

MASTER PLAN RECOMMENDATIONS

for the

BAINBRIDGE ROAD WEST AREA

Prepared by: The City of Solon Planning Department
Robert S. Frankland, AICP, Director
(November 2002)

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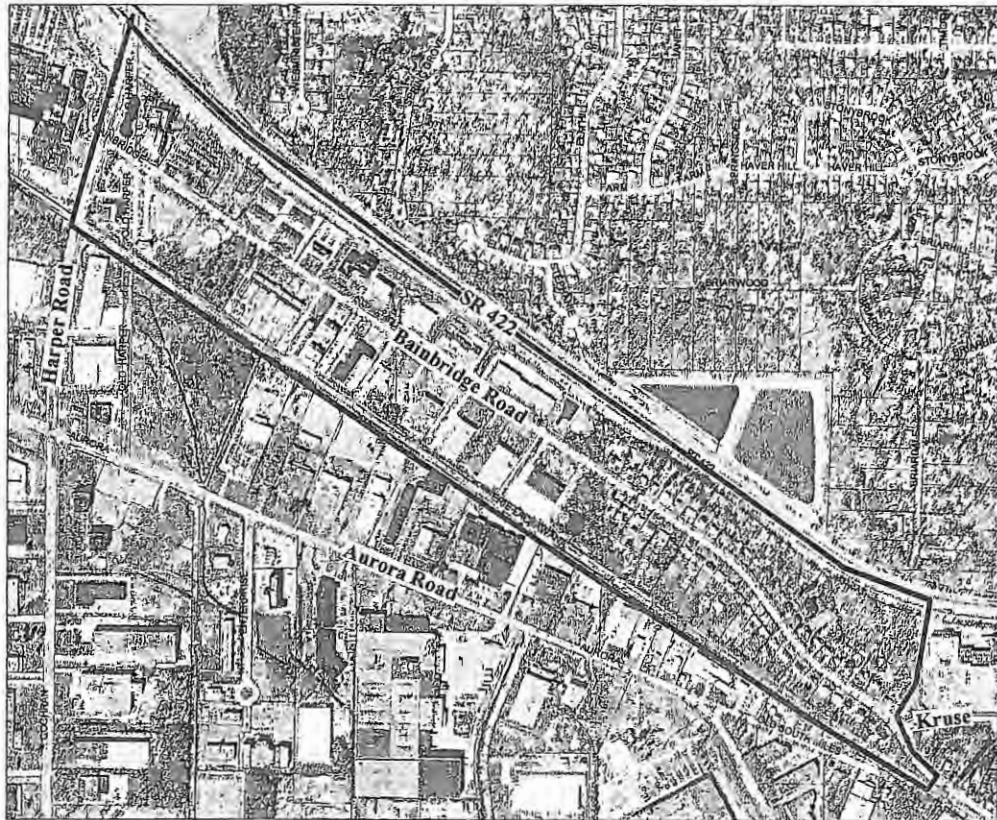
INTRODUCTION

This report constitutes a “fast tracked” portion of the City of Solon Master Plan. The study was conducted at the request of City Council, and with the input of the Solon Master Plan Citizen’s Committee, in order to address potential development issues in the Bainbridge Road West area. *A summary of the findings and conclusions of the report can be found on pages 13 - 14.*

STUDY AREA DESCRIPTION

The Bainbridge Road West study examines properties along Bainbridge Road in the area that is bounded as follows: on the north by SR422; on the south by the Erie Lackawanna Railroad right of way; on the west by Harper Road; and on the east by the intersections of Kruse Drive and the Erie Lackawanna railroad right of way with Bainbridge Road (See Map “A”, below).

MAP “A” - STUDY AREA



SURVEY OF EXISTING CONDITIONS

Physical Characteristics

The study area is comprised of 97 properties, totaling 130.59 acres. Access to the properties is provided by Bainbridge Road, a minor two lane arterial street with a right of way width of sixty (60) feet and an average pavement width of approximately 25 feet.

The properties that front on Bainbridge Road are moderately shallow in depth, being constricted on the north by the SR 422 right of way line and on the south by the Erie Lackawanna Railroad right of way. Residentially zoned lots in the area average approximately one hundred three (103) feet in width and three hundred fifteen (315) feet in depth. The average residential lot comprises approximately 32,445 sq. ft, or $\frac{3}{4}$ of an acre.

Office/industrial zoned lots in the area average approximately one hundred seventy one (171) feet in width and four hundred and seventy six (476) feet in depth. The average office/industrial residential lot comprises approximately 81,396 sq. ft, or 1.86 acres.

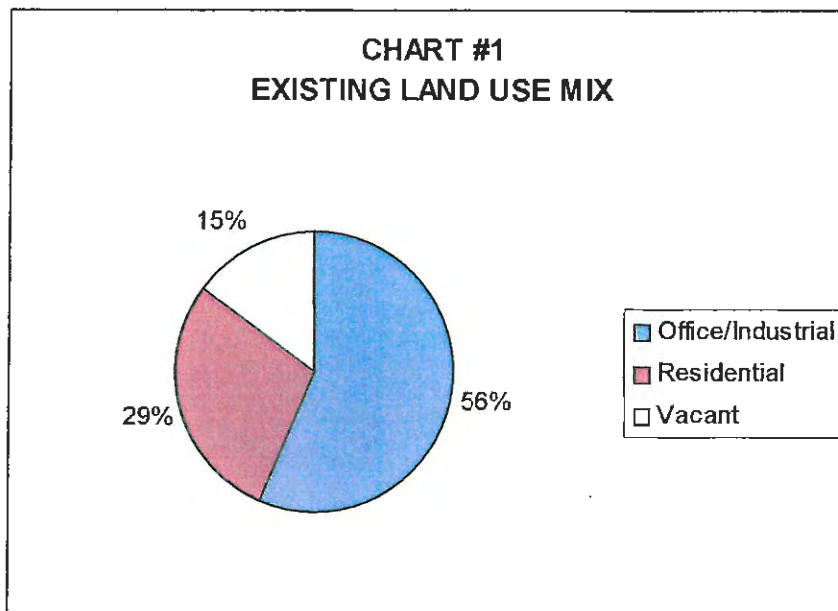
TABLE #1 – Summary of Physical Characteristics

| | |
|---------------------------------------|-----------|
| Number of Properties..... | 97 |
| Total Acreage | 130.59 Ac |
| Avg. Residential Lot Width..... | 103 ft |
| Avg. Residential Lot Depth..... | 315 ft |
| Avg. Residential Lot Acreage..... | .75Ac |
| Avg. Office/Industrial Lot Width..... | 171 ft |
| Avg. Office/Industrial Lot Depth..... | 476 ft |
| Avg. Office/Industrial Lot Depth..... | 1.86 Ac |

Existing Land Use

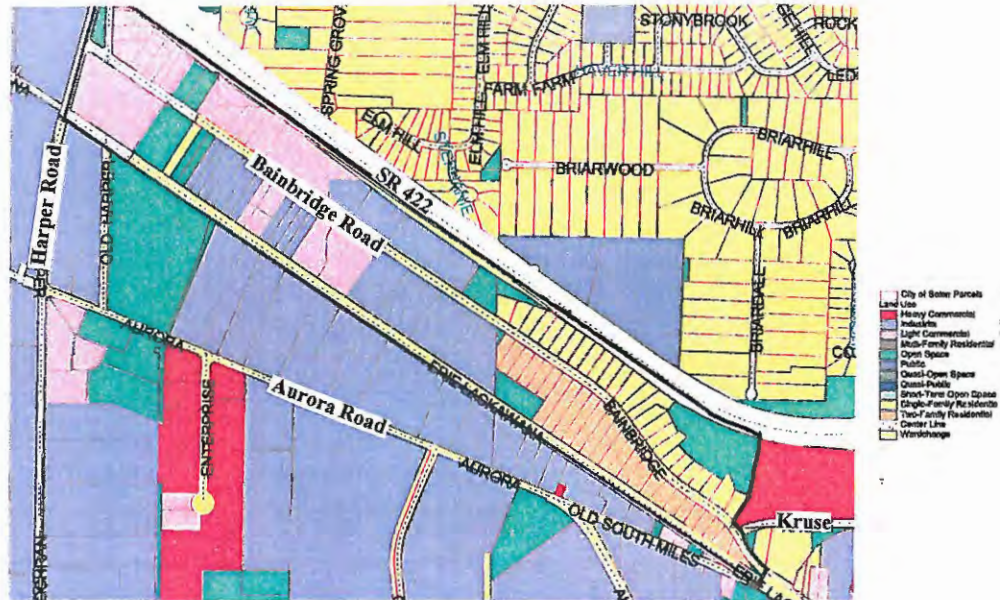
The predominant land use types within the area include “residential”, “office (light commercial)”, and “light industrial” (see “Map B” and “Chart #1” - below). The industrial/office uses are located along the western portion of the study area and include 23 structures. These uses occupy approximately 72 acres, or 56% the total used land within the area.

The residential uses are located along the eastern portion of the study area and include 51 structures (26 single family homes and 25 two family homes). These uses occupy approximately 38 acres, or 29% of total used land within the study area.



There are ten (10) vacant properties within the area comprising approximately 20 acres, or 15% of total land area. Approximately half of the vacant properties are zoned for residential use and half are zoned for office/industrial use.

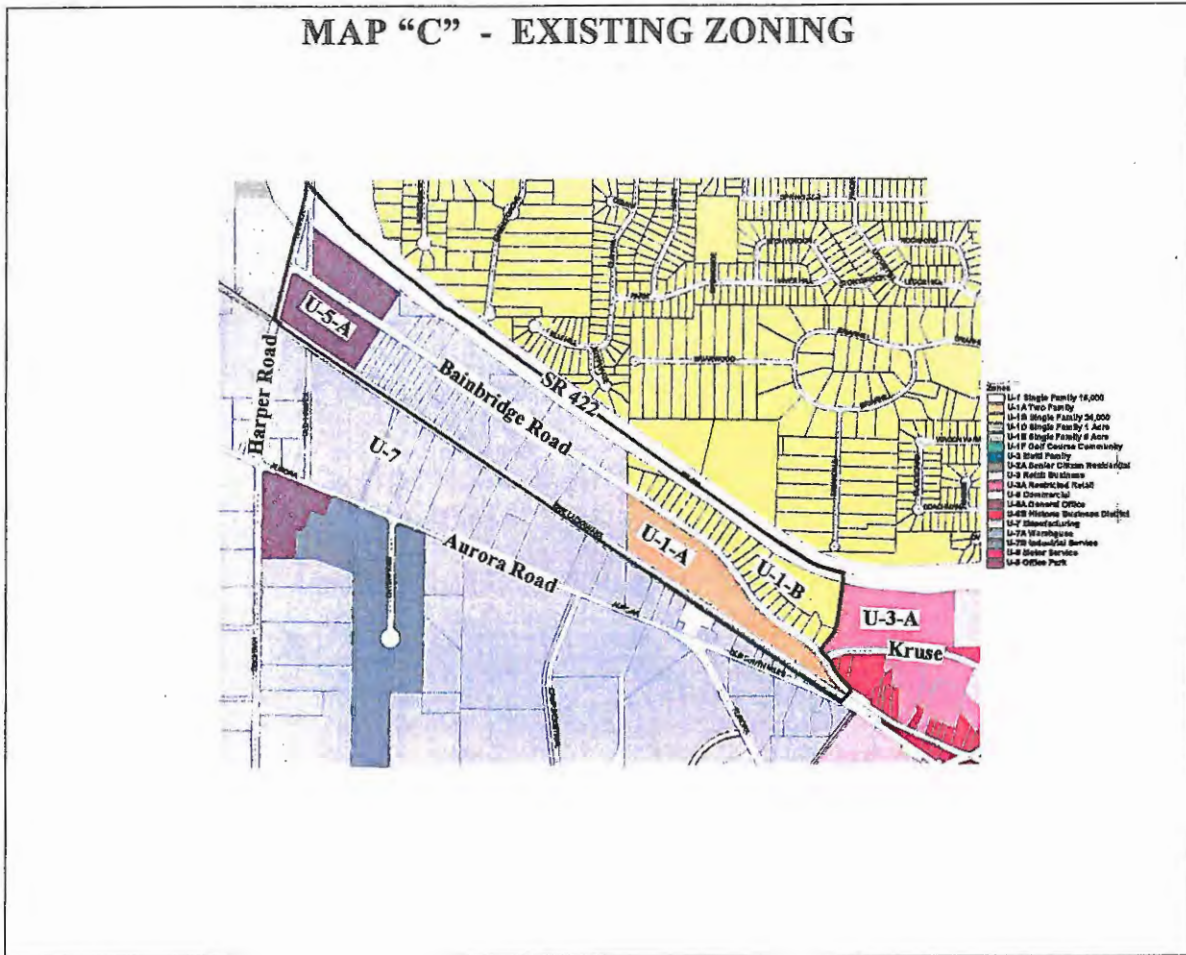
MAP "B" - EXISTING LAND USE



Existing Zoning

The existing zoning scheme of the area is consistent with the existing land use pattern (See "Map C", below). The industrial/office area is zoned "U-7" (Manufacturing) and U-5-A (General Office), and the residential area is zoned "U-1-B" (Single Family Residential) and "U-1-A" (Single and Two-Family Residential). There are no non-conforming uses.

MAP "C" - EXISTING ZONING



MASTER PLAN CITIZEN'S COMMITTEE INPUT

The Solon Master Plan Citizen's Committee discussed the existing and future land use of the Bainbridge Road West area on several occasions. Information presented to the committee relevant to the area included land use maps, zoning maps, specific development proposals, and relevant physical land use data.

It was the consensus of the committee that the current office/industrial area was viable and appropriate to its current location. No alteration to the existing range of permitted uses within the industrial/office area was recommended. However, as with other non-residential areas, the committee recommended that

specific building design criteria be established, and that sidewalks be provided where feasible.

It was the consensus of the committee that the existing single and two-family residential area was not appropriate to its current location in consideration of the surrounding higher intensity land uses and the proximity of SR422. Committee recommendations as to the range of appropriate future uses for this area included multi-family residential, office/industrial, and light commercial. The committee emphasized that any extension of non-residential uses into the residential area should occur in such a manner as to have a minimal impact on the continued residential use of existing properties. The committee was also concerned that any proposed non-residential uses provide sufficient set-backs so as to allow for a possible future widening of Bainbridge Road.

FUTURE LAND USE RECOMMENDATIONS

The following future land use recommendations for the Bainbridge Road West area are made in consideration of Master Plan Citizen's Committee input, the Master Plan Community Attitudes Survey, the Master Plan Goals Statement, and other base planning data.

I. The Existing Industrial/Office Area Should be Perpetuated and Maintained.

The existing Industrial/Office layout is well situated in the context of the greater surrounding industrial area. The City's records indicate that this area is economically viable, with typical building vacancy rates at or below the average for the City's industrial/office zoned land.

Infrastructure in the area is adequate, although the widening of the section of Bainbridge Road between Harper Road and Kruse Drive to three (3) lanes should be considered in order to enhance traffic flow. Regional access to the area is consistent with that typically required for industrial/office type uses, with SR422 being located conveniently nearby.

Therefore, the existing Bainbridge Road West industrial/office area should be perpetuated and maintained under the existing “U-7” (Manufacturing) and “U-5-A” (General Office) zoning - or equivalent zoning classifications.

II. The Existing Residential Use Area Should Be Permitted to Transform to Non-Residential Use.

The existing residential area constitutes an enclave of low intensity land uses surrounded on all sides by higher intensity land uses. These higher intensity uses include a major four lane highway (SR 422) located to the north; an industrial/office area located to the west and south; and a commercial/retail area located to the east (See Map “B”). Access to the residential area is provided through the adjacent industrial/office/commercial areas and consequently the roadway contains a significant level of commercial through traffic.

In consideration of the above, the existing land use pattern is not conducive to the long term viability of the existing residential area. Therefore it is likely that the city will experience increased pressure to authorize higher intensity land uses that are more in character with the surrounding area as the housing stock ages (The city is already seeing this pattern with several property owners along the eastern periphery of the area agreeing to purchase options in association with a proposed retail-commercial development). Ultimately, the alternative to permitting the area to transition to higher intensity land use is likely to be a deterioration in the quality of the housing stock.

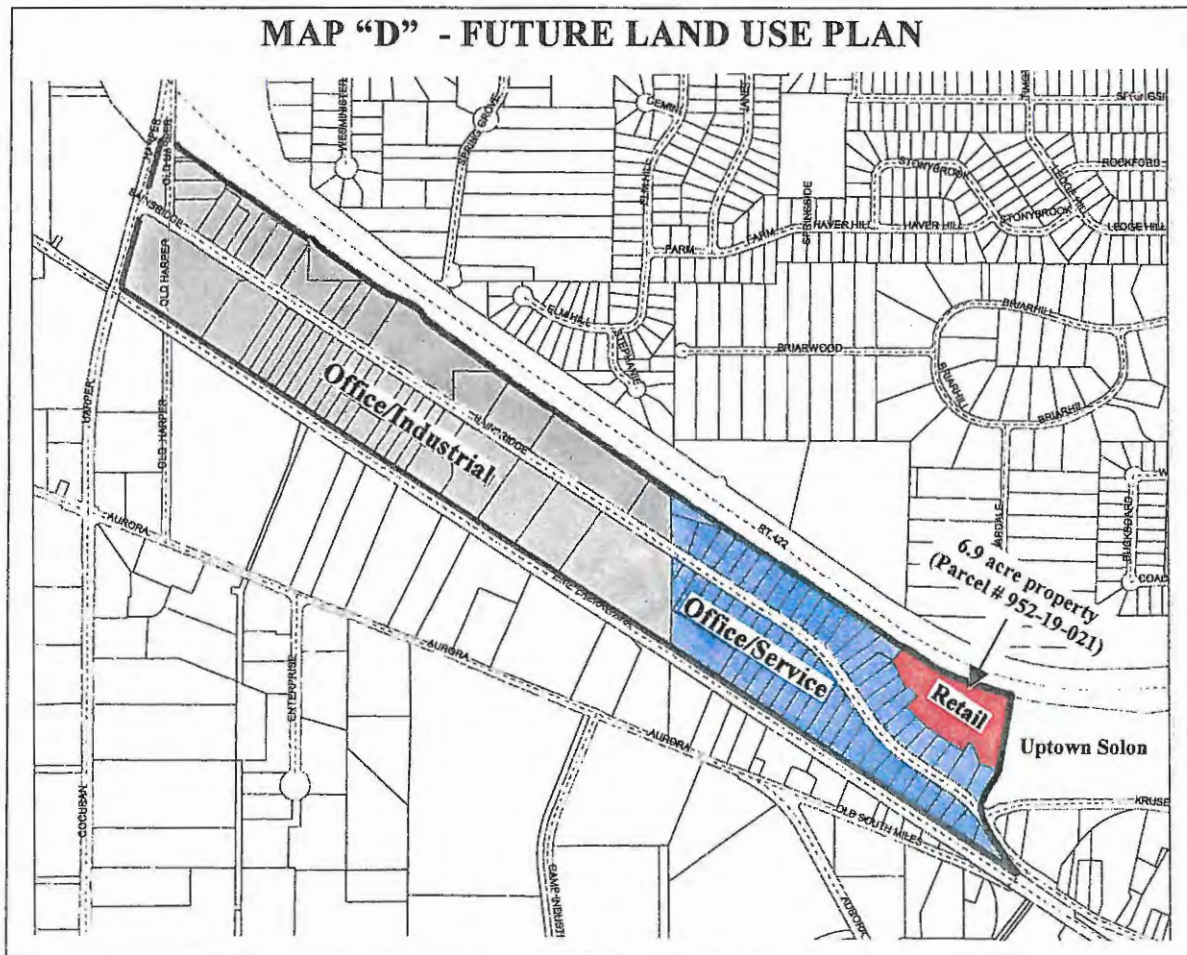
Therefore, it is recommended that the city permit the area to transition from residential use to non-residential use subject to the guidelines established in items “A”, “B”, and “C” below:

A. Permit Business, Medical, and Professional Offices, and Light Service Uses within the existing residential area (except as specified in item “C” below).

The appropriate future use of the residential area is “Office” (business, medical, and professional). Permitting such uses within this area will essentially constitute the continuation of the greater area’s historic development pattern. Furthermore, by permitting

these lower intensity type land uses, the city will enable the area to transition from residential to non-residential use while minimizing the impact of the transition on the pre-existing residential properties. The smaller scale office projects that the lots in this area could accommodate (2,000 to 8,000 sq. ft) will service a market segment that is currently under-served within the city (this according to the research of the City's Economic Development Manager).

In addition to "office" uses, the city should permit certain lower intensity commercial service and institutional uses that have land use impacts substantially similar to office uses. Examples of such uses would include real estate businesses, travel agents, financial institutions, government facilities, barbers/beauticians, places of worship, etc.



B. Establish and Implement a “Transitional Office/Service Zoning District (O-S-1)”.

To effect the implementation of office/service uses within the Bainbridge Road West area, the City should establish a transitional “Office/Service Zoning District (O-S-1)”. The purpose of the “O-S-1” district would be to provide the city with a tool to enable the continued residential use of properties in transitional areas, while permitting a smooth and gradual transformation to office/light service use. The “O-S-1” district would have application to any transitional residential situation – not necessarily only the Bainbridge Road West Area.

General features of the “O-S-1” District should include the following:

1. Commercial buildings should be required to incorporate residential design features (such as peaked roofs, etc.), and relevant architectural, material, and color design standards should be established.
2. A maximum building size limitation should be established (8,000 sq.ft. +or-) and no more than 25% building lot coverage should be permitted.
3. A minimum green area of 25% of the lot should be required, and specific landscape criteria should be established, including the number of trees required per 100 ft of lot frontage, and the use of complete visual buffers (vegetative) and increased structure set-backs when commercial uses abut residential uses.
4. To minimize traffic impacts, the number of street accesses for businesses should be limited, and cross access between adjacent commercial developments should be required.

C. Authorize the westward extension of the Uptown Solon Shopping Center to the abutting 6.9 Acre property (Parcel # 952-19-021) (See Map “D”).

The 6.9 acre property in question was associated with the 1996 legal

settlement (Cuyahoga County Court of Common Pleas Case # 281770) that resulted in the implementation of commercial-retail zoning on the Uptown Solon Shopping Center property (see Appendix). Under this settlement the property in question remained zoned for single family residential use, although the city acknowledged that some future commercial/retail use of the parcel would be appropriate.

In view of this legal settlement, and in consideration of the following information, it is recommended that the city permit the westward extension of the Uptown Solon commercial/retail shopping center to the adjacent 6.9 acre property subject to the following criteria:

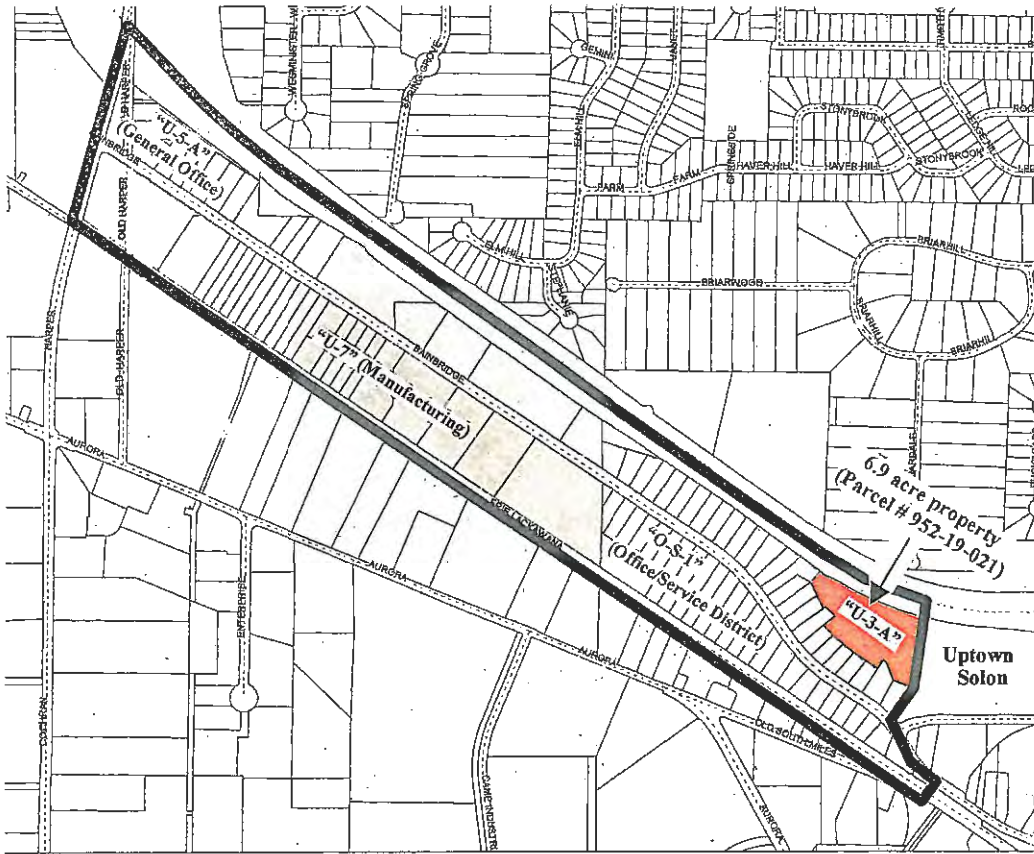
- 1. Limitation to the Extension of Commercial-Retail Uses -** The westward extension of commercial/retail uses in this area should be limited to the boundaries of the 6.9 acre property. In limiting commercial-retail uses to this area the city will preserve the integrity of the adjacent industrial/office and residential areas, while perpetuating the city's historic planning strategy of utilizing compact commercial "nodes" (as opposed to the more invasive use of commercial "strip" zoning).
- 2. Protection of Adjacent Residential Use Properties –** As the commercial-retail development of the 6.9 acre property would have a detrimental impact on certain abutting residential uses, the city should not permit the commercial-retail transformation of the 6.9 acre property until and unless all of the current residential use properties that abut this parcel to the south (or the portion of the parcel to be developed) are transitioned to non-residential use. Such transition should occur either through individual development, or via incorporation with the 6.9 acre property.

This policy, which addresses the Master Plan Citizen's Committee concern that residential uses be protected while the commercial transformation of the area occurs, also reflects the city's consistent policy for the area as specified in the original judgment order pertaining to the Uptown Solon Zone Change (See Appendix).

3. **Project Design Issues** - In order to maintain the integrity of the existing and planned uses in this area, *it is essential that any retail-commercial development that occurs on the 6.9 acre parcel be tied functionally, visually, and architecturally to the Uptown Solon Shopping Center.*
 - a. **Visual Orientation/ Site Buffering** - Mounding and landscape buffering should be utilized to visually screen any commercial development on the 6.9 acre property from Bainbridge Road and from any property having frontage on Bainbridge Road. The screening of the 6.9 acre property from is intended to visually orient the parcel to the Uptown Solon Shopping Center Site, as well as to provide protection for the existing residential uses along Bainbridge road.
 - b. **Building Design and Scale**– Any commercial/retail construction that would be located on the 6.9 acre parcel should utilize materials and architectural features that are consistent with the design theme utilized within the existing Uptown Solon Shopping Center.

The dimensions of any proposed structure should be consistent with the scale and dimensions of the existing shopping center.
 - c. **Access/Parking Issues** – Vehicle access to any future commercial/retail development of the parcel should be provided exclusively through the existing Uptown Solon street accesses on Kruse Drive. *No access to Bainbridge Road should be provided.*
4. **Zoning Plan** - As the development of the 6.9 acre property should be directly tied to the Uptown Solon Shopping Center, the future commercial zoning of the property should be the same as that employed on the shopping center property (at this time the Center is zoned “U-3-A” Restricted Retail).
5. **Site Plan Required** – In order to insure that the above criteria is satisfied, the city should not approve a commercial zone change until and unless a specific development proposal is submitted.

MAP "E" - ZONING PLAN



SUMMARY OF THE FINDINGS OF THE BAINBRIDGE ROAD WEST STUDY

- **Physical Characteristics** - (See Map “A”) - The Bainbridge Road West Area is comprised of 97 properties totaling to 130.59 acres. Uses in the area include 51 residential structures and 23 office/industrial structures. 72 acres (56% of total land) is devoted to office/industrial use; 38 acres (29% of total land) is devoted to residential use; and 20 acres (15% of total land) is vacant. The average residential lot is 103 ft wide by 315 ft in depth (32,445 sq ft – ¾ of an acre). The average office industrial lot is 171 ft wide by 476 ft deep (81,396 sq ft – 1.86 acres).
- **Viability of the Existing Land Use Pattern** – (See Map “B”) - The existing office/industrial area is part of the greater office/industrial district and is well situated for this type of use. The existing uses are economically viable with building vacancy rates at or below that for the Industrial district in general. The existing residential area constitutes an enclave of lower intensity uses surrounded by higher intensity uses (ie: SR422, the Industrial District, and the Uptown Solon Shopping Center). Therefore the long term viability of the residential area is in question.
- **Master Plan Committee Discussions** - The Master Plan Citizen’s Committee discussed the Bainbridge Road West Area on various occasions. The Consensus of the committee was that the office/industrial area was viable and should remain as is. The consensus of the committee was that the residential enclave was inappropriately situated from a land use perspective and that uses more in harmony with the surrounding office/industrial area should be considered. The committee was concerned that any change in use have a minimal impact on the residential area.
- **Future Land Use Recommendations – Current Residentially Used Areas** - (See Maps “C”, and “E”) - The city should develop and implement a transitional “Office/Service Zoning District (“O-S-1”) within the existing residentially used area. The “O-S-1” District would permit offices (business, medical, and professional) as well as substantially similar uses such as light services (ie: real estate agents, travel agents, financial institutions, government buildings, places of worship, etc.). The district would limit building size (8000 sq ft , + or -) require residential design features (peaked roofs, etc.) for commercial structures, and would establish specific minimum architectural, material, color, and landscape design criteria. The purpose of the district would be to enable the continued residential use of properties in the area while permitting a smooth and gradual transformation to office/light service use.
- **Future Land Use Recommendations- Vacant 6.9 Acre Property West of Uptown Solon Shopping Center** (See Maps “C” and “E”) - The city should permit the extension of “U-3-A” (Restricted Retail) zoning to the vacant 6.9 acre property that is located directly to the west of the Uptown Solon Shopping Center. However, the

commercial rezoning of the property should not occur until and unless all of the current residential use properties that abut the parcel to the south (or the portion of the parcel to be developed) are transitioned to non-residential use. Any future development of the property should be tied functionally, visually, and architecturally to the Uptown Solon Shopping Center. Thereby access to the property should be provided *only* through the existing shopping center site, buildings on the site should utilize materials and designs consistent with that utilized within the shopping center, and mounding and vegetative screening should be utilized to effectively screen the commercial development from uses along Bainbridge Road.

- **Future Land Use Recommendations - Current Office/Industrial Used Areas**
(See Maps “C” and “E”) - The existing industrial/office use area should be perpetuated and maintained under the current “U-7” (Manufacturing) and “U-5-A” (General Office) zoning - or equivalent zoning classifications. The area is well situated in the context of the greater surrounding industrial area, and the City’s records indicate that the office/industrial area is economically viable, with typical building vacancy rates at or below the average for the City’s industrial/office zoned land. Infrastructure is adequate, although the widening of the section of Bainbridge Road between Harper Road and Kruse Drive to three (3) lanes should be considered in order to enhance traffic flow.

APPENDIX

(Cuyahoga County Court of Common Pleas Case #281770)

IN THE COURT OF COMMON PLEAS
CUYAHOGA COUNTY, OHIO

| | | |
|-------------------------|---|-------------------------|
| ARTHUR ROAD DEVELOPMENT |) | CASE NO. 281770 |
| CO., et al. |) | |
| |) | JUDGE STUART A. SAFERIN |
| Plaintiffs |) | |
| |) | |
| vs. |) | |
| |) | |
| CITY OF SOLON, OHIO |) | JUDGMENT ORDER |
| |) | |
| Defendant |) | |

This cause came on to be heard upon the representations of counsel for the parties, that an interim resolution of the within action had been approved by Plaintiffs and Defendant City of Solon, Ohio, by and through its City Council, to resolve all issues which have arisen by and between the parties, and also with the further stipulation that if the interim resolution is ineffective due to a negative result of a referendum election to be conducted in November, 1996, involving two of the three parcels involved herein, then each party agrees to have this case promptly scheduled for trial thereafter. Any evidence of this interim resolution will be inadmissible in discovery and any court proceedings, including trial, and that any conduct of the parties pursuant to the interim resolution, will not be an admission of any fact in issue or any legal consequence which may arise therefrom.



Based on the foregoing, the Court hereby finds and orders as follows:

1. Of the 34± acres involved in the within zoning action, the parcel identified at **EXHIBIT A**, attached hereto and made a part hereof, shall be placed upon the November, 1996 ballot, for vote by the electors of the City of Solon, Ohio, and the ward in which the premises are located, to rezone those premises from current U-9 Office Park District and U-1 Single Family District to U-3A Upscale Retail Business District. Counsel for Defendant City of Solon, Ohio, will adopt appropriate ballot language consistent with the City's usual and customary practice for rezoning issues; provided, however, that the use of the parcel currently zoned for U-1 Single Family District use will be restricted to landscaping and parking under U-3A Upscale Retail Business District when developed, and will not be further developed unless and until the properties abutting said parcel to the south are zoned for any non-residential use, and provided further that a covenant is executed and filed for record by Plaintiffs reflecting that restriction.

Parcel # 952-19-021 →

2. Irrespective of the outcome of the foregoing referendum, referred to at Paragraph No. 1, this Judgment Order shall act as a final rezoning of the premises described at **EXHIBIT B** to U-3 Retail Business District. The premises described at **EXHIBIT B** shall be developed as a motor vehicle dealership agency pursuant to such reasonable conditions as are required by Defendant's City Planning Commission, Architectural Board of Review, Planning Department and its City Council as well, and that the first user of the agency will be Davis Automotive Group; provided, further, that the premises described at **EXHIBIT C** shall, by this Judgment Order, be used solely for

ingress and egress to the premises described at **EXHIBIT A** and for drainage and retention purposes, if the referendum referred to at Paragraph No. 1 rezones the premises described at **EXHIBIT A**.

3. The parties acknowledge that a new road together with improvements thereon and thereunder is under construction and is known as the "Loop Road" which will abut portions of the frontage of the foregoing land described at **EXHIBITS A and B**. Plaintiff agrees that it will pay its proportionate cost of such improvements to the extent that such costs and improvements equal one-half of the total cost for that frontage area; and provided further that ingress and egress to the premises described at **EXHIBIT B** will be provided by the Defendant until the Loop Road is completed.

4. By reason of the foregoing, and with the provisos mentioned above, this action shall be stayed until the results of the November, 1996 election are known. Upon the first known results of the referendum election, if favorable to a rezoning of the parcel described at **EXHIBIT A**, counsel for the parties shall immediately present to this Court a Judgment Order which shall specifically incorporate by reference the terms and provisions of this Judgment Order and provide for dismissal of this action. If the results of the November, 1996 referendum election are negative to the rezoning of the premises described at **EXHIBIT A**, then counsel shall immediately notify the Court, a trial date will be scheduled respecting these premises, and the parties will be granted reasonable time to complete discovery.

5. In all events, Plaintiffs release the City from any claims of damages and/or for costs in this action, whether this case is concluded by reason of a favorable election result referred to in paragraph no. 4, or whether trial on issues will be necessary.

6. The parties represent that counsel for Plaintiffs and Defendant have been duly authorized to execute the Judgment Order by appropriate action of Plaintiffs and by Defendant.

7. This Court shall retain continuing jurisdiction of this matter, all as provided at Chapter 2721 of the Ohio Revised Code and otherwise as permitted by law.

IT IS SO ORDERED.

Stuart A. Saferin
STUART A. SAFERIN, Judge

Dated: 2/28/96

APPROVED:

[Signature]

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FEB 29 1996

GERALD E. FUERST, CLERK

BY *[Signature]*

[Signature]

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| | |
|---|---------------------------|
| THE STATE OF OHIO | CLERK OF |
| Cuyahoga County | THE COURT OF COMMON PLEAS |
| WITHIN AND FOR SAID COUNTY. | |
| HEREBY CERTIFY THAT THE ABOVE AND FOREGOING IS TRULY | |
| TRUE AND CORRECT COPY OF THE ORIGINAL <i>Dated</i> | |
| <i>Feb 29 1996</i> | |
| NOW ON FILE IN MY OFFICE | |
| WITNESS MY HAND AND SEAL OF SAID COURT THIS <i>29th</i> | |
| DAY OF <i>Feb</i> | A.D. 199 <i>6</i> |
| GERALD E. FUERST, Clerk | |
| <i>[Signature]</i> | |