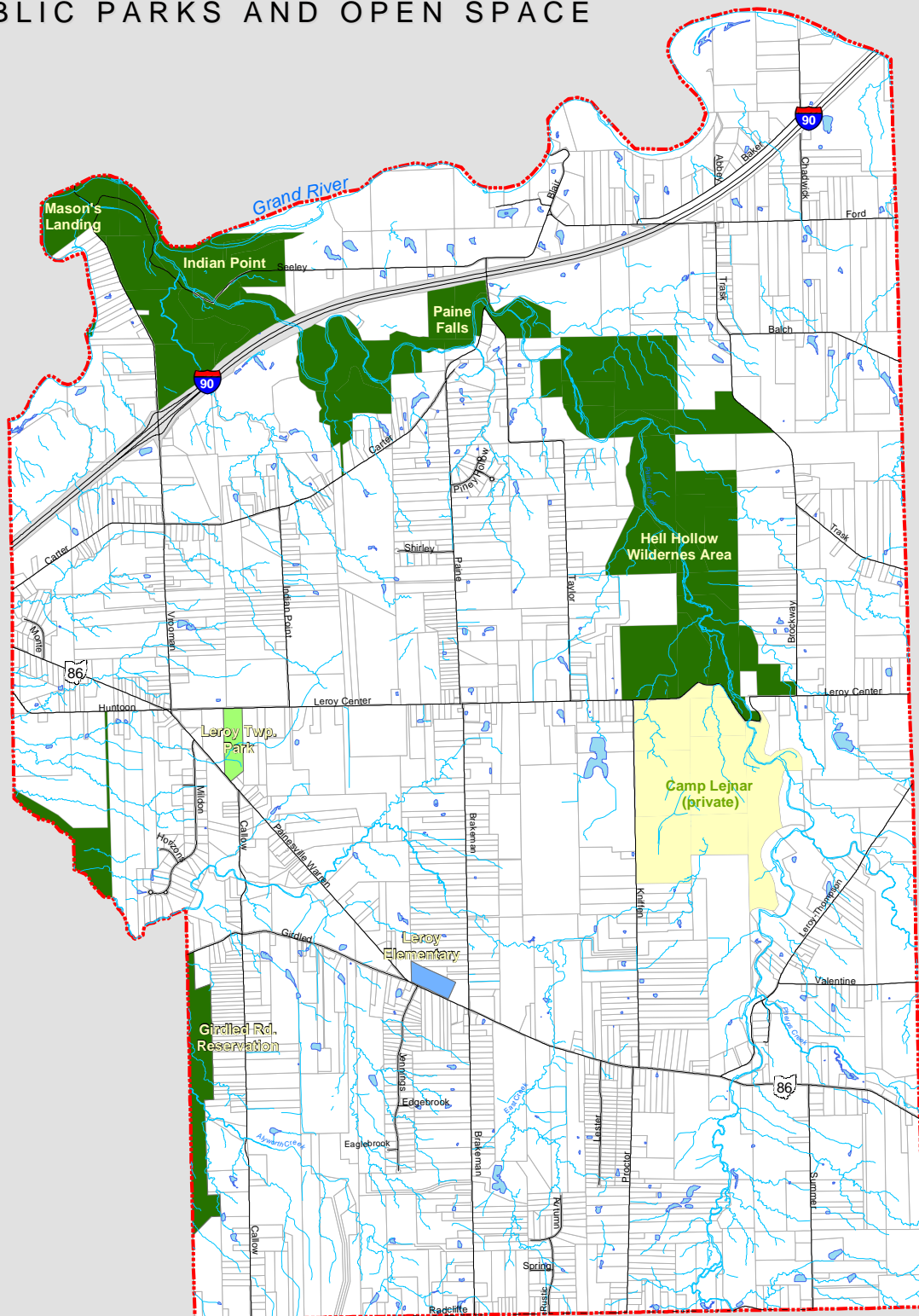
Leroy Township Park is on a 21 acre (8 hectare) site east of Five Points, between Leroy Center Road and Painesville-Warren Road. The park, designed for active recreation rather than as a passive space, includes a large playground, picnic shelters, and six baseball diamonds that are used by the Leroy Softball League. There is sufficient land and great potential for expanding the level of active recreational amenities at the park, such as adding a football field, soccer field, community garden, and/or dog park.

#### Future parks

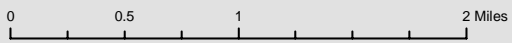
In a community like Leroy Township, where the population is relatively low and widely scattered, small neighborhood parks are not practical – especially when you consider that many residents live on lots that are much larger than a typical neighborhood park in greater Cleveland. A small “town commons” with a gazebo, however, could form the centerpiece of a traditional town center, as in Painesville and Chagrin Falls.



# PUBLIC PARKS AND OPEN SPACE



Source: Lake County Planning Commission  
Date: June 2005





Leroy Township Park (LCPC)

The 1984 Township Comprehensive Plan raised concerns that expanding parkland in the township would decrease the tax base. Parks make up about 6.4% of all land in the township. Any expansion would be onto land zoned for low density residential use, which is assessed and taxed at a much lower rate than land zoned for commercial or industrial use. The relatively large amount of parkland and its impact on tax rolls is offset by the relatively small amount of other land uses not subject to taxes, such as churches and large government-owned facilities

The trail systems of the various Metroparks should be expanded, but only where it would not harm sensitive natural areas or archaeological sites, or intrude on the privacy of nearby residents. Views of

the Paine Creek Valley from the abandoned portion of Leroy Center Road in Hell Hollow are spectacular, and a “Hell Hollow Trail” on the former roadbed would provide a significant amenity to the community.

Some Leroy Township residents expressed the desire for a snowmobile trail network in a citizen survey. Snowmobile trails are discussed in the Transportation element.

## 7.4 Public safety

### Fire Department

The Leroy Township Fire Department operates out of a station on Leroy Center Road, east of the Five Points area in Leroy Township Park. Although it is technically a volunteer fire department, it employs both full-time and part-time firefighters to provide 24-hour protection to its residents. It is also the EMS provider for the township. The annual budget of the Fire Department is generated from three dedicated fire levies.

The presence and quality of the fire department, along with its low response times, was often cited when residents were polled about strengths or improvements to the township in recent years.



Leroy Township Fire Department (LCPC)

### Police protection

There is no police station in Leroy Township. The township is patrolled by the Lake County Sheriff’s Department, based in downtown Painesville, with local calls dispatched from the Emergency Operations Center in Kirtland.

If town officials decide that a substation or full-time police department is necessary, land in Leroy Township Park next to the Fire Department, should be considered as the favored location. This would create a unified, centrally-located public safety complex.

## 7.5 Township government

The small Town Hall sits on a three acre (1.2 hectare) site at the northwest corner of Leroy Center Road and Paine Road. The Town Hall site also includes garages and a large maintenance yard that dominates the site.

Many of the comments gathered during neighborhood meetings expressed a need for better facilities at Town Hall; bathrooms, community meeting rooms, paved parking, and upgraded landscaping. Such improvements, along with future relocation and screening of utilitarian buildings and functions on the site, are recommended.

Leroy Township also owns three cemeteries. Three cemeteries – Williams, Brakeman and Northeast – are still active. Paine Hollow is the original township cemetery, where many founding residents of Leroy Township are buried. The last burial at Paine Hollow Cemetery was in 1872.

## 7.6 Community and senior citizen centers

Leroy Township does not have a formal community or senior citizen center, but does have a “senior center” at the Leroy Township Fire Department station. The room also serves as a general community meeting room. The senior room was built with the assistance of Community Development Block Grant (CDBG) funds



Leroy Town Hall and part of the equipment/material yard (LCPC)



Material yard has no access management, is visible from the road, and is poorly screened from residential property (LCPC)

*A marker in Paine Hollow Cemetery, placed in memory of Jerome N. Patch, who died Dec. 21, 1828 at age 9 yrs, 1 month and 16 days, reads: "Oh Blessed dust lies here, A sweet and pleasant child, Twas by a stub that I was slain, Remember death while life remains."*

Considering the small, scattered population, and its low median age, there is little demand for a freestanding, dedicated senior citizen center in Leroy Township. Aside from classrooms, facilities at Leroy Elementary School probably could not serve double duty as a community center; security issues are more of a concern at elementary schools, and amenities suitable for grown-ups such as weight training equipment aren't available.

## 7.7 Goals and policies

Each primary paragraph (**in bold type**) is a statement of a goal. The subparagraphs are policies for implementing the goal.

### **PF-1 Leroy Township will continue to have good public school facilities.**

PF-1-P1 Work with Painesville Township School District officials to ensure Leroy Elementary School is equipped and expanded to meet the needs of a growing student body.

### **PF-2 Parkland and dedicated open space will continue to serve the recreational needs of residents and visitors, protect irreplaceable natural resources, and preserve the rural character of the township.**

PF-2-P1 Create a traditional town square at Five Points if a town center is developed, to serve as a focal point and commons for the township.

PF-2-P2 Work with Lake Metroparks to promote expansion of the trail system at the various Metroparks in the township, ensuring that new trails do not disturb sensitive natural or archaeological areas, or intrude on the privacy of nearby residents. Consider the roadbed and right-of-way of the abandoned portion of Leroy Center Road through Hell Hollow as a possible trail route.

PF-2-P3 Seek opportunities to acquire land for expansion of township property for the benefit of its residents.

PF-2-P4 Work with Lake Metroparks to maintain the passive, predominantly undeveloped nature of the various Metroparks in the township.

PF-2-P5 Diversify the recreational amenities at Leroy Township Park.

PF-2-P6 Consider opportunities for incorporating accessible open space and trails.

### **PF-3 Urban-quality public safety facilities and services should continue to be offered.**

PF-3-P1 Preserve land at Leroy Township Park for potential expansion of Fire Department facilities, and a future Sheriff's Department substation or full-time police department.

PF-3-P2 Expand the network of fire ponds and other water reserves in areas without water service.

### **PF-4 Town government facilities will be improved.**

PF-4-P1 Improve landscaping, parking and access management at the existing Town Hall facility.

PF-4-P2 Rearrange the town yard so equipment, garages, vehicle and raw material storage areas, and heavily traveled internal access aisles are screened from the public right-of-way and nearby residences. Consider future relocation of storage and maintenance facilities to a less prominent location.

### **PF-5 Provide for an expanded community center for Township residents.**

PF-5-P1 Reserve land in Leroy Township Park for future expansion of community meeting facilities.

# 8 Utilities

## 8.1 Introduction

The size and dispersed population of Leroy Township make it a challenge to provide the same level of utility services as that enjoyed by more heavily populated townships and municipalities in the Cleveland area.

Section 2.3 of this plan, which describes some of the challenges that face Leroy Township, discusses the lack of sewer and water service in Leroy Township. The extension of sewer and water services into a growing exurban area will spawn residential and commercial development. Sewer and water service, and the lack thereof, acts as an unofficial growth control mechanism. Without sewer and water service, the land can only support limited uses: agriculture, low density residential development, and commercial uses that generate little or no wastewater.

The intent of the Utilities element of the Comprehensive Plan is to use urban-level utilities, or the lack of them, to shape the built environment and protect the township's rural character, while still allowing it to prosper.

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

## 8.2 Sewer and water service

With one exception, Leroy Township does not have central sewer or water service.

The 1984 plan did not establish any goals or policies for sewer and water service, except to state that “the possibility of extending water service is being researched,” and that establishment and expansion of sewer and water service would probably not be widespread. The 1984 plan spelled out possible routes for water lines, east from Painesville Township under Carter Road or Painesville-Warren Road, but noted that such an extension may not be economically feasible. The findings of the research mentioned in the 1984 plan are unknown.

### Water service

All residences and businesses in Leroy Township get their water supply from individual wells or tanker truck shipments. The closest water lines are in Concord Township, at the intersection of Concord-Hamden Road and Girdled Road, by the Concord Air Park, and in Painesville Township and on Painesville-Warren Road at the intersection of Rio Vista Court, by Helen Hazen Wyman Metropark.

These water lines are serviced by the City of Painesville. Leroy Township is considered part of the Lake County Utilities Water Service District. To extend these lines into Leroy, the Board of County Commissioners would need to amend the county water district boundaries, and the City of Painesville would have to redesign their system.

The most likely path for a future water line would be from South Ridge Road, across the Grand River Valley in the Vrooman Road area.

### Sewer service

Most properties in Leroy Township, outside of the Sunshine Acres #2 subdivision, depend on on-site septic systems, or what the Lake County Health District refers to as “household sewage disposal systems” (HSDS), for wastewater disposal.

Future plans of the Lake County Utilities Department include extending sewer service into Leroy. A sewer line runs along South Ridge Road, near the Vrooman Road intersection. Plans call for building a pump station at the bottom of the Grand River valley, and force main under the river to the existing gravity sewer at the intersection of Vrooman Road, Madison Avenue and South Ridge Road.

## Sunshine Acres package plant

The Sunshine Acres #2 subdivision is the only development in Leroy to have sanitary sewer service. The subdivision is served by a package treatment plant, located at the intersection of Lester Drive and Painesville-Warren Road. The package plant, maintained by Lake County since 1968, was built in 1963 and upgraded in 1988. The small plant cannot be expanded to serve other development in the area. However, the development does not have public or communal water service; water is provided by individual wells on each lot.

## Implications of future sewer and water service

The unavailability of sewer and water service are the major barriers to development in Leroy Township.

The cost of building a public sewer and water system to serve the entire township would be prohibitively expensive, because homes and businesses are more scattered than in urban and suburban areas. Longer sewer and water lines would be needed to serve fewer customers than in other sewer areas of Lake County.

At the time this plan was written, sanitary sewer service cannot be expanded into Leroy Township because the closest treatment plant, Heatherstone, cannot be expanded. However, the Board of County Commissioners entered into an agreement with the City of Painesville to service the eastern half of Painesville Township. Currently, this area has limited sewer service provided by the Heatherstone facility. With the new agreement, areas that are serviced by Heatherstone will be switched to the City of Painesville facility. This may open up limited capacity for Leroy Township.

The availability of sewer and water service could make suburban-type residential development economically and environmentally feasible. However, conventional subdivisions, similar to what is found in Concord Township or Painesville Township, would harm Leroy's rural character, and the township would have only limited power to control it.

The lack of sewer and water service keeps the township's overall capacity for development low, and preserves the low-density rural and exurban residential character many residents find important. To maintain the desired character of the township, providing water service to serve residential consumers outside of the Five Points area is not recommended, unless aquifers are drying much faster than they can be recharged. Likewise, sewer service is not recommended for residential customers outside of the Five Points area.

However, not having sewer or water service could harm the township's commercial environment. Most retail and commercial uses desired by town residents, such as supermarkets and sit-down restaurants, create more wastewater than what can be handled by a septic system. EPA regulations prohibit package plants that could otherwise serve limited commercial uses, because they would hurt the nearly pristine Grand River watershed.

Unsewered commercial districts in other rural and exurban communities are typically dominated by vehicle-related uses, such as auto and truck dealers, tire stores, gas stations, auto repair and body shops, and heavy equipment rental; and low-end commercial uses such as mini-storage facilities and contractor yards. Mechanical commercial uses generate little wastewater, so the lack of a sewer system is not a critical factor in their site selection. Mechanical commercial businesses tend to agglomerate in an area, which can discourage other types of businesses from considering a location there, and ultimately present a poor impression of the host community.

Vrooman Road is the primary gateway to Leroy Township. A concentration or strip of low-end commercial uses at the I-90 interchange and along the corridor south to Five Points would hurt the character of the township, and be considered undesirable by most township residents. A commercial area dominated by small vehicle-related businesses and low-end commercial uses would not provide less property tax revenue than an area with a variety of retail uses and services. The lack of sewers also limits potential industrial uses – and the accompanying property tax revenue – to a few that generate little wastewater. There are two ways to limit the spread of low-end commercial development; restrict such uses in the zoning resolution, or extend sewer and water lines into the Township to serve commercial areas. Using zoning to limit such uses would probably be the “path of least resistance.”

### Does the township have a choice?

There are two ways that sewer service could be forced onto the township, against the desires of its leaders and residents.

A developer of a subdivision or any other type of development in the township may petition the Lake County Utilities Department to extend the boundaries of the county sewer district – and sewer and water service – into the township. The developer would pay for the sewer, with some costs reimbursed by collecting a fee from others who connect into the extended sewer and water line.

Leroy Township does not have the power to create a “sewerless” sewer district of its own. It is also powerless to prohibit a neighboring sewer district from extending its service boundaries into the township.

Also, the technology of sewage treatment is advancing rapidly. There may soon be small package plants that operate with no waste discharge. If such technology is approved by the EPA for use in the Grand River watershed, a developer could build a subdivision and equip it with its own sewer system. Again, the township would be powerless to stop it.

## 8.3 Electricity

CEI / First Energy provides electrical service to the entire township.

A major electrical substation is located in Leroy Center, east of Paine Road. Transmission lines from the CEI Perry Nuclear Power Plant run north-south through the center of the township.

Most electric utility lines in the township are above ground, strung on poles placed in the public right-of-way. Utility lines are buried in three newer subdivisions. The county subdivision regulations require underground utilities, but there is no burial requirement for the lot splits that comprise most land division activity in the township.

If commercial development occurs along the Vrooman Road corridor and Five Points area, the township should require burial of existing overhead utilities as a prerequisite for development.

Undergrounding existing utility lines is expensive; more so in low-density exurban communities. Nonetheless, the township should work towards a long-term goal of placing all utility lines underground. New electrical substations should be carefully placed, and well-designed and screened so they are visually unobtrusive.

CEI / First Energy has not announced any plans to provide broadband over power line (BPL) service in Leroy Township or Lake County.

## 8.4 Natural gas

Limited areas in Leroy Township receive natural gas. In parts of the township where gas is not available, residents depend on truck-delivered propane, electricity, and even fuel from on-site woodlots for heating and/or cooking. Electric heating is far more costly than natural gas.

The township is working with natural gas suppliers towards a goal of providing service throughout the entire township.

## 8.5 Telephone / DSL

Leroy Township is served by two telephone companies; SBC in the 44077 Zip code, and Alltel in areas underlying the 44086 (Thompson) Zip code. Alltel and SBC/Yahoo DSL broadband Internet service is available in much of Leroy Township; service availability depends on proximity to central switching offices.

Telephone lines are above ground in parts of the township where electrical lines are also above ground.

## 8.6 Cable television / cable broadband

Adelphia Cable provides cable television and high speed Internet access throughout Leroy Township. Cable lines are above ground in areas of the township where electrical lines are also overhead.

## 8.7 Goals and policies

Each primary paragraph (**in bold type**) is a statement of a goal. The subparagraphs are policies for implementing the goal.

**UT-1 On-site septic and well systems will continue to provide sewer and water service for most of the township.**

UT-1-P1 Preserve rural character by discouraging new central sewer and water service in the township, excepting an EPA-approved package plant that would only serve a future traditional town center and/or commercial development in the Vrooman Road/I-90 area.

**UT-2 The visual impact of wired utilities will be decreased.**

UT-2-P1 Encourage utility companies to work with property owners and lessees when siting utility facilities.

UT-2-P2 Require undergrounding of all wired utilities, such as electricity, telephone, and cable television service, in all new subdivisions.

UT-2-P3 Require undergrounding of existing overhead utility lines when commercial development occurs on the site.

UT-2-P4 Work towards a long-term goal of undergrounding all wired utilities in the township.

UT-2-P5 Require visual screening for new utility substations. Work with utility companies to screen existing utility substations.

**UT-3 Natural gas availability will be expanded.**

UT-3-P1 Work with natural gas distributors towards a long-term goal of providing natural gas service to the entire township.

**UT-4 Telecommunications infrastructure will remain up-to-date.**

UT-4-P1 Work with telephone and cable television companies to ensure the township is provided with the same level and quality of service and technology as in urban areas.

UT-4-P2 Work to ensure high-speed Internet access is available to all residents and businesses in the township.



# 9 Economic Development

## 9.1 Introduction

The economy of Leroy Township was once rooted in the mills and forges that lined its streams and rivers. After the middle of the 19<sup>th</sup> century, agriculture became the dominant force of the local economy. In recent years, with increased residential development, the role of agriculture has diminished.

Today, Leroy Township is a predominantly residential community, with only a very limited commercial tax base. Resident opinions are split regarding commercial and industrial development; some favoring it, because it will shorten long drives for daily errands; others opposing it because of the threat it could pose to the valued rural character of the community.

The Economic Development element identifies policies and strategies that will address the well being of Leroy Township – its communities, 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.

The intent of the Economic Development element is to plan for increasing the town's employment and tax base and the diversity of retail services, while ensuring the rural character of the community is not irreparably harmed.

## 9.2 Economic influences

Excluding agricultural and equestrian operations and construction jobsites, the number of visible commercial enterprises in Leroy Township can literally be counted on two hands; three gas stations, a restaurant that is intermittently open, two taverns, a pizzeria, a convenience store, a sandstone quarry and a recording studio. Many residents conduct home occupations, but the exact number is unknown. Most Leroy Township residents of employable age do not work in the community, but rather commute to jobs elsewhere, usually in Lake County or eastern Cuyahoga County.

A survey conducted by the Lake County Planning Commission in 2003 found that aside from gasoline, most Leroy Township residents conduct day-to-day grocery shopping in Painesville and Chardon. Almost all clothing is purchased in Mentor. Durable goods are usually purchased in Mentor and Painesville. For medical, dental and most other services, Leroy Township residents usually look to Mentor and Painesville. However, township residents have no difficulty finding contractors in the community for construction services. (Appendix A-2)

The amount of retail leakage in Leroy Township – the difference between actual and potential retail sales in a community, or the amount of retail sales lost to other communities – is high, although the exact amount cannot be determined without a detailed retail study. There is no opportunity to counter retail leakage, because there are no local alternatives providing the goods and services township residents are seeking elsewhere.



According to a retail survey conducted by the Lake County Planning Commission in 2000, Leroy Township has about 15,000 square feet of retail space, an amount slightly larger than that of a new drugstore. 11,945 square feet is devoted to food service, food sales, and retail convenience products, or 3.83 square feet for every Leroy Township resident. By comparison, there is 18.31 square feet per resident for all of Lake County. Leroy has about one-fifth the amount of convenience retail space per resident, compared to the county as a whole. Leroy has no retail space devoted to durable goods – department stores, appliance stores, furniture stores and the like – while there is 19.44 square feet of such retail space per county resident.

Major barriers to retail, commercial and industrial development include the low number of “rooftops” or residents, the lack of sewer and water service, and the unavailability of appropriately zoned land. Being located on the fringe of the Cleveland metropolitan area makes Leroy a less-than-ideal location for general office uses. However, offices for professional uses that serve the local population and residents of surrounding townships – medical, dental and insurance, for instance – are feasible.

### 9.3 Desired businesses

The results of the Township survey conducted last year by the Planning Commission revealed that a majority of residents would like to see more small-scale day-to-day commercial uses in the township – grocery stores, restaurants, drug stores, and the like. About 66% of respondents said they would like to see small-scale commercial development around the I-90 Vrooman Road exit, with a recurring theme of sit-down (as opposed to fast-food) restaurants, grocery stores, and other commercial uses that are not related to motor vehicles.

Truck stops were only mentioned by a few that responded to the survey. A modern truck stop is an intensive use – tall lighting pylons, large obtrusive signs with animated message centers, broad expanses of impervious surface, diesel clatter and smoke, engine brakes, and heavy traffic – that would be the antithesis of the low-to-medium intensity uses favored by respondents, and contrary to the desire of most township residents to preserve a low-key rural atmosphere.

#### *A sampling of responses from Township survey question #9: “Should the Interstate 90 and Vrooman Rd. interchange be developed? If so, what kind of development should be there?”*

- *Yes. It looks terrible now! ONE fast food restaurant, other high-end restaurants and maybe a hotel (nice one, with restrictions on what they could build – Western Reserve style).*
- *Yes. Normal development & restaurant services.*
- *No. If I wanted to live in Mentor, I’d move there. PLEASE STAY RURAL!!*
- *Yes. Services conducive to community...foods, drugstore, etc. I would like Leroy to be rural in quality and tone. Need a very smart zoning plan and some quality people to implement.*
- *Whatever happens, it should be well planned. No car dealers or automotive related business. Restaurants for highway travelers okay and maybe senior and assisted living because of sewer and water necessary for development.*
- *No. None. Over development has occurred in Mentor and Chardon and Painesville, west. It should be avoided. Development for the sake of developers is stupid.*
- *Yes. Better gas stations. Clean up Frary property. Restaurant items for travelers. This interchange could make income from travelers. Frary property is a mess and this is the first view of Leroy people get when they turn off of Route 90.*
- *Yes. Cracker Barrel.*
- *No. Unless you can get Cracker Barrel there!*
- *Yes. Light industrial; hotel/restaurant/retail stores, including grocery. Everyone wants a Cracker Barrel. Clean up Frary’s old station, eyesore area – keep local restaurant & owner.*
- *The south side is a real eyesore. Whatever should go in should be planned so that it is blended with the environment and maintains the rural character of the township. No McDonalds. No car dealerships. Maintain a park-like setting if possible.*
- *No. Development will only increase traffic, demand more services and strain Township resources.*
- *Yes. Get rid of the dumpy building next to restaurant. Eye sore.*
- *Yes. Into something cleaned-up. Sometimes I feel embarrassed at the mess that’s there. It looks like a big dump. The whole southwest corner should be bulldozed or be made to adhere to some kind of clean up. If there should be some development there, maybe a Bob Evans type of restaurant. No fast food.*
- *No. We really don’t feel or see where it would be beneficial to Leroy. There’s enough gas stations, restaurants at all the other interchanges now. Isn’t it time that people start thinking of the negative, long-term development of every parcel of land, every interchange.*
- *Yes. Truck stop, 24 hour, towing and vehicle repair to aid travelers on I-90, motel so we can soak people with a bed tax, 24 hour White Castle Hamburger*
- *First – needs clean up – looks like WWII bombed out runway. Take steps now to prevent sleazy adults only truck stop like I see springing up at other places along 90, 171 and 177.*
- *No. We moved to Leroy because we thought it was an agricultural area? I don’t want development like this!*

Low-rise motels, if the sites and structures are thoughtfully designed, and high-rise signs are not used, may be compatible with the built environment desired by township residents.

Many respondents specifically mentioned that they want a Cracker Barrel or Bob Evans restaurant. The site selection criteria of Cracker Barrel, and many similar restaurant chains, favors very visible locations near busy Interstate highway exits, where there is an established base of traveler-related services; gas stations, hotels, motels, other restaurants, and some retail development, in communities with lenient sign regulations. The lack of competition is not considered. A Leroy Township location for the Cracker Barrel chain is unlikely, considering that the Vrooman Road exit area doesn't meet the chain's site selection criteria, and that another location is a fifteen minute drive away, in Willoughby at the I-90/SOM Center Road exit.

The prospect of vehicle related uses, such as automobile dealers and heavy equipment rental, generally received a chilly response among residents.

Many residents mentioned the poor condition of the site housing a small restaurant at the southwest corner of the interchange. The site, which includes building with no endearing character, no landscaping, no access management, an unmaintained parking area, and an abandoned high-rise sign, provides a poor initial impression of the township at its most important gateway. The site would likely be redeveloped if water and sewer service were extended to the interchange area.

Day-to-day retail commercial uses serving the needs of residents would be ideally placed in a neotraditional town center at Five Points. The location is central and accessible, and has the advantage that most residents would not need to travel on the increasingly busy Vrooman Road corridor to access it.

Residents generally wanted to see industrial development kept to a minimum. Limited, light industrial development can be accommodated in the I-90/Vrooman Road interchange area with little impact on the rest of the community. Industrial development should be of high quality, and not a collection of pre-fabricated structures in a poorly planned industrial park.

### **Cost of community services**

Cost of community services studies are used to evaluate the economic contributions of open space, farmland, and residential and commercial development. These studies help communities evaluate the costs of different combinations of land uses, and balance goals such as maintaining affordable housing, creating jobs, and conserving land and resources.

*A cost of community services study conducted by Cecil County, Maryland (October 2002, American Farmland Trust) found that for every dollar of revenue that residential development generated, about \$1.17 was required in public services. For every dollar of revenue that commercial and industrial development generated in the county, 34 cents was required in services. For every dollar that was generated by agricultural uses and open space, 66 cents was required for associated services.*

Because Leroy Township has so little commercial use, it would be difficult to conduct an accurate cost of community service study. In studies conducted by other communities, the results almost always found that commercial and industrial development subsidizes the services used by residents. Houses don't pay for themselves; the cost of services consumed by a residential use is usually more than the property tax revenue it generates. Commercial, industrial and agricultural uses typically pay more in property taxes and various fees (permits, bed taxes, and so on) than the cost of services they use.

Without commercial and industrial development to subsidize services used by residents, the bulk of the tax burden is placed on residential taxpayers. Unless it is dominated almost entirely by high-end homes that pay for themselves in services, the tax burden faced by residents in a community with few commercial and industrial uses will be higher than in a community with a more diverse tax base.

As described in the Land Use element, limited commercial and industrial land use can be accommodated in Leroy Township without sacrificing the rural environment. In fact, some commercial development, if thoughtfully planned (for instance, a traditional town center, or a suburban-style shopping plaza built subject to very strict design requirements), may help to create a distinct "sense of place" that would differentiate it from surrounding exurban communities.

## 9.4 Agri-tourism for farmland preservation

Agri-tourism is a commercial enterprise at a working farm, conducted for the enjoyment of visitors while generating supplemental income for the owner. Agri-tourism opportunities include outdoors recreation (horseback riding, cross country skiing), direct sales (self-pick farms, farm stands), educational experiences (tours, historical exhibits), accommodations (bed and breakfast inns), and entertainment (corn mazes, hayrides, concerts).

Agri-tourism is a growing sector of the tourism trade. About 62.4 million Americans – nearly 30% of the U.S. population – visited a farm during a 12-month period in 2000–2001, according to the 2000 National Survey on Recreation and the Environment.

Several counties in California sponsor “farm trails,” which are similar to wine routes. Farms along the trail offer tours, direct sales to the public, and occasionally lodging and dining. The California Agricultural Homestay Bill exempts farms and ranching operations that offer overnight stays from the more stringent requirements of operating a commercial restaurant. To qualify for overnight stays, the farms and ranches must produce agricultural products as their primary source of income. Farmers are limited to six guest rooms and 15 visitors a night.

In Ohio, Freshwater Farms in Urbana offers tours of their hatchery, and operates a farm market offering products from the hatchery and other area agricultural operations.

The most visible agri-tourism-related activities in Lake County can be found at wineries in Madison Township. Chalet Debonne offers a variety of attractions appealing to tourists, including tours, tasting, a gift shop, an amphitheatre for concerts, live entertainment, and outdoor dining. Claire’s Grand River Winery offers tours by appointment. Maple Ridge Vineyards offers on-premises wine sales, tasting and tours. There is the opportunity to develop more amenities that could attract those touring Winery District visitors, such as bed and breakfast inns, restaurants and regular tours. There are no known agri-tourism operations in Leroy Township.

Zoning restrictions limit agricultural tourism opportunities in Leroy Township. In the township, most agricultural operations take place in residential zoning districts. Zoning regulations may allow agriculture in residential zoning districts, but not always agri-tourism related uses and businesses. The township should consider ways of promoting agri-tourism, through working with area farmers and stable owners, and changes in its zoning resolution. Agri-tourism also has the benefit of increasing the revenue of agricultural uses, thus keeping them – and the rural character they provide – viable in the face of lot splitting and residential development.

## 9.5 Incentives for economic development

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 agencies in the United States offer direct incentives to retailers. However, they may fund general improvements such as streetscape beautification and new infrastructure, to create an environment that is more attractive to retail businesses. Tax increment financing (TIF) districts, where improvements are funded with bonds that are paid back from the revenue of increased property taxes directly resulting from those improvements, are also used to fund improvements that will attract retail development.

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

The majority of Leroy Township residents want more commercial development, but they are in no hurry to get it. The intent of attracting more retail and commercial uses to Leroy Township should be to create a sense of place by building a town center, provide greater convenience to residents that normally have to travel long distances for day-to-day needs, and alleviate the tax burden on residential property owners by increasing the diversity of the tax base. Subsidizing commercial and industrial uses by offering tax abatement or other financial incentives would be contrary to the intent of attracting them to begin with, and also against the desires of Township residents.

## 9.6 Smart growth and 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.

- 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 the township, this means an emphasis on small, 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 regionally and nationally.
- 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 township, 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 doesn't create 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.
- 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. Ensuring that broadband Internet service is widely available in Leroy Township will make the area more attractive to home-based businesses. While many rural communities are considering community wi-fi networks, the heavy tree cover in much of Leroy Township makes this prohibitively expensive. In the future, as technology becomes both cheaper and more advanced, a community wi-fi network may become feasible.
- 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.

**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 rural atmosphere of the township; watersheds, tree cover, air quality and lack of noise and light pollution.

**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, and rural areas before using more agricultural land or open space. Development in Leroy Township will likely occur on a “greenfield” rather than an existing infill or brownfield site elsewhere in the region.

**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.

**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.

**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 township must work to create a sense of uniqueness, attractiveness, history, and cultural and social diversity, and a strong local sense of place, keeping it distinct from other exurban communities.

**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.

## 9.7 Goals and policies

Each primary paragraph (in bold type) is a statement of a goal. The subparagraphs are policies for implementing the goal.

**ED-1      As appropriate, smart growth principles will be part of the foundation for economic development in Leroy Township.**

ED-1-p1      Sound long-term planning principles, including concepts embodied in the Ahwahnee Economic Development Principles, will guide economic development in Leroy Township.

ED-1-p2      Ensure economic development efforts directed towards commercial or retail development have the intent of protecting and reinforcing a distinctive sense of place, and creating or maintaining a vibrant community center or downtown.

**ED-2 Very limited, strictly controlled commercial development will be encouraged to serve the needs of local residents and create a balanced tax base.**

ED-2-p1 Encourage non-vehicle related businesses that serve the day-to-day needs of township residents to locate in a traditional town center in the Five Points area.

ED-2-p2 Discourage the creation of a commercial district with predominantly vehicle-related uses in the Vrooman Road/I-90 interchange area. Permit limited traveler services, such as gas stations and motels, subject to very strict site planning, signage, landscaping, buffer, architectural, lighting and drainage requirements that reflects and respects the total character of the township. Discourage “heavy” uses such as truck stops, commercial vehicle sales, construction and moving equipment rental, and adult-oriented uses catering to truckers and transients.

ED-2-p3 Discourage commercial development that tends to be visually or environmentally disruptive by its very nature; i.e. preferences towards large or tall signs, intensive lighting required, large impermeable surface areas needed, idling vehicles inherent as part of the use, and so on.

ED-3-p3 Ensure industrial development, if permitted, is located where it does not disrupt traffic patterns or disturb rural character.

**ED-3 Encourage agritourism to promote economic development, help agricultural uses remain economically viable and competitive with non-agricultural uses of the land, and maintain the rural character of the township.**

ED-3-p1 Work with local farmers, tourism associations, agricultural trade associations, the local Cooperative Extension agency, and other agencies to develop coordinated programs that promote agri-tourism.

ED-3-p2 Limit regulation of farm improvement projects and routine agricultural operations only to the extent to protect health, safety and welfare.

ED-3-p3 Remove barriers in the township zoning resolution that prohibit agri-tourism related land uses.

**ED-4 Economic development efforts will be primarily market-oriented, and not driven by incentives.**

ED-4-p1 Use of incentives and other government assistance, such as property acquisition through eminent domain, should not be directed at specific retail businesses.

ED-4-p2 Discourage subsidizing commercial and industrial uses with tax abatement or other financial incentives that would place the burden of tax revenue generation on residential uses and existing businesses.

# 10 Natural Resources

## 10.1 Introduction

Leroy retains an outstanding natural environment, even though residential development has increased significantly in the past three decades. Many abandoned farms have reverted to forest land, as well as land around long-gone mills that were stripped of timber in the first half of the 19<sup>th</sup> century. Natural resources found in the township help to establish and reinforce a unique identity. This begins with the extensive wooded tracts, the Grand River, river and stream valleys and watersheds, remaining wooded tracts, and species habitats.

Natural and environmental resources help define the character of the township, support the natural systems that provide for wildlife and a healthy environment, provide recreational and educational opportunities, and preserve rural character. At the same time, the township's natural resources must be safeguarded from adverse impacts of urbanization. This includes flooding, air and water pollution, groundwater contamination, noise, light and glare, and visual clutter from signs and utility structures.

The Natural Resources element, based in part on the (draft) 2005 Lake County Comprehensive Plan element, addresses rivers, streams, watersheds, woodlands and urban forestry, air quality, noise pollution and light pollution, to ensure that the natural features that define Leroy Township are protected and enhanced. 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.

## 10.2 Waterways and watersheds

### Grand River watershed

The Grand River follows the northern boundary of the township. The entire township is located in the Grand River watershed.

During the Ice Age, the Wisconsin glacier spread over Ohio in lobes, one known as the Grand River lobe. This lobe ground and scraped its way south across northeastern Ohio, but was halted by the steep, erosion-resistant sandstone hills found to the south. As the glacier advanced, it eroded the soft shale of the region and deposited sands and gravels. The glacier altered the topography and forced changes in the drainage patterns.

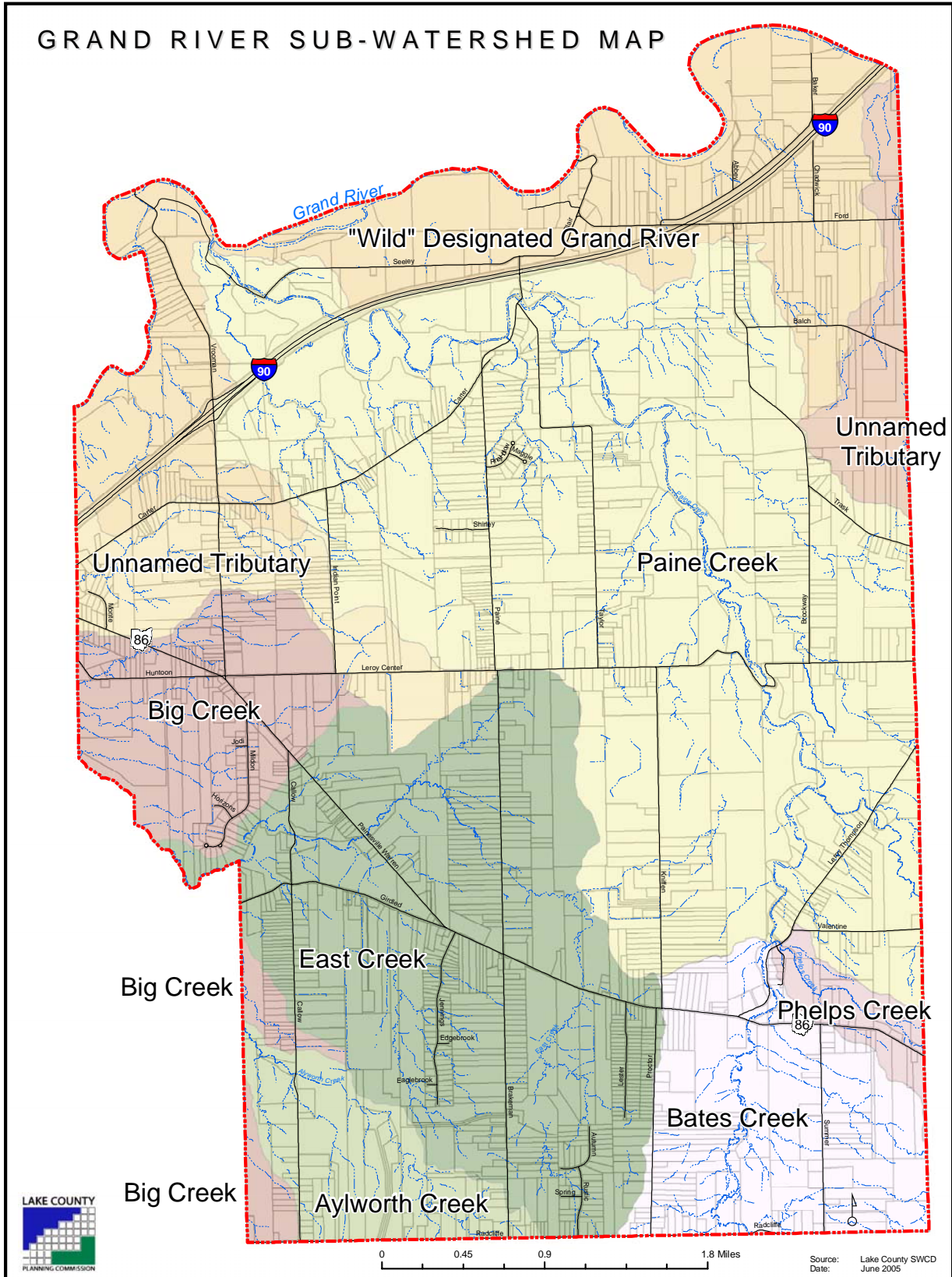
Today, the Grand River follows an odd course that was influenced by the glacier. The headwaters of the river are in Portage and Geauga counties. From there, the river flows north through Trumbull County and into Ashtabula County. In the northern part of the county, the river begins flowing westward into Lake County. In the county, the river is characterized by steeply incised valley walls of Chagrin shale.



Grand River (LCPC)

In January 1974, the Grand River became Ohio's second wild and scenic river. The designated wild section includes the portion of the river through Leroy Township. The Grand River is Ohio's highest quality river flowing into Lake Erie and helps support Ohio's million dollar Steelhead fishing industry.





Ensuring the natural heritage of the Grand River is not limited to protecting the immediate streamside environment. Land use activities within the watershed, such as urban and residential development, may have a direct and adverse effect on the long-term protection and preservation of this important Ohio water resource.

The Grand River has generally excellent water quality and aquatic communities, but there are some environmental threats that Ohio EPA is monitoring. Increasing residential development in exurban areas of the watershed can threaten the basin, by increasing impervious surface area, use of lawn and garden chemicals and pesticides, and removal of vegetation that controls erosion and soil runoff. Land near the Grand River and Paine Creek, the major tributary in Leroy Township, is usually forested. Although there is some residential development in the area, lot sizes are usually much larger than the rest of the township; the carrying capacity of the land is often lower because groundwater flows are low.

Paine Creek is the major tributary of the Grand River. Running through a valley that cuts across the eastern half of the township, Paine Creek is 7.5 miles (12 kilometers) long, and drains an area of 12 square miles (31 square kilometers). According to the Lake County Gazetteer, 16 streams in Leroy Township, including Bates Creek and Phelps Creek, and many unnamed waterways, drain into Paine Creek.

East Creek (MacMullen Creek) and two unnamed tributaries drain a watershed of 6.7 square miles (17.4 square kilometers) in Leroy and Concord Townships. Four unnamed creeks and an unnamed tributary drain a watershed of 2.1 square miles (5.4 square kilometers) into the Grand River.

The Grand River Partners works with the state scenic rivers program and other agencies to assist with the river's preservation. The township should work closely with groups involved in protecting the Grand River watershed, to ensure it remains a viable natural resource and valuable asset to the community.

### **Lake County Headwater Stream Inventory**

Lake County has about 1,000 headwater streams. Headwater streams are the smaller unnamed tributaries to larger rivers, such as the Grand and Chagrin. These small streams are often unnamed and are not shown on regional or even county maps. Headwater streams are vital to protecting the quality and function of larger rivers. Stream functions include retaining sediment, storing floodwaters, and filtering out nutrients. However, such streams are often severely impacted when land is developed, because of their small size.

In 1999 the Lake County Soil and Water Conservation District (LCSWCD) began a study to determine the quality of habitat found in these streams; the amount of different habitat types, the effectiveness of newly enacted erosion and sediment control regulations, justification of conservation easement acquisitions, and to provide accurate information to property owners and officials.

### **Effects of exurban development**

Urbanization in a watershed can have adverse effects on streams and receiving waters. Effects include increases in flooding, streambank erosion, and pollutant transport. Development results in surfaces such as rooftops, roads and parking lots, which render much of a watershed impervious to rainfall. Rainfall is unable to percolate into the soil, and instead is converted into runoff, which can overwhelm the existing drainage system of natural stream tributaries.



Bates Creek crossing (LCPC)

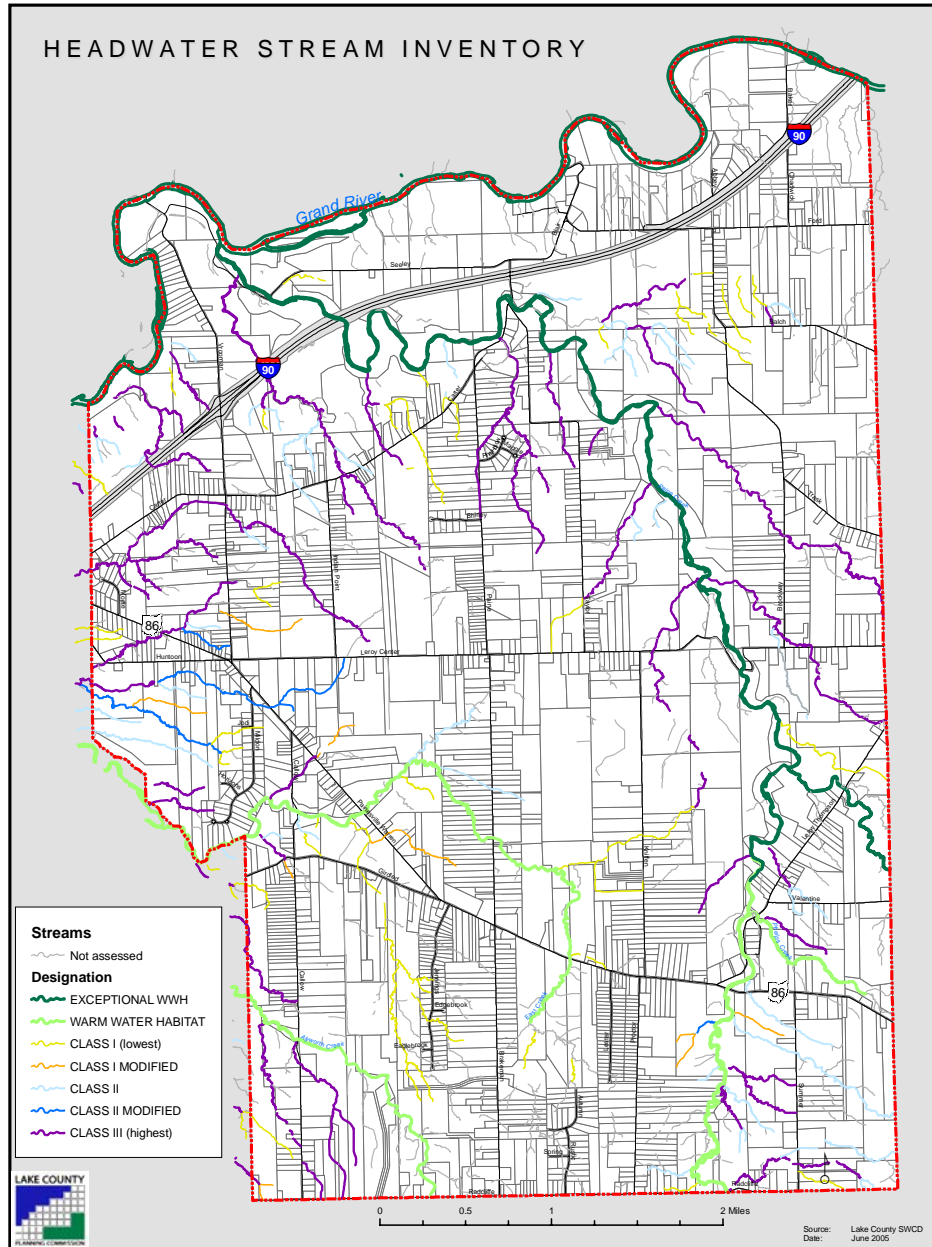
Thus, drainage improvements, such as curbs, channels, or storm sewers, must be constructed to direct and convey the runoff through the watershed.

At the receiving end of the stormwater conveyance network, a stream channel must adapt to new hydrologic conditions. The primary adjustment is through channel widening, which occurs through streambank erosion. Streambanks become undercut and slump into the channel. Trees that once provided bank stability become exposed at the roots and are more likely to fall, further destabilizing adjacent land. Large quantities of sediment eroded from streambanks remain in the channel as shifting deposits of mud and sand. This can have a dramatic impact on habitats of fish, mussels and aquatic insects.

Other changes accompanying urbanization, such as changes in water temperature, oxygen levels, and pollutants carried in the runoff, can also adversely affect aquatic wildlife.

In the natural system, pollutants in the runoff are removed from the water as it soaks into the ground or flows through the organic litter at the soil surface. With urbanization, these areas are replaced with pavement and buildings, and deposited pollutants are washed directly into stream channels. Pollutants in urbanized streams are frequently ten times higher than in pre-development streams. These pollutants and conditions include suspended sediment, nutrients (phosphorus and nitrogen, usually from fertilizer and equestrian waste), oil and grease, trace metals, chlorides or salts, and thermal effects due to reduced vegetation cover over the stream. These pollutants and conditions affect not only the receiving stream, but also downstream waters, such as wetlands and Lake Erie.

*Paine Falls is one of several waterfalls along Paine Creek. Most waterfalls along the creek are hidden and inaccessible from marked trails. Secret Falls, Top Secret Falls, and some unnamed cascades greet those who tread off the beaten path in Hell Hollow Park.*



The low population density and large lot requirements in the township result in development that covers less surface area than in other developing areas of Lake County and the Cleveland region. However, a more densely developed

town center or commercial node by I-90 – especially vehicle-related uses with large parking surfaces – would have a much greater potential impact on area streams. The township can manage stormwater through requirements implemented during the permit process for new developments. Major tools include detention basins that temporarily stores and slowly releases runoff from large storms to reduce peak stormwater discharges, and restricting development in stream floodplains that are susceptible to frequent flooding. While both approaches have been effective in curtailing flooding problems, they cannot entirely mitigate the adverse impact that urbanization may have on stream habitat through increased pollutant transport.

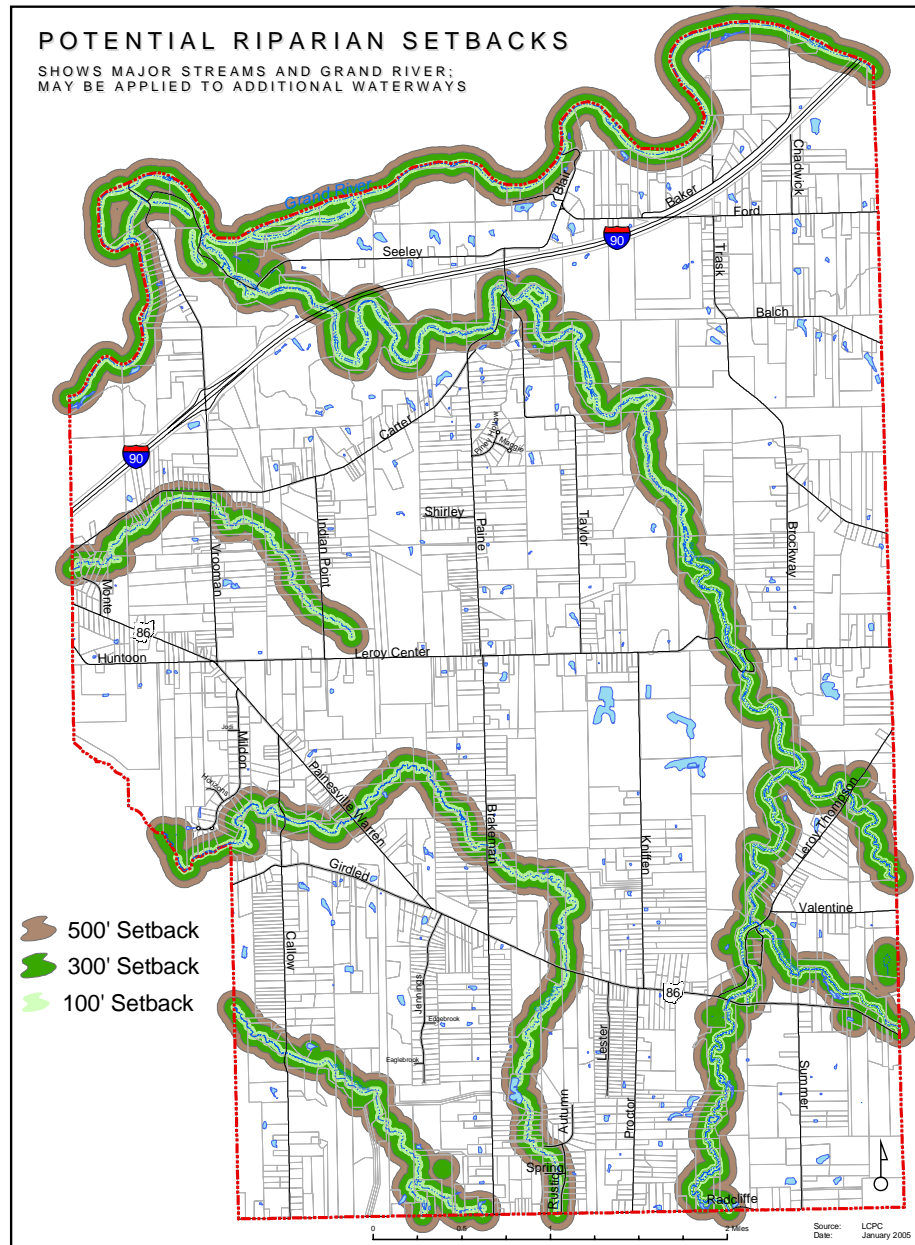
**Riparian setbacks**

Riparian areas are naturally vegetated lands along rivers and streams. When appropriately sized, these areas can limit streambank erosion, reduce flood size flows, filter and settle out pollutants, and protect aquatic and terrestrial habitat. Riparian setbacks are a tool local governments can use to maintain riparian area functions.

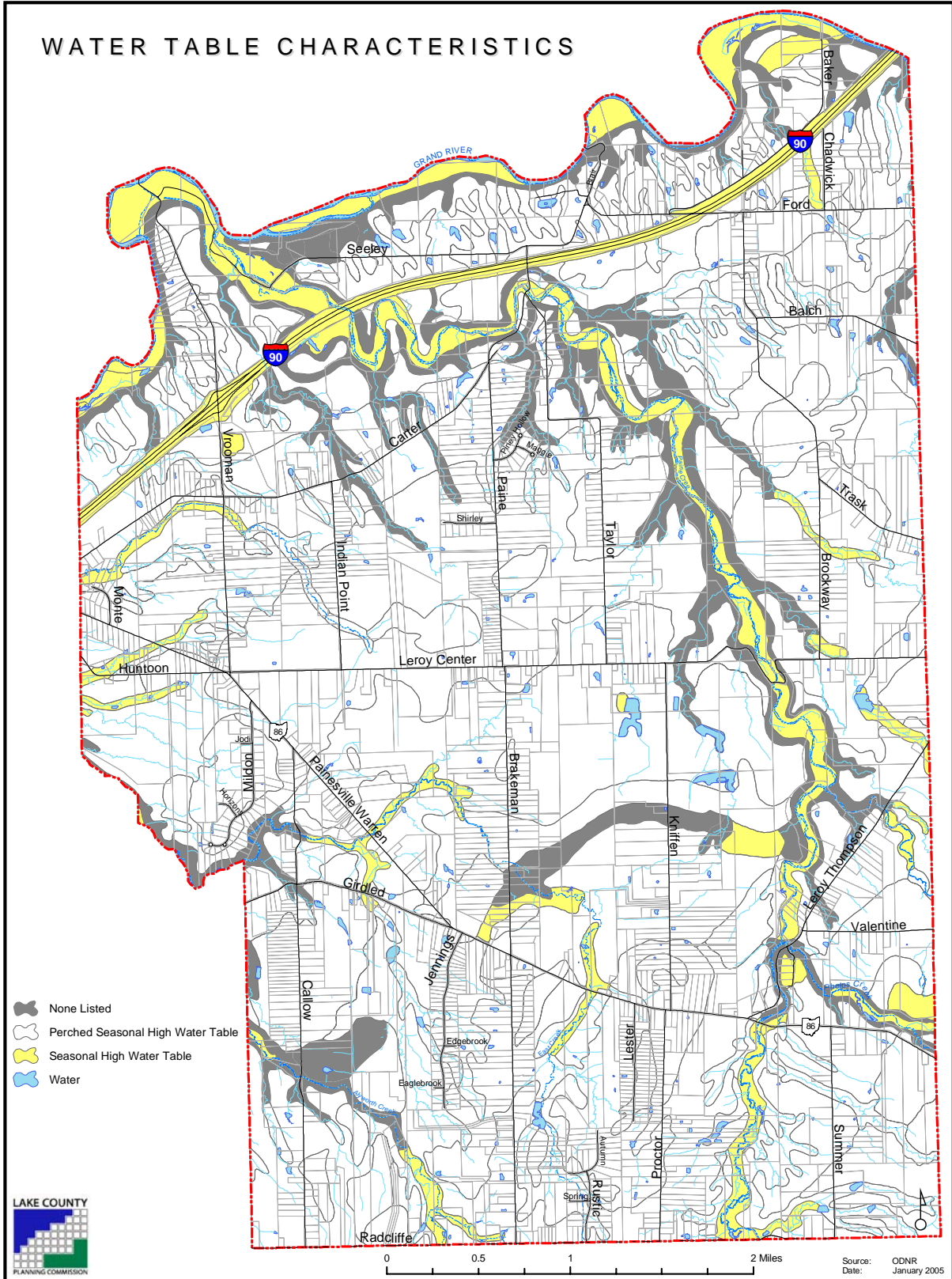
Leroy Township can establish riparian setbacks through a combination of landowner education, land acquisition, and land use controls on new development. The Lake County Soil and Water Conservation District, land trusts, and other organizations are skilled in assisting communities and landowners with education and acquisition efforts.

Riparian setbacks should:

- Range from 25 feet (8 meters) to 300 feet (100 meters) 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.



# WATER TABLE CHARACTERISTICS



## 10.3 Groundwater

Ground water is water that saturates the voids, pores, fractures, and holes in the soil and rock at some depth below the earth's surface.

The ultimate source of all ground water is rainfall and snowfall. Part of the water that falls on the earth's surface seeps downward through the soil and collects in porous geologic formations. These formations act as sponges, and store the water. If these geologic formations are capable of yielding usable quantities of ground water to a well, they are considered aquifers.

There are two types of aquifers in Ohio; sand and gravel aquifers and bedrock aquifers. Ground water in sand and gravel aquifers occurs in pore spaces between individual grains of sand and gravel. In bedrock aquifers, ground water occurs in pore spaces and along fractures, joints, voids, and contacts between different formations. Groundwater in Lake County comes from both types of aquifers.

Most urbanized areas in Lake County get potable water from municipal water supplies that are fed from Lake Erie, but the water supply for Leroy residents and businesses comes entirely from small private on-site wells. Not all well water is potable; deep drilling in the shale bedrock often strikes sulphur water or brine.

### Groundwater yields in Leroy Township

The hydrogeologic setting of Lake County consists mostly of lake plain, with thin bands of beach ridge running east to west, and alluvial plains and buried valleys following river valleys. The geology of areas along beach ridges and alluvial plains will typically have a larger, more reliable supply of groundwater.

According to research from the Ohio Department of Natural Resources, along the beach ridges, yields from unconsolidated aquifers range from five to 25 gallons (20 to 100 liters) per minute. In areas between and south of the beach ridges, wells yield less than five gallons (20 liters) per minute. Low-yield areas include most of Leroy Township outside of the far southeastern corner. Yields of most uppermost bedrock aquifers in Lake County are five to 25 gallons (20 to 100 liters) per minute in southwestern Leroy Township. Well yields should be used as a factor in determining the "carrying capacity" of land; how much development it can support.

### Nonpoint source 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.

A large source of groundwater pollution comes from the overuse of agricultural chemicals. Fertilizers and herbicides, such as atrazine, are applied to fields to enhance crop yield. However, only limited concentrations of these chemicals are needed to be effective. Excess compound will remain in the soil, where they may degrade or adhere to soil particles. Any compound remaining unattached to the soil will eventually travel to an aquifer.

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 can lead to a faster contamination rate where more highly concentrated pollutants are transported into aquifers. In Leroy Township, poorly-managed equestrian uses can also contribute to NPS pollution. According to an informal survey by the Lake County Soil and Water Conservation District, Leroy Township has 76 equestrian operations, considered anything from a single horse behind a garage to a stable with over 100 animals. Depending on the soil, a minimum of about two acres (1 hectare) of pasture is required to support one horse.

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

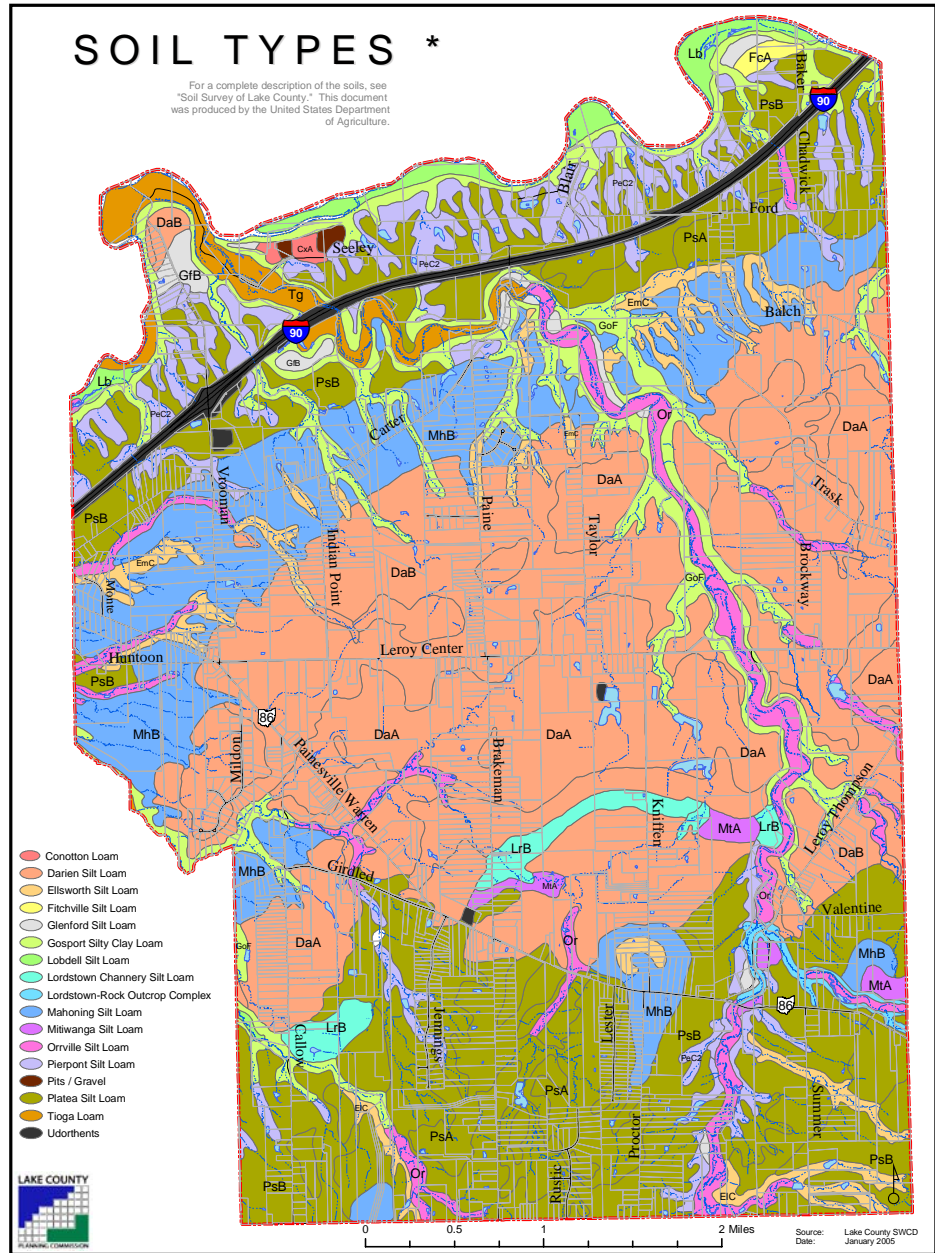
surrounding fields that border a surface water source, and creation and protection of wetlands, which act as filters cleaning sediment, nutrients, and other NPS pollutants.

## 10.4 Soils

### Soil types

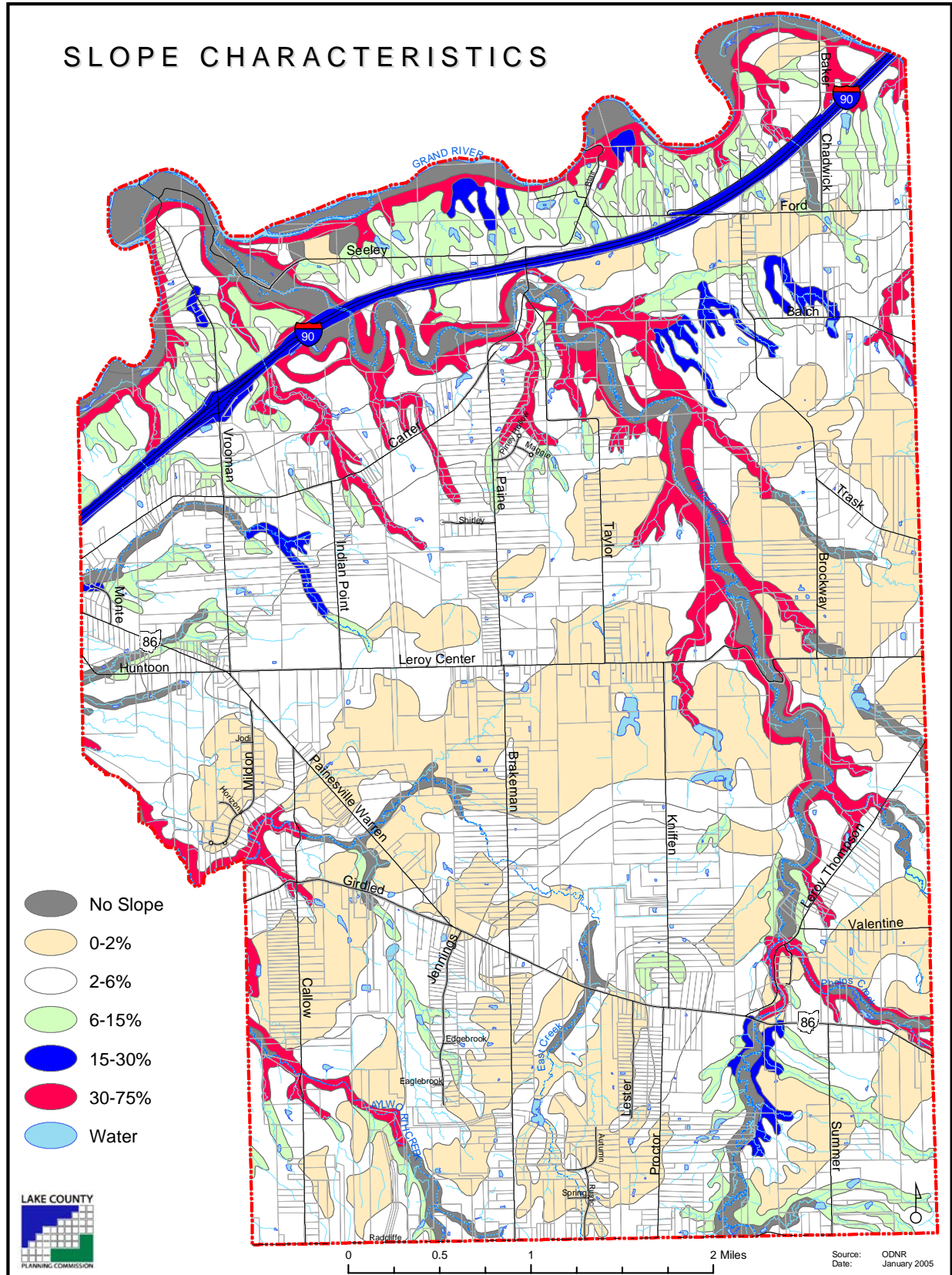
Two types of soils cover most of Leroy Township; Darien-Mahoning in the center, and Platea-Pierpoint north and south.

Platea-Pierpoint soils are somewhat poorly to moderately well drained soils that formed in silty or loamy glacial till. Use of this unit is diverse and includes cultivated crops, shrubs and trees, and residential or urban development. Wetness and the hazard of erosion limit these soils for farming and for other purposes. Local ponding is common in nearly level areas. If adequately drained, they have fair potential for cultivated crops. Wetness and the slow or very slow permeability are so difficult to overcome that the potential for urban development is poor.



Darien-Mahoning soils are somewhat poorly drained soils that formed in silty or loamy glacial till on till plains. This soil family can be found on broad flats and in dissected areas along drainageways. Such soils have fair potential for farming. Wetness and restricted permeability are such severe limitations and are so difficult to overcome that the potential for residential and other urban development is poor. The potential for wetland wildlife habitat is fair.

Much of the land in Northeast Ohio with soil classified as USDA Prime (having favorable characteristics for general agricultural production) and Prime/Special (with favorable characteristics and a sandy texture ideal for nursery production) has been urbanized. Much undeveloped land with USDA Prime soil remains in north and central Leroy Township. However, large lot development along farm roads is threatening to permanently remove such ideal soils from agricultural use. Hobby farms growing very specialized products, such as organic produce or herbs, may be viable on small sites, though. Encouraging micro-farms would also serve to keep land in agricultural production, and help retain some rural character as the population grows.





## 10.5 Mineral extraction

Limited mineral extraction has taken place in the township through the years. The Keeney quarry, located on a 19 acre (7 hectare) parcel at 13346 Girdled Road, is the only mineral extraction operation in the township. According to the Ohio Department of Natural Resources, sales of 84,352 tons (76,522 tonnes) of crushed sandstone extracted in Leroy Township were recorded in 2001.

Mineral extraction operations should be conducted in a manner that does not intrude on parks or nearby agricultural and residential land uses, nor should it negatively impact watersheds, waterways, water tables and groundwater resources. Use of groundwater for mineral extraction operations should not cut off or decrease water flow to residential wells.

Heavy truck traffic associated with mineral extraction is addressed in the Transportation element.

## 10.6 Arboriculture

A popular belief is that, before European contact, America was dominated by impenetrable, relatively uniform forests that cloaked the landscape. The reality was quite different. Pre-settlement forests were quite dynamic, shaped by a myriad of both natural and human-caused influences, disturbances and catastrophic events that had a profound effect on the age, plant species and wildlife of the forest environment. Pre-settlement forests were a diverse mosaic of forest stands whose age, tree species and wildlife varied widely and reflected the disturbance history of the area.

The original forests of Leroy Township were not pristine in the sense of being uninfluenced by humans. Native Americans in the area lived in fixed villages, and domesticated crops accounted for more than half of their diet. Thousands of acres were cleared for fields, and more was burned to improve game habitat, facilitate travel, reduce insect pests, remove cover for potential enemies, enhance conditions for berries and to drive game. It was a shifting type of agriculture. Fields and villages were abandoned when their natural fertility ran out, new forests were cleared, and the abandoned lands quickly reverted back to forest. In Leroy Township, forests were cleared for farms, and woodlands around mills and forges were gradually depleted. As farmland was abandoned, and small mills became economically unviable, forests slowly reclaimed the land.

The ecological subregion of Leroy Township, as defined by the United States Forest Service, is: Humid Temperate Domain: Hot Continental Division: Eastern Broadleaf Forest (Continental) Province: Erie and Ontario Lake Plain Section.

Leroy Township includes 20 acres (9 hectares) of land that is classified as a forest reserve, and 150 acres (61 hectares) under conservation easements.



Forested land in Leroy Township (LCPC)

The amount of land in Leroy Township used for woodlots – a private area restricted to the growing of forest trees, specifically for building material or fuel – is not known. Lake County Cooperate Extension encourages sound woodlot management through educational programs and information sharing.

Many communities in the United States have tree preservation regulations. Under most tree preservation ordinances, site planning must consider the location of healthy, large native trees, and attempt to preserve them wherever possible. Trees subject to preservation cannot be removed unless they are replaced with trees of an equivalent caliper;

for instance, a tree with a six inch diameter may be replaced with another six inch diameter tree, two trees with three inch diameters, or three two inch diameter trees, in addition to trees required by landscaping regulations.

Wooded land can still be developed with selective cutting of vegetation. However, many developers find it is more convenient to clear a site of all trees, to provide unlimited, easy access to construction vehicles. Tree preservation regulations can preserve the sylvan quality of the township, while still permitting development. Wildlife habitat is preserved, and the provided shade reduces energy costs. Privacy and home values are also enhanced. Leroy Township does not have tree preservation regulations. The township also does not have tree planting requirements for houses built on cleared land, such as former farm and grazing sites. The township should consider minimum planting requirements for new houses, to preserve forest cover and maintain the secluded character of residential areas.

## 10.7 Oil and natural gas

According to the state Department of Natural Resources, as of May 2004 there are 92 oil wells and 365 natural gas wells in Lake County, 30 of which are in Leroy Township. (Many of the counted wells appear on DNR oil and gas township maps as existing, but generally are very old and have not been field verified; they may or may not exist.)

Most of Ohio's 62,902 active oil and gas wells are classified as "stripper" wells or wells that produce less than 10 barrels (42 gallons/160 liters per barrel) of oil per day or less than 60,000 cubic feet (1700 cubic meters) of gas per day. The total production from wells in Leroy Township is not tabulated.

## 10.8 Air quality

According to the United States Environmental Protection Agency (EPA), Leroy Township does not have any recorded commercial or industrial sources of toxic release inventory (TRI) pollutants, volatile organic compounds, sulfur dioxide emissions, nitrogen oxide emissions, particulate matter emissions, or carbon monoxide emissions. What little air pollution there is in Leroy Township blows in from the west, or comes from motor vehicles and fireplaces. The heavy tree cover in much of the township filters many airborne pollutants.

## 10.9 Noise pollution

Most noise pollution in Leroy Township is generated by traffic from construction sites and Interstate 90. Poorly muffled snowmobiles and ATVs also contribute to a growing din. As the population of Leroy Township continues to grow, traffic on once-quiet rural county roads will increase, along with the resulting noise. Noise from roads can also encroach into parks and environmentally sensitive areas, and affect wildlife habitat and mating patterns.

Commercial uses can be the source of constant noise, coming from car washes, loudspeakers and public address systems at gas stations and auto dealers, idling vehicles at drive-through windows, and loading areas and after-hours deliveries at supermarkets and big box stores. These uses are not prevalent in the township, but proactive adoption of regulations intended to regulate and buffer fixed point sources of noise – requiring large buffer zones, berms, and/or masonry walls between residential and commercial uses, especially loading areas, accessory car washes and trash enclosures; and/or restricting music and advertising at gas stations – can prevent the intrusion of unwanted noise into residential and environmentally sensitive areas. Noise pollution can be mitigated with sound walls; tree preservation and screening; conservation development in areas close to sources of noise, and large building setbacks from highways and loud industrial uses.

## 10.10 Light pollution

Light spillover from development creates a nighttime glow above much of northeast Ohio, which many find to be unappealing. Light pollution also obscures clear views of the nighttime sky, an attribute often seen as a benefit of exurban and rural living. The sources of light pollution include poorly shielded lighting from commercial development – particularly auto dealerships, gas stations, and businesses with large parking lots that remain illuminated long after business hours – cobra-head style street lighting, sports facilities, and residential security lighting. Artificial light that is not properly directed downward can spill into the night sky and onto other properties, causing a nuisance

to adjacent property owners. Except for gas stations with overly bright under-canopy and pole lights, Leroy Township does not have many sites that generate stray or excessive light. However, that can change as development continues.

Heavy foliage, such as the forest cover found throughout much of Leroy Township, filters some stray artificial light, but light from taller light poles and lights in cleared areas can pass unblocked onto neighboring properties and into the night sky.

Curbing light pollution in Leroy Township may not greatly improve views of the night sky, especially considering sources of artificial light in more heavily developed parts of the Cleveland metro area. Maintaining dark skies above Leroy Township will help to preserve its peaceful, rural character. Lighting can be addressed through the implementation of requirements for light pole height, illumination levels, type of light, shielding, dispersal of light onto adjacent properties, and other elements in the township zoning resolution.



Tall light pole at an Ashtabula truck stop (LCPC)

### 10.11 Goals and policies

Each primary paragraph (**in bold type**) is a statement of a goal. The subparagraphs are policies for implementing the goal.

**NR-1      Activities and land uses that could harm waterways and watersheds are discouraged.**

- NR-1-p1      Promote continued preservation and restoration of natural habitat areas and high priority sites in the Grand River watershed, in conjunction with county, state, federal and local government agencies.
- NR-1-p2      Work with county, state and federal agencies to purchase, or acquire easements or development rights, to high priority sites and areas of outstanding natural significance, for restoration and/or preservation.
- NR-1-p3      Support appropriate uses along rivers and streams that limit their impact and protect the environmental qualities of these natural systems, including parks and open space, carefully planned residential development, institutional uses, and civic uses where located outside floodplains.
- NR-1-p4      Promote conservation along rivers and streams through the location of parks, open space, floodplain preservation, requirement of forested buffers, and use of conservation easements.
- NR-1-p5      Limit the visual impact of bridges, antenna towers, and other manmade structures as seen from river valleys and designated scenic areas. Bridges should incorporate clear spans, and/or avoid piers in the waterway.
- NR-1-p6      Encourage green construction practices, such as permeable pavement and green roofs, which are intended to reduce groundwater runoff.
- NR-1-p7      Create maps of existing and mitigated wetlands.

- NR-1-p8 Require subdivisions and development sites to be designed so no building sites are located in a 100 year flood zone, and where other improvements avoid flood plains, wetlands and other riparian features wherever possible.
- NR-1-p9 Establish a minimum riparian setback requirement for properties adjacent to or near waterways, streams, wetlands and floodplains.
- NR-1-p10 Keep floodplains in a natural state wherever possible, to ensure natural functions are maintained and not compromised.
- NR-1-p11 Seek continued preservation and restoration of natural habitat areas and high priority sites in watersheds, in conjunction with county, state, federal and local government agencies.

**NR-2 The availability and quality of groundwater will be an important consideration in planning and development.**

- NR-2-p1 Discourage development in areas where groundwater availability or well yields are low. Appropriate land uses in such areas include large residential estates, agricultural operations that require no irrigation, public parks, and open space.
- NR-2-p2 Discourage land uses that draw or consume a disproportionately large amount of ground water, to the detriment of existing and future well users in the area.
- NR-2-p3 Require incorporation of design features that will reduce or eliminate the impact of non-point source pollution from areas with large impervious surfaces.

**NR-3 Appropriate soils will be considered in planning and development.**

- NR-3-p1 Preserve areas with unique soils, or soils of local significance. Development in such areas should be minimally disruptive, with as little impervious cover as possible.
- NR-3-p2 Discourage development on inappropriate sites, including areas with slopes that exceed 15%, and areas that are considered unsuitable for building and agriculture given the nature of the soils and underlying geology. Such areas should be set aside for public or private open space.
- NR-3-p3 Consider soil drainage in assessing development. Avoid poorly drained soils wherever possible in locating buildings, or address such constraints through building and site improvements.

**NR-4 The arboriculture of Leroy Township will be preserved and enhanced.**

- NR-4-p1 Work with Lake County to implement development and design standards that promote preservation of healthy existing native trees, plants and groundcovers. Work with property owners and developers to consider alternative site designs to reduce tree loss in the development review process. Discourage clearcutting mature woodlots and forests, especially healthy second generation forests.
- NR-4-p2 Implement stronger landscaping requirements for residential, commercial and industrial uses. Encourage retrofitting older, otherwise barren commercial and industrial sites with landscaped areas.
- NR-4-p3 Expand urban forestry operations as funds become available. Urban forestry efforts should include planting of native trees, preferably those grown by local nurseries, in road rights-of-way, parks, and public land.
- NR-4-p4 Preserve the heavily forested visual character of the I-90 corridor.

NR-4-p5 Encourage sound management of woodlots. Work with local government agencies, Cooperative Extension, and other groups to educate property owners about sustainable woodlot management.

**NR-5 Air pollution will be minimized.**

NR-5-p1 Monitor state and federal legislation intended to improve air quality, and support as appropriate.

**NR-6 Noise pollution will be minimized.**

NR-6-p1 Adopt design standards to address and reduce effects of noise pollution.

NR-6-p2 Encourage use of earthen berms, noise-reducing pavement, and/or other features that will reduce or eliminate effects of highway noise, without deflecting it elsewhere.

NR-6-p3 Require buffering of residential uses located near sources of noise pollution, such as Interstate 90, using sound walls, berms, and existing and new vegetation. Residential development near I-90 should be sited or clustered to reduce or eliminate effects of highway noise.

NR-6-p4 Discourage placement of noise-sensitive land uses, such as schools, hospitals and nursing homes, adjacent to major arterials, unless they are well-buffered to reduce effects of highway noise.

**NR-7 Light pollution will be minimized.**

NR-7-p1 Adopt lighting standards to address and reduce light pollution. This includes using cutoff fixtures, lighting building and pedestrian spaces only, low-impact lighting of parking lots and gas station canopies, and reducing light generated during non-business hours.

NR-7-p2 Substitute conventional light fixtures at Township facilities and along Township roads with fixtures that maximize light downward, eliminate stray light and reduce light, as they are replaced.

# Appendix

## A.1 Implementation

The Comprehensive Plan defines goals and policies that guide the shaping of the built environment of the township. There is no limit to the methods that can be used to implement plan goals and policies, except state and federal law. Some goals and policy items in the plan may be seen as having a low priority, but they can be easily implemented. Other policies are implemented not by immediate action, such as amending the language in a zoning resolution, but by making incremental improvements as the opportunity presents itself. In any case, plan goals and policies should be implemented not in a reactive, but rather in a proactive manner.

The following is a basic list of action items, requested by the Comprehensive Plan Review Committee, which can be used to start implementing the plan. The list should not be seen as something that limits implementation of, or assigns priorities to, goals and policies not described below.

### Short term action items (first year)

**Officially update and adopt a new zoning map.** The Lake County Planning Commission updated all township zoning maps. Geographic information systems (GIS) technology makes this a simple process. Changes to the Leroy Township zoning map have been submitted to the Township in the past, but correspondence is needed to proceed. Staff recommends updating the map twice a year, to reflect pertinent map amendments and changes in parcel boundaries caused by subdivision. Letter-sized versions of the zoning map should be made available to the public.

Parcels coded as “Conditional Use” must be removed. A conditional use is just that – a use – and not a change in the zoning designation of the parcel. The underlying zoning will still remain.

**Eliminate the existing R-8 zone.** Development permitted under the R-8 designation would be contrary to the Comprehensive Plan, harm rural character, and exceed the current carrying capacity of the land. As a floating zone, with no parcels carrying the designation, a simple zoning resolution amendment can be used to eliminate the district.

**Evaluate permitted uses in the Vrooman Road/Interstate 90 interchange area, and update the zoning resolution accordingly.** There are now three different zoning districts in the interchange area, with a large amount of uses permitted. The typical “anchor” of a rural interchange area is a large-scale truck stop. In all three zones, gasoline service stations are permitted, but the use is not explicitly defined in the zoning resolution. Planning Commission staff recommends defining a full service truck stop and prohibiting them in the township. A sample definition could be:

*Travel plaza, truck stop – use primarily engaged in the maintenance, servicing, storage, parking or repair of commercial vehicles, including the sale of motor fuels or other petroleum products, and the sale of accessories or equipment for trucks and similar commercial vehicles. A travel plaza or truck stop may also include overnight accommodations, showers, restaurants facilities, game rooms, and/or other divisions intended primarily for the use of truck crews and interregional travelers. (North American Industrial Classification System: #447190)*

The agglomeration of mechanical commercial uses – used car and truck dealers, auto mechanics, body shops, gas stations, commercial vehicle sales, heavy equipment rental, and auto parts sales – should be a concern, especially in the Vrooman Road corridor. Such uses are feasible, and often common, in developing areas without sewer or water service. Businesses not related to motor vehicles or construction typically do not locate in mechanical commercial areas; when they do, they are usually low-end uses such as mini-storage or landscape material and construction supply sales.

Once a mechanical commercial strip is established, it is difficult to redevelop or retrofit it. 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 zoning resolution should be amended to make mechanical commercial uses a conditional use, and limit their extent to 20% of the highway frontage or acreage of a contiguous area with commercial zoning, whichever is greater.

Updated sign, landscaping, lighting and buffering requirements should also be considered. Landscaping regulations should require at least 15% to 20% of a commercial site to be landscaped, with at least 15% of the area in front of the primary building on a site. Freestanding signs should be limited to monument signs no taller than six feet (2 meters), with the maximum area of building mounted signs limited to 5% of the wall area. Flashing and rotating signs, electronic message centers, temporary freestanding and portable signs, roof signs, and all high-rise signs should be prohibited. Lighting should be recessed in canopy ceilings, directed downward from building-mounted decorative fixtures, or directed downward from decorative poles no taller than 20 feet (6 meters). The Planning Commission can assist with drafting updated regulations.

**Evaluate the zoning and land use pattern in the Vrooman Road/Interstate 90 interchange area, and update the zoning resolution and map accordingly.** The current zoning pattern in the interchange area includes three different zoning districts. A commerce/industrial park similar to Wind Point Reserve in Perry Township, would be feasible in this area. Industrial uses should be confined to an industrial park, located away from Vrooman Road, rather than permitted on a lot-by-lot basis.

Development of interior roads is also recommended, rather than strip (frontage) commercial development that renders rear acreage useless.

The area northeast of the interchange is owned by Lake Metroparks, but zoned for commercial use. Although it is unlikely for ownership to change, rezoning this area to a new low-density (Grand River) residential or a new recreation zone should be examined. The recreational zone in the Painesville Township zoning resolution can be used as a template. The Planning Commission can assist with drafting updated regulations.

**Rezone commercial parcels along Painesville Warren Road to residential use.** The zoning along the corridor from Five Points to Callow Road permits strip commercial development that would detract from the rural character of the township, and prevent development of a more appropriate, rural-scale town center. Good planning practice favors the concentration of commercial uses in nodes at prominent intersections, rather than long strips. With continued growth in the township and limited commercial zoned land, commercial uses could establish in the corridor, and possibly cause a strip to incrementally grow south along Painesville Warren Road. With no sewer and water service in the area, commercial uses will likely be limited to low-end mechanical commercial businesses.

**Establish a riparian setback for all zoning districts.** Riparian areas are naturally vegetated lands along rivers and streams. When appropriately sized, these areas can limit streambank erosion, reduce flood size flows, filter and settle out pollutants, and protect aquatic and terrestrial habitat. Riparian setbacks are a tool local governments can use to maintain riparian area functions. Communities can establish riparian setbacks through a combination of landowner education, land acquisition, and land use controls on new development. County soil and water conservation districts, land trusts, and other organizations are skilled in assisting communities and landowners with education and acquisition efforts. To assist interested members in minimizing the impacts of new development on riparian areas, the Chagrin River Watershed Partnership (CRWP) wrote model regulations for riparian setbacks. The CWRP model recommends that riparian setbacks:

- range from 25 to 300 feet (8 to 90 meters) depending on watercourse drainage area.
- are minimum distances and apply to both sides of designated watercourses.
- conform to community land development patterns and natural resource management goals.
- include provisions for communities to examine the combined impact of all setbacks in a subdivision or a parcel and make reasonable adjustments to ensure existing lots remain build able, and to maintain lot yields from new subdivisions to the extent possible.

The term “setback” should be used, as opposed to “buffer”. The riparian setbacks are currently in the Lake County Subdivision Regulations. In Leroy, water quality is extremely high and the protection of the corridor will increase the likelihood of maintaining this quality. Residents must realize the stream that transects their property and what

they do with that stream corridor effects everyone downstream. The Planning Commission would be willing to help develop this text.

### Medium range action items (second year)

**Develop larger lot residential zones.** Many survey respondents favored low density development patterns. Although there is a disconnect – residents want less development, but they still want the right to subdivide their property – larger lot zoning can be justified by the limited carrying capacity of much of the township, the poor access to many areas, and protection of environmental resources and rural character. All communities surrounding Leroy Township, with the exception of Concord Township, have zoning districts with larger minimum lot sizes. The Comprehensive Plan recommends establishing two new zoning districts with larger lot size requirements, for areas along the Grand River corridor and areas east of Hells Hollow and Camp Lejnar. The frontage requirement in these areas should be increased to 200 feet (60 meters) at the building setback.

**Permit private, shared and common access drives for residential areas.** Shared access drives will reduce the number of access points onto roads, allow creative subdivision practices that are less destructive than strip residential development, and help preserve the semi-rural nature of the township.

### Long range action items (third year)

**Establish residential and commercial township center zoning districts.** The Comprehensive Plan recommends creation of two new zoning districts; B-TC (business/town center) for pedestrian-oriented retail and commercial development, and R-TC (residential/town center) for smaller lot residential development. Both zoning districts are intended for use only in the traditional town center area, which would extend about 1,000 to 1,500 feet (310 to 460 meters) from the Five Points intersection.

Rezoning land now would prevent subdivision and use for the undistinguished suburban-style gas stations, small commercial buildings behind parking areas, unbroken curb cuts, and houses on deep but narrow lots permitted under current zoning. If such development occurs, the opportunity to form a distinct town center – and benefit from its contribution to the identity and sense of place of Leroy Township – may be forever lost.



## A.2 Code of the Exurbs

*Inspired by the Code of the West from Larimer County, Colorado*

Thousands of people in Cleveland and its East Side suburbs are spreading out to the rural fringes of the region, moving past the suburbs of eastern Cuyahoga and western Lake counties to settle in rural communities in Geauga and western Lake counties. These growing, largely rural townships – which includes Leroy Township – are known as exurbs.

Continued decentralization of economic activity and the development of suburban employment centers have also made it easier for people to move further from the urban center. Technologies have made it possible to have many urban conveniences without living in an urban area. Desire for a rural lifestyle and dislike of certain urban and suburban features, such as congestion and lack of privacy, have driven many further out beyond the suburbs in search of a rural ideal.

It is important for you to know that life in the country, even in areas that are not far from cities, is different from life in urban neighborhoods or suburban subdivisions. Township government is not able to provide the same level of service that city and suburban governments provide. To that end, we are providing you with the following information to help you make an educated and informed decision to purchase a home or land in Leroy Township.

### 1 The property

**1.1 Growth management.** Ohio state law grants only very limited powers to townships to regulate the amount of growth that takes place. Surrounding properties will probably not remain as they are indefinitely. Land adjacent to yours may be subdivided and developed at any time, subject to township zoning regulations. The view from your property or the bucolic rural environment of your surroundings may change. You can check with the township zoning inspector or Lake County Planning Commission to find out how the properties are zoned and to see what future developments may be in the planning stages. Understand that you will not be the last new resident in Leroy Township, the gates will not be closed behind you, and that you are contributing to the growth and urban sprawl which you may find upsetting and disruptive in the future.

**1.2 Zoning.** Leroy Township adopted zoning regulations in 1949. Conditional uses are strictly controlled. Even though there may be room for a certain type of use, and you feel it won't bother your neighbors, it may not be permitted. Very large accessory buildings used for hobbies such as automobile restoration and collecting may not be allowed. Storage and regular parking of construction and business vehicles is not permitted. Consult the township zoning inspector before you buy a property if you plan a for-profit enterprise or a space-intensive hobby.

**1.3 Easements.** Easements may require you to allow construction of roads, power lines, water lines, sewer lines, and other utilities across your land. There may be easements that are not of record. Check these issues carefully.

**1.4 Fences.** Fences that separate properties are often misaligned with the property lines. A survey of the land is the only way to confirm the location of your property lines.

**1.5 Homeowners associations.** Some subdivisions have covenants that limit the use of the property even more than the zoning regulations. It is important to obtain a copy of the covenants (or confirm that there are none) and make sure that you can live with those rules. However, there are no covenants or homeowners associations in most areas of the township. Your eccentric next door neighbor may be well within their right to paint their house fluorescent pink, fly Jolly Roger flags, or maintain an extensive display of tacky lawn ornaments.

**1.6 Platting.** You may be provided with a plat of your property, but unless the land has been surveyed and pins placed by a licensed surveyor, you cannot assume that the plat is accurate.

**1.7 Lot splits.** Most building lots in Leroy Township were created by dividing a small parcel from a much larger tract. A survey alone does not necessarily guarantee that the parcel was legally subdivided and created, and thus buildable. Make sure the property you are considering buying is a legal building lot that was properly subdivided. Even if your lot was legally created, it may not conform to Health District regulations, and you could have a difficult

time getting a septic system approved. You may not be able to subdivide your lot in the future, because of its size, shape, capability to handle additional development, or some other factor.

**1.8 Rivers, creeks and streams.** Buildings constructed in a floodplain will require expensive flood insurance. Building new buildings in a floodplain may not be allowed. Flowing water can be a hazard, especially to young children and small pets. Before you decide to locate your home near a river, creek or stream, consider the possible danger to your family.

**1.9 Trespassers.** Snowmobilers, hikers, hunters and bird watchers, all common in Leroy Township, may stray onto your property, unintentionally or through willful disregard. It is extremely expensive to fence or secure a large lot, especially one with varied terrain or extensive vegetation. Fencing also disturbs wildlife migration patterns, and may be damaged by animals, falling trees or other natural acts.

**1.10 Building expense.** It will be more expensive and time consuming to build (and maintain) a rural residence due to delivery fees, the time required for inspectors to reach your site, extension of utility lines, well and septic system installation, fencing installation, and construction of long driveways, among many other things.

**1.11 Shooting and hunting.** Unlike incorporated communities, firearms discharge is permitted in Leroy Township. Property owners may practice recreational target shooting on their own property. Some property owners allow hunters on their land during deer season. Some varmints can be hunted throughout the year. The sound of shooting firearms may be disruptive, especially during designated hunting seasons.

## 2 Transportation and access

**2.1 Retail and commercial services.** A rule of commercial development is “retail follows rooftops.” Despite being a middle- to upper-income community, Leroy Township is not a lucrative market for retailers, due to its small and scattered population. There are very few stores, restaurants or commercial services available in the township. Residents must travel far outside the community for shopping, medical appointments, entertainment, auto repair, and just about every other retail need and service.

**2.2 Road maintenance.** Leroy Township maintains many long paved and gravel roads on a limited budget. The cost of maintaining roads is spread among fewer property owners. Road maintenance – patching, repaving, grading, plowing and salting – may not be conducted to the same level or frequency as in more populated areas, or areas with a larger commercial tax base.

**2.3 Unpaved roads.** During dry weather, gravel roads generate dust. During wet or snowy weather, roads may be sloppy. Snow removal is more difficult and less effective on gravel roads. Flying gravel may chip paint and crack windshields. Your car will not stay clean if you drive on a gravel road. You will experience an increase in vehicle maintenance costs when you regularly travel on rural unpaved roads. If your road is unpaved, it is highly unlikely that it will be paved in the foreseeable future.

**2.4 Traffic volume.** Long rural collector roads carry a wider variety of traffic than urban and suburban residential streets. Your road may experience heavy truck traffic, tractors and other agricultural vehicles, construction vehicles heading to and from jobsites in the area, motorcycle and classic car club outings, and other types of traffic not encountered on residential streets in urban and suburban areas. As the population of Leroy Township grows, so will the amount of traffic on your road.

**2.5 Commute times.** Leroy Township is at the far eastern edge of the Cleveland metropolitan area. Commute times to major professional employment centers (downtown Cleveland, University Circle, Beachwood/I-271 corridor) will be long. A commute from Leroy Township will probably involve travel on Interstate 90. Westbound traffic on I-90 between Painesville and Willoughby is increasingly congested. Accidents and the resulting lookie-loos, snow, construction, and aggressive speed enforcement will increase your commute time. You should consider your commute time to your current place of work, and consider how your drive to work will be affected if you get a new job or your employer relocates even further from your home.

**2.6 Public safety.** Emergency response times (Lake County Sheriff, Leroy Fire Department, medical care, etc.) cannot be guaranteed. Response times are generally good, but some parts of the township have poor access. At night, houses on forested lots or with poorly marked addresses may be hard to find. Under some extreme conditions, especially during inclement weather, you may find that emergency response is extremely slow. With no central water system, there are no fire hydrants, making fire fighting difficult; your insurance premiums may reflect this.

**2.7 Landlocked lots.** Although rare, there are some lots in Leroy Township that have no direct road access. There can be problems with the legal aspects of access, especially if you gain access across property belonging to others. It is wise to obtain legal advice and understand the easements that may be necessary when these types of questions arise.

**2.8 School transportation.** School buses travel only on maintained roads that have been designated as school bus routes by the school district. You may need to drive your children to the nearest school bus stop so they can get to school. You may also need to drive them long distances to a school for extracurricular activities.

**2.9 Kids.** With few neighbors and no youth center, children in Leroy Township have limited opportunities to interact with their peers. You will also have to drive them to social activities, the mall, soccer games, friends' houses, and everywhere else not within a close bicycle ride.

**2.10 Public transportation.** There are no regular Laketran bus routes operating in Leroy Township. Given the small, dispersed population of the township, it is unlikely that fixed bus routes will be established in the future. Dial-a-Ride is intended for the elderly and disabled, not commuters. You will depend on an operating motor vehicle for all of your transportation needs.

**2.11 Pedestrian and bicycle accommodation.** There are no sidewalks in Leroy Township. When roads have shoulders, they are usually very narrow and not designed for walking, biking or jogging. Pedestrians, bikes and runners may, unfortunately, be treated as an annoyance rather than a normal part of the landscape. Pedestrians may not receive the same level of courtesy and consideration from drivers as in urban and suburban areas, where they are more common.

### 3 Utilities

**3.1 Water supply.** Leroy Township has no public water system. All water is provided through on-site wells. The cost for drilling and pumping can be considerable. Quality and quantity of well water can vary considerably from location to location and from season to season. Much of Leroy Township rests on aquifers with low flow rates. Sulfur water and salt water may be a problem. Agricultural activities and increased residential development may have an adverse affect on your water supply. A power outage will shut down a well pump, and interrupt your water supply.

**3.2 Septic systems.** Leroy Township has no public sewer system. You will need to use an approved septic system or other treatment process. The type of soil available for a leach field will be very important in determining the cost and function of your system.

**3.3 Electric service.** It is important to determine the proximity of electrical power. It can be very expensive to extend power lines to remote areas, or homes set back far from a road. Most electric lines in the township, as well as telephone and cable television lines, consist of unsightly overhead wires. It may be necessary to cross property owned by others in order to extend electric service to your property in a cost efficient manner; proper easements should be in place to allow lines to be extended to your property. Power outages can occur in outlying areas with more frequency than in more developed areas, and repairs can often take much longer than in towns and cities

**3.4 Telephone service.** As with electric service, it can be expensive to extend lines to remotely located homes. Rural phone lines may be subject to more interference and lower call quality than in urban and suburban areas. Calls to some parts of the Cleveland metropolitan area are considered long-distance. There are two telephone companies serving the township, and calls from one part of the township to another may be long distance. Technology upgrades and new services may be offered much later than in more densely populated urban areas. Broadband Internet using DSL may or may not be available.

**3.5 Cable television.** It can be expensive to extend cable lines to remotely located homes. System upgrades and new channels may be slower in arriving than in more densely populated urban areas.

## 4 Mother Nature

**4.1 Snow.** Welcome to the snowbelt! Because of its elevation and location, Leroy Township is far more susceptible to snow than areas closer to Lake Erie or further west. Leroy Township can receive up to two to three times the snowfall as the rest of Northern Ohio; up to 80 inches (two meters) or more in a winter. Lake effect storms may dump up to a foot of snow or more on township roads, making them impassible. Clearing snow from long driveways and walkways is time-consuming and expensive.

**4.2 Forested lots.** Trees are a wonderful environmental amenity, but can also involve your home in a forest fire. Building in a forested draw is considered as dangerous as building in a flash flood area. Defensible perimeters are very helpful in protecting buildings from forest fire, and inversely can protect the forest from igniting if your house catches on fire. If you start a forest fire, you may be responsible for paying for the cost of extinguishing that fire. Proper stewardship of wooded land requires time, money, and physical effort.

**4.3 Slopes.** Steep slopes can slide in unusually wet weather. Large rocks can also roll down steep slopes and present a great danger to people and property. North-facing slopes or valleys see little direct sunlight in the winter, and there is a possibility that snow will accumulate and not melt until very late.

**4.4 Soil.** Clay soils found throughout much of northeastern Ohio become saturated with water, and thus muddy, throughout spring and early summer. You may require a sump pump to keep your basement dry. Dogs and cats will return from outside with very muddy paws. It is difficult to run a lawnmower through a saturated lawn, and you may damage your grass or create ruts in the process.

**4.5 Topography.** The topography of the land can tell you where the water will go in the case of heavy precipitation. When property owners fill in depressions or intermittent streambeds, they have found that the water that drained through those paths now drains through their house. Drainage is not considered during the lot split process, and construction on adjacent property may affect the drainage on your property.

**4.6 Animals.** Exurban living can provide you with some wonderful neighbors. Most, such as deer, are positive additions to the environment. However, even animals like deer can cross the road unexpectedly and cause traffic accidents, eat from your garden, or even crash through a sliding glass window. Raccoons and skunks are nimble, ingenious animals that will forage through trash, and possibly take up residence in your house or an outbuilding. Rural development encroaches on the traditional habitat of coyotes, rattlesnakes, bears, and other animals that can be dangerous, and you need to know how to deal with them. It is best to enjoy wildlife from a distance and know that if you do not handle your pets and trash properly, it could cause problems for you and the wildlife.

## 5 Agriculture

**5.1 Protection of agricultural uses.** Agriculture is still an important business in northeastern Ohio. If you choose to live among the farms of the far East Side, do not expect county or township government to intervene in the normal day-to-day operations of your agri-business neighbors. In Ohio townships, agricultural uses are permitted in all zoning districts, including residential areas. Ohio also has right-to-farm legislation that protects farmers and agricultural uses from nuisance and liability lawsuits. It enables them to continue producing food and fiber, and also preserves the rural character of the area.

**5.2 Farm operations.** Farmers often work around the clock, especially during planting and harvest time. It is possible that adjoining agriculture uses can disturb your peace and quiet.

**5.3 Airborne irritants.** Fertilizers and herbicides are often used in growing crops and farmland maintenance. You may be sensitive to these substances and many people experience severe allergic reactions. Land preparation and other operations can cause dust, especially during windy and dry weather.

**5.4 Number two.** Animals and their manure can cause objectionable odors. Freshly spread manure and other smells associated with agricultural operations may also offend sensitive noses.

**5.5 Weeds.** Before buying land you should know if it has noxious weeds that may be expensive to control and you may be required to control. Some plants are poisonous to horses and other livestock.

**5.6 Dangerous animals.** Bulls, stallions, rams, and other livestock can attack human beings. Children need to know that it is not safe to enter pens where animals are kept.

**5.7 Horses.** In Leroy Township, equestrian activities are increasingly popular. Stables, breeders and other equestrian businesses are common, as is horse ownership among residents. Horse manure odor, horse trailer traffic, and dust from riding areas may be objectionable.

### **In conclusion**

Even though you pay property taxes, the amount of tax collected does not cover the cost of the services provided to rural residents. Without commercial and industrial uses to further subsidize services, and many miles of road used to service relatively few residents, there is not enough tax revenue to pay for the same level of services and amenities urban and suburban residents often take for granted.

This information is by no means exhaustive. There are other issues that you may encounter that we have overlooked and we encourage you to be vigilant in your duties to explore and examine those things that could cause your move to be less than you expect.

We have offered these comments in the sincere hope that it can help you enjoy your decision to reside in Leroy Township. It is not our intent to dissuade you, only inform you.

## A.3 Community survey

*9 September 2003*

The 2003 Leroy Township survey was the first survey completed since 1991. Consisting of 16 open-ended (provide a fixed list of alternative responses, asking the respondent to select one or more depending on the question) and closed-ended (contains no pre-existing set of responses, thus permitting a great deal of latitude for the respondents in their answers.) questions, the 1991 survey was distributed to 500 residents. Expanding on the success of the 1991 survey, the Comprehensive Planning Committee and staff replicated questions from the old survey and created new questions that addressed important topics discussed during the first few months of meetings. The end result, a 19 question survey: 16 close-ended questions, three open-ended questions.

After three months of committee meetings and subsequent survey revisions, the 2003 Leroy Township Comprehensive Plan Survey was sent to all households in July. Households were permitted to request additional surveys for other members of the family. The pre-paid self-addressed surveys were inserted into the Township newsletter for distribution. To be included in the tabulation, surveys needed to be submitted to the Planning Commission by August 1, 2003.

According to the 2000 U.S. Census, Leroy Township has 1,105 housing units. This figured was used to determine our response rate. A 30% response rate was our goal. As of August 1, 2003, the Planning Commission received 378 surveys; a 34.2% response rate.

The purpose of this survey was to maximize community input during the planning process. This information provides the framework from which the comprehensive plan can be constructed, and provides local decision makers with citizen opinions on various township topics they otherwise would not have. Comprehensive planning goals and objectives will also be formed using data from this survey.

### Major themes

- 60 % feel the I-90 / Vrooman Road interchange should be developed
- Hotel and restaurants (Cracker Barrel-type establishment)
- Help to defray taxes
- Pursue public water infrastructure
- Interchange should be “cleaned” up aesthetically
- Improved Fire Department
- Road upgrades
- Preserve rural character to maximum extent
- Increased development
- Increase traffic and speed control
- Route 86
- Five Points
- Baseball / softball fields
- Leroy School
- Community activities and spirit
- Success of Capps Restaurant as a local business
- Poor phone service
- ATV and snowmobile riding
- Disrespect for private property and agriculture
- Loss of recycling service
- Tax versus services rendered ratio; what are residents receiving in return?
- Lack of public water

**Survey results**

**Question 1a:** How long have you lived in the township?

Average score: 20.4 years  
 Mode score: 7 years (*mode*: score that was recorded the most)

The high average score of 20.4 years along with the 1991 figure of 21 years indicates an overall satisfaction with the residential lifestyle presented to citizens of Leroy Township. The mode indicated there is a large base of “newer” residents to the Township. This figure also indicates that once people move to Leroy they are likely to stay for a significant amount of time.

**Question 1b:** Length at your current residence?

Average score: 16.8 years

As expected, this figure yields similar results to question 1a. Individuals in the township enjoy their current location and the characteristics of the township.

**Question 2:** If you moved here, where did you relocate from?

As expected, over two-thirds of the respondents indicate they moved to Leroy Township from another Lake County community. This indicates intra-county migration. New citizens are coming from post-WWII suburbs (Wickliffe, Willowick, Willoughby) and even Mentor and Painesville. It is safe to assume this trend will increase with current residential development patterns across Northeast Ohio, Lake County, Geauga County and other exurban regions. A significant amount of people – 13% -- are from Cuyahoga County.

**Question 3:** Why did you move to Leroy Township, or if you are a long-term resident, what keeps you in Leroy Township? (1 is the most important)

<b>3) Why move to Leroy Township?</b>	
<i>Reason</i>	<i>Score</i>
Rural character	1.5
Low crime	2.1
Other	2.4
Housing affordability	2.6
Proximity to transportation	2.6
Family	2.8
Living affordability / taxes	2.9
Education	3.0
Recreational opportunities	3.5
Employment	3.8
Average	2.7

(1 is the most important; thus, low numbers indicate higher rankings)

Rural character was the highest ranked variable in this question (1.53). Similar to the 1991 survey, respondents view rural character/atmosphere as the most attractive characteristic of Leroy Township. This was an overriding theme throughout the entire survey. Other important variables included low crime, affordability of housing, and proximity to transportation.

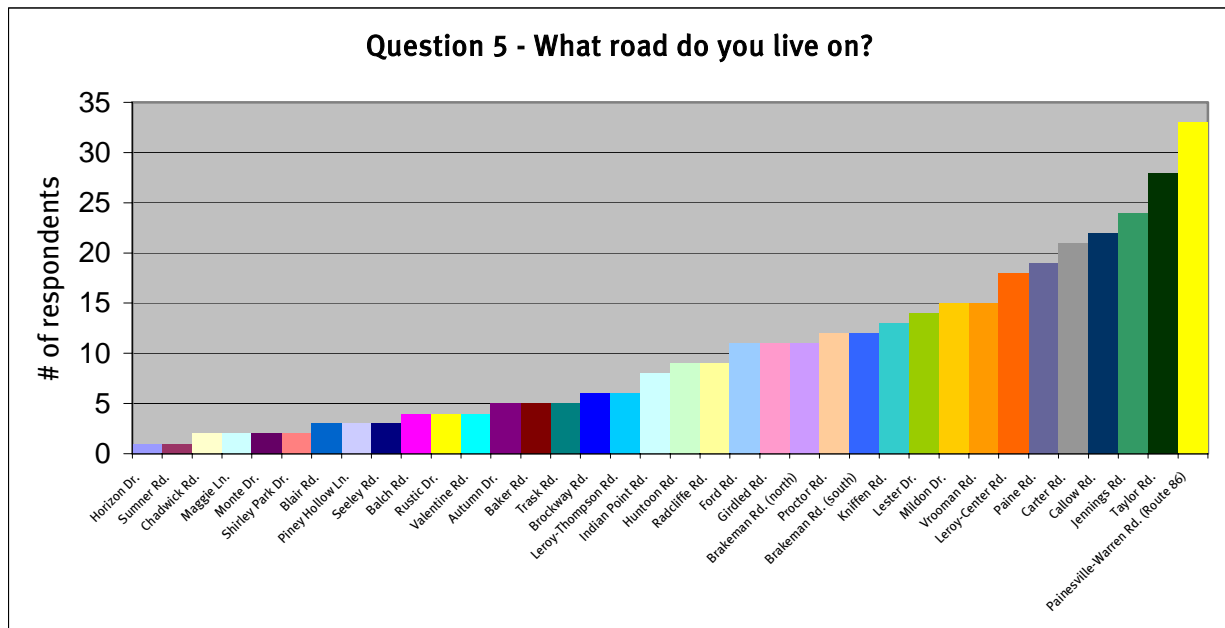
The lowest rated score included employment and recreational opportunities. The employment figure was expected due to the small employment base in the township, but staff was somewhat surprised by the recreational score.

**Question 4:** Where do you work?

<b>4) Where do you work?</b>	
<i>Work location</i>	<i>Percent</i>
Leroy Township	6.0%
Lake County outside of Leroy Township	52.6%
Geauga County	3.8%
Cuyahoga County	16.9%
Ashtabula County	0.8%
Other*	19.9%
<b>Total</b>	<b>100%</b>
367 responses	
* Retired, unemployed, residents who travel for employment	

Approximately 58% of the survey respondents work in Leroy Township or another Lake County community. This is an 8% decrease from the 1991 survey. Two factors may have contributed to this decrease: an increase in number of retired residents (represented in the “other” category), and a decline in available jobs in Lake County that has led people to commute further for employment. Approximately 21% of survey respondents work outside of the county. It should be noted that the “Other” category contains retired, unemployed and residents who travel for employment.

**Question 5:** Please give the name of the road where you live.



**Question 6:** Where do you and your family purchase the following goods and services?

Question 6 was expanded from the 1991 survey to include more locations. For goods, the City of Mentor received the highest percentage score in five out of 11 categories. Both “Clothing” and “Appliances/Furniture” received over 80% of the votes in their respective category. These figures correspond with the 1991 survey.



**6) Where do you purchase the following goods?**

<i>Goods</i>	<i>Leroy Township</i>	<i>Painesville</i>	<i>Painesville Township</i>	<i>Mentor</i>	<i>Chardon</i>	<i>Madison</i>	<i>Perry</i>	<i>Thompson</i>	<i>Other</i>
Grocery	1.2%	23.0%	32.0%	11.0%	24.0%	5.8%	0.5%	0.0%	2.5%
Clothing	0.3%	1.9%	2.2%	89.0%	0.3%	0.6%	-	-	5.8%
Pharmacy	0.3%	34.5%	17.5%	25.8%	11.2%	3.3%	-	-	7.4%
Hardware	0.3%	24.1%	10.8%	46.3%	9.7%	2.8%	-	0.3%	5.8%
Gasoline	31.7%	20.7%	13.2%	16.8%	0.8%	3.6%	0.3%	-	13.0%
Auto parts	1.1%	35.0%	18.8%	21.3%	10.9%	4.5%	-	0.3%	8.1%
Automobiles	-	6.7%	7.3%	43.5%	11.0%	3.8%	-	2.6%	25.2%
Appliances and furniture	-	3.1%	1.1%	82.1%	1.4%	0.3%	-	-	12.0%
Entertainment	4.6%	2.3%	5.5%	63.2%	1.4%	0.9%	0.6%	0.3%	21.3%
Sporting / recreation	18.8%	3.3%	10.0%	23.7%	2.4%	2.7%	0.9%	1.8%	36.2%
Farm and garden supplies	2.8%	10.1%	3.9%	25.1%	31.6%	3.4%	13.1%	3.6%	6.4%
<i>Services</i>	<i>Leroy Township</i>	<i>Painesville</i>	<i>Painesville Township</i>	<i>Mentor</i>	<i>Chardon</i>	<i>Madison</i>	<i>Perry</i>	<i>Thompson</i>	<i>Other</i>
Barber / beauty salon	4.7%	12.8%	16.2%	34.5%	5.6%	3.3%	2.0%	2.2%	18.7%
Medical	1.4%	10.3%	3.1%	54.3%	7.2%	4.2%	0.3%	-	19.4%
Dental	-	14.5%	7.1%	36.4%	5.0%	7.4%	3.6%	-	26.0%
Banking and finance	0.3%	41.3%	8.9%	25.8%	9.7%	1.7%	2.2%	-	10.3%
Auto repair	10.1%	20.8%	10.1%	24.2%	7.5%	2.9%	3.2%	1.2%	20.2%
Construction service	20.2%	8.8%	5.5%	15.8%	3.3%	1.8%	1.8%	0.7%	41.9%
Legal service	1.9%	34.2%	5.9%	17.5%	5.2%	1.5%	0.3%	-	33.5%
Restaurant	17.5%	6.4%	3.5%	55.3%	2.6%	1.2%	0.9%	1.5%	11.1%

Dash in table represents 0%

Leroy scored high in “Gasoline” and “Sporting/Recreation” with scores of 31% and 18%. Painesville scored high in grocery, pharmacy, gasoline and auto parts.”

Competitive categories include: grocery, pharmacy, hardware, auto parts, sporting/recreation and farm/garden Supplies.

For services, Mentor received the highest score for five of the eight variables. The three dominant categories were medical, dental and restaurant. Leroy scored well in restaurant, construction service and auto repair.

Results from the restaurant category imply that a series of eateries (possibly at the I-90 interchange) would be successful in the Township. Question 9 yielded numerous suggestions for controlled restaurant/retail development at the interchange.

This question also depicts a significant patronage of the businesses in Painesville. The city scored well in a variety of categories ranging from legal service to auto parts.

**Question 7:** Please rate the following township and county services (**1 is excellent**)

<b>7) Rate the following township services</b>	
<i>Service</i>	<i>Score</i>
Fire protection	2.0
Road maintenance	2.5
Sheriff protection	2.6
Library	2.8
Township trustees	2.9
Public transportation	3.5
Average score	2.9
Zoning	3.1
Senior services	3.2
Other	3.2
Average	2.9

(1 is the most important; thus, low numbers indicate higher rankings)

Fire protection received the highest score in this question. The Department also received numerous compliments in other sections of the survey. While the numerical scores indicate average or above ratings, the same can be said for road maintenance and Sheriff protection.

Public transportation received the worst score, but with the physical location of the township, this score was anticipated. Public transportation is traditionally an urban service.

Township zoning also received a low score. This score corresponds to the results in Question 13, where approximately 50% of the respondents stated the minimum lot size in residential zoning districts is too small.

**Question 8:** What types of residential development would you prefer to see in Leroy Township? (**1 is most desirable**).

<b>8) What types of residential development are desired?</b>	
<i>Service</i>	<i>Score</i>
Single family dwellings	1.5
None	2.3
Assisted living	3.3
Senior housing	3.4
Other	3.4
Modular homes	4.1
Detached condominiums	4.2
Attached condominiums	4.4
Duplex	4.4
Garden-type apartment	4.7
High rise apartment	4.8
Manufactured home park	4.8
Average	3.8

(1 is the most important; thus, low numbers indicate higher rankings)

Single-family dwellings are the only type of residential development residents view favorably. These results confirm the notion of maintaining the rural character of the Township as indicated in question 3.

**Question 9:** Should the Interstate 90 and Vrooman Rd. interchange be developed? If so, what kind of development should be there?

- No. (word alone; 73 responses)
- Yes. (word alone; 11 responses)
- A fast food restaurant – McDonald's or Rally's
- A nice restaurant.
- A restaurant and gas station would be nice.
- Aesthetic only: trees, flowers beautification, perhaps Chamber of Commerce info station for Lake County or Metroparks kiosk; NO businesses, keep rural
- Anything that looks better than Frary's and the empty Exxon lot. Gas that is competition for BP.
- Bank with an ATM, fast food & a drug store.
- Bridge over Grand River to Rt. 84. Large restaurant at Rt90 & Vrooman interchange. Clean up southwest corner of Rt. 90 and Vrooman Rd.
- City water.
- Commercial – grocery store, restaurants, shopping.
- Condos, research, development, offices
- Cracker Barrel restaurant, Vrooman Rd. improved first.
- Cracker Barrel type restaurant; classy hotel.
- Family restaurants – discount grocery and misc. shops – difficult to enter I-90 westbound from Vrooman south – possibly add enter ramp at Rt. 86 to eliminate congestion – Cracker Barrel, local farmers-fruits/veggies/meats/dairy, MARC'S, bank, hair salon, crafters.
- Family style restaurants (no bars), office space, light industry.
- Fast food, grocery, retail. It would be nice if Leroy has an I-90 AND Rt. 86 interchange in the future.
- First – needs clean up – looks like WWII bombed out runway. Take steps now to prevent sleazy adults only truck stop like I see springing up at other places along 90, I71 and I77.
- Gas stations, restaurants.
- Gas, restaurant.
- Gasoline, restaurant, hospital
- Grocery store or drug store.
- Hardware, farm & garden supplies, restaurant
- Hotel, etc.
- I always heard there was no water at 90 & Vrooman – no need for more development.
- IGA, restaurant, gas station.
- It would be nice to have a restaurant; but it would be even better if the area were cleaned up. What an eyesore. I'm embarrassed when friends from out of the area visit. That diner & parking lot – what can I say.
- Keep Leroy as is. Too many new homes going up, water is running low, more garbage on sides of road and ditch and is just becoming over crowded. Besides, what will happen to wildlife?
- Large grocery store – drug store.
- Light business, fast food, and small shops.
- Limited development. Restaurant, gas station, small shopping plazas with restaurants and shops, etc., small industrial complex.
- Makes no difference
- McDonald's restaurant – sit down restaurant – make it look more attractive.
- McDonalds.
- Metropark.
- Motels and restaurants.
- N/a (2 responses)
- No or service station/store.
- NO PLEASE LEAVE THE COUNTRY THE COUNTRY.
- No preference. (2 responses)
- No. An interstate would take away from the beauty.
- No. Because you cannot use Vrooman to the north as a truck route.
- No. I like Leroy small and rural.
- No. If I wanted to live in Mentor, I'd move there. PLEASE STAY RURAL!!
- No. If so, should be fine restaurant.
- No. Leroy Twp. needs public water/ this survey is useless without city water....
- No. Maybe the north end of roman to decrease flooding if cost can be justified based on use.
- No. None.

- No. None. Over development has occurred in Mentor and Chardon and Painesville, west. It should be avoided. Development for the sake of developers is stupid.
- No. Unless you can get Cracker Barrel there!
- No. Water?
- No. We enjoy the "low profile interchange just as it is!"
- No. We moved to Leroy because we thought it was an agricultural area? I don't want development like this!
- No. Why do we need more problems? The Township has more than money can take care of now.
- No. You cannot put more traffic at those intersections without traffic lights – Leroy should remain rural. You want McDonalds; go to the next exit.
- No. but if it had to be developed, a grocery store would be nice. But I would rather
- No. Clean up restaurant area/parking lot and landscape around BP.
- No. Development will only increase traffic, demand more services and strain Township resources.
- No. If any development may be a small strip mall.
- No. Leave things rural.
- No. No development whatsoever.
- No. Open land is great to see.
- No. The only thing I want to see out here would be a super Walmart.
- No. –unless it is for a Cracker Barrel restaurant.
- No. We like the open spaces. The "rural" look.
- No. We really don't feel or see where it would be beneficial to Leroy. There's enough gas stations, restaurants at all the other interchanges now. Isn't it time that people start thinking of the negative, long-term development of every parcel of land, every interchange.
- None – too overbuilt now.
- None. Leave Leroy alone!
- Nothing. Can't develop without sewers and then water. At the very least the Trustees should be pursuing water development. This would bring more homes – sewers would bring development of industry.
- One 24-hour chain restaurant like Denny's or Cracker Barrel
- One 24-hour restaurant like Denny's or Cracker Barrel
- Only complaint, have to go past the stop sign onto Vrooman Rd from 90 to see oncoming traffic – Want no development.
- Paved roads. Lack of water..
- Quality restaurants/hotel
- Restaurant – Cracker Barrel.
- Restaurant – laundry.
- Restaurant (no fast food)
- Restaurant, donut/coffee shop
- Restaurant, gas stations
- Restaurants
- Restaurants & hotels to help defray taxes – perhaps some shops small mall – no more gas stations.
- Restaurants and gas stations.
- Restaurants, gas, convenient store.
- Restaurants.
- Store, restaurants (2 responses)
- Sure to help tax base – misc. – interstate business.
- The south side is a real eyesore. Whatever should go in should be planned so that it is blended with the environment and maintains the rural character of the township. No McDonalds (fast foods). No car dealerships. Maintain a park-like setting if possible.
- Travelers' services, including motel and restaurant accommodations.
- Truck stop/laundry mat; restaurant.
- Truck stop/restaurant.
- Twp must immediately set size of acreage for single home and independent living & nursing! No water yet. Needs to have free parking lot for commuters. Maybe a nice sit down restaurant. Beer wine only. Would like to see 3 acres (200' wide at least) for single homes. Must set standard for "group" homes. Maybe 500' frontage on 5 acres. Must not be a nuisance to neighbors' properties. Remember, there would be doctors, nurses, health care workers, emer. Vehicles, visitors & county health people also stopping by. Saw what it did to a street in Concord! Also, there is an acre and a half lot for sale next to me. Nice woods etc. 150' frontage. By the time a house, well and septic and drive put in there will be nothing "country" left. Also, behind me are 3, 20 acre parcels with an easement on Taylor. I have the old plans from Babcott and Arnold for 45 houses with roads on these 60 acres (1 ½ acre ea . . including roads?) What about noise, loose pets and woods? Too late! I know you need taxes but don't over build and make a Mentor. More houses, let alone taller buildings need more police, fire equipment. Renters often don't care about the city's future. Look at the western end of Willoughby Hills. (signed) A relative of Mark Klco's
- Walmart.

- *Whatever happens, it should be well planned. No car dealers or automotive related business. Restaurants for highway travelers okay and maybe senior and assisted living because of sewer and water necessary for development.*
- *Widen it or make it easier to see Vrooman Road traffic when stopped at top of the ramp.*
- *Yes Hardware store.*
- *Yes, another gas station, competition for BP, another small restaurant to REPLACE Frarys – nothing else*
- *Yes, anything that would lower taxes. Vrooman is the only interchange from Willoughby far east with nothing*
- *Yes, attractive non-fast-food restaurants; super market; video store; way to attract Bob Evans or Applebees?*
- *Yes, Bob Evans type Restaurant*
- *Yes, commercial (2 responses)*
- *Yes, fast food and nicer restaurants*
- *Yes, full scale restaurant NW corner good hotel NE corner*
- *Yes, Lake Hospital – would or should be able to cater to Madison*
- *Yes, lodging (hotel) restaurant (not fast food) outlet mall*
- *Yes, pharmacy, CVS.*
- *Yes, restaurant*
- *Yes, restaurant, gas station, possibly a misc store ie produce antiques gift shop*
- *Yes, restaurant, small scale retail, offices*
- *Yes, restaurants, gas and auto repairs, truck stop*
- *Yes, Restaurants, medical center, but all development requires city water service.*
- *Yes, restaurants, shopping center, golf course.*
- *Yes, stores, bank drug store, grocery, etc*
- *Yes, why can't we have some restaurants or doncos at Vrooman Rd/I90?*
- *Yes. A bridge to take the road past the hill to 84 and so no more flooding on bottom. Like they planned before.*
- *Yes. A restaurant (fast food), motel or hotel, etc.*
- *Yes. A restaurant/fast food.*
- *Yes. All business new being operational in residential areas. (In out buildings), Restaurants, (Bob Evans type).*
- *Yes. Any type that pays taxes to offset budget busters like Laketran and Metroparks.*
- *Yes. Anything that would bring water to us.*
- *Yes. Better gas stations. Clean up Frary property. Restaurant items for travelers. This interchange could make income from travelers. Frary property is a mess and this is the first view of Leroy people get when they turn off of Route 90.*
- *Yes. Better restaurant and more gas/service station.*
- *Yes. Clean industrial, restaurant, motel, light industrial, mall, and offices.*
- *Yes. Clean industrial, restaurants.*
- *Yes. Commercial – similar to Rt. 528 & I 90.*
- *Yes. Commercial and/or industrial (water?)*
- *Yes. Commercial or light industry if any high-rise, - there only.*
- *Yes. Commercial retail/ food service/ restaurant.*
- *Yes. Commercial.*
- *Yes. Commercial/retail.*
- *Yes. Cracker Barrel. (4 responses)*
- *Yes. Development requires sewer and water. This is detrimental to the majority of residents who have homes that sit on many acres. They are not interested in selling land to pay for sewer/water. The costs are outrageous and only benefit the developers.*
- *Yes. Discount pharmacy, McDonalds/fast food.*
- *Yes. Either light industry and/or minor retail.*
- *Yes. Family style dining, drug store. No large complexes, strip malls etc. A few smaller style enterprises.*
- *Yes. Fast food restaurant.*
- *Yes. Fast food restaurants, go-kart track, swimming pool.*
- *Yes. Fast food, drug store, post office.*
- *Yes. Fast food, general store. Gas & water brought over highway at same time.*
- *Yes. Fast food, retail, R&D.*
- *Yes. Gas & food for I90 travelers. Also service type business for repairs. All within ½ mile radius of I90.*
- *Yes. Gas stations, restaurants, hotels.*
- *Yes. Gas, fast food and grocery.*
- *Yes. Get rid of the dumpy building next to restaurant. Eye sore.*
- *Yes. Grocery store, Walmart, K-mart*
- *Yes. Grocery.*
- *Yes. Hardware store, restaurant, feed store, golf course.*
- *Yes. Hardware, fast food, bank, restaurant, hotel, convenient food store.*

- Yes. High profile restaurant. Now, the entrance to Leroy does not present the idea of prosperity or welcome.
- Yes. Highway business, motel, gas stations and restaurants.
- Yes. Hotel – restaurant.
- Yes. Hotel & eateries.
- Yes. Hotel and associated services.
- Yes. Hotel, fast food restaurants, another gas station, small retail plaza, no bars.
- Yes. Hotel, restaurant, Dave & Busters games.
- Yes. Hotel, restaurant, emergency medical.
- Yes. Hotel, restaurant, gas.
- Yes. Hotel, restaurant.
- Yes. Into something cleaned-up. Sometimes I feel embarrassed at the mess that's there. It looks like a big dump. The whole southwest corner should be bulldozed or be made to adhere to some kind of clean up. If there should be some development there, maybe a Bob Evans type of restaurant. No fast food.
- Yes. It looks terrible now! ONE fast food restaurant, other high-end restaurants and maybe a hotel (nice one, with restrictions on what they could build – Western Reserve style). Let's get the phone system together. It's silly. Bring on the water and sewers.
- Yes. Light industrial or retail. Must work on traffic though. Need better control – traffic is extremely heavy. Very difficult to get out of my driveway.
- Yes. Light industrial, light commercial, restaurants, and small shops.
- Yes. Light industrial; hotel/restaurant/retail stores, including grocery. Everyone wants a Cracker Barrel. Clean up Frary's old station, eyesore area – keep local restaurant & owner.
- Yes. Light industry – small business.
- Yes. Light industry.
- Yes. Light to med industrial – food service.
- Yes. Mixed commercial/office.
- Yes. Motel, restaurants, offices.
- Yes. Motel/Cracker Barrel.
- Yes. Motels/hotels, restaurants, shopping.
- Yes. Need one more restaurant that is open more than the present one. Should be larger and “no smoking available”.
- Yes. Need to get city water first.
- Yes. Needs a few restaurants – maybe a fast food restaurant.
- Yes. Normal development & restaurant services.
- Yes. Office complex, light industry carefully planned commercial with no fast food.
- Yes. Office, restaurant, hotel, research, medical.
- Yes. Park, restaurants.
- Yes. Possibly a Cracker Barrel or some other restaurant.
- Yes. Reputable commercial; or tourist accommodations (4 star rating) & restaurants.
- Yes. Restaurant (Cracker Barrel type), grocery store.
- Yes. Restaurant (fast food and family).
- Yes. Restaurant and automobile service centers to serve travelers.
- Yes. Restaurant franchise.
- Yes. Restaurant, bank, pharmacy, hotel, grocery or gas station.
- Yes. Restaurant, condominiums, office buildings, light industry or motel.
- Yes. Restaurant, gas station, park & ride.
- Yes. Restaurant, gas.
- Yes. Restaurant, hotel, light industrial.
- Yes. Restaurant, hotel, small retail.
- Yes. Restaurant, hotel.
- Yes. Restaurant, small strip mall.
- Yes. Restaurant, store.
- Yes. Restaurant. (10 responses)
- Yes. Restaurant/fast food.
- Yes. Restaurant/ice cream.
- Yes. Restaurant/truck stop.
- Yes. Restaurants – 1 fast food and 1 chain (ex. Bob Evans, Red Lobster), another gas station.
- Yes. Restaurants – light commercial.
- Yes. Restaurants and gas stations, or baseball park.
- Yes. Restaurants and other entertainment facilities.
- Yes. Restaurants, convenience stores.

- Yes. Restaurants, entertainment and shopping.
- Yes. Restaurants, example: pizza Hut, Cracker Barrel.
- Yes. Restaurants, fast food & shopping.
- Yes. Restaurants, fast food, hotel/motel.
- Yes. Restaurants, food/pharmacy like super Kmart's or super Walmart.
- Yes. Restaurants, gas station. (3 responses)
- Yes. Restaurants, grocery store, small shopping plaza.
- Yes. Restaurants, grocery store, strip mall.
- Yes. Restaurants, grocery.
- Yes. Restaurants, shopping – wider road.
- Yes. Restaurants, store for grocery.
- Yes. Retail – gas or restaurant.
- Yes. Retail, fuel, golf, restaurant, recreation.
- Yes. Retail, hotel, restaurant.
- Yes. Retail, light commercial.
- Yes. Retail/restaurant.
- Yes. Retail-grocery, hardware, auto parts, water park.
- Yes. Senior/Assisted Living, restaurant, fast food.
- Yes. Senior/assisted living, restaurant, fast food.
- Yes. Service – restaurants, gas stations, store, motel.
- Yes. Service station (full road service, mechanic, etc.) Up-scale restaurant.
- Yes. Services conducive to community...foods, drugstore, etc. I would like Leroy to be rural in quality and tone. Need a very smart zoning plan and some quality people to implement.
- Yes. Shopping and food.
- Yes. Small Business.
- Yes. Small businesses, shops, etc.
- Yes. Small scale, retail, rest./eateries.
- Yes. Something that would generate a tax base (taxes) for Leroy Twp.
- Yes. Strip center on one corner, nicer restaurants.
- Yes. Strip mall or grocery. Something to alleviate so many necessary trips to Mentor or other cities.
- Yes. The interchange needs expand the street and bridge. Family style restaurant.
- Yes. Truck stop such as Flying J or sleeping accommodations or restaurant.
- Yes. Truck stop, 24 hour, towing and vehicle repair to aid travelers on I-90, motel so we can soak people with a bed tax, 24 hour White Castle Hamburger Store, Dairy Queen.
- Yes. Useful establishments – convenient store?
- Yes. We need some “service” additions like where you could buy a stamp or mail a package. Also some kind of taxi service for personal use, especially in the evening.

**Question 10:** What types of business/industrial uses should be encouraged and/or pursued to locate in Leroy Township? (1 is most important)

9) What types of businesses are desired?	
Service	Score
Restaurants – table service	2.6
Other	2.7
Small-scale retail	2.8
None	2.9
Research and development	3.6
Information technology	3.6
Restaurants – fast food	3.7
Light industrial	3.7
Offices	3.8
Lodging (hotels, motels)	3.9
Large-scale retail	4.2
Heavy industrial	4.6
Average score	3.5

(1 is the most important; thus, low numbers indicate higher rankings)

Although average, restaurants (2.6) and small-scale retail (2.8) received the most favorable responses in this question.

Most all other variables scored over 3.0, indicating the desire of residents to have a minimum of commercial and industrial development. These numerical scores present conflicts when compared to the open-ended questions. A large portion (66%) indicates they would like to see development in the Vrooman Road/I-90 interchange area. Input from residents ranged from a desire for restaurants to small-scale shopping strips. High taxes is another re-occurring theme, and a few residents acknowledging the need for a diverse tax base.

**Question 11a:** Should sanitary sewers be extended from neighboring communities for the use of current residents?

**Question 11b:** Should sanitary sewers be extended from neighboring communities to help develop Leroy?

**Question 11c:** Should the residents of the Township pay for sewer expansion for their personal use?

**Question 11c-1:** Should the residents of the Township pay for sewer expansion for development?

<b>10) Sewer expansion</b>		
<i>Question</i>	<i>Yes (%)</i>	<i>No (%)</i>
Should sewers be extended for current residents?	34%	66%
Should sewers be extended to help development?	28%	72%
Should residents pay for sewer extension for personal use?	34%	66%
Should residents pay for sewer extension for development?	9%	91%

**Question 12a:** Should public water be extended from neighboring communities for the use of current residents?

**Question 12b:** Should public water be extended from neighboring communities to help develop Leroy?

**Question 12c:** Should the residents of the Township pay for water expansion for their personal use?

**Question 12c-1:** Should the residents of the Township pay for water expansion for development?

<b>12) Water expansion</b>		
<i>Question</i>	<i>Yes (%)</i>	<i>No (%)</i>
Should water be extended to serve current residents?	51%	49%
Should sewers be extended to help development?	36%	64%
Should residents pay for water extension for personal use?	42%	58%
Should residents pay for water extension for development?	10%	90%

**Question 13:** The current minimum lot size is for a single-family home is 1.5 acre. Is this too large, too small or the proper size?

<b>13) Is the 1.5 acre minimum lot size too big, too small, or just right?</b>	
<i>Opinion about 1.5 acre lot size</i>	<i>Percent</i>
Too large	2%
Too small	49%
Proper size	49%

According to the survey, about half of the respondents feel the minimum 1.5 acre minimum lot size is too small.

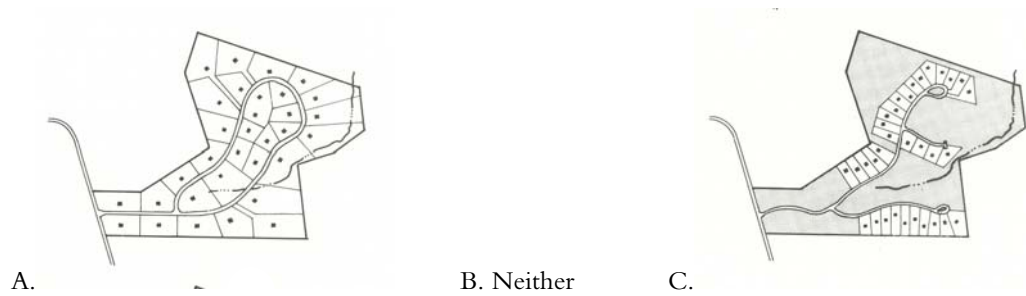


**Question 14:** The current minimum lot frontage is 150' on a public road. Is this too large, too small or the proper size?

<b>14) Is the 150' minimum lot frontage too long, too short, or just right?</b>	
<i>Opinion about 1.5 acre lot size</i>	<i>Percent</i>
Too long	2%
Too short	35%
Proper length	63%

According to the survey, the majority of the respondents feel the minimum 150' lot frontage is about right.

**Question 15:** If residential development were to occur, which would be better suited for Leroy Township? Both subdivisions shown below are 82 acres and are divided into 32 sublots. Subdivision "A" sublots meet the standards of Leroy lot size requirements and there is no permanent open space. Subdivision "C" is characterized by smaller lots and permanent open space (sewer & water would be needed to develop subdivision "C").



<b>15) If residential development were to occur, which would be better suited for Leroy Township?</b>	
<i>Opinion about 1.5 acre lot size</i>	<i>Percent</i>
Current conventional subdivision standards (A)	2%
Conservation subdivision standards (C)	35%
Neither (B)	63%

**Question 16:** Should Township zoning officials consider using private streets to subdivide land? This technique could be used to limit the number of driveways that access the major road network.

<b>16) Should private streets be considered?</b>	
<i>Opinion about private streets</i>	<i>Percent</i>
Yes	50.2%
No	49.8%

**Question 17a:** Should Leroy Township add public passive recreation such as picnic, nature trails, open space?

<b>17a) Should Leroy Township add passive recreation space?</b>	
<i>Opinion about passive recreation space</i>	<i>Percent</i>
Yes	37%
No	63%

**Question 17b:** Do you feel Leroy Township should add public active recreation such as baseball fields, playgrounds, tennis, swimming pool, etc?

<b>17b) Should Leroy Township add active recreation space?</b>	
<i>Opinion about active recreation space</i>	<i>Percent</i>
Yes	37%
No	63%

**Question 17c:** Do you feel Leroy Township should add semi-public recreation such as a golf course, camps, country clubs?

<b>17c) Should Leroy Township add semi-public recreation space?</b>	
<i>Opinion about semi-public space</i>	<i>Percent</i>
Yes	22%
No	78%

**Question 17d:** Do you feel Leroy Township should add community facilities such as community center, senior center, etc?

<b>17d) Should Leroy Township add community facilities?</b>	
<i>Opinion about community facilities</i>	<i>Percent</i>
Yes	51%
No	49%

**Question 17e:** Do you feel Leroy Township should add trail network that would connect the residents to the passive and active recreation facilities, & community buildings?

<b>17e) Should Leroy Township add a trail network?</b>	
<i>Opinion about trail network</i>	<i>Percent</i>
Yes	42%
No	58%

**Question 17e-1:** What types of trails should be considered?

<b>17e1) What types of trails should be considered?</b>	
<i>Opinion about trail network</i>	<i>Percent</i>
Bicycle lanes along existing roads	36%
Multi-purpose path off road in front of homes	30%
Multi-purpose path off road and possibly behind homes	34%

**Question 17e-2:** What type of activities should be permitted on a trail?

<b>17e2) What types of activities should be permitted on a trail?</b>	
<i>Opinion about trail network</i>	<i>Percent</i>
Walking, jogging, running	33%
Bicycling	31%
Horseback riding	17%
ATV riding	10%
Snowmobiling	9%

**Question 18:** During your residency in Leroy Township, what has been one or more positive changes you have witnessed?

- *Indian Point road repairs.*
- *The inclusion of the township people in surveys such as this is a positive sign. Please always be sure you know what the majority wants – not just a few squeaky wheels. Leroy is beautiful; let’s keep up the good work.*
- *Fixing baseball fields up.*
- *Leroy is a beautiful community.*
- *Keeping business out or industry.*
- *The rural flavor of the township has not changed.*
- *We liked Leroy Twp. as it was 41 years ago. If you want urban development; move to city.*
- *None.*
- *Installing gas lines to residents.*
- *Paving dirt roads.*
- *Attitude of most people – very good.*
- *Fire station improvement; cable.*
- *Don’t change anything – perfect.*
- *Improved fire protection with more dry wells.*
- *Full-time fire dept.*
- *Community involvement for projects i.e., fire, senior center, baseball.*
- *Trees cut and trimmed. Spraying for mosquitoes.*
- *Layback community. Building new homes at a slow rate. Love the rural living.*
- *The paving of the entire road and the enforcement of 1.5 acres.*
- *Paved roads.*
- *Not becoming like Concord.*
- *That it still requires 1.5 acres and we have somewhat of a rural character still.*
- *Peace and quite fresh air enjoy nature.*
- *Roads are taken care of well. School system is trying.*
- *None.*
- *Updating and keeping current fire station and EMS.*
- *I have not seen much change that has been positive except for the phone issues.*
- *Senior Center possibility.*
- *Learning to do without water.*
- *Restaurant.*
- *Repaving Rt. 86. Sale of AMLA. Demolition of house at Brakeman & 86.*
- *The country feel has been maintained in most areas.*
- *Can’t think of anything.*
- *The area around fire station – baseball.*
- *None.*
- *I haven’t so far, but I truly enjoy living here!*
- *Fire Department*
- *Leaving Leroy rural and undisturbed.*
- *Better road surface.*
- *The expansion of the fire department. The baseball program.*
- *Playground being built. Money put into improving ball fields and firehouse and equipment.*
- *Excellent community services.*

- None. Possibly the senior center, but not where they are putting it.
- Keeping the rural area and keeping it country.
- Fire Department improvement.
- Fire Department & rescue squad with full time.
- Took recycle from us. It was needed. We were willing to pay fair amount.
- Road improvements – volunteer fire department.
- Residents fighting to keep us rural.
- Capps, roads.
- I like the newsletter – nice to know about recycling and appliance pickup and what-not.
- Community recreation program/activities.
- Look into doing something about existing problems before starting new projects.
- No changes. That is positive.
- Increase in fire dept. equipment.
- The addition to Leroy Elementary School, building of more residences.
- Removal of two bad Trustees.
- Support for fire dept.
- Trash allowed to accumulate – old cars, tires, and junk on properties. Where's our Zoning Inspector.
- More pro-active Trustees.
- Improved twp. roads, help from volunteer rescue and fire dept.
- Road improvement; fire improvement.
- Natural gas.
- Rural character and quiet.
- Keeping rural character.
- Paine Road being paved.
- Limited development due to lack of utilities.
- Road Improvement.
- Snow removal very good.
- None.
- Capps Tavern improved. ATM machine at the corner store.
- Poltizer retired.
- Better fire protection; better roads.
- Got a good restaurant & delivery out here.
- Fire Dept. and Road Dept.
- Leroy historical sites, grange, chapel on 86 & Brakeman. Historical books and Leroy signs.
- We have stayed rural.
- Active Fire Dept. (growth)
- None.
- Hasn't changed much, it any.
- Road service has improved and fire service has improved.
- More paved roads.
- More families moving into the neighborhood. Nice houses being built.
- Road condition improvement; township park development.
- Cleaner ditches and parks and the Thompson United Methodist Church's community involvement.
- Restaurants.
- Improved fire and police service.
- Great softball program.
- None.
- Building community center.
- Upkeep of property.
- Leave Leroy as it now is.
- More resident outings and participations, annual garage sale, picnics and family get-togethers.
- Capp's Tavern
- Road was tarred and chipped.
- Park facilities/ attractive landscaping/Fire Dept.!
- Most positive is there hasn't been, but we are glad to have Capps Tavern.
- Permanent firemen (great job guys.). Adding onto Leroy Elementary. Upgrading baseball fields & parking.
- Fire Dept.
- Better fire and police. Nice baseball fields.

- *Improvement in road and fire service.*
- *None.*
- *The community events i.e., summer picnic, Easter eggs, pancake breakfast.*
- *Road Dept.*
- *Township ideal growth – small steps.*
- *Our Township Fire Dept. and road improvement program.*
- *Fire Department – improvements – volunteers, response time, training. Trustee – response and concern for residents' safety. Sheriff Dept.-has improved over the past year – in visibility in the community.*
- *Have not been here long enough!*
- *Baseball park is great, so many kids get to play/ in my younger days – coached a girl's team, and refreshment stand.*
- *The cleanup of LeRoy Tavern; flowers at intersection of 5 points; road care; several horse farms and cow farms moved here.*
- *Addition to Leroy School and he nature lab, dressing up of playground @ softball diamonds, Capps renovations.*
- *None.*
- *Better roads.*
- *Lack of business, kept rural, hopefully will remain that way.*
- *Schools.*
- *Increase in fire protection. Road improvements.*
- *Road dept. improvement (snow removal).*
- *No change.*
- *Gas on some roads.*
- *Baker Road issue 3 project.*
- *The rural atmosphere.*
- *Grand River improvement.*
- *Full-time fire.*
- *Kept rural.*
- *Phone service.*
- *Developing nature trails and saving land for park development.*
- *Quiet Natural Atmosphere.*
- *Road improvements.*
- *We are still living here in Leroy after 31 years. Because there hasn't been a lot of changes. It is relatively safe, quiet, country and it does not need to be developed like Mentor or Concord.*
- *Neighbors stick together.*
- *Passage of bond issue to purchase a new fire truck.*
- *We've only lived here 5 months. Love the rural atmosphere, but would like to see a few more conveniences.*
- *Roads, recreation for family.*
- *Stayed fairly rural.*
- *No development, let park purchase it.*
- *Community sign on Vrooman, that lets people know about recreation board advertising program offered to Leroy residents*
- *Snow cleaning and using salt in ice prevention.*
- *None.*
- *Shirley Ann Drive development.*
- *Nothing.*
- *Development of the Leroy Dispatch Newsletter, Cliff Carter taking over the 5 Pts. Country Store.*
- *Better road conditions, maintenance.*
- *Improved roads, increase in manpower & education of firefighters.*
- *Personal change – peaceful setting- friendly people.*
- *Natural gas but should be extended.*
- *The noise from ATV vehicles and lack of respect of ATV and snowmobiles have for property and their riding on public roads. They ride "full steam" up roads and dart in and out of land and back to roads. Most riders are way too young to be operating such a vehicle.*
- *Better fire protection.*
- *Road repair. The work being done with William's cement.*
- *Community Day, Leroy Garage Sale.*
- *Zoning.*
- *Improved roads (County & Township).*
- *Better snow removal on L-T Rd. Improved sight at 86 and L-T Rd.*
- *Improved roads and road maintenance and equipment. Improved ball fields. Improved fire protection.*
- *Trustees and Road Dept. has improved.*
- *Upgrade of roads – very nice!*

- *Capps restaurant an 911 system. Improved recreation facilities.*
- *Recycling program.*
- *Improvement in school ratings & property.*
- *None noticed, only lived here for one year.*
- *Availability of natural gas to some areas.*
- *Build up of equipment for fire department.*
- *Quiet.*
- *Keeping Leroy Township rural.*
- *Not here long enough to form an opinion.*
- *Nothing.*
- *Road upkeep, paving.*
- *Repaved road.*
- *Road improvement.*
- *We need more roadside trash pick-ups. Maybe welfare or trustees from the jail.*
- *Fire/Rescue.*
- *Road improvement.*
- *Let the road department know they do a great job in the winter clearing the roads.*
- *Fire department becoming a full-time fire department.*
- *Hopefully, better support (tax payer) of our volunteer Fire Dept.*
- *Road maintenance has improved/ some zoning passed, but lack of zoning enforcement – esp. open burning.*
- *Growth of public service Fire Dept., road Dept., etc.*
- *All new homes in last 10 years are positive to Leroy.*
- *Better equipped Fire Department. Better road maintenance, including & especially snow removal.*
- *More neighbors.*
- *Improved staffing of the Fire Dept.*
- *Sorry – Can't think of any.*
- *We moved here for county living – and the city living is here already.*
- *Good safety service – slow growth – this survey.*
- *BP at Vrooman & 90 reopened.*
- *None.*
- *New fire truck; block watch program.*
- *More community activities, the Fire Dept., coming and removing downed trees crossing roads. The cemetery for the dead look + is real nice!*
- *Road upkeep and paving.*
- *Roads better, slow rate of development.*
- *Friendly people, community spirit, positive attitude toward Leroy.*
- *Fire Dept. acquiring equipment and increase personnel. Snow removal improved.*
- *Some good roadwork.*
- *Better roads.*
- *Upgrading fire equipment. Keeping the “building” to a minimum of new development.*
- *Growth of Fire Dept. and paved roads.*
- *Tar and chipping the roads.*
- *Community activities for families, improvement of area around fire station, Capps.*
- *Not much has changed. The new fire truck is a good thing!*
- *Ball fields, fire dept., better roads, Leroy dispatch.*
- *Improvement in fire and road departments.*
- *Play fields, preschool, senior center, paving of roads.*
- *None.*
- *The LeRoy citizens for Quality Government candidate nights at election time, eagles, wild turkeys and pheasants have been introduced to LeRoy.*
- *Recreation has improved. Happy with road/repair service.*
- *Callow Rd. getting paved.*
- *Better roads.*
- *Response and call of fire and road depts.*
- *Leroy Softball Association with ball fields behind Fire Station is a well organized and very enjoyable activity for our family.*
- *None.*
- *Sale of 'AMLA' to private party.*
- *Fire and rescue services.*

- *Fire Department and Leroy Youth Club.*
- *Dirt roads being paved.*
- *Road improvements.*
- *None. This questionnaire suggests that the county considers Leroy the sacrificial resource to attempt to increase tax base.*
- *None. Questionnaire suggests that the county wants to sacrifice Leroy in order to increase tax base.*
- *Fire Department.*
- *Paved roads, a better school building.*
- *That it has REMAINED a rural atmosphere – not a mess like Concord has become with houses everywhere.*
- *Nothing has changed which is positive.*
- *This survey is an encouraging sign and we hope more changes come out of it; i.e. small-scale development.*
- *Tar and chipped dirt roads.*
- *Not Valentine Road paved.*
- *Improvement in the school & road conditions.*
- *don't know of any except senior center. What has been done?*
- *Home Development*
- *Bookmobile visits*
- *paving township roads*
- *that a small business like Capp's can be successful*
- *not necessarily a change but keeping Leroy the way it is and not going the way Mentor did is very important. Mentor used to be - rural now look at it.*
- *single housing development*
- *no*
- *gas coming down the street*
- *better fire department, better roads, modern adjustments but still rural*
- *better snow removal*
- *public services – snow removal, road repair, seems to have improved*
- *recreation facilities, roads improved*
- *nothing, its getting worse with more people moving out here and doing as they please; zoning is a joke*
- *the open spaces have been left alone*
- *road conditions all season is very good*
- *Leave it alone. I moved to the country-not a city!!*
- *our road is always in good repair. Some one at fire station at all times a must! Now 2 firemen and one trained as a paramedic on at all times now!*
- *Full time fire dept.*
- *none*
- *that "change" has been minimal. And also the senior center*
- *nothing except the addition of daycare*
- *Capps, keeps community in Leroy/continued development behind fire station of recreation area*
- *paving of dirt roads, improvement of ballfields at fire station; fire and rescue upgrades and 24 hr coverage*
- *improvement in fire and rescue departments*
- *some building of newer homes; woman trustee; senior center to be built*
- *better road care; school improvements*
- *beautiful place to live*
- *The bike/walk trail*
- *none*
- *Schools, fire*
- *none*
- *many nice neighbors moving to Leroy. Nice families.*
- *Recreation programs*
- *the trustees are making some effort at listening to resident input and being responsive*
- *new fire equipment*
- *Sorry, but none.*
- *none*
- *I wish that I could think of one positive change*
- *the rural atmosphere is still pervasive.*
- *keep Leroy residential*
- *roads improved*
- *n/a (13 responses)*

**Question 19:** During your residency in Leroy Township, what has been one or more negative changes you have witnessed?

- *Loss of recycling pick up. Increase in noise problems from ATV's.*
- *It saddened me to see the modular home put up on Ford Road. We don't need any more junk in Leroy.*
- *Lasnik building a duplex on Brakeman Road*
- *Lowering property acreage for homes. Phone service for all Leroy to be local. Postal service.*
- *Police and fire response time.*
- *Traffic – selling off of farmland.*
- *Bikers cycling down roads. They do not move for cars and they do not cycle single file.*
- *The voting down of the purchase of the AMLA property. That was a nice piece of property. It would have served the community great.*
- *Massive residential building.*
- *Too many houses and people and much too high taxes.*
- *Developments coming in to this rural area.*
- *No developing at Rt. 90 for taxes.*
- *Lake on tax base – residents cannot support public times in #17.*
- *Property tax. Will not be able to live here if it gets much higher.*
- *Traffic level on Rt. 86 – We'll need traffic lights soon to permit exit from residential streets.*
- *Increase in taxes – too high!*
- *People from other "cities" trying to make Leroy like them (snooty).*
- *Too many new homes stripping water supply from existing homes. Farmland and woods disappearing.*
- *Duplex on Brakeman Road.*
- *Unlimited and unrestricted gunfire within close proximity to residential dwellings. Suggest restrictions on discharge of weapons and location to houses and neighboring property.*
- *Lack of communication of trustees.*
- *Developers establishing associations. This is unacceptable especially with cow farms around corner!*
- *Allowing a duplex to be built on Brakeman and lowering the zoning to 1.5 acres for a house.*
- *Allowing a fire chief to work 2 places. Fire Dept. not knowing where water access is, allowing structure to burn more.*
- *BP gas station closed for months.*
- *Fire Dept. always wanting new equipment when they already have enough.*
- *The downhill slide of ENFORCEMENT of the zoning laws.*
- *Too many homes being built.*
- *Allotments.*
- *Addition of housing – more "city" people that do not respect farms or country.*
- *Increased tax proposal for rainwater runoff and no curbside recycling.*
- *Duplex on Brakeman @86 – smaller lots rather than larger lots – failure to encourage rural character thru conservation easements, etc.*
- *Traffic needs to be regulated. Dairy Villa closing.*
- *Rural back roads – speeding vehicles has become excessive.*
- *The Leroy Township Trustees and the Road Dept. in particular. Seeley Road is totally neglected.*
- *More homes on small lots.*
- *More homes and traffic & modular homes, which should not be allowed.*
- *Learning to due without water.*
- *AMLA was missed and you did not= would have been great!*
- *Increase in property taxes. Speed and volume of traffic on 86.*
- *Not much action has been taken on the 4 Wheelers riding the roads. The lack of money has stopped road maintenance.*
- *More & more houses being built.*
- *Not being able to purchase the ALMA. Not having bigger lots – the rural feeling is fast leaving us. We could have had swimming pool, etc. if we would have purchased the ALMA.*
- *Loss of recycling pick up!*
- *The only negative I see is the water situation. There needs to be City water extended thru here. Lots of people suffer with the water shortage. We should be able to have a choice. Have it offered to those who are in need!!!*
- *Closing of some roads.*
- *Too many people moving here. We need to keep Leroy a farming community!*
- *Five points. Need a traffic light.*
- *Traffic congestion/accidents at 5 points. Need to redo the whole intersection.*
- *Increase in ATV riders (some trailering in from other places) riding on private land without permission making a mess of trails.*



- *Increase in traffic especially truck traffic. Increase in population at too fast rate.*
- *Business in out buildings being allowed to develop and flourish. Residential areas should be residential and zoning should be upheld.*
- *Rising taxes, poor snow removal, road conditions.*
- *Paved roads. Call me crazy, but wish we still had dirt roads; would cut down on traffic on roadway & speed.*
- *Higher taxes. No city service such as police or full-time fire.*
- *Nothing.*
- *Don't need it; senior center for other uses, cover up.*
- *Zoning board allowing boarding & riding stables (without dust & dirt control in areas where housing is so close).*
- *Development.*
- *Frary's needs demolished!*
- *All this nonsense with senior centers and recreation centers. We came here to live in the country and have a small farm – not for suburban amenities.*
- *No recycling anymore (door to door pickup).*
- *That there will never be any attempt to fix Hell's Hollow of Seeley Road. Upkeep of cemeteries is very poor.*
- *Additional homes being built.*
- *Hiring relatives for other Township jobs.*
- *The township roads need to be better maintained.*
- *Mr. LaTourette continues to bring up building a bridge from 84 to Vrooman Rd.*
- *Fire Department.*
- *Construction of cell towers.*
- *Do not welcome new people.*
- *Too many taverns, too much noise from motorcycles. Much more traffic on Rt. 86.*
- *Growth; population increase.*
- *In-home businesses.*
- *Lack of water and poor recreation facilities.*
- *Losing curbside recycling and beverage can collection.*
- *No city water. Leroy school needs updated for all the new houses going up. Lots of land; time to rebuild it.*
- *More Lake Co. (and other) residents using park lands/trespassing on private property.*
- *Secrecy of which Trustees put things into action! Senior center!*
- *Very high taxes – families have had to move – cannot pay high taxes. We will move soon.*
- *Housing.*
- *More homes being built on farmland.*
- *No Progress (city water) would be real nice and something to show for such high taxes.*
- *Too many homes being built.*
- *Excessive taxes.*
- *Need a food store close with lots of fruit & veggies. They don't cost much.*
- *Too many new homes and noisier.*
- *More housing developments, more talk about city water & sewers.*
- *No. High-speed connection to the internet, needed for business reasons.*
- *Too much traffic on Vrooman Rd.*
- *Builders buying land and dividing into lot sizes. Making it less rural.*
- *Drastic increase in property taxes.*
- *Just increased traffic, Rt 86.*
- *Too many developments.*
- *Growth.*
- *Water & gas have not been brought in yet. But we pay very high tax rate for little services provided.*
- *Run down homes are getting worse. No recourse for residents who start junkyards on CEI property.*
- *No recycling collection at residence.*
- *Duplex homes on Brakeman, phone towers.*
- *High taxes and little services.*
- *None to our knowledge.*
- *Too many people.*
- *Allowing people to let their property and homes appearance slip. Brings all surrounding property value down. Must be more strict.*
- *Lack of leadership – Trustees.*
- *Increased truck traffic on 86 & Vrooman. Hugh lack of speed enforcement!!!!*
- *More developed land with increased traffic and speed.*
- *Noon.*
- *Scrapping recycling service - duplex on Brakeman & 86.*

- *Farmland sold off for housing development. New people not wanting any farming. No animal smells. Tractor running.*
- *Too much growth. Taxes too high. Time to move.*
- *Rate of taxes (property) going up.*
- *Increased taxes, more neighbors, crime is up, ditches & years are seeing more litter in the road.*
- *None.*
- *Bad idea doing 40 on Vrooman between 90 & 5 points should be 45 or 50.*
- *The Township allowing the "pub" to remain open. This establishment does not good or has never been any good for the community. Please close them down.*
- *More building.*
- *Road/Fire Department deterioration of services.*
- *Not making the lot sizes larger - @2 acres to accommodate better well and septic systems.*
- *Baseball fields – better care and all streets should have speed limits marked with signs and intersection of Rt. 86 & Vrooman needs to be changed for safety.*
- *The dust by the ball field is bad, whew. The kids play ball and try to have a picnic.*
- *A few residents are against anything that will help the community. If they don't like it, move out.*
- *Too many developments are starting. Learn from Vine St. and the once quaint city of Mentor – too many developed areas. No place for cars if higher traffic. We are rural. Keep it that way. Encourage farms; large lots, etc.*
- *Loss of farms, esp. egg farmers (and I'm under 45 years of age). Leroy needs to keep its rural flavor – that is what is so attractive about us. Loss of AMLA to private residents; although I question if Leroy could afford it, it was a great facility to have available.*
- *Increased traffic. No Vrooman Road bridge.*
- *Too many new houses being built.*
- *ATV and snowmobiles.*
- *Chip and seal roads from paved roads; cell tower; no improvement in telephone service, i.e., Alltel & 298 Exch.*
- *Nothing negative, enjoy living in Leroy Twp.*
- *More houses built to close together!*
- *Metroparks – no swimming at Paine Falls – no ATV's in Hells Hollow (road only) Buying up hundreds of acres – restaurants, access "no trespassing".*
- *Ugly blocks in front of restaurant at 890 – looks awful.*
- *No change.*
- *Loss of farms and hunting grounds.*
- *Dirt Bikes/ATV trespassers.*
- *The inability to have your drainage ditch cleaned.*
- *Housing development.*
- *Elementary school too small! Increased traffic.*
- *Lack of advancement in water lines, cable lines and local phone areas.*
- *Allowing ATV and snowmobiles to trespass.*
- *Changing from 3 acres to 1.5 acres, not keeping Leroy rural!*
- *Too many housing areas being built.*
- *The destruction of the rural atmosphere with all the land that is being cleared for houses.*
- *Growing population.*
- *Too much development.*
- *Closing AMLA.*
- *Too many cars, trucks on roads like Route 86. That is just one small negative change here now from development.*
- *Too much building in Leroy – Losing "rural" atmosphere.*
- *Residential development projects.*
- *Defeat of school levy, construction of low cost homes, construction of a duplex at Brakeman & 86, rather than a rezone to commercial.*
- *North Brakeman duplex – should not be allowed!*
- *Too many cul-de-sacs. Too much development. Farmland disappearing.*
- *Too much development.*
- *Up in traffic, speeding.*
- *Too much building.*
- *No development of the area by I-90 and Vrooman.*
- *Residential development.*
- *Numerous defeats of road levy's and defeat of AMLA land acquisition. Failure to obtain AMLA property, loss of recycling.*
- *Too many new homes – losing the country atmosphere.*
- *Failure to purchase AMLA – Duplex Housing.*
- *Traffic on Vrooman Road. Vrooman Rd. needs to be relocated, can't handle more traffic.*
- *Decline in condition of Huntoon Road, less snow removal (frequency), snowmobilers and ATV's trespassing.*

- *Movement to become more “suburban” less rural/traffic on SR 86.*
- *Loss of AMLA for Twp. Loss of woods and farmland that’s been developed.*
- *Personal – limits children activities.*
- *No ice cream stand.*
- *The road repair on Autumn Dr. was poorly done.*
- *Traffic – the intersection at “5 Points” and the limited sight area at Kneffin and Proctor hill on Route 86!*
- *Not a change, but the lack of ODOT & Township to put some type o warning signs/signal/etc. at Brakeman & 86.*
- *The township roads are bad.*
- *Lack of multi-purpose trails.*
- *Lot sizes getting smaller, country fields disappearing to produce city-like homes. The country feel is quickly fading.*
- *Theft.*
- *Slow business and interchange development to bring money to Leroy. Newcomers trying to set Leroy back 30 years!*
- *How the Metoparks treat Leroy residents using the parks and roads. No enough active support or help with baseball.*
- *Ditches must be dug out for proper flow.*
- *Large increase in the number of homes and businesses using bright lights at night – can’t see the stars. Increase in noise from ATV’s. Too much development due to small lot size. Streetlights.*
- *Discontinuing curbside recycling program.*
- *Water problems during drought. This seems to be a widespread problem.*
- *None noticed, only lived here for one year.*
- *Failure to bring sanitary sewers and public water to township residents.*
- *Road repair.*
- *Partially and patching roads/grounds maintenance; i.e. on 86 cutting high grass as well as side roads.*
- *Traffic on Rt. 86.*
- *Streetlights located at all intersections.*
- *Not here long enough to form an opinion.*
- *Nothing.*
- *Non-enforcement of current zoning, noise & ATV ordinances.*
- *Traffic.*
- *Zoning regulations that are not enforced, on some residents, others are made to follow the zoning.*
- *No. Recycle pick-up. No excuse for it. Every other Township has it.*
- *No enforcement of property maintenance. Residents have junkyards and no one cares! We need more recreation activities. If not for fire dept., we’d have nothing!*
- *Would like to see boy’s hardball played in Leroy. We were told it wasn’t allowed.*
- *Too many houses being built.*
- *Not developing I-90. Terminating curbside recycling.*
- *Unscreened home-based businesses, ATV damage to property.*
- *Brakeman Rd. duplex – ughh!!!.*
- *Crime increase and less protection.*
- *Loss of farmlands.*
- *I spend time and money to have govt. increase my value, hence increase my taxes. High property taxes outside of my control.*
- *Taxes raised too much, especially for not having sidewalks or streetlights or sewers and things like that.*
- *More traffic/ more noise/ more housing/ fewer trees.*
- *More neighbors.*
- *Too much development.*
- *Too many cinders used o the road during the winter. Plowing is plenty – unless it’s icy. We still have cinders on our roads. It makes a mess in the winter and is dangerous to the kids in the spring and summer.*
- *Leroy is country – don’t need the city scene.*
- *Increased building/development.*
- *Many large farms being sold for development.*
- *Excessive building – Homes being built do not fit rural*
- *Too much development.*
- *Over the years, I saw a decline in road maintenance of Valentine Rd. Our road is a disaster now! Finish it. Make it as nice as the other streets!*
- *Failure to improve all roads equally – all gravel roads should be blacktopped surfaced.*
- *Too many horses and increased traffic and noise. Airplane fly over in evenings from local residents.*
- *Taxes. Land that should have been bought up at County or Twp. for recreation and facilities of government.*
- *Residents don’t listen to explanations given to them at Trustee meetings. They just want to bitch and not listen to compromise.*
- *Cell towers – spoil rural character of area. We like Leroy being rural. Mecca Mentor only few miles away.*

- *Low quality house construction.*
- *Change from farming to residential.*
- *Increase of traffic at 5 Points.*
- *Lack of commercial tax base.*
- *Closing Hells Hollow – The park taking land and not keeping it up. Also CEI letting property overgrow.*
- *Intermittent access to cable, long distance phone to 254 exchange not changed.*
- *Subdivisions; large increase in property taxes.*
- *Development. It needs to stay rural (country).*
- *Too many people moving here who just want to make noise – ATV, guns, snowmobiles.*
- *Huge growth of housing.*
- *Stricter zoning, lot size made smaller, taxes rising, too many new homes for our water.*
- *ATV and horse trespassing, fire arms being discharged with no concern to keeping the projectile on the shooters property, the woods of a neighbor is not a proper backstop for bullets.*
- *Contractors wanting to decrease the lot size so more development can occur. If I wanted to live in Mentor, I would, and they have city water.*
- *Excessive development and habitat destruction in Concord Twp. and start of this in Leroy Twp.*
- *Overcrowding at all schools in district. Traffic congestion at 86/Vrooman.*
- *High taxes/ can't patch the holes on Callow/no water, sewers, cable, etc.*
- *Our taxes for one year are what the purchase price of the land was when we moved here. We do not fix up our residence because we can't afford more taxes.*
- *Most neighbors want nothing to do with you even though they have children that could play with yours – increase in junkyards.*
- *Cell phone towers, higher property taxes.*
- *Lack of water/sewer line expansion.*
- *No workers maintaining the roads. Too busy at cemetery.*
- *None so far.*
- *Businesses operating in areas zoned residential (increasing!). Residents not maintaining property, in fact! Illegally storing and dumping junk vehicles, etc. Neither being addressed by zoning board.*
- *Many people move out from the city and expect city conveniences.*
- *Development and overcrowding of Painesville Twp. schools.*
- *Duplex-type housing being currently built on Brakeman Rd. spec homes on Rt. 86 all same type of construction.*
- *Osborne buying up land. Neighborhoods with associations that want to dictate what and how you can live.*
- *Build up and reduction of open space.*
- *Reduction of open space.*
- *Variance zoning – it looks awful!!!*
- *The trustees not taking action so they work for all the people not just one – took the action to help stop electric outages – let people with money control them.*
- *The first duplex built on Brakeman (north of route 86).*
- *Road levy does not pass.*
- *I haven't noticed any – Really things seem to be the same.*
- *None.*
- *None.*
- *Cutting down trees on Valentine Road making it wide as 90 – Why?*
- *Growth and a different kind of person or people (not as friendly) are moving in.*
- *Loss of curbside recycling; eyesore where Frary's Restaurant is located; increased traffic at five points. Makes intersection dangerous. Vrooman Road flooding a problem.*
- *Paving township roads*
- *Lack of more development - more businesses again like Capp's restaurant, lack of city water.*
- *None*
- *The rural atmosphere is being destroyed by too many home replacing the farms that went to be homes*
- *Development*
- *To allow mouthy residents try to make it a city – argue over petty things with politics.*
- *Poor road maint.*
- *No negative changes*
- *Messy years not cleaned up- junky houses not condemned*
- *Road care levy failure*
- *Too many home business out here that are not legal. Zone home businesses and collect the taxes or shut them down; time to clean the township up properly.*
- *The total disruption of peace and quiet by four wheelers etc, the destruction of property and killing livestock as a result*

- *ATV 4 wheeling is out of control ruining private and possibly public areas; drive on roads! Yikes!*
- *Junk in yards, cars, etc. Poor upkeep of some homes.*
- *New homes too close to one another*
- *Don't really like "trailer" type homes.*
- *Non passage of road levy*
- *none*
- *The closing of Hells Hollow (Leroy center rd)*
- *Township officials too controlling*
- *Inappropriate decisions regarding when to snow plow and not; paving Lester Dr. (I'm not sure others need it too), The process now (last time) was awful!*
- *Semi trucks on Rt 86 – loss of rural feeling – too many new homes – small lot frontages – ATV's, snowmobiles, and illegal fireworks*
- *People running their four wheelers and snow mobiles at all hours of the night and day. How about some kind of noise curfew.*
- *Township not enforcing cleaning up clutter on people's property; it degrades the neighborhood*
- *Farmers and others splitting and selling off property into smaller lots.*
- *Lack of zoning allow only quality constructed homes; need a noise ordinance i.e.: Capps*
- *Increase traffic*
- *Live in residential area, zoning allowed body shop to open next door. Have no privacy complained but nobody does anything*
- *Development, lets keep Leroy green.*
- *Speeding cars on side roads and dirt roads – dangerous!!*
- *Development*
- *The township does not enforce zoning regulations particularly allowing commercial in residential*
- *None*
- *Trustees trying to implement changes that raise our "already out of sight taxes".*
- *Duplex on N. Brakeman Rd.*
- *Bad roads/ eyesores at 90 & Vrooman & 86 & Kniffen*
- *Fire department putting a one way road on Celzic was very inconvenient. Had to have to go all the way around when you have multiple kids playing ball.*
- *Increase in housing developments*
- *Bad decisions by Township Trustees, bad road maintenance, lousy planning for township*
- *Fix the parking at little store so you can cross 86 at the corner.*
- *n/a (9 responses)*

## A.4 The case for access management

John L. Heilman, P.E.  
Technical Services Manager  
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*Back in the early 1980's, Doug Porter, of the Urban Land Institute, was quoted as saying: "I have seen the future, and it doesn't work!" Well, we are now more than 10 years into that future, and I would submit that, as regards our attempts to preserve a functioning arterial street system, the future hasn't gotten a lot brighter!*

*I HAVE ONE CENTRAL THEME: In dealing with the problem of eliminating, or more importantly, preventing traffic congestion, access management must be a major part of the solution. In terms of the provision of access between private property and the public roadway system, we have several decades of convincing first-hand evidence that, with very few exceptions, "business as usual" hasn't worked in the past, it isn't working now, and it won't work in the future.*

*NOW FOR A DEFINITION: Access management is a formal, structured program to coordinate and maintain the safe and efficient use of the arterial street system, while providing necessary vehicular access to adjacent lands. I am talking about access to major public streets, from intersecting streets, and, equally importantly, from private driveways. This includes:*

- \* frequency, spacing, and design of private driveways serving all types of land uses*
- \* left and right turn lanes and acceleration lanes*
- \* frequency and location of cross streets*
- \* frequency and location of traffic signals*
- \* possible use of median barriers to control left turns*
- \* safety issues - stopping sight distances and corner clearances*

*Access management differs from past practices primarily in that it looks at land access and development from a planned, long range, system-wide approach, rather than in a case-by-case, piecemeal fashion. It recognizes that narrowly focused, parcel-by-parcel access decisions made in the early stages of corridor development can and will make it difficult or impossible to preserve roadway capacity and functional integrity as the corridor becomes fully developed.*

*Every urban area has examples of failed or non-existent access management. In the Cincinnati area, I only have to mention Beechmont Avenue, or Colerain Avenue, and people immediately know what I'm talking about. [Or US 23 North in Columbus, or the Airport Highway in Toledo, or North Dixie in Dayton.] If it's an arterial street, and you're spending a lot more time on it than you should at 5:00 every afternoon, that is a result of a lack of access management.*

*Now, I believe that two failures over the years have lead us to the mess we're in:*

*First, land use and transportation planning linkages are missing. Local governments make decisions regarding land use, zoning, and density issues without adequate regard for the ability of the roadway to accommodate these uses. Simultaneously, highway agencies (because they don't want to appear obstructionist or anti-growth) frequently grant driveway permits without adequate concern for the impact on the capacity or safety of the roadway, or for the total volume of traffic that the road will eventually be expected to carry.*

*The second failure is that a hierarchy of roadway functions involving mobility and access has not been preserved. Below freeways and expressways, in far too many cases, every road is called upon to serve every purpose -- THIS WILL NOT WORK! Arterial streets must primarily move traffic, with land access provided primarily from collectors and local streets. We already recognize the importance of access management, by prohibiting private access to freeways -- absolutely none! But then we fail to follow through to other levels in the roadway hierarchy (that is, arterials and collectors).*

*Intuitively, the failure of our present system should be evident to anyone who has driven on a busy street lined with commercial strip development and uncontrolled driveway access. We have all found ourselves stopped behind a left turning vehicle which is waiting for a gap in opposing traffic, or slowing down to avoid a car turning in front of us from a driveway, or getting the green light at one intersection, only to see the next signal go to yellow just as we get up to speed. All of these are reflections of poor access management, and while each one only delays us a few seconds or a minute, the collective delay for all motorists and all intersections can be incredible. Time spent idling at red lights, or in stop-and-go traffic, also causes unnecessary air pollution and fuel*

consumption. One national study concluded that, in street networks with poorly timed and poorly spaced signals, 40% of all fuel consumption was attributable to vehicles stopped and idling at traffic signals!).

Frequent and poorly spaced traffic signals can reduce roadway capacity by over 50 percent! On a major surface street with good access management and infrequent signalized intersections, a 12-foot lane of pavement can carry something on the order of 1000 vehicles per hour. But that same 12 feet of pavement, on a busy arterial street with too many signals and access points, and no signal progression, may only accommodate 500 vehicles per hour, or even less!

Access management is also a safety issue -- 50-60% of accidents are access related. These include all left turn and right angle accidents, and most rear end accidents. In Colorado, this translates to some 45,000 accidents per year, involving 22,000 injuries and nearly 200 fatalities. Albuquerque, New Mexico had 22,000 traffic accidents per year during the late 1980's. Over 60% of these occurred at intersections, or were intersection-related. A 1992 study by the Insurance Institute for Highway Safety found that 58% of urban area accidents occurred at or near intersections.

Governments at all levels have a right and, more importantly, an obligation to preserve and protect the functional integrity of the roadway system. All too often in the past, and still today, governments have attempted to be accommodating to private development by granting access almost without question. This is short-sighted and, in the long run, harmful not only to the general public, but also to the very private development interests we thought we were supporting. Governments at all levels must be convinced that there is a legitimate way to preserve capacity of streets and highways, without harming private development, and that those units of government are responsible for implementing and enforcing it.

It is right for governments to try to be responsive to their constituents. But in the case of managing our roadway system, we must remember that, along our major arterial streets, motorists, not adjacent landowners, are the principal "constituents" of that public roadway system. It is not a goal of access management to place unreasonable demands on developers and property owners. It is, rather, to ensure that the provision of vehicular access to private property does not unduly interfere with the safety and welfare of those using the public roadways.

Now, admittedly, the impact of a small number of individual access points, especially residential driveways in semi-rural areas, with low present traffic volumes, is minimal. But, at some point, a permit request will be for a commercial use, not a residential use. And the very fact that access permits are being requested is a potential warning sign that the corridor may not remain semi-rural forever, and traffic volumes may not remain low forever. Just about every major urban arterial in the Greater Cincinnati area was once a two-lane rural highway passing through agricultural areas and small crossroads towns. Think about this for a minute. Long before we had suburbs and urbanized townships as we know them today, we had two-lane state and federal highways passing through open countryside. And now that those highways are busy urban streets, the access points permitted long ago remain to haunt us as we try to solve today's congestion problems.

Every access point contributes to the deterioration of the system, and these impacts increase geometrically over time, as both traffic volumes and number of access points increase. And after the problem is evident, it is too late to try to fix it!

Access management must, therefore, be anticipatory of new growth, not reactive to it. It is far better to overzealously apply its principles to two or three "growth" corridors, which, as it turns out, do not grow, than to refrain from applying them to one supposedly "forever rural" corridor, which turns out to be the next "development hot spot" in the region.

Access management is not anti-growth. On the contrary, by maintaining higher travel speeds on arterial streets, access management supports more vital commercial development, rather than impedes it, because market areas will be larger. Consider this example: If average travel speed in a street network is 21 miles per hour, anyone within a 7-mile radius will be within 20 minutes of any given destination (say, for example, a restaurant). If, because of aggressive access management, average speeds are 30 miles per hour, the same 20 minute travel time captures an area of 10 miles radius, fully twice as large! At worst, motorists must endure a bit more circuitry of travel in the vicinity of an origin or destination (that is, by using a frontage road or a side street), but this will be more than offset by reduced travel time throughout the remainder of the trip.

Also, the notion of the job-creating value of new growth, at least retail growth, is, in my view, considerably exaggerated. Building a new grocery store will not increase the total areawide demand for bread by a single loaf -- it will simply change the place where the bread is bought. Jobs created at the new store are offset by jobs lost at other stores, which lose business to the new one. [Home Quarters moves in - Central Hardware moves out; Auto Zone opens up - Auto Source closes down - think of your own examples]

*Now, regarding implementation of access management by units of government, current language in the Ohio Revised Code allows too much room for lax enforcement at the State level, and many local officials feel they are inadequately empowered at the county, township, and municipal levels. None-the-less, there are ways to implement access management principles and regulations in Ohio, even under current state laws.*

*Implementation options include the following:*

*First, specific and detailed access management requirements can be integrated into local subdivision regulations. This will address all developments covered by the sub regs, but not other developments, including minor lot splits and development of large individual parcels.*

*Second, general authority to administer access management regulations can be vested in an official within the jurisdiction (for example, the county engineer, or city public works director). This would be done under the general authority of police powers, which enable jurisdictions to enact and enforce regulations for the health, safety, and welfare of the general public. Traffic control regulations and devices are clearly accepted as a valid exercise of the police power, and access management is nothing more or less than another tool to manage traffic for the safety and well being of the general public.*

*Third, corridor-specific access management plans, specifically identifying individual land parcels and locating, either generally or specifically, acceptable locations for future access points, can be a very effective way to implement access management.*

*And finally, even if these formal mechanisms are not available, direct negotiation with owners and developers on a case by case basis can be quite effective, if the merits and long term benefits of the program (to the developer and his clients/customers, as well as to the general public) are presented convincingly, and if the program is applied uniformly and consistently to other similar developments.*

*Now, a couple of notes before I close:*

*First, any access management program must include a provision that any substantial change of land use (either type or intensity) will render existing access permits null and void. New access will need to be established in accordance with the access management program requirements.*

*And second, it is important to be aggressive in trying to limit minor lot splits (and associated requests for access) along major roadway corridors as much as possible. One way to do this is to develop and adopt corridor plans, which specify how access will be provided to all parcels of record as of the date of adoption of the plan. Access to any parcels created after plan adoption would need to be provided by the owner through linkages to the plan-specified access points.*

*Wrap-up:*

*So, I guess it's evident by now that I have strong feelings about this subject. The reason for this is that, as I have studied our urban and suburban traffic congestion problems over many years, I have come to a disturbing and frustrating conclusion. That is, that by and large, and in spite of literally several decades of failure, far too many units of government are still dealing with issues of private access to the public roadway network in a short-sighted, piecemeal, and case-by-case manner. As I said at the outset, this has not worked in the past, and it will not work in the future. And the frustrating thing about this is that we don't need to continue doing business this way -- there is a better option available. That option is access management. I certainly can't claim to have invented the concept, but I have discovered it, so to speak, and I feel strongly that it must be taken more seriously by all levels of government. This is essential if we are to have any chance of avoiding more crippling traffic gridlock in the years to come.*

*It has often been said in the planning profession that "failure to plan is planning to fail", and that is precisely what I am talking about here. If the principles of access management are used as a guide to planning and design of access points along a developing corridor, adequate access to property can be provided, and the capacity of the roadway can be maintained, at a relatively low cost. If, however, the construction of access points occurs at random, with little thought given to proper spacing, design, or long-term impacts, it will be very costly, and perhaps impossible, to correct the situation once development along the corridor is complete.*

*Thank you for your attention. I would be happy to address any comments or questions.*



## A.5 The need for new models of rural zoning

Joel Russell  
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It is a familiar scene at planning board meetings around the country. An "out-of-town developer" presents a plan to build 49 houses (or 249 condominiums) on a beautiful farm miles away from any village or town center. The small town's volunteer board doesn't like it. The developer says, "Look, your zoning calls for two-acre lots, and the average lot size in this subdivision is actually 2.8 acres. What more can you want?" Board members look down and think to themselves, "We want you to go away and leave us alone."

The board does not know what to do. Finally, one member rescues the others by saying, "We need more information about the effects on the water table and traffic and the school system." They send the developer away to bring them more paperwork when they would really prefer just to send him away. The process cranks on, with the developer pushing the board and the board stalling. Often litigation results. The only winners are the lawyers and consultants.

Twenty or 30 years ago, developers largely got what they wanted—quickly—from boards that viewed development as progress, adding jobs and tax ratables to their communities. But the developments approved in the 1960s and 1970s have generated traffic congestion, altered community character, and added more costs in municipal services than they brought in through increased tax revenues. Progress has resulted in higher taxes and a deteriorating quality of life in many places.

The new residents are among the most vociferous about controlling any more development. They want to keep what remains of the bucolic character of their communities, and they have begun to sit on the boards that make decisions about development. Would-be developers say these residents want to pull up the drawbridge now that they have their little piece of the country. The residents say they want to protect the rural character of their communities from the depredations of developers who would ruin their idyllic paradise.

This issue of Zoning News explains how current zoning laws are largely responsible for these development wars and looks at how they might be changed to produce results that are more appropriate for rural communities.

### Failure in the Rural Context

The standoff between development and preservation is based on a massive failure of local communities to regulate land use effectively. Planning boards are usually helpless against developers when they apply local zoning laws and subdivision regulations because these regulations essentially give the developers the right, if not the mandate, to turn the countryside into a sprawling suburb. Legally, planning boards do not have the prerogative to reject projects simply because they are inappropriate for the community. A developer who complies with the letter and spirit of the zoning law and other applicable regulations has a right to develop.

Planning boards have, however, become very adept at stalling developers procedurally by constantly demanding more information. They have learned to say "not yet" or "not until you answer 45 more questions," until the developer wishes they had just said no to begin with. A better system would allow planning boards to "just say no" to projects that do not belong in the countryside.

The problem lies with regulations that prescribe wall-to-wall suburban development. If you follow a recipe for beef stew, you will not end up with chocolate cake. The standard zoning laws and subdivision regulations are a recipe for suburbanization. They produce large-scale, monotonous residential subdivisions that obliterate the rural landscape, punctuated by sterile shopping malls and office parks, all connected by a massive network of pavement with immense parking lots.

This is not surprising. When most zoning laws were adopted, any kind of development was viewed as desirable, and its consequences had not hit home. These laws were copied from those used as blueprints for places like Levittown. Their purpose is to encourage a standardized form of development as quickly and efficiently as possible, treating all land as identical. If there is unusual topography, vegetation, wetlands, or whatever, a bulldozer (or blasting) can solve

the problem. Old-fashioned hamlet centers and villages, with their quaint mix of uses and postage stamp lots, give communities a center and a unique sense of place, yet they are illegal under most zoning laws, even though many master plans for these same communities enshrine the village center as the place to concentrate development.

Many towns passed one-acre single-use residential zoning on the theory that one acre is about as much land as anyone needs for a house. That may be so, but one-acre zoning, as conventionally practiced, also means that every acre in town will eventually be developed in the familiar uniform cookie-cutter pattern. In an attempt to preserve rural character, towns have resorted to two-, three-, four-, and five-acre zoning. As a result, more land gets bulldozed and more road must be built for each house, people have more yard than they know what to do with, and land and house prices go through the roof. Large-lot zoning has done little or nothing to preserve the land because it has occurred in the conventional zoning context: uniform development of the entire landscape.

Zoning became the preeminent land-use technique in the 1920s through the efforts of Commerce Secretary Herbert Hoover; it is probably his most lasting legacy. Designed originally to standardize development in cities, it has had its greatest impact in the development of suburbs and exurban sprawl, resulting in the familiar pattern of extensive, uniform residential subdivisions, and shopping strips. Another hallmark of zoning, strict separation of different uses, may have had some historical relevance to cities and suburbs, where it is important to avoid putting tanneries next to apartment houses. In the rural context, however, it is a stifling restraint on people's traditional freedom to do what they want on their land.

What is important in rural areas is not the use category but the scale and the impact of the use on the surrounding area. Almost any activity that can fit into a garage or barn can be carried on in a way that has little impact on the neighbors, especially if the nearest neighbor is a quarter of a mile away. And it is far better to have these small businesses and industries scattered around the countryside than concentrated in the expensive and ugly commercial strips and of office/industrial parks that have degraded formerly scenic roads.

It is slowly dawning on transplanted urbanites and suburbanites that the initial resistance felt by long-time rural residents toward conventional zoning may be well-founded. Zoning is a "big-city" concept that must be turned upside down if it is to serve rural areas. A quiet revolution in zoning is beginning to occur, thanks largely to some original thinking by creative local residents who resist the conventional wisdom propounded by their engineering, legal, and planning consultants.

As conventionally practiced, zoning is inappropriate to the needs of rural and semirural communities. Their master plans, advisory documents that do not have the force of law in most states, usually contradict the zoning blueprint. They typically call for focusing limited growth in existing population centers, keeping commercial growth downtown, and maintaining the rural undeveloped character of the countryside. The zoning laws, which are binding on developers and planning boards, mandate the wholesale conversion of the countryside to residential subdivisions and prescribe strip commercial development along major roadways, outside downtowns.

The contradiction between the master plan and zoning law seems to go almost entirely unnoticed. Maybe this is because people don't read the master plan (usually written in planning jargon) or the zoning ordinance (usually written in indecipherable legalese), or because people view a master plan the way they view ideal human virtue: much to be desired but basically unattainable. Another explanation is that town boards fear litigation from developers if they explicitly limit large-scale development in the countryside, as many master plans recommend.

Master plans articulate the community's goals. Zoning laws apply these goals to the sometimes conflicting claims of private property rights. This explains why master plans say agricultural land should be preserved while zoning laws prescribe cookie-cutter development. Elected officials do not want to confiscate a farmer's retirement fund but sometimes are unaware that land value can be maintained without prescribing wholesale development of the countryside. As a result, the farmer sells to a developer, and the scene described at the beginning of this article ensues. Are there other ways to regulate and use land so that the countryside's rural, agricultural, and natural character can be maintained without confiscatory regulation? Is costly public land acquisition the only alternative?

## The Takings Challenge

In a 1989 law review article, "Law and a New Land Ethic" (74 Minnesota Law Review 339), John Humbach traces the evolution in our nation's values from frontier days to the emerging consensus that we are stewards and caretakers of an ecologically fragile planet. He shows how earlier legal doctrines evolved to encourage private exploitation of nature by sanctifying property rights and how they have been modified in recent years to foster protection of the environment.

The emergence of the property rights movement shows that frontier values persist, resulting in a cultural war between defenders of property rights and those who embrace the new land ethic. Many battles have been fought over the takings issue. Until recently, it was difficult to prove a taking without showing either that a land-use regulation does not serve a valid public purpose (preservation of farmland or environmental resources are considered valid public purposes in most states) or that it deprives the owner of any economically viable use of the property.

Recent U.S. Supreme Court decisions have muddied the waters somewhat with regard to takings but do not significantly affect well-designed land-use regulations that protect the rural countryside. However, it is important to note that proposed state takings compensation legislation would be a serious setback for any attempt to write the new land ethic into law.

In general, if a rural landowner can derive a reasonable return from farming a large parcel or from selling it for a single homesite, a zoning law precluding more intensive development will be constitutional. And even if such a law is found to deprive the owner of any economically viable use of the property, the problem may be cured by a minor variance (such as allowing the construction of two or three houses instead of only one), rather than allowing full-scale development of the entire parcel. McHenry County, Illinois, near Chicago, successfully defended a court challenge to a zoning law that put its best farmland into 160-acre zoning because 160 acres was a rational lot size to protect farming from residential intrusion. [Editor's note: The county later switched to 40-acre zoning ("Illinois County Shrinks Ag-lot Size," December 1994).] The New Hampshire Supreme Court recently upheld 50-acre zoning for the preservation of economically harvestable forest land, and San Luis Obispo County, California, has maintained 640-acre zoning for some of its ranching areas. Sliding-scale zoning, in which larger tracts of land are allowed much lower development density than small tracts, is another technique for keeping rural densities low. Originally devised in rural Pennsylvania, it is gaining wider acceptance.

In most states, very low-density rural zoning is defensible if it is linked to the preservation of economically viable farming, ranching, or forestry resources. When these are located on the urban fringe or in a high-growth area, such zoning is more likely to be vulnerable to constitutional challenge. As long as states do not pass takings legislation, the door remains open to test the fairness and political feasibility of innovative zoning reforms.

In addition to the takings issue, one common objection to low-density zoning in rural areas is that it may be considered exclusionary. Massachusetts courts have struck down rural zoning using lot sizes exceeding three or four acres, not because it is a taking, but because of its allegedly exclusionary effects. This concept usually involves the municipality as a whole, where little or no provision is made to accommodate people of low and moderate income. In most states, as long as appropriate portions of a town are zoned for small lots and multifamily development, the town's zoning will not be considered exclusionary, no matter how little development is permitted in the most rural areas.

Zoning truly adapted to rural regions would solve affordability problems. It would permit inexpensive employee and family housing and some multifamily dwellings on large properties. It would also allow for the creation of small lots and apartments, as long as overall density guidelines are followed. Higher-density multifamily housing could be permitted in areas where such housing would not negatively affect neighbors or the environment. Allowing small-scale businesses to operate in the countryside would make it possible for people to afford to live in these areas because they could earn their living on their home property. By channeling most development to more intensive mixed-use settlements, true rural zoning would reduce the per unit cost of housing. In addition, if it could allow families to survive with only one car, it would in effect increase their incomes by \$4,000 to \$6,000 per year.

## New Generation of Rural Zoning Laws

Many towns have realized that their current zoning laws are not working, but most proposed solutions do not get to the heart of the problem. Instead of drastically reducing rural densities, these revisions merely increase minimum lot sizes to two to five acres. Sometimes they become more restrictive than ever with respect to nonresidential uses, leaving rural landowners with no economic use besides residential subdivision. They also tend to prevent new development in hamlets and villages, where mixed-use growth should be encouraged, by restricting commercial use and requiring lots much larger than those that give the village its distinctive character.

Other changes offer more hope. These include much lower overall densities in rural areas, smaller minimum lot sizes, increased use of clustering, designation of preservation overlay zones where protective regulations apply, and hamlet or village zoning that allows higher density and mixed uses in a traditional configuration, regulated by design standards.

Local lawmakers often assume that the U.S. Constitution safeguards all of a landowner's development rights. Because the constitution actually protects only the right to an economically viable use, zoning can also take away most of the valuable development rights it confers. Limiting environmentally sensitive rural land to one house per 100 acres or allowing residential construction only by special permit or variance may be legal in some very rural areas. Such restrictions may still seem unfair, but the outer limits on land-use regulation then become ethical and political issues, not legal ones. Moreover, restrictive zoning sometimes increases property values. In the fox-hunting country around Millbrook, New York, many landowners have used voluntary conservation easements to restrict their land to 50 acres per residence. Their property values have risen to the highest levels in rural Dutchess County.

If the scope of nonresidential uses in the countryside is expanded, with limitations on size and impact, then landowners can have economically attractive alternatives to large-scale residential development. Fair solutions can be crafted, involving more flexibility, carefully sited low-density development, cluster development, and the construction of mixed-use traditional villages. These will not occur, however, if the developer's path of least resistance and highest profit remains conventional suburban subdivision and strip commercial development. The place to start is with zoning ordinances that practice what rural master plans preach: preservation of the countryside and development of villages. Unless the new generation of rural zoning laws abandons the suburban models that have been used previously, we will only get large-lot exurban supersprawl, not a settlement pattern that meets the needs of rural communities. It is important, however, to differentiate between communities on the urban fringe that view themselves as rural but face intense development pressure and those that truly are nonmetropolitan.

Rural zoning solutions should be tailored to the market dynamics of each municipality. The types of solutions that are appropriate will differ significantly based on development pressure and other market conditions. It is far more difficult to maintain rural character where development pressure is intense. Keeping a place a sleepy small town surrounded by undeveloped countryside may not be an option. The more realistic choice may be between suburban development in a sprawl pattern or in compact settlements that maintain significant amounts of open country.

## Applying the New Urbanism

One of the most hopeful changes in planning practice for rural areas is the increasing acceptance of what has been called neotraditional planning or the new urbanism. The word urbanism may seem misleading in connection with rural planning, but new urbanist planners are really designing traditional compact towns, villages, and city neighborhoods that can work in either setting. These places are friendly to pedestrians and make it possible to walk to shops, schools, jobs, parks, and entertainment. They reduce dependency on the automobile and allow some families to have only one car. They may be dense enough to make public transportation viable. This type of development is needed if rural landscapes are to be preserved and the classic rural settlement pattern maintained. People will want to live in such villages only if they are attractive and convenient and offer a sense of community.

Until recently, this notion seemed out of the question to most planners, developers, and real estate financiers. The dominant belief has been that suburban sprawl and commercial strip development are inevitable because people want to be able to live on large lots in residential subdivisions and drive their cars everywhere. An increasingly influential group of planners, architects, and political leaders is challenging these assumptions. Evidence of the acceptance of neotraditional development is mounting with its endorsement by Consumer Reports and favorable articles in Newsweek and other popular publications.

As this approach gains political and market acceptance, it may hold one of the keys to protecting rural areas. It faces formidable political obstacles, however, because it normally requires both downzoning of areas that are to remain rural and upzoning of designated settlement centers (both typically opposed by residents). The first large-scale successes of this model have been on large tracts of land held in single ownership, where the development rights on the open space land can be efficiently transferred to the village center. Almost all new urbanist developments have been approved through a planned unit development provision or other special district, rather than by following an existing zoning code. I have begun incorporating new urbanist principles as an integral element of the zoning codes I write so that neotraditional development does not need to go through a long and arduous special approval process.