CITY of NORTON

Comprehensive Plan
November 2006

Floyd Browne Group

D.B.HARTT inc.

planning and development consultants

Prepared by the Norton Citizens Advisory Committee

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This plan was recommended by the Norton Citizen's Advisory Committee at it's meeting on November 9, 2006 and forwarded to the City of Norton's Planning Commission for its consideration.

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Introduction

Purpose of the Plan

This Comprehensive Land Use Plan seeks to establish a vision for the future of the City of Norton to ensure that anticipated growth is properly managed while being responsive to current needs. Guidelines contained in this document are intended to aid the City in making decisions regarding land use, economic development, conservation of open space, recreation needs, and utility extensions. It also includes prioritized strategies and implementation measures to carry out the objectives identified in the Plan.

This Plan establishes policies that are based on an analysis of current trends, development pressures and existing development patterns. The Plan provides specific detailed action steps that offer suggestions on ways to actually implement the policies. Many of the policies in the Plan involve changes to the zoning code that can be undertaken in a relatively short time. Others are long-range policies, some of which will take considerably more effort to achieve. And yet other policies, especially those dealing with redevelopment, are very far reaching and will need to occur in incremental steps.

The adoption of this plan establishes guidelines to aid the City in making future land use decisions. **No laws or ordinances are changed by this Plan.** The most important tool the City has to carry out the policies of this Plan is the *City of Norton Planning and Zoning Code.* This Plan includes specific recommendations for updating and modifying the existing zoning and subdivision regulations, but in order to actually adopt the recommended changes, a formal zoning amendment process will need to be undertaken as a separate and distinct action.

The Plan's policies are primarily influenced by the City's current development patterns and its context within the regional market. As a result of these influences, the Plan addresses the following:

1. Sewer and water infrastructure—options for providing those services to spur development within the City.

2. Economic Development – Ways in which the City can establish and maintain a balanced tax base.

3. Transportation improvements—options for improving the flow of people and goods around and through the city.

4. "Quality of Life" issues—ways in which the City can improve the "Quality of Life" for its citizens.

5. "Image" issues—ways in which the City can improve the "look" and "image" of the City.

The Planning Process

In September 2005, City Council, based on a recommendation from the Planning Commission, retained D.B. Hartt, Inc., (D.B. Hartt), a land use planning consultant firm, in association with Floyd-Browne, an engineering firm, to aid in the preparation of the City's Comprehensive Plan.

In order to ensure that the goals and policies for the future development of the City reflect the desires of the overall community, the Planning Commission determined that the formation of an ad hoc committee was the best method to ensure substantial public input. The City administration, with the assistance of D.B. Hartt, created a Citizens Advisory Committee (CAC).

The CAC was comprised of one member of Council, the Planning Commission in its entirety, and 21 additional citizen representatives. The additional citizen members were deliberately selected to represent a wide range of City perspectives such as environmental, school, parks and recreation, business, and developer/homebuilder. The purpose of the diverse representation was to ensure that most (if not all) views that could be raised at public meetings would be represented on the Committee. In addition, D.B. Hartt was responsible for facilitating the CAC meetings and providing professional planning expertise and guidance to the committee.

At the start of the planning process, each CAC member was interviewed in an informal manner in order for the consultant to gain a better understanding of the issues to be addressed in the Comprehensive Plan.

Through a series of regularly scheduled meetings that were open to the public, the Committee:

1. Reviewed a summary of the interviews;
2. Selected issues to be addressed by the Plan;
3. Brainstormed strategies to realistically address the issues;
4. Formulated detailed policy recommendations; and
5. Designed implementation measures to carry out policy recommendations.

In addition to the citizens advisory committee meetings, the committee and D.B. Hartt jointly held a public forum in June, 2006 to gather public input and to show the citizens the progress that had been made with the plan.

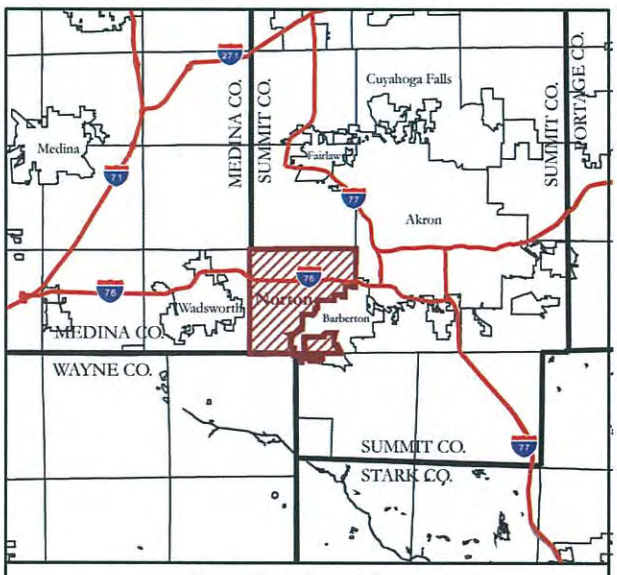
The policies contained in this Plan are based on current conditions and assumptions of future activities. However, unexpected development in surrounding communities, advances in technology, changes in utility service or other infrastructure improvements, and other unforeseen changes, are factors that can alter the appropriateness of polices in this Plan. Therefore, as with any document that establishes guidelines for the future, the policies contained in this report should be periodically reevaluated to ensure their relevancy.

I. Existing Conditions

The following analysis will identify and evaluate those conditions the community believes to be significant factors in formulating its plans for the future. Included are the physical and functional place of Norton within the region, demographic trends, existing development characteristics, infrastructure, and the City's current land use and zoning patterns.

Historical Context

Originally explored by the French, the land where Norton now exists became part of Connecticut as a result of French setbacks in the French and Indian Wars. However, disputes with New York and Pennsylvania, it was not until 1786 that the Connecticut Western Reserve became a reality. All of the area, 3.5 million acres between Lake Eire and the 41st parallel, was ready to be surveyed and laid out in Townships.



Map 1. Location of Norton

The current City of Norton was originally a part of Wolf Creek Township along with Copley, Wadsworth, Sharon, Guilford, and Montville townships. Wolf Creek Township was organized in 1816. In 1818, Norton Township, Town One, Range Twelve in the Western Reserve, was organized. Norton was named after Birdseye Norton, one of the original owners of the township.

Norton remained a township for 143 years. In 1961, the Township incorporated as the Village of Norton. In 1962, the citizens of Norton approved the charter for the Village. On January 11, 1969, the Village assumed City status by having more than 5,000 registered voters in the previous year's election.

Norton has a strong-Mayor form of government. The Mayor is the Chief Executive of the City. The seven members of Council are elected by wards (4) and three at-large. These members elect a President and Vice-President at the annual organizational meeting in January. Council has an important role as the legislative body of the City. Local legislation (resolutions and ordinances) are voted on by Council. The Mayor may approve the legislation or disapprove with a veto.

Today the City of Norton Administrative Offices are comprised of the following: The Mayor, Administrative Officer, Finance Director, Director of Community Development and Planning, Municipal Engineer, Superintendent of Building and Zoning, Clerk of the Mayor's Court, and the Administrative and Finance Departmental Staff.

Day to day operations of the City are directed by the Administrative Officer, who is responsible to the Mayor. The Administrative Officer serves as the Director of Public Safety, Director of Public Service, and Personnel Director. The Finance Director and Director of Community Development and Planning are also responsible to the Mayor. Each of these offices are Charter-authorized Mayoral appointments with Council confirmation.

Norton is located in south-western Summit County. It borders both the City of Akron and the City of Barberton. The City of Wadsworth is just west of Norton in Medina County. Norton is considered a suburb of Akron and is a part of the Akron Metropolitan Statistical Area (MSA), a region of just over 700,000 people. Norton is also a part of the greater Northeast Ohio community, a region of 9,005 square miles and home to over 4,000,000 people. Primary access to the City is provided by two interstates, I-76 and State Route 21. I-76 connects the City east-west while OH-21 connects Norton with I-77, running north-south.

Natural Features

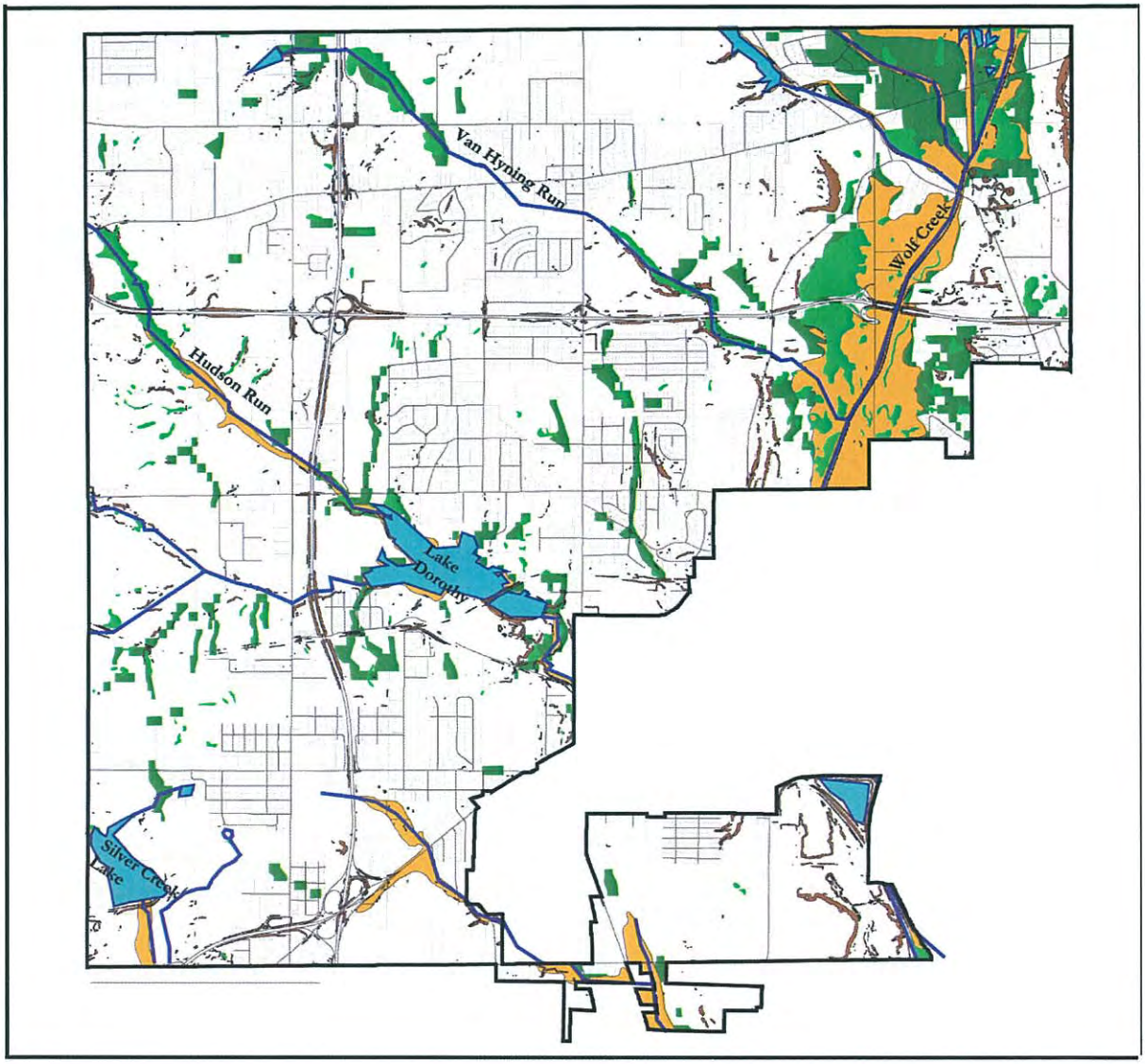
Norton is comprised of approximately 13,000 acres. The City is characterized by large residential lots and rolling hills with a small urban core near the Greenwich Road/Cleveland-Massillon Rd intersection. East of Cleveland-Massillon Road the terrain is fairly steep with deep river valleys; while to the west, the landscape has a more gentle roll.

Norton drains into four separate watersheds: the Pigeon Creek watershed, the Wolf Creek watershed, the Hudson Run watershed and the Tuscarawas watershed. The Tuscarawas River flows along the eastern portion of the City. Pigeon Creek, Wolf Creek, Van Hyning Run and Hudson Run all flow through the City into the Tuscarawas River.

The City has several environmental constraints including:

- Steep slopes (those slopes which are 12% or greater),
- FEMA floodplains,
- Wetlands, and
- Hydric soils

Nearly 2,600 acres within the City have one or more of these conditions—approximately 20% of the land area of the City. Even though these conditions restrict the use of the land they should remain as close to their natural state as possible. Land within the floodplain becomes more prone to flooding as development intensity increases upstream, and less emphasis is placed on on-site detention. Floodplains are important because they serve a vital function by reducing the height and speed of floodwaters. It is important to retain floodplains in their natural environment to permit natural flooding and pooling when water levels reach high limits. Wetlands filter out pollutants and provide habitat for a diversity of plants and animals. Hydric soils are soils develop anaerobic conditions due to frequent saturation during the growing season. These soils are frequently found on the outskirts of wetlands and can act to protect wetlands from excessive flooding.



Natural Features

Map 2

COMPREHENSIVE PLAN - City of Norton

Legend

Lakes	Environmental Constraints
Streams	Slopes 12% or above
Parcels	Wetlands
Streets	Hydric Soils
	FEMA Foodplain

N W E S

3000 0 3000 6000 Feet

Date - November 17, 2006

Data source - City of Norton

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Riparian corridors, also known as stream corridor greenways, provide a variety of environmental benefits that impact water quality, habitat, and human health and well-being. Riparian corridors are linear stretches of land along waterways. Conservation of the Wolf Creek and Tuscarawas River riparian corridors is therefore important for a number of reasons.

Healthy riparian corridors, which include wetlands, native vegetation, and tree cover, help to improve and protect the quality of water in rivers and streams. Vegetated riparian areas filter pollutants, such as nutrients, metals and other toxic substances, from surface runoff before it enters the waterways. Vegetation along streams also prevents erosion of stream banks, controlling sediment levels in streams. Riparian corridors provide important habitat for many plants and animals. Canopy cover helps to shade streams, which enables aquatic life to prosper, while other animals make their homes in the vegetation along stream banks. Finally, a healthy riparian corridor also provides natural beauty and recreational opportunities such as hiking, canoeing, photography, and bird watching; settings that are difficult to recreate.

Population and Housing

The most rapid period of growth in Norton occurred between 1940 and 1960 as the population increased 160% from just more than 4,000 to almost 11,000 at the time of incorporation. By 1970, the population was over 12,000—an increase of more than 10%. Growth slowed throughout the rest of the Twentieth century; between 1970 and 1980, Norton lost 2.4% of its population. By the year 2000, Norton's population was 11,512, an increase of only 5% since incorporation in 1962 and down 6.5% from the high population in 1970.

This slowing of growth was not just limited to Norton. Summit County, as a whole, experienced population loss between 1970 and 1980, going from 553,771 to 514,990 by 1990—a loss of 38,781 or more than 7% of the population. However, between 1990 and 2000, the population grew 5.0%. See Table A-1 in the Appendix for a comparison of the population changes in Norton and surrounding communities between 1970 and 2000.

The average age for Norton's population, 40.3 years, is higher than the surrounding cities, and is only lower than Springfield, Franklin and Coventry townships. However, when comparing percentage of population by age, Norton is average. See Table A-1 in the appendix for a complete listing and comparison of population by age for Norton and surrounding communities.

Norton has had slow and steady growth in housing units over the last 30 years. Since 1970 Norton has added less than 1,000 housing units for growth of about 28%. This outpaces growth in Akron (1.8%), Barberton (10.7%), and is in line with the growth of nearly 29% in Summit County as a whole. See Table A-2 in the appendix for a comparison of the total dwelling units in Norton and surrounding communities.

Norton has more single-family homes within the City as a percentage of the total housing units than all of the surrounding cities. More than 90% of all the homes in Norton are single-family detached homes. That compares with Akron (67%), Barberton (73%), Green (72%) and Wadsworth (71%). However, Norton has just over 300 attached housing units (6.9%) which is less as a percentage than all of the localities listed above. Table 1, illustrates the types of housing available in Norton and surrounding localities.

TABLE 1 Housing Characteristics

	Total:	Single-Family Detached	1-4 units Attached	5+ Units Attached	Mobile Home
Akron	97,265	64,790	14,914	17,278	278
Barberton	12,166	8,883	1,903	1,210	170
Copley Twsp	5,439	3,835	567	1,029	8
Coventry Twsp	4,902	3,946	6,660	236	60
Fairlawn	3,131	1,935	398	790	8
Franklin Twsp	5,839	5,234	387	93	125
Green	9,180	6,597	1,477	813	293
Norton	4,514	4,088	156	158	112
Springfield Twsp	6,267	4,968	427	59	797
Sharon Twsp	1,588	1,519	49	20	0
Wadsworth	7,618	5,412	1,512	652	42
Wadsworth Twsp	1,382	1,369	13	0	0

Economic Development

Typically, economic development is considered the primary way to reduce the increasing tax burden on community residents. Office development generates more real estate tax revenue per acre than retail or industrial development because offices have more floor area per acre than either industrial or retail uses. Retail development typically generates the second highest amount of real estate tax revenue per acre. As a category, residential development generates the lowest real estate tax revenue. In addition to real estate taxes, commercial and industrial uses pay personal property tax on machinery and equipment, tools, supplies and inventory.

Another aspect of land use is the level of services required compared to the amount of taxes paid. Service costs are generated by education needs, police and fire protection, and street maintenance, with the greatest share devoted to education. While safety protection and maintenance costs are generated by residents as well as commercial and industrial uses, only residents generate education costs. Therefore, not only do commercial and industrial uses pay more in taxes; they also require fewer services. This means that taxes paid by nonresidential uses subsidize the cost of education and thereby help to reduce the tax burden of residents.

On the other hand, compared to residential development, commercial and industrial developments generate more traffic, create more pollution, and have a higher proportion of impervious surface, which contributes to increased storm water run-off. As runoff increases, the City will ultimately need to allocate more funds to mitigate the effect of storm water runoff. To a certain extent this can be solved with regulatory requirements on commercial and industrial development for storm water retention, but complete mitigation of the issue may not be realistic. In addition, large-scale office development is typically located in areas

with high visibility to the highway network. Therefore, in determining whether or not expanded economic development should be permitted, it is necessary for the City to weigh the tax benefits and the added convenience of having stores and offices nearby against the potential negative impacts outlined above.

Manufacturing is Norton's largest employment segment, employing more than 27% of the workforce in the City. PPG Industries, a company headquartered in Pittsburgh, Pennsylvania, owns one of the manufacturing plants in the City. Historically, PPG has had a big presence in Norton. At one time they were the largest employer in Norton having, in addition to manufacturing plants, a limestone mine where they mined limestone as a raw material. PPG also owns Lake Dorothy, a picturesque lake within the City. The old mine is located more than 2,200 feet beneath Lake Dorothy. For several years there has been a proposal to utilize the limestone caverns from the old mine to create electricity using compressed air, but so far that proposal has not resulted in a working power plant. Should that idea come to fruition, it will provide a big boost to the economic outlook of the City.

A total of 5,566 residents of Norton are employed. The majority of these residents (28%) are employed in management, professional or related occupations or in sales and office related occupations (28%). Production, transportation and material moving occupations make up nearly 18% of the occupations while service occupations make up more than 14%.[1]

Tax Structure and Income

Tax rates for the City of Norton are comparable to the surrounding communities. The effective residential property rate of 44.8 mills is lower than every city except Fairlawn which has a rate of 44.3 and every township except Wadsworth Township which has a rate of 43.5. The income tax rate of 2.0% for the City is at the average for the communities that have an income tax, higher than only Green and Wadsworth. Table 2 illustrates the comparisons of Norton to the surrounding communities.

TABLE 2 Effective Property Tax Rates (Mills) Year 2000

	Residential	Commercial	Income Tax (%) (2002)
Akron City	54.5	59.0	2.0%
Barberton City	46.0	60.5	2.0%
Copley Township	55.7	61.5	
Coventry Township	54.0	61.0	
Fairlawn City	44.3	48.4	2.0%
Franklin Township			
Green City	49.7	50.8	1.0%
Norton City	44.8	55.5	2.0%
Springfield Township	59.3	63.0	
Sharon Township	60.4		
Wadsworth City	45.2		1.3%
Wadsworth Township	43.5		

Taxes are figured on a percent of a full tax rate. The full rate is a unilateral rate that is applied to all uses, commercial, industrial, residential, and agricultural. When paying taxes, however, a taxpayer is not required to pay the full rate; they pay an adjusted lower rate that is determined by applying rollbacks and discounts to the full tax rate. This reduced amount is known as the

[1] Office of Social and Economic Trend Analysis. Iowa State University. http://www.seta.iastate.edu/census/city/index.aspx?group_id=8&state=OH&cityfips=57260

"effective rate". These discounts can be applied equally to the commercial/industrial tax rate and the residential/agricultural tax rate[2], or they can be applied to rollback the taxes more for one of the two classifications.

TABLE 3 Property Tax Base Comparisons Year 2000		
	Residential	Commercial
Akron City	70%	30%
Barberton City	75%	25%
Copley Township	60%	40%
Coventry Township	81%	19%
Fairlawn City	54%	46%
Green City	77%	23%
Norton City	82%	18%
Springfield Township	71%	29%
Sharon Township	77%	23%
Wadsworth City	70%	30%
Wadsworth Township	71%	29%

The tax base for the City of Norton is skewed towards the residential sector. The following table shows that Norton gets the overwhelming majority of its operating revenue from residential property taxes rather than from commercial property taxes. More than 82% of the revenue Norton receives comes from residential property taxes. This is the widest margin of the surrounding communities. Only Coventry, with an 81% residential base and a 19% commercial base comes close to Norton. This compares with Akron (70%), Barberton (75%), Green (77%), Fairlawn (54%) and Wadsworth (70%).

Schools

Norton City Schools have a total of five school buildings in the City, one high school, one middle school, and three elementary schools. The district has one school, Grill Elementary, in the Village of Clinton. All but one of the schools in Norton is located near the corner of Cleveland-Massillon and Greenwich roads. The District received an excellent rating from the Ohio Department of Education for the 2005-2006 school year.

[2] Commercial/Industrial and Residential/Agricultural are classifications imposed by the County taxation structure.

II. Existing Development Patterns

A community is made up of various elements that define its physical form such as streets, edges, nodes, neighborhoods, and landmarks. The combination, concentration, or diversification of uses contributes to the visual form of the community. The major streets within a community generally set the tone for the feel and character of that community. The major streets in Norton are built to maximize automobile circulation, which then minimizes the importance, or even presence, of the pedestrian. Some City streets have sidewalks but the City does not have pedestrian paths within the business districts.

Cleveland-Massillon Road is the major non-interstate north-south route through Norton. It is only two lanes and is the commercial corridor of Norton. This road, at one time mostly residential, now has a mix of both residential and commercial frontage. One of the major commercial intersections in Norton is the intersection of Cleveland-Massillon and Greenwich roads. This intersection has schools, commercial and governmental frontage.

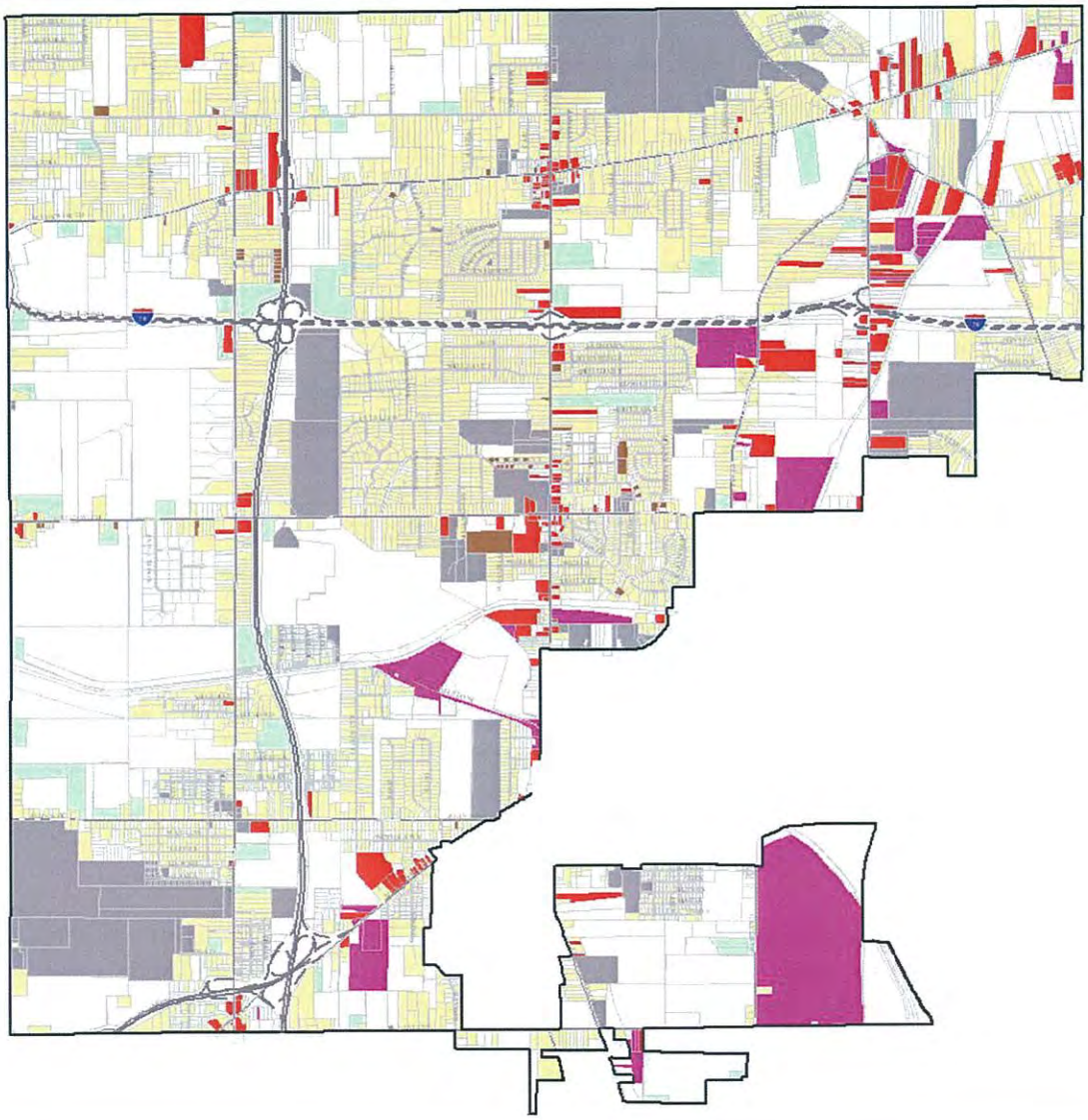
Edges of a community are linear elements that often prohibit or separate one area from another in either a physical or visual way. Ideally, these edges exist at the perimeter of the City; however, when these edges exist within the community, they act as barriers and divisions between parts of the community. Edges include railroads, interstate highways, power transmission right-of-ways, and natural topographic features. I-76, S.R.-21 and the hillsides all serve as major edges within Norton.

A node is an area with a concentration of particular uses or a group of similar uses. Often a node can be referred to as a core. There is one primary node—Cleveland-Massillon/Greenwich roads intersection—within the City, acting as the commercial/retail/governmental center of the City.

A neighborhood is an area, larger than a node that has common identifying characteristics such as lot size, building style, age, types of street layout, or unique natural features. Norton has a variety of distinct neighborhoods that are defined by their common lot arrangements. New neighborhoods within Norton are easily recognizable on a map because, largely, the streets between neighborhoods do not interconnect. This lack of connectivity can cause congestion problems on feeder roads but residential streets do have less traffic as a result of cul-de-sac endings.

At the present time, approximately 76% of the land in the City is developed. Table 4 on page 16 indicates that the zoning classification that includes the greatest amount of land is "R-1" Residential 1/2-acre zoning (40% of total land area), which is also the largest zoning classification as a percentage of vacant land. The City is then further broken down into land devoted to commercial, industrial, and conservation-recreation land.

The Existing Land Use Map (Map 3 on page 15) indicates vacant land within Norton. Many communities devote the majority of their land to residential uses because these are the least impactive uses. Norton is 72% residentially zoned which means there are 9,491 acres of residential zoning. Of these, 3,061 acres (32%) remain undeveloped. The second largest category of land in the City is industrially-zoned land (17%). Only a small percentage of the City (6%) is devoted to commercial uses.



Map 3

Existing Land Use
COMPREHENSIVE PLAN - City of Norton

Land Use Legend

- Boundary
- Zoning
- Agricultural
- Residential Single-Family
- Residential Multi-Family
- Industry
- Community Facilities
- Commercial
- Vacant

N W E S

4000 0 4000 8000 Feet

Date - October 31, 2006

Data source - City of Norton

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Existing Zoning

There are currently fourteen zoning districts within the City. Eight districts are primarily residential zoning districts: RU-1, R-1, R-2, R-3, are all single family districts. R-3 RPC and R-PC both allow clustering of homes to preserve open-space. R-4 and R-5 are multi-family districts. There are three commercial districts: B-1 Central Business District; B-2, Neighborhood Business District; and B-3, Highway Business District. There are two industrial districts: I-1, Light Industrial District and I-2, Heavy Industrial District. The existing zoning district boundaries are shown on Map 4, page 17. A summary of each district is included in the appendix.

TABLE 4 Land Area by Zoning District

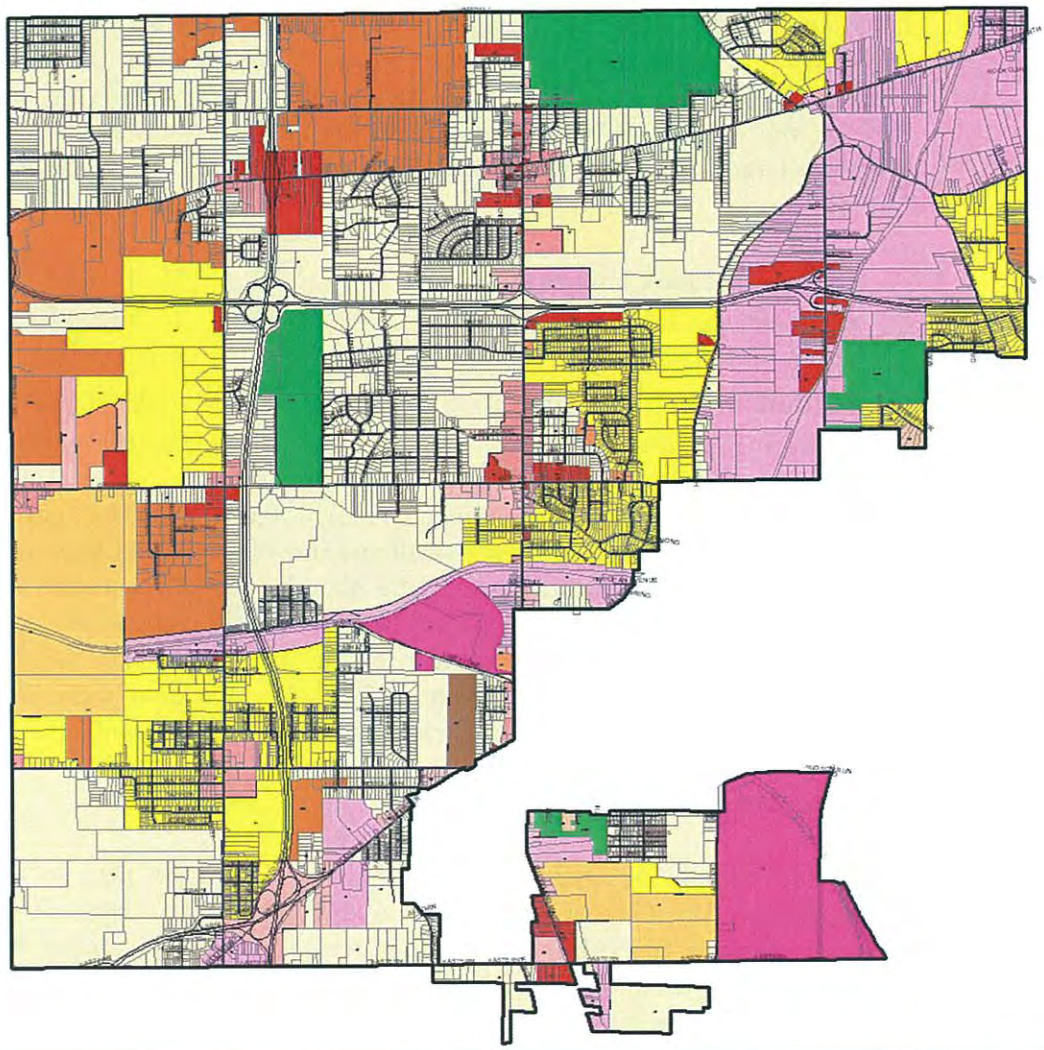
ZONING DISTRICT		Area (Acres)	Percent of Total Land Area
R-1	Residential	5,286	40%
R-2	Residential	64	0%
R-3	Residential	2,196	17%
R-3 RPC	Residential	630	5%
R-4	Residential	26	0%
R-5	Residential	63	0%
R-PC	Residential	44	0%
RU-1	Residential	1,182	9%
C-REC	Conservation	596	5%
B-1	Commercial\Business	235	2%
B-2	Commercial\Business	244	2%
B-3	Commercial\Business	318	2%
I-1	Industrial\Manufacturing	1,736	13%
I-2	Industrial\Manufacturing	522	4%
TOTAL		13,142	100%

Utilities

Norton is served completely by telephone and electricity service but only partially by sanitary sewer and water. Much of the City is still on septic systems and well water which can limit placement of homesites and residential development. In addition, many of the existing septic systems are older and in danger of failing, making the property unlivable. Economic development is also limited by the availability of sewer and water. While other localities within the region attract commercial development, Norton is limited by the inadequate sewer and water infrastructure.

A. Sanitary Sewer System

The existing sanitary sewer system is owned and operated by three different government entities. The Summit County Department of Environmental Services (DOES) owns, operates, and maintains several small wastewater treatment plants (WWTP) and collection systems that are at design capacity. The City owns several sanitary sewer lines that are operated and maintained by the City of Barberton Some of the wastewater is treated by Barberton, and there is limited capacity at the Barberton WWTP as stated in the current *Water/Sewer Agreement between City of Norton and City of Barberton*.



Existing Zoning
COMPREHENSIVE PLAN - City of Norton

Map 4

Legend

City Boundary — Streets — Parcels

R-1
R-2
R-3
R-3 RPC
R-4
R-5
RU-1
R-PC
B-1
B-2
B-3
I-1
I-2
C-REC

N W E S

2000 0 2000 4000 Feet

Date - October 31, 2006

Data source - City of Norton

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This Agreement states that Barberton will permit 560,000 gallons per day (gpd) of capacity at its wastewater treatment facility. This volume was determined by the Barberton Wolf Creek Facilities Plan written in the early 1980's by totaling the design flow of the existing WWTPs and the Spring Avenue Outfall that serves the central portion of the City and discharges at Hopocan Avenue. These flows are summarized below:

• Frashure Park Estates at	30,000 gpd
• Interstate Industrial Park at	10,000 gpd
• Norton Acres at	120,000 gpd
• Brentwood Estates at	120,000 gpd
• Spring Avenue Outfall at	280,000 gpd

Currently, the City is discharging approximately 180,000 to 200,000 gpd to the Barberton WWTP. Therefore, there is only a small amount of additional flow available for future development if these facilities are to be abandoned. In a future expansion of the Barberton WWTP, the City could purchase additional capacity from Barberton. The Barberton WWTP has a capacity of 6 million gallons per day (MGD), and the next expansion would increase the capacity to 9 MGD. To date, there has been very little progress made in securing additional capacity for future development.

B. Water System

A plentiful supply of quality water is one of the major keys to the success of a municipality. The City of Norton is no different. The City's water supply system presently consists of both a municipal water supply and individual water wells. The municipal water is supplied by the City of Barberton, who has the capacity to supply Norton well into the future.

Most of the municipal waterlines within the City of Norton are owned by the City whereas the "feeder" lines that supply water to Norton are owned by Barberton. The main feeder lines include:

- A 16-inch diameter line along Clark-Mill
- A 24-inch diameter line along Summit
- A 16-inch diameter line along Eastern Rd

The current *Water/Sewer Agreement between City of Norton and City of Barberton* states that Barberton can supply up to 1,000,000 gallons per day to Norton without capital improvements to Barberton's water plant. Currently Norton uses about 220,000 gallons per day so expansion of the system without a capital expenditure by Norton is feasible.

The exception to this would be if Norton Energy Systems (NES) decided to reinvest in the City and move their facility to Norton. The NES facility was thought to require approximately 550,000 gallons per day, which would be supplied by Barberton but come from Norton's allocation. If the NES facility were to move into Norton at this time, the

water consumption would jump to approximately 770,000 gallons per day, which would allow Norton some expansion but the City would have to consider their role in the upgrade of Barberton's water plant. This would happen when Norton's consumption reached 800,000 gallons per day.

The current water rate for the City of Norton, according to the water agreement with Barberton, is the sum of the Barberton rate plus 22.5% in addition to a Norton surcharge of 27.7% of the Barberton rate. The rate table is shown below.

Barberton, Ohio - Utilities Water Rate And Fee Schedule Utilities Water Rate And Fee Schedule
(Effective January 10, 2006 - beginning with February, 2006 billing)

Table 5. Water Rate Schedule			
	Barberton	Norton*	Norton rate + Sc
1 M through 30 Mgal per month	$3.49 per Mgal**	$5.23 per Mgal	$4.27+ 0.96 per Mgal
31 M through 120 Mgal per month	$3.11 per Mgal	$4.66 per Mgal	$3.81+ 0.85 per Mgal
Over 120 Mgal per month	$2.91 per Mgal	$4.37 per Mgal	$3.57+ 0.80 per Mgal

M = Thousand Gallons
Note:
* Norton surcharge effective 5/10/04 (beginning with June, 2004 billing) per Norton ordinance. Norton rates include 27.5% Norton Surcharge (SC) on the Barberton rate per Norton Ordinance 49-2004 for Water. This DOES NOT include Brentwood Estates. Norton rate = 1.225% of Barberton rate.
** Special pricing rate: 20% discount on water only. $2.79 per Mgal (Barberton only). Must meet income and/or disability requirements.

Rates to increase 2.5% on January 1st of each succeeding year.

Table 6. Minimum Charge per Month			
METER SIZE	CHARGE		GALLONS
	Barberton	Norton	
5/8-inch	$8.73	$13.07	2,500
¾	$20.94	$31.38	6,000
1	$48.86	$73.22	14,000
1-1/2	$66.31	$99.37	19,000
2	$83.76	125.52	24,000
3	$117.14	175.54	34,000
4	$166.90	$250.10	50,000
6	$260.20	$389.90	80,000

Table 7. Charges for Fire Service, Un-metered		
Service	Charge (per month)	
	Barberton	Norton*
2-inch	$22.58	$27.66
4	$45.16	$55.32
6	$67.74	$82.98
8	$112.90	$138.30

* Norton no surcharge

For consumption outside the corporation limits (excluding Norton) double the Barberton rate unless superseded by ordinance.

C. Storm Water System

There are five main watersheds within the City of Norton. Each of these watersheds is comprised of multiple smaller drainage basins. There are also large areas of wetlands and poor soil conditions within the City that should remain as open space and protected from development. Storm water run-off is not yet a major problem in Norton but as more development occurs, the City will need to prepare to upgrade the existing storm water system.

Residential Development Capacity

The development potential of the City is largely determined by the zoning on the vacant land. In 2006, there were approximately 3,700 vacant acres of residentially zoned land in the City. (See Table 4 on page 16 for a breakdown by zoning district.) Of this total, approximately 1,060 acres were considered environmentally constrained—encumbered by wetlands, steep slopes or hydric soils; or in the 100-year floodplain.

Summary Table 8 Estimated Maximum Residential Build-out					
	Acres	Allowed Density	D.U's	Population	Persons per Hh
Existing Dwelling Units (2000)			4,523		
Existing Population (2000)				11,941	
Existing Persons per Household (2000)					2.64
Existing Approved Lots			666	1,758	
Known Developments (Approved)			500	1,320	
Increase from other vacant land	2,106		4,928	13,010	
Total Increase				16,088	
Total at Build-out	2,009		10,617	28,030	
Increase from 2000			6,094	16,518	
Percent Increase(2000)			***135%***	***143%***	

To estimate the residential development capacity of the City, the residentially zoned vacant land was converted to dwelling units by multiplying the vacant land by the effective density that results from the minimum lot size requirements in

each district[3]. In addition to vacant land, the computation also took into account land that is currently developed but possessing vacant land in sufficient quantities as to be developable. That land is referred to as "potential backlots" in Table A-5 in the appendix.

Should all the vacant land in Norton be developed by current standards, as calculated in Table 8, the increase in the existing number of dwelling units between 2006 and at build-out is 135%. Taking that analysis a step further it can be determined the approximate population the City would have at maximum build out. Using the maximum number of housing units and the average household size of 2.64 people, the estimated population of Norton at maximum build out will be 28,030, an increase of 143% over the 2000 population. While it is not likely that every acre of vacant land will ultimately be developed, the above analysis generates a useful benchmark against which the current zoning and proposed land use policies should be judged.

Traffic Generation

As noted above, retail and office uses generate much more traffic than residential uses. Using a standard of 10,000 square feet of retail floor area per acre of commercial land, one acre of retail in a stand alone environment can be expected to generate approximately 400 vehicle trips per day, while trip generation for one acre of offices (at 10,000 square feet per acre) would be about 125 vehicle trips per day. This compares to about 10 vehicle trips per day for a single-family home, which, in Norton equates to 8.5 trips per acre per day figured on an effective density of .85 units per acre. On a per unit basis, alternative housing such as townhouses typically generates less traffic than single-family homes. However, on a per acre basis, residential condominiums, for example, generate about 23 trips per day based on 4 units per acre. This amount of traffic is still much less per acre than that generated by the nonresidential uses noted above. This is not to say that economic development is bad, because it is still important to realize the tax benefits of such development. The negative impacts of commercial and industrial development must be balanced with the positive impacts with respect to tax income.

[3] The effective density takes into consideration factors for the area within a subdivision that is devoted to roads and the fact that not all lots in a subdivision are the minimum lot size.

III. Goals and Objectives

In order to be a useful decision-making guide for the City, it is important for the Comprehensive Land Use Plan to have a set of clearly defined Goals that describe the City's desired course for the future related to economic development, housing development, community image, etc. As such, the goals and objectives contained in this chapter provide the framework around which the subsequent policies and implementation strategies are drafted. The following goals and objectives are an over-arching set of values contained in the Norton Comprehensive Plan.

A. Infrastructure

To provide better services for the Citizens of Norton and to promote economic and residential development.

1. Provide sewer and water to all areas of the City to:
   a) Enhance the economic viability of the City, and
   b) Promote the health, safety and welfare of the current and future citizens by enabling the replacement of failing septic systems and inadequate wells.
2. Provide a sewer and water system that is cost beneficial to both the City and the residents.

B. Economic Development

To achieve a more balanced economy that provides for a better mix of residential and commercial taxes while creating jobs and improving services by promoting economic development in selected locations, and ensure that:

1. Non-residential development is properly located, designed, and operated so as not to jeopardize the low-density character of the City.
2. Non-residential development and redevelopment enhances the City's image and identity.

C. Cleveland-Massillon Road Corridor

To create a special place within the City that will protect the small town character while allowing in-fill development and beautification of what has become the "center" of Norton.

1. Provide for an expanded retail/mixed use area to encourage pedestrian traffic
2. Provide for connectedness between the various uses of the corridor
3. Provide for a greater sense of place with the corridor.

D. Residential Character

To maintain the existing residential character of Norton while promoting cohesive development and providing a variety of housing options for all potential citizens of the City. This will be accomplished by:

1. Ensuring a variety of housing options are available to meet local demand.

2. Ensuring that reasonable development opportunities are available on sites that cannot feasibly be developed with standard single-family subdivisions comprised of one-acre lots.

3. Ensuring that all residential neighborhoods have the level and type of amenities desired by the residents.

E. Parks and Open Space

To raise the level of outdoor activities offered within the City as well as providing more green space and to protect natural resources important to the citizens by:

1. Establishing areas of green space where residents and visitors can gather and visit

2. Establishing "Greenways" to enhance the overall character of the community.

3. Securing Lake Dorothy for the citizens of the Community in perpetuity.

Gazebo and Park in Norton

4. Ensuring that the parks have the level and type of amenities desired by residents.

5. Creating bicycle and pedestrian linkages throughout the City.

F. Sense of Community

To create a greater sense of community and ensure that:

1. Special community places are established within the City to serve as focal points and gathering places that foster interaction among residents.

2. Pedestrian and vehicular linkages are established to facilitate community use of local amenities such as the Lake Dorothy, City parks, and the Silver Creek Metropark.

3. The overall quality of life in the City is enhanced

IV. Development Policies

The purpose of this Chapter is to set forth the specific policies that advance the goals and objectives summarized in Chapter III. These policies address specific use recommendations, development requirements and administrative issues that are important to the ongoing planning agenda of the City.

Norton has a unique dichotomy of uses ranging from intense uses like commercial shopping centers, to low-density residential uses and undisturbed natural areas. Some areas are still farmed and face pressures for development; other areas are showing signs of becoming outdated and are in need of renovation or redevelopment. While this plan stresses the desire to preserve the residential character and conserve open space, these goals must be balanced with economic development initiatives that will increase fiscal stability by increasing the non-residential tax base and reducing the tax burden on single-family homeowners.

The policies are divided into six sections: Infrastructure, Economic Development, the Cleveland-Massillon Road Corridor, Residential Development, Open Space and Natural Resources, and Community Character. These policies represent the land use directions to be pursued for various areas of the City. However, there are likely to be other areas of the City, which are not specifically identified in this Plan, yet which will be significantly impacted in the future – by new development, future road widenings, and/or increased traffic. Therefore, it is important to continually assess areas along major streets and adjoining nonresidential areas so the City is able to respond when existing development patterns are threatened.

A. Infrastructure

1. Sanitary Sewer.

In 2006, the Summit County Department of Environmental Services (DOES) has included $6,000,000 in their five-year Capital Improvements Program for a future Norton Waste Water Treatment Plant (WWTP) or expansion of the Barberton WWTP in 2009. In order to determine if Wolf Creek can accept additional loading from a new technology wastewater treatment design such as a membrane bioreactor (MBR), a stream modeling study needs to be done to satisfy the requirements of Ohio EPA. DOES has plans to embark on this study in the near future.

In accordance with the Codified Ordinances of Summit County, DOES calculates a single family residential unit as 400 gpd and refers to this as one Benefit. Other public utilities label this amount of flow as one Residential Equivalent Unit (REU), and this term will be used in the following analysis. Assuming that the City's wastewater flow to Barberton in 2006 is 180,000, and that approximately 50 REU's will be added each year over the next 5 years to the system, and that the four existing WWTP's will be abandoned during the next 5 years, then the City will need additional capacity for wastewater treatment by 2012. Realizing that the design and construction of a new or expanded WWTP takes 2 to 3 years, the City needs to make some serious decisions in 2007on procuring additional wastewater capacity if the City hopes to continue to grow. If in the 20 years between 2012 and 2032, the City

would grow at a realistic rate of approximately 100 REUs per year including the abandonment of some septic tank subdivisions, then the estimated total wastewater capacity required would be approximately 1.5 MGD. Therefore, if the City and DOES pursue an expansion with Barberton, it should negotiate for an additional capacity of 1 MGD. If the City works with DOES to build a new facility, then the initial capacity should be 750,000 gpd and expandable to 1.5 MGD in the future. The second option assumes that some wastewater flow from the southern part of the City would continue to discharge to Barberton up to the 560,000 gpd available in the existing WWTP. Therefore, the City needs to make a decision in 2007 about which direction to pursue and take the necessary steps to make it happen.

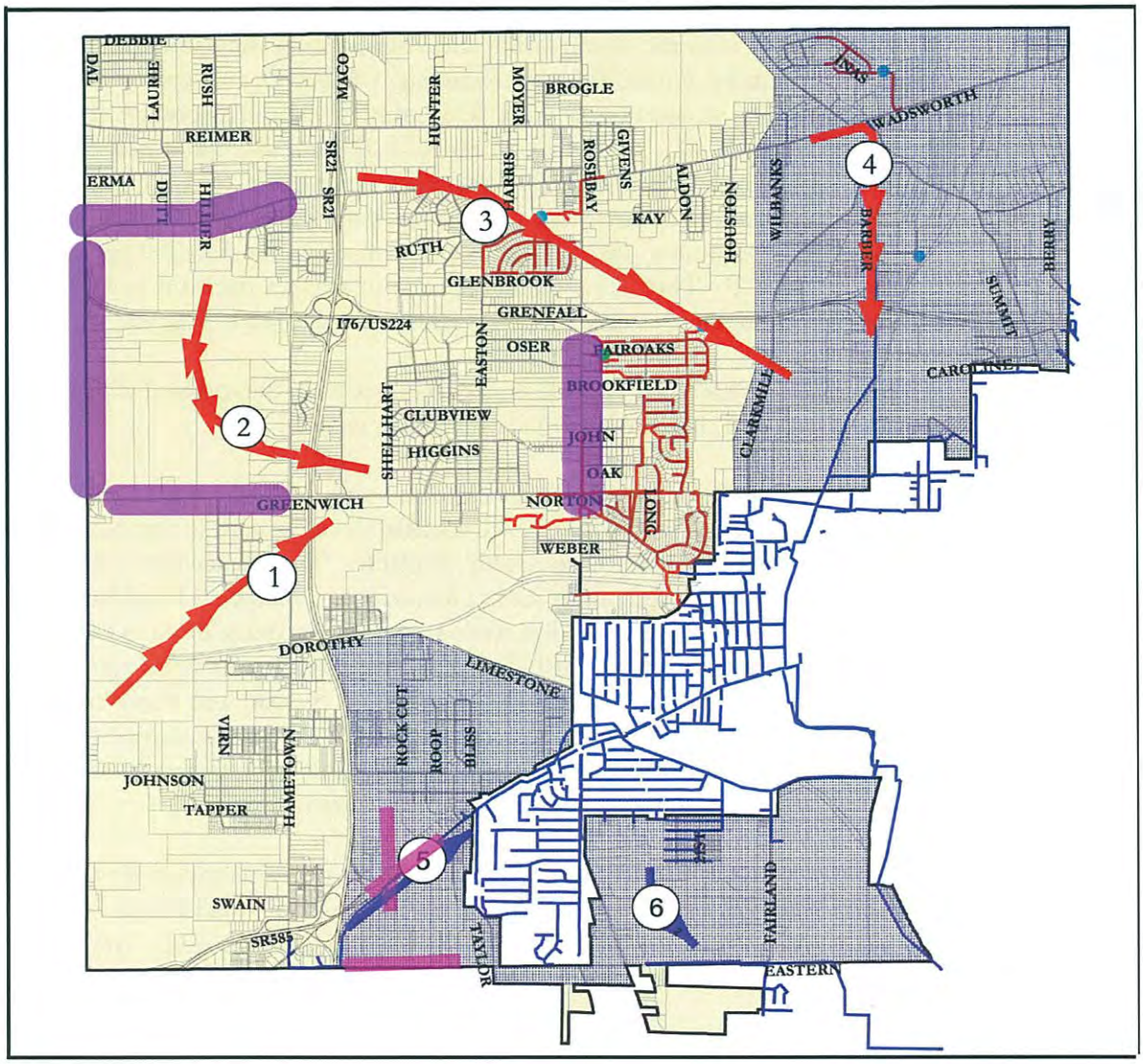
The priority areas to serve with sanitary sewers were determined with the help of the Committee, and they are shown on Map 5 on page 26.

Area 1 is the land to the west of SR 21 and south of Greenwich Road to the railroad tracks. This area is prime land for residential development in the near future if water and sanitary sewer were more readily available. The wastewater system would flow northeast to a proposed pump station located on Greenwich Road just east of the SR 21 overpass. This pump station would pump east along Greenwich Road to a 12-inch sanitary sewer in Garden Lane Estates or to a new WWTP on Norton Avenue near Wolf Creek. The Greenwich Road Pump Station and force main are priority infrastructure to opening up the area west of SR 21 for development. Another key element is the extension of the two main trunk sewers from this pump station southwest and northwest under SR 21 and Hametown Road.

Area 2 is the land to the west of SR 21 and north of Greenwich Road to Wadsworth Road.. This area is also dependent on the Greenwich Road Pump Station and force main. This land is suitable for residential, commercial, or business/office development. It has been targeted as a possible future site for economic development.

Area 3 is all of the land that would utilize the Van Hyning Run trunk sewer. This trunk sewer would extend northwest along Van Hyning Run from the Barber Road trunk sewer to abandon the Norton Acres and Brentwood Estates WWTPs. From there, these existing systems could be extended to serve the surrounding area including the Wadsworth Road and SR 21 interchange.

Area 4 includes the Barber Road trunk sewer and the land in the northeast portion of the City. The abandonment of the Frashure Park WWTP and the Interstate Industrial Park WWTP would open up other areas for development. With minimal cost, the sanitary sewers could be extended on Akron Wadsworth Road, Summit Road, and Clarkmill Road.



Infrastructure

Map 5

COMPREHENSIVE PLAN - City of Norton

Legend

- Sewer Lines
- Force Mains
- Barberton Sewer Line
- Possible New Routes for Sanitary Sewers
- Existing Routes for Sanitary Sewers
- Pump Station
- Treatment Plants
- Streets
- Parcels
- Boundary
- Retail Water Service Areas
- Major Road Improvements
- Minor Road Improvements

N W E S

3000 0 3000 6000 Feet

Date - October 31, 2006

Data source - City of Norton

DBHARTT INC
planning and development consultants
The Crittenden Building
1382 West Ninth St. • Suite 420
Cleveland, Ohio 44113-1231

Area 5 includes the land that is already served by the Wooster Road trunk sewer and the interchange with SR 21. Some additional land could be developed in this area, but it will most likely always be served by the Barberton WWTP.

Area 6 includes the land in the southeastern part of the City that will be served by the Eastern Road Pump Station and is pumped directly to the Barberton WWTP. Some vacant land is prime for development, but this area will most likely always be served by the Barberton WWTP. The Eastern Road Pump Station is owned and operated by Barberton and is the potential discharge point for the future Norton Energy Systems (NES) facility unless a decision is made to pump the wastewater northeast to a new Norton WWTP.

Existing septic tanks in Norton are unlikely to be abandoned unless they are located in subdivision of reasonable density to make the installation of sanitary sewers and water economically feasible and cost effective. If the property owners would petition for the installation of sanitary sewers and water lines, the assessment process usually takes approximately four years from acceptance of the petitions until the facilities are ready for use. If the infrastructure is readily available nearby, the approximate cost in 2006 is approximately $10,000 per home for sanitary sewer and $5,000 per home for water. As the Storm Water Phase II Program identifies the illicit discharges throughout the City, more of the septic tanks will need to be replaced or sanitary sewers will need to be installed.

In order to give the City some idea of the cost of constructing some of the proposed infrastructure, some very preliminary estimates of cost are provided based on 2006 prices. The approximate cost of installing the Greenwich Pump Station and force main to serve Area 1 and 2 is $1,500,000. The approximate cost of installing the two trunk sewers under SR 21 and Hametown Road is $1,000,000. The approximate cost of abandoning the Norton Acres WWTP is $750,000 and the Brentwood Estates WWTP is another $1,000,000. The approximate cost to abandon the Frashure Park and Interstate Industrial Park WWTP is $500,000 and to extend sanitary sewer east and west on Akron Wadsworth Road is another $500,000. The total estimated cost of these capital improvements is $5,250,000.

It is a priority to seek grant funds and low interest loans to make these projects possible. Some available funding sources include Issue 1 grants and loans, Water Pollution Control Loan Fund (WPCLF), and partnering with DOES, developers, school district, businesses, and property owners to extend the basic infrastructure to the identified sites.

Specific Policies for the Norton Sanitary Sewer System include:

a. Construct the Greenwich Road Pump Station and force main with partners.

b. Construct the two trunk sewers southwest and northwest from the pump station under SR 21 and across Hametown Road.

c. Conduct a feasibility study and work with the County to secure funding for construction of new or expanded wastewater treatment facilities for the City of Norton ***with the intention of making a decision in 2007***. This study must determine the best economic and environmental solutions for the City of Norton.

d. Construct the Van Hyning Run trunk sewer to abandon the Norton Acres and Brentwood Estates WWTPs.

e. Construct the necessary infrastructure to abandon the Frashure Park and Interstate Industrial Park WWTPs.

f. Procure grant funding and loans to install the above listed infrastructure.

g. Assure that any new extensions of the system are sized to meet the development outcomes intended in this Comprehensive Plan.

2. Water System

Currently, as part of the water agreement between Norton and Barberton, the water rates include the operation and maintenance of the Norton waterlines by the City of Barberton. This includes all repair, new service installation and standard maintenance such as hydrant flushing. Norton has presently reached the point in the agreement where they could ask Barberton for a Wholesale Water Service rate. As per the agreement the Wholesale Water Service rate applies to the Wholesale Water Area shown on Map 5 on page 26. This rate is open to negotiation. If the City decides to negotiate with Barberton on the rate and the affected area, Norton will, as per the agreement, take over all operation and maintenance of their water system including billing and payment to the City of Barberton.

Future water service in Norton is up to the City of Norton. Barberton has no plans to extend water in the City nor will they dictate as to where the water system should be extended. Barberton does require that all water line design and construction follow Barberton's construction and material standards. The City of Barberton would like to see a waterline loop from Wadsworth Road to Easton. Also, Barberton has established a high pressure zone along Easton Road so that any design for waterlines in this area should take this into account. Finally, Barberton's last water model indicated that a water storage facility should be constructed somewhere north west of I-76 and west of Cleveland-Massillon Road. This would preclude a water booster pump being required for this area. The City of Norton approved a Comprehensive Water Plan in March, 1999 that should be followed for any future extensions or improvements.

The general water plan for the City of Norton includes:

a. Extend water to undeveloped and underdeveloped areas

b. Create a water model to determine future pipe sizes and to analyze pressures

c. Examine and update water model regularly to ensure that new development and future extensions provide adequate pipe sizes and pressure requirements

d. Oversize water lines to the areas that are believed or planned to be future high density developments

   i. Along Greenwich Road to service developments

   ii. Along Wadsworth Road to service commercial development

   iii. Loop the waterlines to Summit Road when the Wadsworth Road line is constructed

e. Keep tabs on water usage to be proactive when dealing with Barberton

f. Development of Norton's own water source is economically unfeasible at this time.

Specific policies for the Norton Water System include:

a. Follow the Comprehensive Water Plan of 1999 but develop a dynamic water model that identifies low and high pressure areas and proposed locations for elevated tanks or booster pump stations.

b. Extend waterlines to potential development areas including the Cleveland-Massillon Road and I-76 Interchange, Greenwich Road west, and the Wadsworth Road and SR 21 Interchange.

c. Continue to replace older undersized waterlines in the system.

d. Install new waterlines in existing subdivisions as sanitary sewers, storm sewers and road improvements are made.

3. Roadway System

The highway and roadway systems within the City of Norton are very important to the residential and economic growth of the area. As residential development increases the roadways need to be sufficient to convey the traffic to the main arteries without congestion and delays. Proper traffic signalization and synchronization of lights relative to

Cleveland-Massillon Road and I-76

the time of day is also very important. Commercial and business development traffic patterns are even more complicated than those for residential areas. Quick access to and from the main arteries is important to businesses wanting to locate in this area. Another important traffic producer is the schools. Determining traffic patterns at different times of the day must include an analysis of the school traffic in a city like Norton.

The City should require major developments to include an analysis of traffic patterns at build out of their subdivisions and business parks. Improvements of major roads into and out of these subdivisions should be included as a part of the development. Future improvements that will be required away from the immediate area should be identified so that the City can properly plan for these improvements in their Capital Improvements Program.

In order to properly plan for the future, the City should conduct a traffic study that will determine the necessary number of lanes and signalization needed at build out. This study will help to identify what improvements are eligible for state and federal funding, what should be required of developers, and what can be done at the same time as the installation of other infrastructure such as water lines and sanitary sewers.

The Cleveland-Massillon Road corridor from the I-76 interchange to just south of Shannon Blvd. is the highest priority. A center turn lane is needed as well as an expanded intersection with Greenwich Road. Two lanes continuous in both directions are required.

If the residential and commercial/business development occurs west of SR 21 as proposed, then Greenwich Road, Hametown Road, Medina Line Road, and Wadsworth Road at Hametown Road will need some major improvements to convey the traffic to I-76 and SR 21. This level of improvements includes new signalization, widening and turning lanes, in accordance with a traffic impact study and ODOT standards. Greenwich Road east of Hametown Road may need minor improvements such as new signalization, widening and turn lanes. The intersection of S.R. 585 and S.R. 21 may also need minor improvements. Map 5, on page 26, highlights the roads that will need improvements.

The City should consider working with ODOT to add a new interchange at Greenwich Road and SR 21. If the school district locates a new school in this same area, then there will be additional traffic to deal with. Making these improvements while the development is occurring is vital to avoiding congestion and high accident rates.

Improvements to the existing local streets should occur as storm sewers, sanitary sewers, and water lines are installed. This will help to reduce the overall cost of the improvements and give the City an opportunity to cover some of the expense for the road improvements.

Specific Policies for the Norton Roadway System include:

a Engineering and constructing the widening of Cleveland-Massillon Road

b Conducting a traffic impact study based on potential traffic volumes at build out, and developing a strategic plan to implement improvements as development occurs.

c Making improvements to roads should be done in conjunction with water and sewer line placement, if possible.

d Any new roads that become necessary due to the expansion of residential, commercial, or industrial areas should be engineered with full improvements.

e Exploring a new interchange at S.R. 21 and Greenwich Road.

4. Storm Water System

The storm water system plays an important role in preventing flooding and improving stream and river habitation in every community. Because of the growth pattern of Norton, the City has not had to show much concern with the storm water system. However, as Norton grows, this will be an increasingly important part of the infrastructure system.

For new developments, stormwater retention or detention facilities should be required to minimize the impacts on the existing drainage system.

As roadway improvements are made, storm sewers should be installed or open ditches should be properly configured to minimize flooding and to comply with Storm Water Phase II regulations for best management practices.

A City wide drainage plan should be developed identifying all streams, ditches and outfalls and should include a list of improvements that can be implemented as part of new development or added to the Capital Improvement Program (CIP). There are several culverts in the City that are undersized and need to be replaced to alleviate flooding. These projects should also be included in the CIP. The City should consider and investigate the possibility of creating a Storm Water Utility and collect fees based on the amount of impervious surface area. This would ensure an on-going storm water management program.

The City should continue to work with the Southern Summit County Storm Water Task Force to address regional flooding issues and potential solutions. The storm water runoff from upstream areas directly affects the neighboring downstream communities. In cooperation with this Task Force and the Summit County Engineer, the City is trying to obtain grant funding through State and Federal representatives, the Muskingum Watershed Conservancy District, and the Army Corps of Engineers. A potential solution for future flood control in the City is to construct some staging areas in the flood plains around Wolf Creek and Pigeon Creek. The City has had discussions with the Western Reserve Land Conservancy about purchasing the land, and the potential for obtaining funding through the Ohio

EPA Water Resource Restoration Sponsor Program (WRRSP) is a possibility. Controlling the storm water in the headwaters of the tributaries will benefit the entire region while preserving our water quality through natural riparian corridors.

Specific policies for the Norton Storm Water System include:

a. Implementing the Phase II Storm Water management requirements

b. Developing a City wide drainage plan and identify needed improvements

c. Requiring proper storm water management practices within new developments.

d. Continuing to work with the Southern Summit County Storm Water Task Force

e. Investigating the establishment of a storm water utility.

B. Economic Development

Economic development, which involves attracting new high quality, non-residential development to Norton and supporting/enabling the expansion and/or redevelopment of existing businesses in the City, is necessary to increase the tax base and minimize the future tax burden on residential property owners. It is important that this new development occur in appropriate locations where it will have the least impact on adjacent residential uses. All of the areas are highlighted on Map 6 on page 34.

The following policies were formulated to encourage economic development in Norton.

1. **Encourage retail development** north of I-76 near the western edge of the City along Medina Line Road. This area, which is predominantly vacant, is very near the retail development being created in the City of Wadsworth. This area is accessible from both Wadsworth Road and Medina Line Road. Given the retail development in Wadsworth, this area is more suitable for economic development than for residential development. Currently this area is zoned RU-1. Development of this area is contingent upon the addition of sewer and water infrastructure.

Area 1. Example of Possible Retail Development

a) B-3 Zoning is recommended for this area since that will allow the widest range of retail uses.

b) Because of the potential for this site residential development should be restricted.

2. **Encourage office/light industrial development** south of I-76 near the western edge of the City. Since this site is quite extensive, it may also be possible to allow for some retail development near the interstate. This area is predominantly vacant but has multiple zoning classifications.

a) Restrict residential on this site unless it is part of a mixed-use development that will add residential uses as part of a larger retail and office development.

b) Residential uses should remain along Greenwich Road to protect the residential nature of this street.

Area 2. Example of Possible Industrial Development

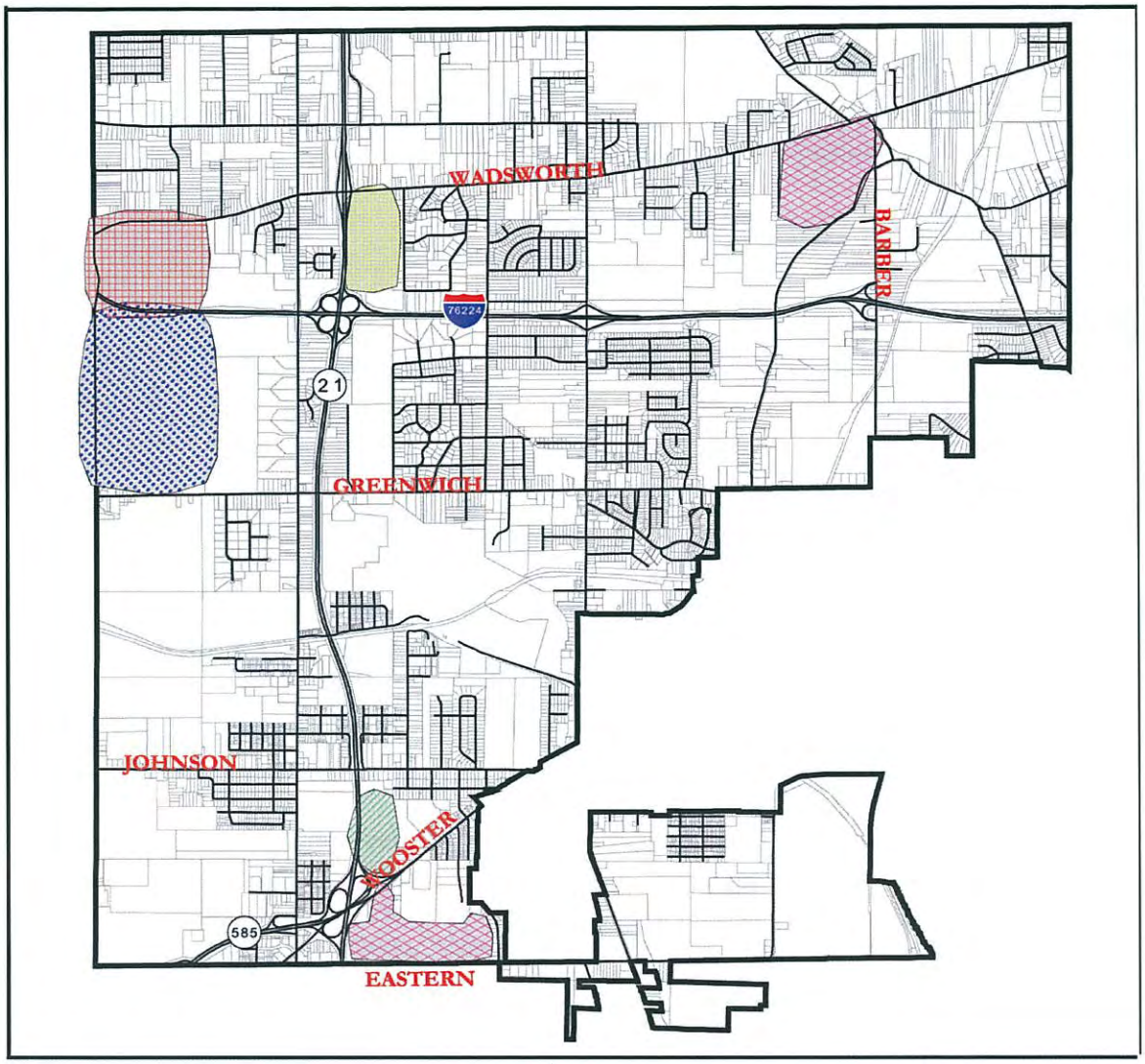
c) Create a new Office/Light Industrial district to accommodate the desired type of office development and apply the district to this area to enable office development. This new classification should not allow for outdoor storage and should limit the types of industrial uses allowed.

3. **Promote Development of the 585/21 "gateway" into Norton along Wooster Road.** This area already has a variety of uses that co-exist. But since this area is an important "gateway" into the city and can be one of the first glimpses of the City by a visitor, this area should be treated as "special." The suggested areas for development are mostly vacant and are zoned residential.

a) This site should be restricted to neighborhood retail to serve the southwest community of Norton; however the non-residential area should not extend to Johnson Road or have access from residential areas.

Area 3. Current Industrial Development

b) Establish a light industrial park, and office park or a retail center on this site. However, since this is one of the "gateway areas" into the City, the zoning classification should be the new office/light industrial classification.



Map 6

Economic Development Areas
COMPREHENSIVE PLAN - City of Norton

Legend

- Retail
- Office/Retail/Light Industrial
- Office - Light Industrial
- Neighborhood Retail
- Expanded B-3 District
- Streets
- Parcels
- City Boundary

N W E S

3000 0 3000 6000 Feet

Date - November 17, 2006

Data source - City of Norton

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The Crittenden Building
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Cleveland, Ohio 44113-1231
planning and development consultants

c) The residential zoning should be maintained on the Eastern Road frontage in order to protect the residential nature of this street.

d) Since this a "gateway" into the City, any development should have enhanced design standards in order to enhance the image of the City.

4. **Promote the development of the southwest corner of Wadsworth Road/Barber Road as an office/light industrial park.** This a prime site with good interstate access. It is at an important intersection of the City and should be treated special.

   a) Place this area under the new Office/Light Industrial classification to accommodate the desired type of office development and apply the district to this area to enable office development.

   b) Prohibit outdoor storage on this site.

   c) Establish detailed site development standards, such as increased landscaping requirements, and improved vehicular/ pedestrian circulation patterns.

5. **Enlarge the B-3 zoning designation on the southeast corner of Wadsworth Road and Route 21.** While the portion of this site fronting on Wadsworth Road is already developed, expanding this commercial designation will allow for it to be more fully developed. This site can accommodate a single-load cul-de-sac with commercial sites available along that road.

C. Cleveland-Massillon Road Corridor Policies

The Cleveland-Massillon corridor stretches from 400 feet north of Reimer Road to 1,100 feet south of Norton Road—approximately 2.3 miles. Within this Corridor are three economic development (or non-residential) nodes.

Cleveland-Massillon Road at Wadsworth Road

1. The intersection of Cleveland-Massillon Road and Wadsworth Road, is part of one of the original settlements in the old Norton Township—Loyal Oak. There is an existing commercial center with some historic buildings that may be worth preserving.

2. The intersection of Cleveland-Massillon Road and Greenwich/Norton Roads has become the *de facto* town center of Norton. Concentrated along this section of the corridor are:

   a. Commercial establishments with approximately two-thirds of this section being zoned commercial;

Cleveland-Massillon Road at Greenwich Road

b. The community center and city hall (approximately ½ mile away, but still considered part of the corridor);

c. A Public Square on two of the four quadrants at the intersection of Cleveland-Massillon and Norton/Greenwich roads;

d. Elementary and Senior high schools, the Football stadium and baseball fields, as well as other Norton Board of Education Property; and

e. Access to Lake Dorothy.

3. The area north of I-76, on the east side of Cleveland-Massillon Road has large parcels in single ownership and is substantially zoned for retail/industrial development.

Between these three nodes, the land use and zoning along the remainder of the Corridor is primarily residential or vacant land. Some of the lots are shallow with the dwelling placed near Cleveland-Massillon; others are deeper lots with the dwellings sets further and some dwellings face side streets. Norton Middle School is also located along this roadway. For the most part, the vacant land can be developed without any new development being oriented towards Cleveland-Massillon Road.

Therefore, based on these characteristics, the following four (4) principles guide the formulation of the policies along the residential portions of the Corridor:

1. There are portions of the Corridor that are not necessarily suited for single-family residential over the long-term. This plan will allow them to be converted to office space as long as the framework of the Corridor is kept intact.

2. However, allowing this entire corridor to become commercial would not create greater prosperity for the City but would only lead to fragmented and piecemeal development that would be contrary to the small-town "feel" that residents have said they desire and would result in numerous driveways and turning movements that would disrupt the traffic carrying capacity of Cleveland-Massillon Road.

3. There are ample alternative economic development areas within the Corridor and the City.

4. Residential development is needed to support any economic development activities. The residential development and the economic development are being designed to complement each other.

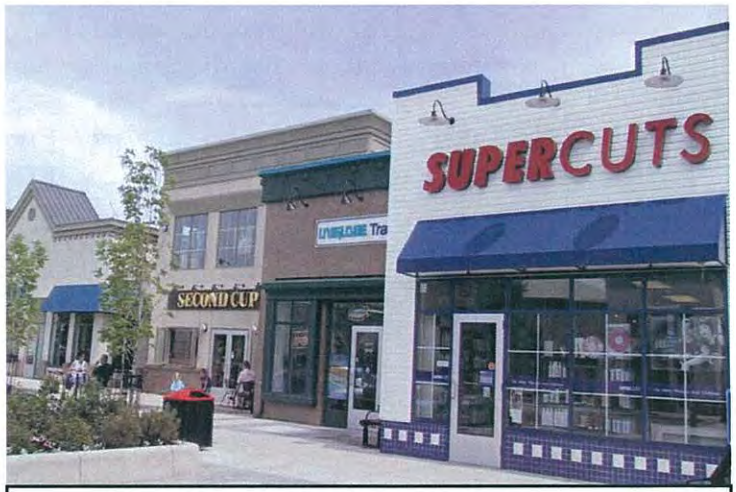
Traditionally, the "city center" is the heart of a community, where cultural, social and business activities are typically concentrated. Also, it is often the most identifiable physical expression of that community's identity. Therefore, establishment of such a place is critical to conveying the City's image and creating a sense of community for current residents. This

area has evolved into the "center" of Norton. It is good public policy to strengthen this area to serve as a focal point for the community.

Following are the policies for specific areas along the corridor based on their locational characteristics (north and south of I-76). See Map 7, on page 39, for area references.

Area 1: Encourage the creation of a 'Traditional Retail Center' with high intensity mixed uses around the 'Square' that create a 'focal point' on the corridor. We realize, however, that much of this area is taken up by educational uses through the Norton Board of Education. Should the school system decide to consolidate the schools on another campus in another section of the City, this area will become a prime redevelopment area for the City.

1. Create "public green" space on all four quadrants of Cleveland-Massillon and Greenwich/Norton Road intersection to enable a more complete public square (currently has parcels designated as "public square" on the northwest and northeast quadrants of the intersection).



Example of Possible Retail Development

2. Promote higher intensity mixed uses on the northwestern quadrant of the intersection of Cleveland-Massillon and Norton Roads.

    a. Building setback at or close to right-of-way line

    b. Parking predominantly behind the building

    c. Increase permitted building heights

Example of Possible Streetscape Enhancements

3. Any redevelopment on the northeast, southwest, and southeast quadrants of the intersection shall be framed around the "Public Square" thereby creating an actual Public Square with buildings placed around the 'traditional green'.

4. Promoting the usage of street lighting, benches, and other streetscape elements with coordinated landscaping along the store frontages

Area 1a: Encourage the creation of a retail center with lesser intensity of uses. This area already has some commercial development but it is disjointed and not cohesive. Development of vacant land or redevelopment of non-productive land could solidify this section of the Corridor.

- **a.** Preserve the existing character
- **b.** Encourage location of the buildings closer to the street
- **c.** Development consistent with the size, scale and architecture of the existing structures.

Area 2: Promote landscaping and streetscaping along the frontages of buildings. Currently this area does not have a unified look. Requiring new developments to adhere to a systematic design for streetscaping, and encouraging existing property owners to upgrade to the new standard will enhance the appeal of this section of the Corridor.

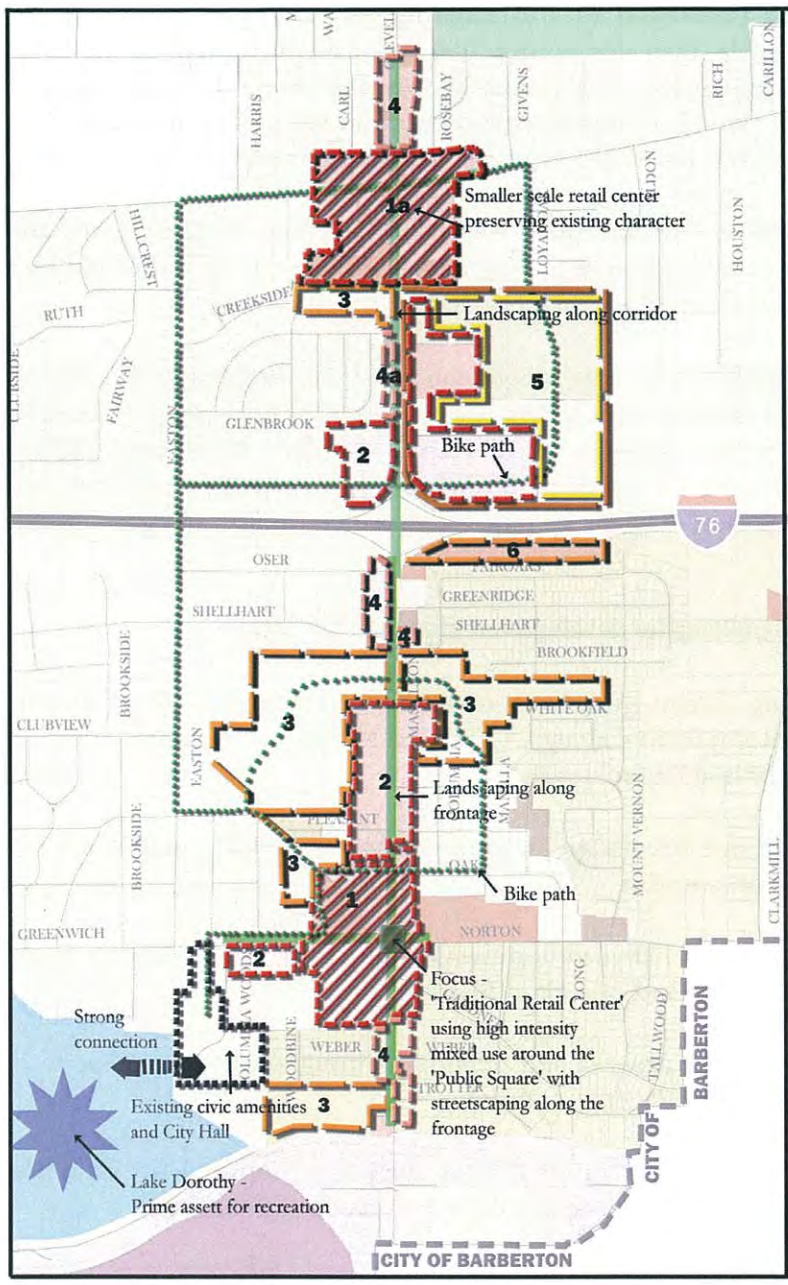
Possible Streetscape Enhancements

1. Encourage substantial landscaping along the frontage.
2. Conventional building setback to allow for some parking in the front, but parking predominantly in the rear
3. Consider access management along Cleveland-Massillon Road by discouraging separate ingress/egress points for each establishment. Encourage shared driveways.

Area 3: Promote public open-space or townhouse/cluster type of residential development at a density of 4.0-6.0 units per acre on vacant rear portions of parcels. A portion of this site is currently publicly-owned. Should it become vacant yet remain in the public domain, then that portion should be developed as public open-space. Should it not remain in the public domain, then a townhome/cluster-type of residential development should be encouraged. If residential development occurs, at least 30% of this site should remain as open-space. If possible, this open space should remain in the public domain.

Cluster housing

Area 4: Encourage limited commercial uses of homes as a means of preserving existing buildings and character while permitting an alternative use of the property. Redevelopment for commercial uses should only be pursued if it is determined that reuse of existing buildings is not practical in permitting economic use of the property. If the parcels remain essentially under separate ownership, redevelopment should be limited to office uses. Retail should only be considered if the land is assembled and a cohesive project, with limited access drives, for a "substantially large" portion of the area is approved.



Cleveland Massillon Corridor Policies

Policy Area 1 - Encourage the creation of a 'Traditional Retail Center' with a high intensity of mixed uses around the 'Square' that create a 'focal point' on the corridor

> **Area 1a** - Encourage the creation of a retail center with lesser intensity of uses

Policy Area 2 - Promote landscaping along the frontages of buildings

Policy Area 3 - Promote townhouse/ cluster type of residential development at a density of 4.0-6.0 units per acre on vacant rear portions of parcels. Maximize open space in new development, particularly preserving existing public open space

Policy Area 4 - Encourage limited commercial uses of homes as a means of preserving existing character

> **Area 4a:** If the conversion does not prove to be economically feasible, then the portion could be purchased for the purposes of creating a 'public green'.

Policy Area 5 - Promote mixed-use – retail, office and residential including senior housing – higher intensity front and lesser intensity rear

Policy Area 6 - Promote policy in 3; however, the underlying zoning in this area is commercial. Preserve commercial uses along the frontage with residential uses in the rear

COMPREHENSIVE PLAN - City of Norton Map 7

Zoning Legend

- RU-1 - Rural Residential District
- R-1 - One Family Residence District
- R-2 - One Family Residence District
- R-3 - One Family Residence District
- R-3 RPC - Residential District
- R-4 - Multifamily Residence District
- R-5 - Multifamily Residence District
- R-PC - Planned Cluster Residence District
- B-1 - Central Business District
- B-2 - Neighborhood Business District
- B-3 - Highway Business District
- C-REC - Commercial Recreation District
- I-1 - Light Industrial District
- I-2 - Heavy Industrial District

N W E S

0 1500 Feet

DEHARTT

The Crittenden Building
1382 West Ninth St. • Suite 420
Cleveland, Ohio 44113-1231

planning and development consultants

Data source - City of Norton
Date - November 17, 2006

Area 4a: If the conversion of the existing structures does not prove to be economically feasible, then this portion (4a) could be purchased for the purposes of creating public green space. The parcels in this area have a depth of 150 feet before the expansion of the Cleveland-Massillon corridor and will be further reduced with the expansion. This is insufficient depth for economic redevelopment.

Area 5: Promote mixed-use - retail/office/residential – higher intensity front and lesser intensity rear that includes senior housing. This land is mostly vacant and would be a prime area for a mix of commercial/retail and higher-density residential uses.

Area 6: The underlying zoning in this area is commercial. As an alternative, this plan supports higher-density residential development in this area. This site could possibly be split-zoned with commercial uses at the frontage of Cleveland-Massillon Road with higher-density residential at the rear. Because of the shape of this property, it would be difficult to develop it entirely for commercial uses; residential could be placed in the rear along the south side of the parcel.

The following are general policies for development along the corridor:

1. Establish building design guidelines to enable the creation of an architecturally harmonious development along Cleveland-Massillon corridor that have a coordinated use of building material.

2. Encourage a cohesive streetscape or landscaping that visually unifies the stretch of Cleveland-Massillon corridor

3. Encourage connections between commercial and retail establishments to minimize the cut-outs onto Cleveland-Massillon Road

4. Encourage pedestrian pathways and crossings throughout the corridor to ensure a safe and pedestrian-friendly environment

5. Promote a 10-feet wide median with trees along the proposed five-lane Cleveland-Massillon Road in order to create a pedestrian scaled environment.

6. Promote bike paths as connectors using minor streets that link the new residential development and the existing residential with the commercial corridor and the cluster of civic facilities.

D. Residential Development

Single-family residential uses are, by far, the predominant use of land in Norton. The majority of the remaining vacant land, when eventually developed, will be developed for houses. Therefore, it is important to set forth policies that help to achieve the goal of preserving the existing low-density residential character in a manner that permits reasonable use of land while also protecting natural resources, allowing for non-residential development, and to meet the needs of current and new residents at various life-stages. The specific residential development policies are set forth below:

1. **To the extent possible, encourage single-family development at a density of between two and four units per acre.**

   a. Maintain the R-1 through R-3 Residential Districts in their current lot regulations.

   b. Reconfigure some areas of zoned land that do not fit into the overall land use plan or those where the zoning no longer fits with the market (Please see Map 9 on page 57).

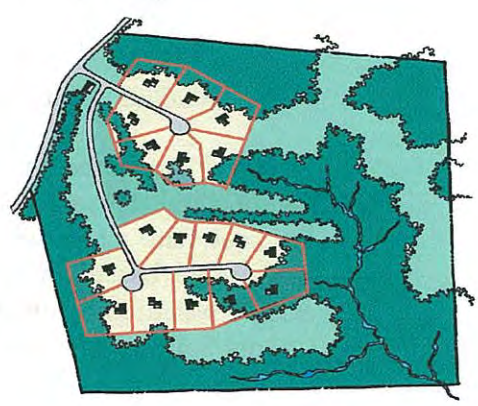
      1. Eliminate the undeveloped RU-1 district south of Brookhaven Road. Re-zone that section of land concurrent with the zoning on the property to the west, R-3 RPC. This will allow that property to be developed at a higher density while still buffering the existing RU-1 district as well as providing RPC-zoned access to the existing R-3 RPC zoned land area.

      2. Eliminate the undeveloped RU-1 district off Johnson Road between Mamie Road and the city limits in the western section of the City. This district should revert to the majority zoning within that area, R-3. That RU-1 district is an orphan district surrounded by R-3 zoning and could not be buffered from encroaching development.

      3. Eliminate the I-1 zoned land along the railroad tracks. These areas should revert to R-3 zoning.

      4. Rezone the Columbia Heights subdivision in the southeastern section of the City from R-1 to R-3. This neighborhood was built on smaller lots than R-1 allows. By rezoning to this smaller district, more of the homes will conform to the zoning. This enables more investment since the necessity of variances will be limited.

   c. Allow for flexible arrangement of dwellings with a requirement to preserve a portion of the development site as aggregated open space. This would be an option to the standard single-family subdivision. Currently this is done in the City through the rezoning process by adding the RPC designation. This development option could be changed administratively by allowing the RPC option as an overlay rather than a separate district.



CONSERVATION DEVELOPMENT LAYOUT

      1. The purpose of the RPC development option is to enable houses to be grouped closer together so that more of the development site can be set aside as open space. Controlling the density while allowing greater flexibility enables developers to design around and therefore conserve landforms, protect important resources such as streams, wetlands, trees, historic elements

and other features that contribute to the character and image of the City, and preserve large areas of open space when appropriate.

2. The principles of this type of development include maintaining an overall density that is the same as what could be achieved in a subdivision while preserving a minimum of 20%-25% of the project/development area. More flexibility is permitted in the arrangement of units in order to enable the required preservation of open space.

3. The land area set aside as open space is referred to as restricted open space since it is no longer able to be developed or subdivided; its development rights having been used somewhere else on the site. A mechanism must be established to ensure the perpetual maintenance and preservation of this open space. A homeowners association is the mechanism typically used to achieve this, but other options, such as conservation easements held by a land trust, are available provided the option chosen adequately addresses perpetual maintenance, oversight and liability.

4. Specific review criteria and procedures enable the City to require dwelling units within this type of development to be arranged in such a way to protect/ conserve the "best" or most environmentally sensitive natural areas of the site. This would be accomplished by establishing design criteria and preservation priorities for the open space. From the City's perspective, overall priorities for conservation efforts are listed below from highest priority to lowest. To the extent that the existence of natural features varies from one parcel to another, these priorities should be used as guidelines on a site-specific basis.

   1. Riparian Zones (lands adjacent to rivers and streams)
   2. Wetlands and Floodplains
   3. Woodlands
   4. Wildlife Habitat Areas

As stated above, these preservation priorities are listed in order of overall importance for the City. However, the manner in which the restricted open space is designed, and key site characteristics targeted for preservation/conservation should be determined based on their existence on a site-by-site basis. Priorities may also change based on future studies of natural resources by such entities as the Summit County Soil and Water Conservation District.

d. Encourage coordinated development of backland, behind frontage lots, by promoting use of the conservation development option rather than through the use of flag lot subdivisions.

2. Encourage alternative housing options including senior citizen housing, cluster housing and townhouses in selected locations of the City. As the population ages, more and more older adults are seeking housing that features low maintenance (interior and exterior), quality construction, additional amenities such as recreation and dining facilities, and

barrier-free access, and in some cases, personal and health care services. Another segment of the population that may benefit from increased housing options are young adults who have grown up in the City and wish to remain, but do not desire or can not afford a traditional single-family home.

Example of Cluster housing

a. Alternative housing options are appropriate in locations that meet the following criteria:

1. When located as a transitional use between non-residential zoning/development (either existing or planned) and lower-density single-family areas, in specific, definable locations to help confine and restrict future expansion of commercial areas.

2. In locations that are adjacent to major highways, such as I-76.

3. In locations where it may not be reasonable to expect that low density residential can be developed.

b. One mechanism to enable alternative housing includes establishing an overlay district to permit senior citizen housing in addition to the range of uses already permitted in the underlying district. Overlay districts act as a re-zoning, but they simply impose additional and optional development guidelines on the land within the overlay boundaries. In this case, the overlay would impose the option to build senior citizen housing on land that is residentially zoned. The development regulations currently imposed on the land would still remain should the Senior Citizen option not be chosen. Alternative types of housing, especially developments that are marketed as senior citizen housing or as high-end luxury units, typically are not occupied by families with children, and so do not increase the burden on the public school system. As such, alternative housing can be considered a form of economic development, since it, like non-residential development, pays school property taxes without adding any associated expense.

c. Whenever the City determines that due to traffic or adjacent development, some relief from existing low-density zoning is warranted, and the area(s) is not designated for future non-residential economic development, the policy is to promote higher density residential development.

E. Open Space and Natural Resources

Residents in the City of Norton are fortunate to have a Summit County Metropark within their community. Silver Creek Metropark is a significant resource, both as a recreation site and for open-space. The City is also fortunate to have Lake Dorothy within the City Center. Increasing access to these community facilities and protecting these treasured environments are key goals for the City.

1. **Lake Dorothy.** The City should gain control of Lake Dorothy and preserve that resource for the citizens of the community. Gaining municipal control would prevent future owners from developing the lake to the detriment of the City.

Lake Dorothy

2. **Create and encourage the use of green space and pedestrian/bikeway networks throughout the community.**

   a. Create a solid network of bike, pedestrian, bridle or other type of paths/trails between the City's neighborhoods and the various recreational venues within the city.

Example of a Bicycle/Pedestrian Trail along a local interstate

   b. Encourage linkages with neighboring cities and their bike/hike systems and implement strategies/systems that complement adjoining systems to ensure maximum compatibility and to create a truly regional approach to recreational trails.

   c. Priority for the bike/pedestrian path should be as follows:

      1. Any state route in which the state is willing to include money for bike/pedestrian paths should be a first priority. More specifically, these include Cleveland-Massillon Road from Copley Township to the City of Barberton and Wadsworth Road from the City of Wadsworth to the City of Barberton.

      2. Absent state funds, the City should consider the areas listed below as part of the City-wide connection plan.

         a. Johnson Road from the City of Barberton to the Silver Creek Metropark,

         b. Along the right-of-way for Route 21 from Route 585 to Wadsworth Road.

         c. Along the right-of-way for I-76 from the Summit County line to Cleveland-Massillon Road.

Example of Bicycle/Pedestrian Trail street marking

d. Along Greenwich Road from the intersection of Cleveland-Massillon Road to the Summit County line.

e. Along Eastern Road from the City of Barberton to the Summit County line.

This system may be a painted shoulder attached to the roadway capable of separating two-way vehicular traffic from bike/pedestrian traffic or, as in the case of the interstate right-of-way it could be a paved, fenced path capable of serving pedestrian traffic traveling in each direction.

3. The City should connect to the Ohio & Erie Canal Towpath Trail. The City should explore cooperating with the City of Wadsworth and the City of Barberton to connect all three cities to the Towpath Trail. The Trail could be connected to Wadsworth and Barberton through the old Trolley Line that runs along the railroad tracks from the center of Wadsworth through Barberton.

Along the old trolley line, Lake Dorothy is in background

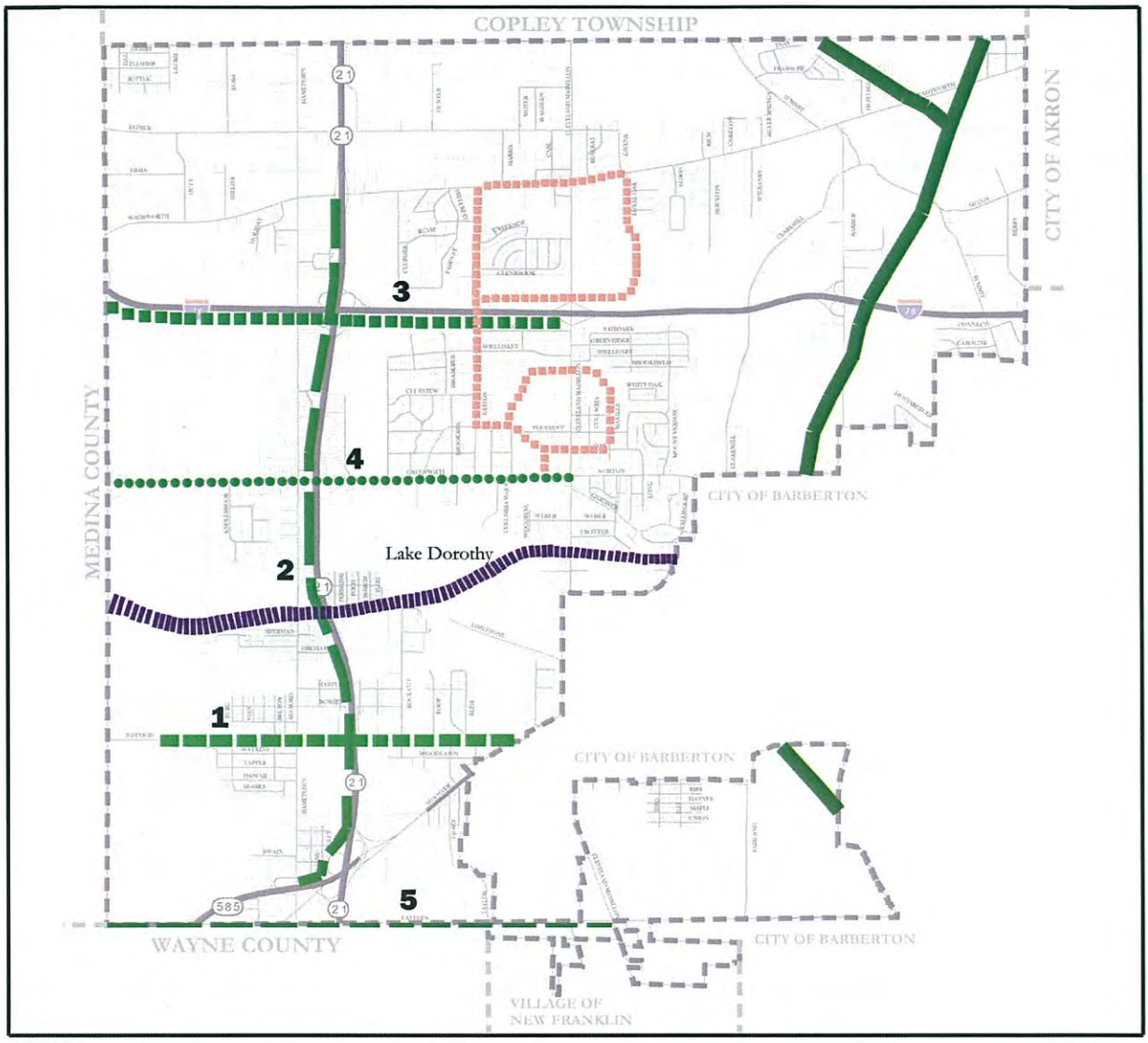
4. Despite the priorities listed above, the City should stay abreast of potential funding opportunities and be ready to pursue any of these desired links when available funding dictates one route over another, even if the potential route is not the highest priority.

d. New residential developments that are built adjacent to an existing or proposed bike path should provide connections to the path to enable residents to take advantage of the network system envisioned.

3. Establish specific development restrictions that protect environmental resources. There are many undeveloped areas within the Wolf Creek Valley's adjacent floodway and stream banks where development constructed according to the current zoning could jeopardize the quality of the natural environment. Regulations should be adopted that apply to all development in the vicinity of the various natural resources found in the City. The following forms of environmental regulations should be further explored to protect lands adjacent to rivers and streams and to help prevent the proliferation of development related impacts such as flooding.

a. Riparian setbacks along rivers and streams, which would prohibit development within the setback. The required setbacks should be related to the quality of soils and slope of the riverbank.

b. Buffers around designated wetlands.



Bike/Pedestrian Path Locations

Map 8

Path Location 1 - Johnson Road from the City of Barberton to the Silver Creek Metropark
Path Location 2 - Along the right-of-way for Route 21 from Route 585 to Wadsworth Road
Path Location 3 - Along the rifht-of-way for I-76 from the Summit County line to Cleveland-Massillon Road
Path Location 4 - Along Greenwich Road from the intersection of Cleveland-Massillon Road to the Summit County line
Path Location 5 - Along Eastern Road from the City of Barberton to the Summit County line
Path Location 6 - Greenway location along Wolf creek and Pigeon creek

COMPREHENSIVE PLAN - City of Norton

Potential regional link to Canal Towpath
Linkages proposed to serve Cleveland-Massilon Corridor

N W E S

0 3000 Feet

The Crittenden Building
1382 West Ninth St. • Suite 420
Cleveland, Ohio 44113-1231
planning and development consultants

Data source - City of Norton
Date - November 17, 2006

4. **Promote the maintenance and upkeep of natural areas** (i.e. through flood prevention measures, etc.) in the Tuscarawas River area, so that the environment is preserved for future generations. Proper management and maintenance of these natural areas is key to the preservation of the community's natural heritage and historic landscapes as well as enabling opportunities for recreational use of the River.

5. **Promote, enhance, and strengthen the existing municipal active park space.** The City has municipal multi-purpose fields that act as a community gathering spot for residents, especially families with children, who actively participate in baseball, softball and/or soccer leagues, to name a few. It is important that these facilities are maintained and strengthened, and that the City develops a plan for long-term improvement.

6. **Pursue the Greenways contained in the Summit County Park Plan.** Summit County has recognized the unique nature of both Wolf and Pigeon Creeks. The most recent park and recreation plan for the County calls for the establishment of a greenway along Wolf and Pigeon Creek. This would help provide open space for City residents, help preserve the environment through preservation of the natural areas along those creeks, and strengthen the historic and natural landscape of the City of Norton.

F. Community Character

Community character, or how a community is perceived by both citizens and visitors, plays a big role in ultimate success of the community. Norton has a number of very positive attributes and the goals of this plan are to build upon the positive characteristics and to strengthen perceived weaknesses.

A major focal point – like the "City Center" discussed previously – helps to create a sense of community for current residents and convey the City's image to the rest of the world since it is often the most identifiable physical landmark of the community.

1. Promote higher quality development.

a. Improve/maintain the quality and character of streetscapes and buildings located at City entrances, gateways and key intersections, and along important corridors, by enhancing the visual characteristics of areas that serve as the City's "front door".

b. Adopt more comprehensive landscaping and streetscape standards for commercial areas. These standards could address screening of parked automobiles, sign regulations, lighting, requirements for street trees, and the required/preferred types of landscaping and plants, which together serve to create a cohesive area.

c. Ensure design quality by adopting guidelines to promote the type of development that will have a lasting positive impact on the character of Norton.

d. Consider adopting a commercial and a residential maintenance code to ensure that, once constructed, buildings and their sites are properly maintained. Maintenance codes would address issues that are not regulated by the zoning or building code, including grass cutting, weeds, painting, staining and overall aesthetics of the property.

2. **Create an improved community image for residents and non-residents when they think of the City of Norton**

   a. Establish programs that encourage residents to invest in properties to improve overall city appearance.

   b. Encourage "city cleanup" programs that aim to do things like reduce litter or to cleanup city gateways.

   c. Work toward improving existing older neighborhoods, and enhancing the quality of new neighborhoods.

      1. Upgrade existing roads to current engineering standards including installing curbs and gutters, where needed, and re-surfacing/rebuilding roads to meet minimum width requirements.

      2. Plan and implement upgrades to existing neighborhoods so that they occur concurrently. For example, when the installation of sanitary sewers are planned and additional improvements such as sidewalks, re-paving or installation of a curb and gutter system are also desired, then all the improvements should be done at the same time to help minimize the negative impacts of such construction.

      3. Install public utilities in areas where private septic systems are failing and where the presence and capacity of the current utility lines enables the extension.

3. **Create a greater sense of community among residents by establishing a "city center"** along the Cleveland-Massillon Road corridor area as previously described. It is important that the city center be a place where people can congregate for many reasons, both formally in scheduled events and informally in spontaneous events; where people in the community can relate and gain a sense of civic pride.

4. **Focus transportation improvements on key corridors and at key gateways** to improve traffic flow and circulation. Manage traffic at intersections instead of widening streets for capacity; limit new curb cuts and consolidate existing curb cuts to permit signalization if warranted, particularly along Cleveland-Massillon Road, Greenwich Road, Johnston Road, Eastern Road and Wadsworth Road.

5. **Establish partnerships with other jurisdictions/agencies on regional issues.** As communities become more aware of issues such as traffic, storm water management, open space and hike/bike networks that extend beyond the invisible boundaries that divide one city from another, it becomes more important to work cooperatively to jointly seek solutions to these issues.

6. **Work cooperatively with adjoining communities** to ensure that the impacts of development along the city's borders are properly managed to the benefit of all affected property owners.

V. Implementation Policies

This comprehensive plan accomplishes two things: it serves as a guide for future land use decisions and it states the City's goals for future partnerships and relationships that have a direct effect on the quality of life and development in the City. The following are implementation measures needed to achieve these policies:

- Zoning Text Amendments
- Zoning Map Amendments
- Administrative Policies and Procedural Changes

Zoning Text Amendments

Zoning is the City's fundamental tool to accomplish many of the land use policies in this Plan. A number of new zoning districts are suggested to ensure that policies established in Chapter 5 are implemented to the fullest, each to be carefully crafted to achieve the specific goals and objectives previously noted. Other suggested amendments involve modifying or adding new development standards, which in some cases include specific numerical standards. These numbers are intended to serve as a guide and should be evaluated further by the Planning Commission and Council at the time the Zoning Code is amended to ensure that the appropriate numerical standards are ultimately adopted.

This plan proposes one new zoning district, modifying one district into an overlay district and one new overlay district. The new zoning district is the Office/Light Industrial District (O-I). This plan also calls for changing the RPC District to the RPC overlay district. The new overlay district is the Senior Residential District (SR).

The following amendments to the City's zoning code are necessary to ensure that the regulations enable development to occur according to the policies stated in this plan. These changes are most effective when implemented as part of a complete review and update of the entire Norton Planning and Zoning Code. It is possible, but less efficient, to create new districts or modify existing districts in a more incremental way.

A. Residential District Changes

1. Convert the existing RPC district into an overlay option. This provides for the flexible arrangement of dwelling units in order to maximize preservation of open spaces and significant natural features, while maintaining the same number of dwelling units that would otherwise be permitted for standard lot development.

   The key regulations for the RPC Overlay include:

   a. Establishing regulations that permit the same number of dwelling units with an RPC development as would be achievable in a standard subdivision.

b. Require a minimum of 20% to 25% of the project area be designated as restricted open space and clearly state that all such open space is restricted (that is, prohibited) from future development.

c. Establish design criteria and priorities for the layout and design of the restricted open space to ensure that the project preserves the site's worthy natural features in a way that achieves the goals of the Conservation Development Regulations. This list of priorities should mirror the priorities in the Policy section of this Plan, and should reflect the overall desires of the community. However, priorities on a specific site may vary if the City feels that the certain natural features are more significant on a particular piece of property.

Priorities for conservation efforts are listed below, from highest to lowest priority:

1. Riparian Zones (lands adjacent to rivers and streams)
2. Wetlands and Floodplains
3. Woodlands
4. Wildlife Habitat Areas
5. Fields, Meadows, and Hedgerows
6. Greenways and Rural Roads
7. Rural Structures (Barns, stone walls, fences, etc.)

These preservation priorities should be considered based on their existence on a site-by-site basis. They may also change based on future studies of natural resources by such entities as the Summit County Soil and Water Conservation District.

d. To encourage conservation development as an alternative to conventional single-family subdivisions, regulations should be established that recognize, depending on the size, shape and location of wetlands, water bodies and floodplains, these features and may or may not limit the development potential of a site.

1. Permit land in wetlands, water bodies and floodplains to be counted toward an overall density when they are protected as part of the open space network, and do not exceed the required amount of restricted open space. This recognizes that in a standard one-acre lot subdivision, many times, smaller areas of floodplain, etc. can be included in a lots rear yard without affecting the overall density.

2. When it is likely that the size and/or shape of the wetlands, water bodies and floodplains reduce the overall development potential of

a standard subdivision then the permitted density should be reduced appropriately.

- When a wetland, water body, floodplain, or combination, exceeds the area required to be set aside as restricted open space, the excess is to be deducted from the total project area, and
- The area deducted should not be used in the calculating the permitted number of lots.

e. Allow for the flexible arrangement of units within the project site by allowing but not requiring units to be on subdivided lots.

f. Allow units to be arranged/grouped closer together within the project while ensuring that a sufficient setback is maintained along existing streets and the perimeter of the project in order to create an adequate buffer area when adjacent to standard single-family lots by:

1. Establishing both standard setback regulations (in the event individual lots are included) as well as separation requirements for "building envelopes" since the standard setbacks work only when lot lines exist. The standards should achieve the same results in terms of the distances between homes.

2. Consider allowing homes and "building envelopes" to be located:

- Closer to a new interior project street;
- Between 20 and 30 feet apart side by side (to be determined when legislation is drafted, so that the distance is reduced to permit greater flexibility in the arrangement of units);
- 100 to 120 feet apart rear to rear.

3. Allow the option for private streets and, in certain situations, permit a reduced right-of-way width for internal public streets and reduced front setbacks along such rights-of-way to enable more flexibility and a greater ability to achieve the open space requirements.

g. Require the perpetual maintenance of restricted open space. Include requirements for the establishment of a mechanism such as a homeowners association to protect and maintain the open space. This can also be achieved alternatively through the involvement of a land trust or other type of conservation organization that agrees to be responsible for the maintenance of the open space. The homeowners association covenants and restrictions are to be submitted at the time the proposed project is reviewed by the City and reviewed and approved by the Law Director as a condition of approval of the entire project.

h. Require review of projects by the Planning Commission to ensure that the objectives of the RPC Regulations are accomplished with the proposed development.

i. Allow RPC Development to be an option to standard subdivision, as a use permitted by right. As an alternative, RPC Development could be categorized as a conditional use, however, if the regulations and criteria described above are in place, RPC Development should be compatible with the surrounding development and therefore does not require the extra type of review required for conditional uses.

2. Create a Senior Residential Overlay District that permits the type of development typically desired by older adults whether it be in a multi-family environ, an attached single-family environ, or a detached single-family environ.

a. Require a 10-acre minimum project size.

b. Permit a density ranging between 2 and 12 units per acre depending on site location, surrounding characteristics, and if the development is of a cluster or attached single-family nature. Congregate senior housing in one enclosed building should be permitted up to 20 units per acre.

c. Establish development regulations that recognize the potential for reduced housing needs of senior citizens when the housing is reserved for older persons according to the Housing for Older Persons Act of 1995 as specified in the Fair Housing Act:

1. Reduce dwelling unit floor area standards for senior citizen housing.

2. Reduce parking requirements for units in a senior citizen development.

d. Draft development regulations to ensure that the project design provides for pedestrian connections to appropriate amenities and services.

e. When used as a transitional use between commercial and low density residential, the highest intensity use should be located closest to the commercial areas, and the intensity should logically flow to the lowest intensity use adjacent to the low-density residential land. This should be part of the consideration in the site plan review process.

3. Encourage the development of townhomes or cluster housing along specified areas of the Cleveland-Massillon Corridor. This type of development can act as a logical "step down" transition adjacent to a more intense use where single family lot minimums may not be realistic, but a residential environment is still desired by the community.

a. Require strict buffering along project boundaries that adjoin commercial development or single-family development.

1. Require large buffers against commercial development to ensure long-term success and resale of units in the future. Ideally the burden should be on the commercial development to provide the buffer, but when a new residential project is constructed adjacent to an existing commercial development, the screening will need to be provided by the residential developer.

2. Large buffers against single-family development are necessary for the project to truly act as a transition between commercial and residential property.

4. Establish environmental regulations such as riparian setbacks and wetland buffers that protect sensitive natural areas by prohibiting development within a certain distance of these features.

5. Create a Residential Maintenance Code to help protect property values.

B. Nonresidential District Changes

The City currently has only one commercial district and one research/office district. In order to properly regulate and manage the various types of retail, office, industrial, and mixed-use developments prescribed in these policies, it is necessary to create separate and distinct zoning districts for each.

1. Revise the current B-1 Central Business District to be a mixed-use district. Apply this district to the intersection of Cleveland-Massillon and Greenwich roads.

a. Revise the list of permitted uses to enable smaller scale retail/office operations in the Central Business District:

1. Consider deleting auto sales as a permitted use.

2. Add multifamily as a conditional use.

3. Prohibit outdoor storage.

b. In order to ensure a more pedestrian oriented atmosphere within the "city center", several amendments to the existing standards should be considered:

1. Reduce the minimum building setback to promote pedestrian activity and to keep the visual scale of a small town commercial district. The current standard requires a minimum front yard of 50.

2. Encourage the building site layouts, parking and on-site vehicular and pedestrian circulation to logically relate to adjacent parcels.

3. Permit off site parking for commercial and residential uses:

- Encourage joint venture parking lots among building owners to encourage parking away from the street.
- Provide a square foot bonus structure for developments whose buildings front on either Cleveland-Massillon Road or Greenwich Road and which provide for parking in ways that diminish the visual appearance of cars along these roads. Allow this bonus to be also be used by property owners who jointly provide parking off site.

c. Maintain the maximum three (3) story buildings when located at least 200 feet from the residential boundary.

d. Establish regulations for screening and buffering when adjacent to residential districts.

e. Establish specific landscaping/planting requirements in the following locations:

1. Along street frontages and in the fronts of buildings.

2. Along the perimeter of parking lots to soften their appearance.

3. In the interior of parking lots to reduce the large expanse of pavement.

4. Where possible, storm water management and landscaping/buffering should work together. Landscaping islands and front or side yard setbacks could provide for integrated retention systems into them while still providing the landscaping desired by the community. This will help to minimize the impact of development on surface water runoff and flooding.

f. Revise parking guidelines:

1. Maintain the requirement of four (4) to five (5) spaces for every 1,000 sq ft of retail floor space.

2. Require multi-family uses to have 1.5 to 2 spaces for every unit.

g. Building height bonuses may be granted when the developer agrees to provide structured parking to significantly reduce or eliminate surface parking.

2. Create a new O-I, Office/Light Industrial zoning district that restricts the types of industrial uses permitted and ensures that new development maintains a high standard:

a. Permitted uses are to include the following:

1. Offices;

2. Light manufacturing/assembly;

3. Repair services;

4. Equipment sales; and

5. Outdoor storage of fleet vehicles that are used in the operation of the manufacturing establishment. Other outdoor storage such as storage of supplies or scrap would not be permitted.

b. Proposed development standards include:

1. Yard Requirements when Abutting Residential: Maintain a minimum buffer area of at least 50 feet for all buildings and 30 feet for all parking lots when the lot is adjacent to a residential zoning district.

2. Parking Setbacks: Establish a parking setback of 30 feet from the right-of-way of main roads and other streets that are not internal industrial park streets, (same as recommended for buildings). Establish a 20-foot parking setback from an interior street.

3. Require significant buffering along property lines adjoining residential property. Significant buffering shall consist of materials designed to screen the residential property from view to a height of up to 6 feet.

4. Establish performance standards that regulate various operational aspects such as requiring that there be no light trespass, glare, or other nuisance past the property boundary of the Industrial property.

Suggested Zoning Map Amendments

The following zoning map amendments are recommended in order to implement the development policies established in Chapter 5. Map 9 on page 57, Suggested Zoning Amendments Map, identifies the areas where these suggested map amendments are located.

A. Rezone the following areas to a higher density residential district to enable townhomes and cluster homes

1. The vacant area of the backlots on the west side of Cleveland-Massillon Road some of which is owned by the Board of Education. This area is currently zoned R-1. Even though this represents a reasonable zoning for this property, this plan, alternatively, advocates that much of this land remain or be secured as public open space.

2. The vacant area on the east side of Cleveland-Massillon Road across from the area mentioned above. This area is currently zoned R-3.

B. Consider application of a mixed-use district on vacant land immediately north of I-76 on the east side of Cleveland-Massillon Road. This district should include retail and commercial enterprises as well as higher-density housing towards the rear of the site which could be the application of the proposed SCRO Senior Housing overlay.

C. Rezone the I-1 designation along the railroad tracks bordering residential areas, to the designation of the area it borders. .

D. Rezone the R-1 Parcel at the corner of Wadsworth Road and Barber Road to the new O-I designation.

E. Rezone the RU-1 District at intersection of SR 585 and SR 21 to B-2 Neighborhood Retail.

F. Rezone the R-1 district at the backlots of Eastern Road near the SR 585/SR 21 intersection to the new O-I designation.

G. Extend the B-3 designation at the southeast intersection of SR 21 and Wadsworth Road.

H. Rezone the vacant parcels north of I-76 and south of Wadsworth Road to the B-3 designation.

I. Rezone the parcels south of I-76 and north of Greenwich Road to the new O-I designation.

J. Rezone the orphan RU-1 district along Johnson Road near the western edge of the City to the dominant zoning for that area—R-3.

K. Rezone the Columbia Heights subdivision from R-1 to R-3.

Suggested Zoning Map Amendments

Map 9

A - Rezone the areas to higher density residential
B - Consider application of a new mixed use zoning district
C - Rezone I-1 designation along railroad tracks
D - Rezone the R-1 parcel to O-I designation
E - Rezone the RU-1 District to B-2 designation
F - Rezone the R-1 District to new O-I designation
G - Extend B-3 designation
H - Rezone vacant parcels to B-3 District
I - Rezone parcels to new O-I designation
J - Rezone RU-1 zoned parcel to R-3
K - Rezone parcels from R-1 to R-3

COMPREHENSIVE PLAN - City of Norton

Zoning Legend

- RU-1 - Rural Residential District
- R-1 - One-Family Residence District
- R-2 - One-Family Residence District
- R-3 - One-Family Residence District
- R-3 RPC - Residential District
- R-4 - Multifamily Residence District
- R-5 - Multifamily Residence District
- R-PC - Planned Cluster Residence District
- B-1 - Central Business District
- B-2 - Neighborhood Business District
- B-3 - Highway Business District
- C-REC - Commercial Recreation District
- I-1 - Light Industrial District
- I-2 - Heavy Industrial District

N W E S

0 3000 Feet

DB HARTT INC.
The Crittenden Building
1382 West Ninth St. • Suite 420
Cleveland, Ohio 44113-1231
planning and development consultants

Data source - City of Norton
Date - November 17, 2006

Non-Zoning Implementation Steps

Some of the policy recommendations identified in Chapter 5 cannot be addressed solely through zoning. Therefore, in addition to the various zoning text and map amendments recommended in the previous sections, the following measures should be pursued to further implement the policies included in this Plan.

1. Infrastructure

Infrastructure improvements are vital for the long-term prosperity of the City of Norton. The recommendations listed here are the most vital of the varied recommendations listed in the Policy chapter.

A. Construct the two trunk sewers southwest and northwest from the pump station under SR 21 and across Hametown Road. This action will allow for the development of the western section of the City. Without these trunk sewers, development will lag.

B. Conduct a feasibility study and work towards an agreement with the County to construct a Norton Waste Water Treatment Plant. Construction of this plant will allow the City to develop without limits imposed by interests outside the City of Norton.

C. Follow the Comprehensive Water Plan of 1999 but develop a dynamic water model that identifies low and high pressure areas and proposed locations for elevated tanks or booster pump stations. This will allow the City to keep abreast of any changes in flows and allow the City to expand the water system where it's most needed to spur growth.

D. Extend waterlines to potential development areas including the Cleveland-Massillon Road and I-76 Interchange, Greenwich Road west, and the Wadsworth Road and SR 21 Interchange. This will allow the area west of S.R. 21 to bring needed business development to the City.

E. Conduct a city-wide traffic impact study to determine where current and future roadway improvements may be needed.

F. Implement the Phase II Storm Water management requirements. Doing this will help the City to control runoff into streams and help alleviate any pollution.

G. Establish a Tax Increment Financing District (TIF) to pay for the necessary service extensions to commercial areas.

H. Work with the Akron Metropolitan Area Transportation Study (AMATS) to secure funding for multi-modal transportation improvements.

I. Work with the State of Ohio DOT and AMATS to secure SAFTEA or other transportation grant money to include bike/pedestrian paths in state planned road improvement projects.

J. Make fiscal contributions to a bike/pedestrian fund to ensure money is available for matching funds on such projects if necessary.

2. Create a greater community identity by:

A. Establishing design guidelines including:

a. Building design guidelines to encourage facades that attempt to replicate a neotraditional city center environment, regardless of the size of the buildings.

b. Sign and landscape planting guidelines to help create common themes and unity between the two major commercial areas of Norton.

B. Promote programming that helps to strengthen the external image of Norton. Programs could include:

a. Code enforcement program.

b. General neighborhood improvement program.

c. Storefront renovation program.

d. Public streetscape improvement program to install special sidewalk treatments, banners, street furniture.

e. Commercial maintenance code.

C. Promote programming that helps strengthen the internal quality of Norton. Programs could include:

a. Expanded recreational programming (city funded or externally funded by leagues).

b. Enhanced community pride by improving the physical appearance of structures and sites within the City.

Appendix

TABLE A-1
TOTAL PERSONS: 1970-2000
City of Norton and Adjacent Jurisdictions

Total Population							
	1970	1980	*% Change 1980-1970*	1990	*% Change 1990-1980*	2000	*% Change 2000-1990*
State of Ohio	10,657,423	10,797,603	*1.3%*	10,847,115	*0.5%*	11,353,140	*4.7%*
Summit County	553,771	524,418	*-5.3%*	514,990	*-1.8%*	543,797	*5.6%*
Akron	275,425	237,177	*-13.9%*	223,019	*-6.0%*	217,074	*-2.7%*
Barberton	33,052	29,751	*-10.0%*	27,623	*-7.2%*	27,899	*1.0%*
Copley Twsp.	14,735	9,810	*-33.4%*	11,130	*13.5%*	13,641	*22.6%*
Coventry Twsp.	13,429	11,951	*-11.0%*	11,295	*-5.5%*	10,900	*-3.5%*
Fairlawn	6,102	6,100	*0.0%*	5,779	*-5.3%*	7,307	*26.4%*
Franklin Twsp.	15,114	16,142	*6.8%*	14,910	*-7.6%*	14,530	*-2.5%*
Green Twsp.	13,473	17,625	*30.8%*	19,179	*8.8%*	22,817	*19.0%*
Norton	**12,308**	**12,242**	***-0.5%***	**11,475**	***-6.3%***	**11,512**	***0.3%***
Springfield Twsp	16,921	16,125	*-4.7%*	14,773	*-8.4%*	15,168	*2.7%*
Medina County	82,717	113,150	*36.8%*	122,354	*8.1%*	151,095	*19.0%*
Sharon Twsp.	2,764	3,398	*22.9%*	3,234	*-4.8%*	4,244	*31.2%*
Wadsworth	13,142	15,166	*15.4%*	15,718	*3.6%*	18,437	*17.3%*
Wadsworth Twsp	4,371	3,563	*-18.5%*	3,375	*-5.3%*	3,996	*18.4%*

SOURCE: U.S. Census Bureau

TABLE A-2
TOTAL DWELLING UNITS: 1980, 1990 & 2000
City of Norton and Adjacent Jurisdictions

Housing Units

	1970	1980	% Change 1980-1970	1990	% Change 1990-1980	2000	% Change 2000-1990
State of Ohio	3,466,688	4,108,089	*18.5%*	4,371,945	*6.4%*	4,783,051	*9.4%*
Summit County	179,240	200,366	*11.8%*	211,477	*5.5%*	230,880	*9.2%*
Akron	95,575	96,682	*1.1%*	96,372	*-0.3%*	97,315	*1.0%*
Barberton	10,987	11,705	*6.5%*	11,731	*0.2%*	12,163	*3.7%*
Copley Twsp.	4,539	5,771	*27.1%*	4,289	*-25.7%*	5,435	*26.7%*
Coventry Twsp.	4,368	4,727	*8.2%*	4,903	*3.7%*	4,633	*-5.5%*
Fairlawn	1,988	2,447	*23.1%*	2,507	*2.5%*	3,141	*25.3%*
Franklin Twsp.	4,426	5,442	*23.0%*	5,626	*3.4%*	5,835	*3.7%*
Green Twsp.	3,959	6,500	*64.2%*	7,536	*15.9%*	9,180	*21.8%*
Norton	**3,539**	**4,137**	***16.9%***	**4,211**	***1.8%***	**4,523**	***7.4%***
Springfield Twsp	5,216	5,831	*11.8%*	5,848	*0.3%*	6,243	*6.8%*
Medina County	24,058	38,021	*58.0%*	43,330	*14.0%*	56,793	*31.1%*
Sharon Twsp.	837	1,132	*35.2%*	1,167	*3.1%*	1,588	*36.1%*
Wadsworth	4,222	5,773	*36.7%*	6,218	*7.7%*	7,618	*22.5%*
Wadsworth Twsp	5,456	6,914	*26.7%*	7,371	*6.6%*	1,382	*-81.3%*

SOURCE: U.S. Census Bureau

TABLE A-3
Population by Age
City of Norton and Adjacent Jurisdictions

Comparison of Population by Age							
		0-5 Years	5-17 Years	18-34 Years	35-55 Years	55-65 Years	65+ Years
Akron	**217,074**	**15,661**	**39,305**	**56,102**	**60,111**	**16,570**	**29,325**
Percentage of Total Population		*7%*	*18%*	*26%*	*28%*	*8%*	*14%*
Barberton	**27,899**	**2,147**	**4,771**	**6,181**	**7,648**	**2,338**	**4,814**
Percentage of Total Population		*8%*	*17%*	*22%*	*27%*	*8%*	*17%*
Copley Twsp	**13,641**	**854**	**2,666**	**2,457**	**4,548**	**1,199**	**1,917**
Percentage of Total Population		*6%*	*20%*	*18%*	*33%*	*9%*	*14%*
Coventry Twsp	**10,900**	**549**	**1,738**	**2,231**	**3,600**	**1,097**	**1,685**
Percentage of Total Population		*5%*	*16%*	*20%*	*33%*	*10%*	*15%*
Fairlawn	**7,307**	**401**	**1,085**	**1,231**	**2,150**	**700**	**1,740**
Percentage of Total Population		*5%*	*15%*	*17%*	*29%*	*10%*	*24%*
Franklin Twsp	**14,530**	**799**	**2,582**	**2,380**	**4,828**	**1,660**	**2,281**
Percentage of Total Population		*5%*	*18%*	*16%*	*33%*	*11%*	*16%*
Green	**22,817**	**1,395**	**4,551**	**3,965**	**7,821**	**2,206**	**2,879**
Percentage of Total Population		*6%*	*20%*	*17%*	*34%*	*10%*	*13%*
Norton	**11,512**	**593**	**2,229**	**1,955**	**3,784**	**1,188**	**1,763**
Percentage of Total Population		*5%*	*19%*	*17%*	*33%*	*10%*	*15%*
Springfield Twsp	**15,168**	**799**	**2,600**	**2,838**	**4,897**	**1,651**	**2,383**
Percentage of Total Population		*5%*	*17%*	*19%*	*32%*	*11%*	*16%*
Sharon Twsp	**4,244**	**295**	**853**	**617**	**1,552**	**454**	**473**
Percentage of Total Population		*7%*	*20%*	*15%*	*37%*	*11%*	*11%*
Wadsworth	**18,437**	**1,303**	**3,551**	**3,561**	**5,450**	**1,572**	**3,000**
Percentage of Total Population		*7%*	*19%*	*19%*	*30%*	*9%*	*16%*
Wadsworth Twsp	**3,996**	**233**	**825**	**601**	**1,378**	**409**	**550**
Percentage of Total Population		*6%*	*21%*	*15%*	*34%*	*10%*	*14%*

TABLE A-4
Summary of Acres by Zoning District
City of Norton

	-A-	-B-	-C-	-D-	-E-	
Zoning District	**Total Acres in District**	**% Developed**	**Acres Vacant[4]**	**Environmental Constraints[5]**	**Total Developable Land[6]**	**% of Total (Column A)**
Residential						
RU-1 Residential	1,182	*52%*	571	211	360	*30%*
R-1 Residential	5,286	*76%*	1,245	465	780	*15%*
R-2 Residential	64	*13%*	56	17	39	*61%*
R-3 Residential	2,196	*48%*	1,149	351	797	*36%*
R-3 R-PC Residential	630	*0*	630	0	630	*100%*
R-PC Residential	26	*100%*	0	0	0	*0*
R-4 Multi-Family	63	*86%*	9	4	5	*8%*
R-5 Multi-Family	44	*9%*	40	12	28	*64%*
Total Residential	**9,491**	***76%***	**3,700**	**1,060**	**2,640**	***28%***
Commercial						
B-1 Central Business	235	*60%*	94	19	75	*32%*
B-2 Neighborhood Business	244	*81%*	47	10	37	*15%*
B-3 Highway Business	318	*55%*	144	84	60	*19%*
Total Commercial	**797**	***91%***	**20**	**0**	**172**	***22%***
Industrial						
I-1 Light Industrial	1,736	*47%*	918	693	125	*7.2%*
I-2 Heavy Industrial	522	*33%*	349	126	47	*9.0%*
Total Industrial	**2,258**	**56%**	**1267**	**819**	**172**	***7.6%***
Conservation-Recreation	**596**	***95%***	**27**	**5**	**22**	***3.7%***
TOTAL ACRES	**13,142**	***67%***	**2,263**	**321**	**1,942**	***28%***

[4] Calculated by D.B Hartt using aerial photos & base maps.

[5] Includes all vacant acreage with environmental constraints, including steep slopes, flood plains, wetlands, and hydric soils.

[6] Column D subtracted from Column C.

Table A-5
Estimated Maximum Residential Build-out

		Acres	Allowed Density	D.U's	Population	Persons per Hh
Existing Dwelling Units (2000)				**4,523**		
Existing Population (2000)					**11,512**	
Existing Persons per Household (2000)						**2.64**
Existing Lots Approved for Construction				**666**		
Known Developments (Approved recently)				**500**		
Vacant Land Zoned R-1		**781**	**1.7**	**1,301**		
	Vacant Land	1,006				
	Potential Backlots	239				
	Environmental Constraints	465				
Vacant Land Zoned R-2		**39**	**2.7**	**104**		
	Vacant Land	8				
	Potential Backlots	48				
	Environmental Constraints	17				
Vacant Land Zoned R-3		**797**	**3.9**	**3,119**		
	Vacant Land	1,109				
	Potential Backlots	40				
	Environmental Constraints	351				
Vacant Land Zoned R-4		**5**	**2.7**	**13**		
	Vacant Land	0				
	Potential Backlots	9				
	Environmental Constraints	4				
Vacant Land Zoned R-5		**28**	**2.1**	**58**		
	Vacant Land	40				
	Potential Backlots	0				
	Environmental Constraints	12				
Vacant Land Zoned R-PC		0	**0.2**	**0**		
	Vacant Land	0				
	Potential Backlots	0				
	Environmental Constraints	0				
Vacant Land Zoned RU-1		**359**	**0.9**	**333**		
	Vacant Land	502				
	Potential Backlots	69				
	Environmental Constraints	211				
Total at Build-out		**2,009**		**10,617**	**28,030**	
Increase				**6,094**	**16,518**	
Percent Increase				***135%***	***143%***	

Table A-6
Household and Income Comparison
City of Norton and Adjacent Jurisdictions

Income and Household Comparison			
	Median Household Income	Total Households	Average Household Size
Akron City	$31,835	90,116	2.35
Barberton City	$32,178	11,523	2.39
Copley Township	$55,195	5,140	2.58
Coventry Township	$41,276	4,633	2.34
Fairlawn City	$62,180	2,986	2.30
Franklin Township	$51,082	5,594	2.59
Green City	$54,133	8,742	2.59
Norton City	**$47,085**	**4,340**	**2.64**
Springfield Township	$41,226	5,970	2.53
Sharon Township	$73,277	1,517	2.80
Wadsworth City	$48,605	7,276	2.51
Wadsworth Township	$58,696	1,355	2.88
TOTAL	**$49,844**	**149,192**	**2.54**

Table A-7
TOTAL DWELLING UNITS: 1980, 1990 & 2000
City of Norton and Adjacent Jurisdictions

Housing Units							
	1970	**1980**	*% Change 1980-1970*	**1990**	*% Change 1990-1980*	**2000**	*% Change 2000-1990*
State of Ohio	3,466,688	4,108,089	*18.5%*	4,371,945	*6.4%*	4,783,051	*9.4%*
Summit County	179,240	200,366	*11.8%*	211,477	*5.5%*	230,880	*9.2%*
Akron	95,575	96,682	*1.1%*	96,372	*-0.3%*	97,315	*1.0%*
Barberton	10,987	11,705	*6.5%*	11,731	*0.2%*	12,163	*3.7%*
Copley Twsp.	4,539	5,771	*27.1%*	4,289	*-25.7%*	5,435	*26.7%*
Coventry Twsp.	4,368	4,727	*8.2%*	4,903	*3.7%*	4,633	*-5.5%*
Fairlawn	1,988	2,447	*23.1%*	2,507	*2.5%*	3,141	*25.3%*
Franklin Twsp.	4,426	5,442	*23.0%*	5,626	*3.4%*	5,835	*3.7%*
Green Twsp.	3,959	6,500	*64.2%*	7,536	*15.9%*	9,180	*21.8%*
Norton	**3,539**	**4,137**	***16.9%***	**4,211**	***1.8%***	**4,523**	***7.4%***
Springfield Twsp	5,216	5,831	*11.8%*	5,848	*0.3%*	6,243	*6.8%*
Medina County	24,058	38,021	*58.0%*	43,330	*14.0%*	56,793	*31.1%*
Sharon Twsp.	837	1,132	*35.2%*	1,167	*3.1%*	1,588	*36.1%*
Wadsworth	4,222	5,773	*36.7%*	6,218	*7.7%*	7,618	*22.5%*
Wadsworth Twsp	5,456	6,914	*26.7%*	7,371	*6.6%*	1,382	*-81.3%*

SOURCE: U.S. Census Bureau – 1980, 1990 and 2000 Census Reports;

TABLE A-8
COMPARISON OF TAX RATES: TAX YEAR 2000
City of Norton and Adjacent Jurisdictions

Effective Property Tax Rates (Mills)			
	Residential	Commercial	Income Tax (%) (2002)
Akron City	54.5	59.0	2.0%
Barberton City	46.0	60.5	2.0%
Copley Township	55.7	61.5	
Coventry Township	54.0	61.0	
Fairlawn City	44.3	48.4	2.0%
Franklin Township			
Green City	49.7	50.8	1.0%
Norton City	44.8	55.5	2.0%
Springfield Township	59.3	63.0	
Sharon Township	60.4		
Wadsworth City	45.2		1.3%
Wadsworth Township	43.5		

TABLE A-9
COMPARISON OF PROPERTY TAX BASE: TAX YEAR 2000
City of Norton and Adjacent Jurisdictions

Property Tax Base Comparisons		
	Residential	Commercial
Akron City	70%	30%
Barberton City	75%	25%
Copley Township	60%	40%
Coventry Township	81%	19%
Fairlawn City	54%	46%
Franklin Township		
Green City	77%	23%
Norton City	82%	18%
Springfield Township	71%	29%
Sharon Township	77%	23%
Wadsworth City	70%	30%
Wadsworth Township	71%	29%

Table A-10
Comparison of Tax Rates - Tax Year 2005 (2006 Collection)
City of Norton and Adjacent Jurisdictions

Taxing Jurisdiction	Full Tax Rate	Effective Rate	
		Residential/ Agricultural	Other
Summit County			
Akron City	89.17	53.11	64.40
Barberton City	82.00	45.99	60.52
Fairlawn City, Akron CSD	81.57	45.51	58.80
Green City	84.57	45.73	47.47
Norton City	81.51	44.77	55.63
Medina County			
Wadsworth City	87.76	45.23	49.83

Source - Summit and Medina County Auditors

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TABLE A-11
CHARACTERISTICS OF HOUSING and Occupancy: 2000
City of Norton and Adjacent Jurisdictions

Housing and Occupancy Characteristics										
	Total Units	Owner/Occupied	Rental	Vacant	Percent Owner/Occupied	% Vacant	Median # Rooms	Median Year Built	Median Value	Median Real Estate Taxes, Per Unit
Akron	90,092	53,441	36,651	7,173	59%	8%	5.5	1950	$76,500	$982
Barberton	11,540	7,559	3,981	626	66%	5%	5.4	1951	$78,800	$738
Copley Twsp.	5,118	3,876	1,242	321	76%	6%	6.3	1975	$151,700	$1,977
Coventry Twsp.	4,609	3,552	1,057	293	77%	6%	5.6	1956	$100,000	$1,310
Fairlawn	3,001	1,992	1,009	130	66%	4%	6.2	1969	$163,900	$1,953
Franklin Twsp.	5,601	4,962	639	238	89%	4%	6.2	1962	$118,000	$1,576
Green	8,742	7,002	1,740	438	80%	5%	6.1	1974	$141,200	$1,841
Norton	4,335	3,866	469	179	89%	4%	6.1	1959	$112,700	$1,264
Springfield Twsp	5,984	5,130	854	283	86%	5%	5.6	1959	$97,200	$1,287
Sharon Twsp	1,517	1,339	178	71	88%	5%	6.8	1970	$196,500	$2,259
Wadsworth	7,290	5,355	1,935	328	73%	4%	5.9	1965	$128,400	$1,332
Wadsworth Twsp	1,341	1,280	61	41	95%	3%	6.8	1965	$140,300	$1,598

SOURCE: 2000 U.S. Census

Table A-12
Real Property Valuation

	Actual 2005			From Vacant Land As calculated			Maximum At Build-Out			Percent Increase in Assessed Value and Taxes
	Real Property Assessed Valuation	Real property Taxes	***Percent Share***	Real Property Assessed Valuation	Real property Taxes	***Percent Share***	Real Property Assessed Valuation	Real property Taxes	***Percent Share***	
Residential/ Agricultural	$212,333,270	$9,506,160	***81.0%***	$459,375,000	$20,566,219	***81.9%***	$671,708,270	$30,072,379	***81.6%***	**216.3%**
Non-Residential	$40,000,130	$2,225,207	***19.0%***	$81,760,000	$4,548,309	***18.1%***	$121,760,130	$6,773,516	***18.4%***	**204.4%**
TOTAL	$252,333,400	$11,731,368		$541,135,000	$25,114,528		$793,468,400	$36,845,895		**214.5%**

Table A-13
Real Property Tax Collection
City of Norton and Adjacent Jurisdictions

Community	Real property				TOTAL
	Residential		Non-Residential (Commercial & Industrial)		
Summit County	$9,156,216,240	*78%*	$2,595,692,630	*22%*	$11,751,908,870
Akron City	$2,187,729,340	*73%*	$817,814,440	*27%*	$3,005,543,780
Barberton City	$311,057,360	*79%*	$83,386,140	*21%*	$394,443,500
Copley Township	$338,985,590	*75%*	$111,575,280	*25%*	$450,560,870
Coventry Township	$195,109,080	*82%*	$44,010,350	*18%*	$239,119,430
Fairlawn City	$171,199,670	*55%*	$141,562,780	*45%*	$312,762,450
Franklin Township, New Franklin Village	$298,717,960	*95%*	$16,891,600	*5%*	$315,609,560
Green City	$504,057,570	*78%*	$145,180,320	*22%*	$649,237,890
Norton City	**$212,333,270**	***84%***	**$40,000,130**	***16%***	**$252,333,400**
Springfield Township	$217,597,030	*82%*	$48,181,740	*18%*	$265,778,770
Medina County	$3,355,993,150	*84%*	$659,745,710	*16%*	$4,015,738,860
Sharon Township	$152,518,830	*86%*	$23,958,390	*14%*	$176,477,220
Wadsworth City	$333,729,000	*79%*	$89,318,430	*21%*	$423,047,430
Wadsworth Township	$94,231,840	*94%*	$6,222,700	*6%*	$100,454,540

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TABLE B-1
PERMITTED USES IN RESIDENTIAL DISTRICTS

	Single-Family Districts (R-1, R-2, R-3, RU-1)	Multi-Family Districts (R-4, R-5)	Planned Cluster Residential Districts (R-RC)
(a) **Residential**			
(1) Single family dwellings	P	-	-
(2) Multi-family dwellings	-	P	P**
(3) Apartment buildings	-	P	P**
(b) **Community Facilities**			
(1) Municipal offices and buildings, community center building, and fire stations	-	-	-
(2) Churches	P *	P	P**
(3) Schools	P *	P	P**
(4) Public libraries	P *	-	-
(5) Public museums	-	-	-
(6) General hospitals	-	-	-
(c) **Open Space, Recreation, Other**			
(1) Parks and reservoirs	P	-	-
(2) Agricultural, including nurseries and greenhouses	P	-	-

Notes to Table:

P Principal use permitted by right.

\- Use not permitted in district.

* Requires Special Exception Use Permit in Rural Residential District

** Requires Special Exception Use Permit in a R-PC Planned Cluster Residence District

TABLE B-2
SUMMARY OF DEVELOPMENT STANDARDS IN RESIDENTIAL DISTRICTS

	Single-Family Districts (R-1, R-2, R-3, RU-1)	Multi-Family Districts (R-4, R-5)	Planned Cluster Residential Districts (R-PC)
(a) Lot Requirements			
(1) Minimum lot size	R-1--25,000 sqft	R-4—15,000 sqft	260,000 sqft
	R-2—15,000	R-5—20,000	
	R-3—10,000		
	Ru-1—45000		
(2) Minimum lot frontage	-		
(3) Minimum lot width	R-1—125 ft	100 ft	400 ft
	R-2—100		
	R-3—75		
	RU-1—220		
(4) Maximum land coverage (including accessory uses)	-	-	35%
(5) Maximum density	-	-	
(b) Yard Requirements/ Building Spacing			
(1) Minimum front yard	R-2, R-3—50 ft	R-4—60 ft	-
	R-1, RU-1—60 ft	R-5—50 ft	
(2) Minimum side yard (each side)	R-1, R-2—20 ft (total)	R-4—20 ft (total)	-
	R-3—15 ft (total)	R-5—30 ft (total)	
	RU-1--80 ft (total)		
(3) Minimum rear yard	R-1, R-2, R-3—50 ft..	R-4--50 ft.	-
	RU-1—40 ft	R-5--35 ft	
(4) Landscaped buffer yard	-	-	-
(5) Minimum distance between buildings		-	-
(c) Height Requirements			
(1) Minimum height	-	-	-
(2) Maximum height	2 ½ stories or 35 ft.	2 ½ stories or 35 ft.	2 ½ stories or 35 ft.

TABLE B-3
PERMITTED USES IN COMMERCIAL AND OFFICE DISTRICTS

	B Business Districts	I Industrial
(a) Residential		
(1) Upper floor apartments	-	-
(b) Office and Professional Services		
(1) Professional offices	P (B-1, B-2)	-
(2) Banks	P (B-1, B-2)	-
(3) Brokers	-	-
(4) Agents	-	-
(5) Laboratories for experimental, research, and testing purposes	-	P
(6) Offices for administration of main or permitted businesses	-	P
(7) Offices for wholesale trade with offsite warehouses	-	-
(c) Retail and Personal Services		
(1) Retail stores	P	-
(2) Drug stores	P (B-1, B-2)	-
(3) Shops for custom work sold on premises	P	-
(4) Studios	P (B-1, B-2)	-
(5) Barber shops, beauty shops	P (B-1, B-2)	-
(6) Restaurants, Cafés, Catering shops	P (B-1, B-3)	-
(7) Indoor Theaters	P (B-1, B-2)	-
(8) Bowling alleys	P (B-3)	-
(9) Skating rinks	-	-
(10) Dance halls	P (B-2)	-
(11) Motels or motor lodges	P (B-1, B-3)	-
(d) Automotive/Transportation		
(1) Automobile sales [c]	P (B-3)	-
(2) Gasoline service stations	P (B-3)	-
(e) Manufacturing/Processing		
(1) Boiler Shops/Machine Shops		P (I-2)
(2). Meat packing		P (I-2)

	B Business Districts	I Industrial
(3). Stone Quarrying/Rock Crushing		P (I-2)
(4). Repair shops with attached retail		P
(f) Community Facilities/Other		
(1) Municipal offices and buildings, community center buildings, and fire stations	-	-
(2) Lodge halls, offices or nonresidential quarters for associations, clubs or fraternities	P (B-1)	-
(g) Required Accessory Uses [d]		
(1) Off street parking or garages		
(2) Garbage and rubbish disposal facilities		
(3) Landscaping and screening [c]		

TABLE B-4
SUMMARY OF DEVELOPMENT STANDARDS FOR COMMERCIAL and Office DISTRICTS

	B	I
(a) Lot Requirements		
(1) Minimum lot size	Zero	87,000 sqft (I-1)
		85,000 sqft (I-2)
(2) Minimum lot width and frontage	Zero	200 ft (I-1)
		175 ft (I-2)
(3) Maximum lot coverage	Zero	87,000 sqft
(b) Yard Requirements		
(1) Minimum front yard	50 ft	50 ft (I-1)
Except where Parking is in front yard	100 ft	75 ft (I-2)
(2) Minimum side yard	Zero	30 ft (I-2)
(3) Side yard adjacent to residential	20 ft	
(4) Minimum rear yard	Zero	50 ft (I-2)
(5) Landscaped buffer yard		
(c) Parking Setback		
(d) Maximum Building Height	40 ft (B-1)	40 ft (I-1)
	25 ft (B-2, B-3)	50 ft (I-2)