

# CITY OF ORRVILLE

## LAND USE

The land use patterns that are associated with the city of Orrville are not typical of patterns found in similarly sized communities. Instead, the land use and development patterns are representative of patterns found in older industrial towns where the towns primarily grew around the railroads. The railroads in Orrville have had a significant impact on the patterns of development over time. The train tracks originally resulted in a water tower and a sawmill being built in the heart of town, and then Orrville became the site of a terminal station resulting in more growth. The first factory, a pottery, was established on West Market Street, and other businesses including a tile plant, tannery, burial case company, milling company, and machine company all sprang up around the city center.

Today, Orrville's downtown still houses a mixture of industrial, commercial, and governmental uses. The downtown is also still defined based on remnants of the railroads influence—being bordered on the south by the development along the railroad tracks, and to the north by industrial development that has benefited by rail. As the importance of rail has slowly faded in the community, Orrville has been able to sustain the development of the past, while becoming a “city of widely diversified industry, education, and service establishments.”



*The railroad bisects downtown Orrville, just south of the square.*

The following is a summary and analysis of existing land use in the city of Orrville, which are depicted in Figure 2-1. The purpose of this inventory and analysis of existing land use patterns and distribution is to help understand the historic land use patterns and the influence that certain elements have had as Orrville has grown and changed. The land use analysis also helps identify land use conflicts, and provides a basis for establishing future land use scenarios.

### Land Use and Zoning Distribution Analysis

In the 1989 Orrville Comprehensive Plan, the allocation of the different land use classifications was analyzed, as well as the amount of land available for development. This examination, based on general zoning categories, helped to understand the proportional distribution of land throughout the community. Since then, the land use distributions have changed as Orrville has grown and annexed additional land. The current land use and zoning distributions are identified in Tables 2-2 and 2-3.

As Table 2-2 shows, since 1988 the amount of land in each zoning category (residential, commercial, and industrial) has increased, although the percentage of land in each category has not. The total amount of industrial land decreased by over three percent, and both residential and commercial grew by approximately two percent. The discrepancy between the increase in industrial land use acreage and the decrease in

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Figure 2-1

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**Table 2-2  
Zoning Distribution Analysis**

| Zoning Classification   | Acres Zoned       | Year 2000—<br>% of Total<br>Land Area | 1988—<br>Acres<br>Zoned            | 1988—% of<br>Total Land<br>Area | Change in<br>Acreage | Change in<br>% of Total<br>Land |
|---|-------------------|---------------------------------------|------------------------------------|---------------------------------|----------------------|---------------------------------|
| <b>Residential</b>  |                   |                                       |                                    |                                 |                      |                                 |
| R-1   | 903.4             | 26.8                                  | 837.9                              | 28.6                            | 65.5                 | -1.8                            |
| R-2   | 377.5             | 11.2                                  | 395.8                              | 13.4                            | -18.3                | -2.2                            |
| R-3   | 575.3             | 17.1                                  | 240.8                              | 8.2                             | 334.5                | 8.9                             |
| R-4   | 169.9             | 5.0                                   | 183.9                              | 6.2                             | -14.0                | -1.2                            |
| <b>Total Residential</b>  | <b>2,026.1</b>    | <b>60.1</b>                           | <b>1,708.8<br/>(Including R-5)</b> | <b>58.1<br/>(Including R-5)</b> | <b>+317.3</b>        | <b>+2.0</b>                     |
| <b>Commercial</b>   |                   |                                       |                                    |                                 |                      |                                 |
| C-1   | 38.2              | 1.1                                   | 33.7                               | 1.1                             | 4.5                  | 0.0                             |
| C-2   | 4.3               | 0.1                                   | 21.3                               | 0.7                             | -17.0                | -0.6                            |
| C-3   | 84.3 <sup>1</sup> | 2.5                                   | 18.8                               | 0.6                             | 65.5                 | 1.9                             |
| C-4   | 30.9              | 1.0                                   | 40.0                               | 1.4                             | -9.1                 | -0.4                            |
| CBDD  | 40.9              | 1.2                                   | 10.1 (C-5)                         | 0.3 (C-5)                       | 30.8                 | 0.9                             |
| <b>Total Commercial</b>   | <b>198.6</b>      | <b>5.9</b>                            | <b>123.2</b>                       | <b>4.1</b>                      | <b>+75.4</b>         | <b>+1.8</b>                     |
| <b>Industrial</b>   |                   |                                       |                                    |                                 |                      |                                 |
| I-1   | 210.7             | 6.3                                   | 143.7<br>(I-1 and I-2)             | 4.9<br>(I-1 and I-2)            | 67.0                 | 1.4                             |
| I-2   | 953.5             | 28.3                                  | 966.5 (I-3)                        | 32.9 (I-3)                      | -13.0                | -4.6                            |
| <b>Total Industrial</b>   | <b>1,164.2</b>    | <b>34.6</b>                           | <b>1,110.0</b>                     | <b>37.8</b>                     | <b>+54.2</b>         | <b>-3.2</b>                     |
| <sup>1</sup> Includes the Blackwell-Williams Property (28 acres).             |                   |                                       |                                    |                                 |                      |                                 |
| <b>Source:</b> 1988 Orrville Comprehensive Plan and 2000 Orrville Zoning Map. |                   |                                       |                                    |                                 |                      |                                 |

**Table 2-3  
Land Use Distribution Analysis—Orrville 2000**

| Land Use Category   | Acres in Orrville Developed     | Percent of Total Land Area | Percent Developed Land                  | Acres Available |
|---|---------------------------------|----------------------------|---|-----------------|
| Single-Family Residential   | 1,003.36                        | 29.8                       | R-1 and R-2<br>78.3                     | 277.5           |
| Multi-Family Residential  | 115.91                          | 3.5                        | R-3 and R-4<br>16.0                     | 629.3           |
| Commercial  | 95.65                           | 2.8                        | C-1, C-2, C-3, C-4,<br>and CBDD<br>48.2 | 102.95          |
| Public/Insitutional <sup>1</sup>  | 201.35                          | 6.0                        |   |                 |
| Parks/Recreation <sup>1</sup>   | 90.68                           | 2.7                        |   |                 |
| Industrial  | 542.46                          | 16.1                       | I-2 and I-2<br>47.0                     | 621.74          |
| Open Space <sup>1</sup>   | 1,317.4<br>(Including Roadways) | 39.1                       |   |                 |
| <b>Total<sup>2</sup></b>  | <b>3,366.8</b>                  |                            |   |                 |
| <sup>1</sup> These land uses are permitted in other zoning categories.  |                                 |                            |   |                 |
| <sup>2</sup> Typically 20 percent of gross land area in a city is utilized by roads, right-of-way, and natural features and is not considered developable land. |                                 |                            |   |                 |
| <b>Source:</b> Woolpert LLP, 2000.  |                                 |                            |   |                 |

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percentage is associated with the fact that the majority of the annexation activities have involved acquiring additional residential, open space (farmland) land and Wayne College. No additional industrial land has been acquired since 1988.

The land use distribution analysis indicated that the largest land use in Orrville is open space. This percentage is slightly deceiving because this category accounts for the approximate 20 percent of land within the city that is reserved for roads, right-of-way, and natural features that are all undevelopable. Outside of open space, the largest land use category in Orrville is single-family residential uses. Single-family residential uses account for nearly 30 percent of the incorporated area, of which nearly 80 percent is developed. There is less than 300 acres available for low-density single-family residential development in the city. Only 3.5 percent (approximately 115 acres) of Orrville is developed as multi-family uses. While there are almost 750 acres zoned for multi-family uses (R-3 and R-4), only 116 acres are developed leaving over 600 acres available for additional multi-family development.

Nearly 50 percent of the land zoned for industrial use is currently developed. Based on the current zoning map, there are approximately 1165 acres of land in the city zoned for industrial uses. There is approximately 542 acres of developed industrial land, leaving over 600 acres available for additional development. Not all of the 600 acres is developable land, since some of the industrial land accounts for the area immediately surrounding the railroad tracks in the southern portion of the city. Of the land zoned for industrial use, only approximately 200 acres is suitable and readily available for industrial development (Orrville Area Development Foundation, Orrville Chamber of Commerce).

## Land Use Descriptions

### Industrial Land Use

The railroads have been an influencing factor in industrial development in Orrville over the years. Industrial type uses, which typically include manufacturing, warehousing, and distribution, have primarily been located near the railroads. The railroads provided a vital link from west to east for the movement and shipment of goods, but in the 1950's the importance of rail started to diminish as shipment by truck became a cost-effective alternative to railway shipping. By this time, however the industrial development patterns were already established, so Orrville's industrial uses have continued to be concentrated around the railroads.

The primary concentration of industrial uses is located on the north side of town in and around the Orrville Industrial Park. There are a total of 1,164 acres zoned for industrial uses throughout the city.

- The Orrville Industrial Park was first established in the 1970's, and has continued to grow and develop throughout the years, now nearing full capacity. There are only five

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parcels, equaling approximately 42 acres, available within the park for development. The existing tenants include:

- **Orrville Chick Hatchery**—A division of Gerber Poultry, established in 1991
  - **Refcotec**—A manufacturer of paint and refractory coatings established in 1987
  - **Contours, Ltd.**—Manufacturer of metal parts established in 1970
  - **Will-Burt**—Contract metal fabrication, telescoping masts, and Mosler Safes and bank windows
  - **American Bright Bar**—Steel finishing
  - **Orrco**—Maker of pet supplies and specialty electrical hardware
  - **Federal Packing**—Maker of can and paper-tube containers
  - **Rawhide**—Manufacturer of fire hoses
  - **Purina Mills**—Production and distribution center for animal feed established in 1992
- Outside of the industrial park boundaries, the majority of the remaining industrial land is located on the east side of Main Street, primarily on the north side of town along both sides of the railroad tracks. Several long-standing nationally prominent companies such as the J. M. Smucker Company, Inc., located on Strawberry Lane, are located in this area. Smucker's was established in Orrville in 1897 and is the largest employer in the community. Also included within this area is Orrville Products and three foundries, The Quality Castings Company and Technocast, Inc, which both produce gray and ductile iron castings, and Orrville Bronze, and the city's sewage treatment plant.

A few other scattered areas of industrial uses exist in the community including the Smith Dairy and Schantz Organ operations. Smith Dairy produces milk, ice cream, and dairy products, and has facilities located along Smithville Road and additional facilities located in the downtown area near the municipal building. Schantz Organ has been located on the same site since 1901, on South Walnut Street. Nearly every component part of the Schantz organs are built and tested at this facility. Orrville Leather is located in the south neighborhood.



*Gradall is located on the southeastern edge of the community.*

## Residential Land Use

Traditionally, residential development was focused south and west of downtown. This is evident by the traditional grid pattern neighborhoods, smaller lot sizes, and presence of some alleyways that typify early housing development patterns. Today residential development has migrated to the north, and



*Orrville's traditional neighborhoods are characterized by grid streets and houses on smaller lots.*

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occupies the majority of the northwest quadrant of the city. In 1988, there were approximately 1,700 acres in the city zoned for residential development, with almost 430 acres available for development. Today there is a wide variety of single and multi-family housing available, with almost 1,300 acres zoned for residential uses, and nearly 300 acres are available for additional single-family residential development.

- Single-family residential development is found throughout the community. The older, more traditional residential areas are located south of west High Street occupying the majority of the land within the corporate boundaries. This is where much of the affordable housing is located, so a higher percentage of young families with children live in this area.

Curvilinear streets with cul-de-sacs characterize the newer single-family residential neighborhoods. These neighborhoods are located in the northwest section of town, and are the primary location for higher priced and move-up housing. The Woods of Ellendale is one housing development in the northwest portion of town that has an average home price of \$200-\$275,000. Pine Knolls is another neighborhood in this area reaching complete build-out, and only has a very limited number of available lots left for development. A subdivision has also started development near the intersection of Back Massillion Road and North Crown Hill Road. Between 1988 and 1999 there were a total of 175 single-family residential building permits issued, primarily for residential lots located within the newer neighborhoods.



*Newer residential development is found primarily in the west and northwest portion of Orrville.*

- There are a variety of multi-family residential options within the community, from federally subsidized dwellings for the economically disadvantaged, to market rate apartments complexes ranging in price from \$375 to \$500 per month. New areas of duplexes and condominium development have also recently been added to the housing stock. Concentrations of multi-family housing is located in the northern section of town along Hostetler Road; the far west side of town including the area on Lynn Drive and the Fox Fire Apartments; and in the central portion of the community south of High Street. The condominium developments include Orrville, which is located east of State Route 57 (S.R. 57) near Lake and Sassafras Streets, and Crown Hill, which is located near the railroad tracks in the southern section of town. Both of these developments include transitional housing for the elderly. There are also the condominium developments of Paradise Glen and Strawbridge Place. Strawbridge Place is located north of town on Crown Hill Road. Additional small pockets of multi-family uses are



*New areas of high-density housing options have recently been developed in Orrville.*

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scattered throughout town. Nearly 200 duplex and multi-family dwelling residential permits were issued during the 11-year period between 1989 and 1999. This high number accounts for the surge that occurred in the late 1980's when the condominium market was introduced and the majority of the condominiums were constructed.

## Commercial/Retail Land Uses

The commercial and retail functions within Orrville are classified as "Uptown-Downtown," with three primary commercial/retail concentrations included in this classification. These include the downtown area, West High Street, and Smithville Road.

- The downtown is defined as the area along Main Street between Orr Street and Chestnut Street to the north and south, and Vine and Mill Streets to the east and west. This area has the largest concentration of retail, commercial, and professional uses including several Orrville commercial "landmarks" such as Johnson Hardware, Seifried's Drug, Furniture Annex, Reynolds Drug, and Brown's Furniture. Newer businesses have also been sited in this area including the Rite Aid located on South Main Street. While the city has been making a conscious effort to keep the downtown alive, this area has been experiencing a transition from retail functions to office space. Recently, banks, insurance offices, and law offices are occupying the storefronts and former retail spaces.

- The uptown area includes all retail and commercial functions not located in downtown. The uptown concept was created as a means to equally market all retail and commercial functions in the community. The West High Street "uptown" tenants primarily include Buehler's, Bennet's Appliance Center, and Maibach Ford. There are also several banks, some realtor offices, and a Marathon Service Station in this area. This retail concentration has been successful over the years, primarily because Buehler's is another retail shopping landmark for the community and the area serves as a true neighborhood shopping center.



*Several landmark businesses are located in downtown Orrville.*

- The Market Place is the second concentration of retail and commercial uses included in the uptown area. This complex is located on Smithville Road on the north side of the community. The plaza and surrounding areas house numerous eating establishments such as Grinders, Taco Bell, and Pizza Hut. There are also several other uses including a video rental store, car wash/car care center, and professional offices in the area. This area has not been as successful as the High Street concentration, and has experienced multiple turnovers in the retail operations, which may be a result of the limited exposure the shopping center has from S.R. 57/Main Street.

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There are other scattered retail and commercial functions in the community. Some of these uses include 84 Lumber located in the southwest corner of the community, various medical and dental offices, and fast food restaurants such as McDonalds and Dairy Queen located along the main roadways.

## Public/Institutional Land Uses

The public and institutional land uses category consists of a variety of uses such as schools, churches, government facilities, and the hospital. Orrville has an existing stock of quality public and institutional uses spread throughout the community. The city also recently made numerous investments in the public and institutional uses located downtown, further showing their support and commitment for the continued success of the downtown area. The public/institutional land uses in Orrville include the following:

- There are 15 churches located within the city limits and a number of others in the local area.
- There are a variety of educational institutions in the community, ranging from three elementary schools to Akron University's Wayne College. The elementary schools are strategically located serving all of the neighborhoods. Oak Street Elementary School is located in the southern portion of Orrville, Maple Street Elementary is centrally located, and North Elementary School is located on Mineral Springs Street. The middle school is located immediately east of downtown, and the high school is located adjacent to Orr Park in the central portion of the community. Wayne College also is located in the northern section of town.
- Dunlap Memorial Hospital has been located in the southeast corner of the community serving Orrville and Eastern Wayne County since 1951. This facility is located on South Main Street near the southern border of Orrville.
- The Orrville Public Library is located in the heart of downtown at 230 North Main Street, and occupies nearly an entire block between Main and Walnut Streets.
- The Orrville City Hall Building, Police Department, and Post Office are all located downtown in a consolidated area occupying space along Main and Vine Streets.
- There are three fire stations located throughout the community. The main fire station is located downtown, at 223 North Vine Street, behind the City Hall building. There is also a station located on the west side of the community on Crown Hill Road, and a station on the east side of town, south of the railroad tracks.



*The Orrville Public Library is located in downtown Orrville.*

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- There are two city cemeteries located in Orrville. The Orr Cemetery was the original cemetery started in the 1870s. This cemetery is located on the corner of North Mill Street and East Church Street. The current operating cemetery is Crown Hill Cemetery, which was opened in the early 1900s. Crown Hill Cemetery is located at the corner of North Crown Hill Road and West High Street, near the western edge of the community.

## Park and Recreational Land Uses

Orrville is proud of its parks and recreational opportunities. There are four neighborhood parks spread throughout the community, as well as a regional park located in the heart of town. Orr Park serves as a regional park and is located on West High Street between Hall and North Elm Streets and is approximately 40 acres in size. This park is surrounded by Orrville High School, the Boys and Girls Club, and is close to residential neighborhoods. The Walking Trail/Wetland Complex is also connected to Orr Park. This is a 28-acre parcel of land that was purchased by the city for recreational use and is connected to Orr Park via walking trails.



*Orr Park is the largest park in the city's park system.*

The smaller parks and playgrounds have more of a neighborhood focus. Gailey Park is a four-acre park located in the southeast quadrant of the community. Similar parks include Lenore Park located south of the railroad tracks near Lenore Street, Mill Street Park located near the junior high school, and Hilltop Playground located in the western section of town.

The park and recreation land uses also include Orrville's Boys and Girls Club. This facility is located across from Orrville High School, and was expanded in 1998. This club is a staple in the community, and offers social and recreational opportunities to area youths. The YMCA has also been a recreational asset. The YMCA is located in the northern portion of Orrville adjacent to Wayne College. This facility opened in 1996 and offers an indoor swimming pool and fitness, athletics, and day camp programs.

## Agricultural Land Use

Orrville is located in Wayne County, one of the richest agricultural counties in the state. Wayne County is primarily a farming area, ranking first in the state in the production of oats, hay, cattle, and dairy products. While agriculture is an important land use throughout the county and much of the land surrounding Orrville is currently farmland, there is only a small percentage of land within the corporate boundaries used for agriculture purposes.



*Large areas of open space and agricultural use are found at the edges of Orrville.*

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## Extraterritorial Jurisdiction

Orrville exercises their extraterritorial jurisdictional control around the city corporate limits. This is done in two different levels, Area A and B, with each area subject to slightly different control. The areas are identified on Figure 2-4, and are described as follows:

- **Area A**—This area consists of land closest to the city boundaries. Within this area, the city has all subdivision control for lot splits, variances, and major subdivisions. This area is primarily cropland, with some areas of deciduous forestland, farmsteads, and a few areas of shrub and brush rangeland. There are also some pockets of commercial and residential development, close to the existing city boundaries (Wayne County Comprehensive Plan, 1997).
- **Area B**—Area B extends one section width beyond Area A, as shown on Figure 2-4. The city defers approval for developments in this area to the county, except in cases requesting variances. This area is primarily cropland and pasture, with only very small pockets of other types of uses.

The Wayne County Comprehensive Plan, completed in 1997, primarily focused on establishing guidelines for the development in the unincorporated portions of the county. The purpose of these recommendations is to protect the agricultural activities and greenspace in the county, while still allowing and accommodating reasonable growth. These efforts and recommendations are also taken into consideration when reviewing plans within both Areas A and B of Orrville's the extraterritorial jurisdiction. The county's Comprehensive Plan encouraged the cities to act as growth areas—where future development should be directed. Outside of the growth areas are future expansion areas, transitional areas, and conservation areas. Area A encompasses the growth areas and future expansion areas, with Area B acting more as a transitional and conservation area.

To protect the valuable farmland in Orrville and throughout Wayne County, a Wayne County Farmland Preservation Task Force was created. Through their efforts, the county has adopted recommendations and actions to protect the agricultural land and industry in the area.

## Summary of Land Use

The land use analysis has revealed that there is a distinct pattern of development that has emerged over the years, and that there is a healthy distribution of land uses in the community. Various transportation modes and access issues have influenced the locations of industrial uses, and residential development has migrated to the north and west. The following is a summary of land use issues and opportunities in Orrville.

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Figure 2-4

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- **Housing**—there is a variety of housing options available in the community. The recent addition of condominiums and transitional housing has also given the aging population new choices in living arrangements. There has been concern raised as to the amount of available residential land left throughout town. The recent housing boom (net gain of 314 dwelling units since 1990) has dramatically reduced the amount of available residential land. Currently there is less than 300 acres of land zoned for low-density single-family development available. Areas to the north and west will likely face the most pressures for residential housing expansion due to recent trends and utility availability. The southern part of town is restricted due to topography and limited sewer capabilities, which will most likely reduce the ability to develop this area.
- **Commercial/Retail**—there are scattered retail and commercial nodes throughout Orrville, although no real synergy of uses. The lack of synergy has resulted in commercial uses leaving the downtown area and struggling in general. A multi-million dollar Downtown Improvement Project added new curbs, lighting, sidewalks, and landscaping to the downtown improving its overall appearance. It is hoped that these improvements and the continued investment in the downtown by the city will increase the area's viability and success into the future.
- **Industrial**—The industrial land in Orrville is approaching saturation. Currently there are only 42 acres of available industrial land left in the industrial park, and only around 200 total available acres for industrial development throughout the city. It has been identified that a second industrial park may be desirable in order to continue to attract and retain industrial users in the community. Some industrial uses are also located in conflicting areas—such as in residential neighborhoods. One example is the location of Gradall. Gradall is concerned about “ease of access” to their site because East Chestnut is the most direct access route but not conducive for trucks turning off of Main Street. While these cohabitations have existed for many years, the adjacent uses are not desirable.
- **Park and Recreation**—While the existing park system offers a good selection of recreational opportunities for Orrville residents, there is an overall shortage of parkland. This shortage is a continuation of the shortages identified in the 1988 Comprehensive Plan, and consistent with the park situation throughout Wayne County. Orr Park is becoming “overused” and there is a lack of neighborhood parks. The addition of the Walking Trails/Wetland Complex has increased the total amount of available land, but additional sites should be identified to fulfill the park and recreational needs of the neighborhoods.
- **Agriculture**—The trends of converting agricultural land have been growing over the years. This is especially a concern because Wayne County's primary industry is agriculture, and much of the land throughout the county has been classified as prime farmland. In order to preserve

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the agricultural land, the county through their comprehensive plan and farmland preservation taskforce has identified where growth should occur. The county recommends that growth should be concentrated around existing population centers, reducing sprawl and the reduction of farmland. It is important that these recommendations be followed as the city exercises their three-mile jurisdictional boundary, preventing any leapfrog development patterns that would negatively affect agricultural land.

## Land Use Alternatives

In order to understand how Orrville may grow in the future, three different growth scenarios were developed and analyzed. These scenarios illustrate land requirements to accommodate changes in the population; as well as what type of impact the growth will have on parks and retail requirements. The growth scenarios also provide perspective on how the community might look in the future based on forecasted development patterns and demographic trends. This creates realistic pictures of what physical development will mean to the overall composition of Orrville in the future.

The land use alternatives are based on applying progressively more aggressive development and population statistics to the existing land use patterns. This resulted in three land use scenarios, which include Status Quo, Accelerated Growth, and Full Build-Out. The scenarios are based on building permit trends since 1988; average densities based on the existing zoning code, available developable land, and average household size. These scenarios do not account for future annexation. Impacts to future retail requirements are analyzed based on a study of Ohio retail space prepared by Bay Area Economics (BAE) in 1998 while parks and recreation requirements are formulated using National Standards for Parks and Recreation Facilities prepared by the National Recreation and Park Association (NRPA). The following summarizes the development assumptions that were used in establishing each scenario:

- The building permit trend data indicated that there was an average net gain of 38 residential units per year over the course of the last 11 years. Of the total building permit activity, an estimated 63-percent (24 units) has been single-family development, and the remaining 37 percent has been multi-family development.
- The average household size in Orrville is 2.5 persons.
- Based on the existing zoning code, the average density for single-family development is 4.3 units per acre, and 5.8 units per acre for multi-family development.
- There are 266 undeveloped acres of land zoned and available for single family residential use and approximately 600 acres of land available for multi-family

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development. For planning purposes, 20-percent of this land is considered undevelopable or reserved for roads.

## Status Quo Scenario

The Status Quo scenario projects existing building trends into the future. This scenario accounts for single family residential development to continue at the average rate of 24 units per year, occupying approximately 5.5 acres of land per year. Continuing these trends, it would take 50 years to saturate the existing land available and zoned for single-family development.

Multi-family development was also predicted to continue to occur at the existing average rate of 14 units per year, occupying 2.4 acres of land per year. If this trend would continue, it would require 262 years of consistent development before reaching total build-out of all land zoned and available for multi-family residential development.

The population projections associated with the status quo scenario are consistent with the growth trends that have occurred in previous years. Between 1999 and 2009, this scenarios estimates that Orrville's population will expand by 950 persons, a growth of approximately ten percent, reaching a total 2009 population of 10,181. Retail standards and park requirements that will be needed to support this population include the following:

- Assuming that 19 square-feet of retail space is required per capita, based on the BAE study, a total of 193,439 square feet of retail space would be required to support the projected 2009 population projected in this scenario. This result in a total of 191,664 square-feet or 4.4 acres of retail space (under-roof) to support the population.
- National standards for park and recreation reveal that 2 acres of neighborhood parks are suggested per 1,000 population and 4 acres of community parks are suggested per 1,000 population. These park standards indicate that in the year 2009, approximately 20 acres of neighborhood parks and approximately 41 acres of community parks will be needed to support the population.

## Accelerated Growth Scenario

The accelerated growth scenario assumes a population increase in Orrville of 2,000 persons per decade, more than doubling the existing and status quo population growth trends. An increase in population of this size translates into 800 additional housing units per decade, maintaining an average household size of 2.5 persons. It is assumed that 75-percent (600) of these units will be developed as single-family and the remaining 25-percent (200) will be developed as multi-family.

In 10 years, 140 additional acres of land will be required to accommodate the 600 new single-family homes at a rate of 4.3

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units per acre. This growth scenario leaves only approximately 82 acres of land available for additional single family development at the end of the ten-year period. Without the addition of more land zoned for single-family development, future annexation, or change in zoning code and densities, Orrville would reach full build and saturate the available single-family developable land in less than 20 years.

In this scenario, the 200 additional multi-family units would occupy a total of 34.5 acres of land in 10 years, developed at a density of 5.8 units per acre. With this development trend nearly 470 remaining acres of land will still be available for multi-family development, and full development capacity would not be obtained for almost 140 years if constant multi-family development continued into the future.

The population projections associated with the accelerated growth scenario more than doubles the growth trends that have occurred in previous years. In this scenario, between 1999 and 2009, it is estimated that Orrville's population will expand by 2,000 persons, a growth of almost 22 percent, reaching a ten-year projected population of 11,231 persons. Retail and park standards state that in order to support this population the following will be needed:

- To support the 2009 Orrville projected population of 11,231 persons, a total of 213,389 square feet of retail space would be required. This equals 4.9 acres of retail space (under-roof) to support the population.
- Park standards indicate that to support a 2009 projected population of 11,231 persons, 22.5 acres of dedicated neighborhood parkland would be needed. The standards also indicate that approximately 45 acres of community parkland would be required to adequately support the population. This acreage requirement would double in 20 years.

## **Total Build-Out Scenario**

The total build-out scenario is based on existing zoning and the total amount of available developable land within the city limits. With 222 acres of single family land undeveloped, at a density of 4.3 units per acre, total build out would allow 955 additional single-family units. There is also 503 acres of land available that is zoned for multi-family development. An average of 5.8 units per acre would allow 2,917 additional multi-family units. With a person per household rate of 2.5, total population increase would be 9680 persons. If this scenario would occur within a ten-year timeframe, the population of Orrville would more than double, reaching a total estimated population of 18,911 persons in a relatively short timeframe. This is highly unlikely, however, under the current market conditions.

Higher retail and park requirements will be needed to support this scenario. Retail standards indicate that a total of 359,309 square feet of retail space would be needed. Park standards indicate that a total of 28 acres of neighborhood parks and 76

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acres of community parkland would be needed to adequately support the population.

In addition to residential development, total industrial build-out was also evaluated in this scenario. Currently there are approximately 497 acres available for industrial development. The current zoning code states that the average minimum lot size for an industrial use is 70,000 square feet (1.6 acres). If all the industrial land was to develop at the minimum lot requirements, Orrville could acquire 310 new industrial users. Using the average of 80 employees per businesses, this creates the potential for an additional 24,800 jobs in the community. If industrial land were to develop with an average lot size of 10 acres per business (typical of existing industrial users and local trends), approximately 50 new industrial users could locate in Orrville, creating an additional 4,000 jobs.

## Land Use Scenario Summary

These growth scenarios were developed as an analytical tool to illustrate future changes and impacts to Orrville based on potential growth. The scenarios further illustrate growth and development issues that are difficult to comprehend and help to quantify long-range impacts from current planning and development decisions. The scenarios reveal that if land were to be developed exactly as zoned, there is adequate land available to accommodate growth at the current rate within the existing city boundaries for the next 50 years. In reality, some of this land may be unsuitable for future development and some may continue to be used for agricultural purposes. Increases in this growth rate would also result in build-out in a shorter time.

## Land Use Framework/Principles

The land use plan framework provides the overarching goals for future land use development. The primary goal of the land use plan is to find an appropriate mix of uses that will allow Orrville to grow, while focusing on neighborhood-oriented development patterns, promoting commercial development in both the downtown and uptown areas, providing open space opportunities, and protecting natural resources areas. Building upon the traditional and successful development patterns already established in Orrville, while reintroducing neighborhood concepts designed to protect the elements that make Orrville a desirable place to live, is the secondary goal of the land use plan.

Each of the planning framework principles established in the plan aim at satisfying these land use goals. The following describes the land use planning principles that support the overall planning framework of the community and the future land use plan.

- **Focus on Neighborhood-Oriented Development Patterns**—Orrville is a compact community, and many residents enjoy the fact that they can walk from their

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homes to parks, retail areas, the library, and schools. This compact development style contributes to the small town feel Orrville has, which has been repeatedly identified as a positive attribute of the community. Development in the future should continue to focus on the neighborhood and preserve and promote compactness.

Specific land use recommendations that will support neighborhood-oriented development patterns include the following:

- Promote in-fill residential development and keep residential development focused inwards towards the central city, building off of existing neighborhoods to reduce sprawling tendencies.
  - Encourage the development of a variety of housing types to satisfy a broad range of households.
  - Keep and protect the neighborhood schools. The National Trust for Historic Places has identified neighborhood schools as being one of America's 11 most endangered places. Neighborhood schools are often community anchors, they allow young people to walk to class, and they provide a close connection with the community. The National Trust has also stated that schools located in isolated locations promote isolation, loss of identity, and sprawl.
  - Understand the important role that industrial development has in the community, but limit future incompatible relationships between industrial land uses and residential areas.
- **Focus Commercial Development within the Downtown/Uptown Concept**—Orrville's retail areas have been limited to a few key areas: the traditional downtown area focused on the corner of Main and Market Streets, and the High Street corridor and the Market Place, often referred to as the "uptown" areas. While some corridor commercial development has occurred, these areas satisfy the primary shopping needs of the residents. Based on retail standards, there is currently adequate square footage of retail space to serve the existing Orrville population.

Specific land use recommendations that will be incorporated into the land use plan regarding commercial development include the following:

- Keep commercial development on a community scale. This involves promoting the existing small shopping centers over big box retail, allowing the big box development to occur in regional shopping areas outside of Orrville.
- Identify a specialty focus for the downtown area. Orrville is located to the north of Ohio's Amish Community, generating a lot of tourism traffic in the area. In addition, the creation of a historic West Market Street railroad area will attract visitors to the downtown area to explore the activities found there, including the Orrville Depot, the Smith-Orr house, and the Orrville Historic Museum. The development of a conceptual

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master plan for the area is nearing completion. The plan identifies additional facilities to be added to the area, the creation of public spaces for civic-wide use, and modifications to the pedestrian and vehicular circulation patterns to improve access in the area. The downtown may want to focus on destination and niche-type commercial development that would benefit from the tourism traffic.

- Avoid sprawling tendencies. As previously stated, the existing commercial development has basically been limited to the downtown and uptown areas. Future commercial development should be directed toward these existing commercial cores.
  
- **Provide Open Space Throughout the Community**—One concern that has been voiced by the community is the overall lack of open space and parkland. Based on national standards, Orrville, as well as Wayne County, have significant parkland deficiencies. While Orr Park is a valuable asset to the community, there is a need for additional park space. The following identifies specific land use recommendations for increasing parkland and open space opportunities throughout the community:
  - Dedicate city owned property as parkland, especially in the southern portion of the community where limited amounts of parkland currently exist.
  - Promote dual use of school property for park and recreation purposes.
  - Preserve and protect the existing open space and parkland throughout the community. This includes finding opportunities to expand existing parks and continuing to improve these facilities.
  - Ensure that land dedicated for park and open-space as part of future residential developments is suitable for the development of a variety of park and park related activities.
  
- **Protect Natural Resources**—According to the American Farmland Trust, Wayne County is located in one of twenty highly threatened major resource land areas. The Trust has identified these prime farmland areas as being threatened due to increasing urbanization pressures. In response to this threat, Wayne County has enacted their farmland preservation task force, the Wayne County Rural Land Preservation Advisory Committee, and has specifically addressed farmland preservation and natural resource protection as part of their comprehensive plan.

It is the responsibility of Orrville to recognize the County's land use recommendations and promote development patterns that protect the existing natural resources. The following are specific land use recommendations that focus future development away from protected areas:

- Keep development compact. This involves focusing development inward, and limiting scattered development around the fringes of the community. This

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- will reduce the amount of sprawling development, and will protect the undeveloped land surrounding the city.
- Focus future development to the north. There are natural barriers to the south that limit the ability to provide cost effective utility service to these areas. These limits should be respected, and growth should be directed towards areas that are less environmentally sensitive and more easily developed.
- Limit the amount of annexation that occurs. This will keep development focused in the city limits and will protect the open space and farmland that surrounds the current city boundaries.

These land use planning principles represent ideas, values, and concepts that have been identified throughout the comprehensive planning process. These principles will promote growth that reflects the community's desire to build upon the traditional neighborhood qualities that make Orrville a successful community and a respect of the land that will result in a sustainable future. Together they will help shape the future of the community while preserving the positive qualities residents appreciate.

## Land Use Plan

### Future Land Use Plan

The land use framework outlines and presents the goals for future land use development. The goals, which focus on identifying an appropriate mix of uses and building upon the traditional development patterns found in the community, encouraging the continued growth of the community. The future land use plan takes the goals and principles from the planning framework and converts them into physical actions as shown in Figure 2-5, the Future Land Use Plan. These actions address future growth, neighborhood development patterns, future commercial development, parks and open space, and the protection of the natural environment.

### Residential Land Use

The land use alternatives revealed that if growth within Orrville accelerated to a rate that is twice the current growth rate, the available land zoned for single-family residential use would be saturated within 20 years. This has prompted the identification of additional residential land throughout the community, as well as different approaches to neighborhood development and the need for a variety of housing types.

The availability of affordable housing in Orrville is becoming more limited, resulting in families and workers moving outside of the city limits to surrounding communities in order to find suitable, affordable housing. This trend has had



*Future residential growth is recommended for the northern and western sides of Orrville.*

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Figure 2-5

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trickling effects; it increases traffic volumes, puts more pressure on the roadways, and ultimately results in a limited employee pool that industries can hire from. These trends can be reversed by identifying appropriate locations within the city for higher density, more affordable housing and by reinvesting in older neighborhoods before they become dilapidated.

Providing a wide variety of housing options in Orrville, affordable and higher end, is an asset to residents and employers alike. The mid-range and upper ranges of housing stock are currently being constructed in the community to meet those demands, however there has not been a corresponding reaction to the demands for more affordable housing. The development of additional entry-level and affordable housing options, as well as a dedication to the redevelopment of existing older neighborhoods, would improve the current situation. The goal is to continue to provide a wide range of housing types and sizes to accommodate a variety of socioeconomic profiles in Orrville.

The City's "cluster divisions" ordinance (Ordinance #37-00) promotes imaginative, well-designed neighborhoods, preserving open space and physical qualities of the land. The cluster design incorporates a variety of housing densities (3.9-4.8 single-family dwelling units per acre), mixed use (single- and multi-family), and common open space available for use by all residents of the cluster development. The cluster development also allows modifications and variations of lot width, lot coverage, and yard requirements, creating more room for flexibility in design. This type of development will help prevent the depletion of natural resources by respecting natural features, and will create an additional housing option offering a variety of housing types and price-ranges.

## Single-Family Residential Land Use

The future land use plan addresses the desires identified throughout the planning process to offer a variety of housing options. Not only is additional residential land identified, but also new approaches to single family development. The additional single-family residential land is primarily located in three areas. Other small areas of residential land are also identified within the city limits, resulting in a total of 379 additional acres of single-family residential land (303 developable acres). These primary areas are:

- An area in the northern portion of the community, south of Back Massillon Road, expands an area that has recently experienced residential development and continues that trend in a northerly direction.
- An area to the west, expanding single-family development along Market and High Streets.
- An area in the southeast part of the community, west of Wayne Street and at the southern terminus of Lehman Street.

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An additional 72 acres (58 developable acres) has been identified for long-range single-family development. The development of this area should be discouraged until those areas identified above are nearing build-out.

One residential land use option to increase densities and offer more affordable housings is the implementation of traditional neighborhood development (TND) design concepts. This style is more typical of Orrville traditional neighborhoods, consisting of smaller lots, grid patterns streets, and more compact development. Other characteristics of TNDs include neighborhoods that are walkable from one end to another, have a civic core such as a school or church, are within close proximity to goods and services, incorporate public space, and are designed to reduce through traffic. A market study published by the American Planning Association (PAS Memo – Markets for Traditional Neighborhood, June 2000) stated that typical homebuyers would choose traditional neighborhood alternatives. This then can result in slowing the outward flow of homebuyers and sprawling tendencies. To accomplish these design concepts, the zoning ordinance must be revisited to accommodate higher densities, smaller street widths, and reduced front-yard set backs. Thoughtful design is also necessary for TND to be successful. Appendix C illustrates existing and recommended street design.

## Multi-Family Residential Land Use

The recent addition of condominiums and transitional housing in Orrville has also generated more housing options for the community. The aging population now has more choices in living arrangements, and decent housing is available in lower price ranges.

There is currently almost 600 acres of land zoned and available for multi-family use throughout the community. The future land use plan identifies an additional 40 acres of land for future multi-family development. This land is located on the north side of the city, along Hostetler Road. The addition of this land provides adequate multi-family development area to accommodate additional growth. The location is also appropriate because the multi-family uses are compatible with the surrounding land uses. In addition, residents could take advantage of the close proximity to schools, Orr Park, and the commercial activities along Smucker Road.

## Commercial Land Use

The Orrville Chamber of Commerce has been focused on improving the retail situation in the community. The effort includes increased marketing of the downtown and the establishment of the “uptown” retail concept. This has been done to try to create a synergy of uses, attracting users, and making the existing retail establishments stronger and more successful. The establishment of these core commercial areas is aimed at discouraging the development of additional commercial areas along major thoroughfares. This type of

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commercial development results in sprawling development patterns and poor traffic circulation. It is the goal of the future land use plan to promote healthy retail and commercial centers, without further dispersal of retail areas.

The future land use plan does not include the addition of any commercial land. Due to the abundance of land currently zoned and available for retail development, standards addressing retail requirements, and existing and projected populations, additional commercial land was not identified. Instead, improved pedestrian and vehicular connections to the core commercial areas will be established. These connections (addressed in the transportation plan) are aimed at making the existing commercial areas more convenient for all residents, increase viability of the shopping areas, and improve the relationship between retail/commercial, residential areas, and surrounding land uses.

## Industrial Land Use

Industrial activities have been the backbone of the Orrville economy throughout the city's history. Beginning with the railroads, the industrial uses have grown and become an integral, and important part of the overall make-up of the community. This growth has resulted in a shortage of available industrial sites. There are only five industrial sites actively marketed, with 42 acres available in the existing industrial park, and only 200 total acres available for industrial development.

In response to the lack of industrial land, the future land use plan identifies an additional 381 acres of land targeted for future industrial development. This land is concentrated around the existing industrial park and near the railroads on the south side of the city. An additional 83 acres is also identified for long-range industrial and office park development. These areas are identified as appropriate locations to focus expected industrial growth due to good availability of transportation access and utilities, and the compatibility of surrounding land uses. The following describes proposed industrial land use recommendations:

- A second industrial park is proposed on the west side of Main Street/S.R. 57, across from the existing industrial park. The eastern portion of the site has good access and presents few problems with incompatible land use relationships. The western portion has been targeted for long-range industrial development because it lacks current road frontage, thus limiting access.
- Another industrial site is located on the east side of Crown Hill Road, near the railroad underpass. This 81-acre site has been identified for industrial use due to the close proximity to the railroads and the presence of existing industrial uses in this area.

Two long-range industrial areas have also been identified. The following are long-range industrial development opportunities:

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- The area north of the Smith Dairy plant on Smithville Road, south of Back Massillon Road, has been identified as future expansion space for the second industrial park if needed or for the development of an office park. This area should be preserved until existing and short-range industrial sites start reaching saturation. In addition, design of the actual site should also respect the surrounding land uses. Connections should be made between the second industrial park and the site, and development of the area should be sensitive to proposed residential areas to the west.
- The former Koppers site south of Orr Street may provide an industrial development opportunity. This brownfield<sup>1</sup> site, once home to one of Orrville's largest industrial employer, is currently being studied to determine what the actions are required to get reuse authorization. Coordination should be established with the Ohio Environmental Protection Agency (OEPA) Volunteer Action Program that addresses brownfield sites in Ohio.

## Park and Recreation Land Uses

Throughout the planning process, citizens expressed their interest in identifying additional parkland and open space opportunities in the community. Orr Park is a community-wide asset, and the recent expansion of the park has made the park that much more valuable. At the same time, overuse and accessibility issues have made the park less convenient for some residents.

A shortage of park facilities has been documented in the older, traditional neighborhoods located in the southern portion of the community. Orr Park is least accessible to these residents due to the presence of the railroads and safety concerns associated with crossing the tracks. In addition, the residential lots in this area of town are smaller resulting in smaller yards and fewer play areas for children.

Open space, natural resources, and parks are each important aspects related to a high quality of life. There are numerous opportunities for open space conservation and park development in Orrville, and plans should be made for the development of additional parks and recreational facilities. The land use recommendations involve preserving open space in residential neighborhoods, identifying sites for park development, and improving connectivity between parks and residential areas.

Two specific park sites have been identified in the future land use plan. These include the following:

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<sup>1</sup>Brownfields are abandoned or underutilized land and buildings in already-developed urban, suburban, or rural locations, which have actual or perceived contamination from previous or adjoining users. They are the opposite of greenfields, which are undeveloped lands, typically located on the urban fringe.

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- **Site 1**—Located near the southern city boundary, east of the railroad and south of Beaver Street. This site is currently owned by the City, and could easily be converted to a park facility without acquiring property.
- **Site 2**—Is the existing junior high school site, located on East Church Street. The school building is old and outdated, and plans are being made to relocate the middle school to the high school, once a new high school facility is built. Once the school is relocated, portions of the site may become available for open space development. This is an appropriate location for a park because it is located in an area accessible by many residents, and acquisition of the property will be fairly easy.

The addition of the two park sites would add nearly 15 acres of parkland to the existing supply. These locations also improve park access for residents of the traditional neighborhoods, and attempts to even out the distribution of parks and opens space throughout the community. Based on National Park and Recreational Standards, there will still be a shortage of parks in Orrville, so additional sites should be pursued as they become available, particularly in the southern portion of town, and in areas where additional residential development occurs. Parks and open space should be required as new residential neighborhoods are developed. Changes to the zoning and subdivision codes should be made that require the developer to dedicate a suitable portion of the development site for development of parks and open space.

## Agricultural Land Use

In the past two decades, increased development pressures have been placed upon agricultural land in Wayne County and the Northeast Ohio region. These development pressures pose a serious threat to the agricultural activities of the area. In an attempt to protect farmland and preserve the agribusiness economy of the area, Wayne County's Comprehensive Plan guides future development toward existing population centers. The Wayne County Plan identifies Orrville as a population center and an ideal location for future development. In order to respect the growth patterns recommended by the County and to prevent sprawling tendencies, the future land use plan identifies the conversion of some agricultural land within the city limits in order to protect larger rural areas outside the City.

Most of the conversion areas are located in the northern portion of the city, where utilities already exist or are easy to provide and where growth trends have been established. Closer-in land has been identified for single-family and industrial development, and land further out has been maintained as agriculture land. This future land use pattern directs growth within the population centers, protects the areas outside of the city limits that are currently agricultural, and helps keep development within the city compact. By making areas within the city attractive for development, leapfrog development patterns and sprawl can be avoided.

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## Extraterritorial Jurisdiction Area (ETJ)

Land use decisions in the extraterritorial jurisdiction (ETJ) area surrounding Orrville should be respective of the planning concepts and land use recommendations established in Wayne County's Comprehensive Plan, "Tomorrow, Together." The County's Land Use Plan is defined by a series of Resource Management Areas (RMA) that divide the county into a series of units based on land use recommendations and their unique functional nature. The four RMA's and their intent are described below:

- **Growth Areas**—Areas within corporate boundaries where future development should be directed.
- **Future Expansion Areas**—Areas outside corporate boundaries where utility service is or can be provided to support longer-term development.
- **Transition Areas**—Areas outside corporate boundaries where low density residential development is to encouraged and nonresidential (commercial & industrial) development is discouraged.
- **Conservation Areas**—Areas where agricultural preservation and natural resource conservation are the priority and very low density residential, including farmsteads, is appropriate.

These concepts should be considered and observed when making land use decisions in the Orrville ETJ area. Two levels are currently considered in the Orrville ETJ, shown in Figure 2-4 on page 2-10. Planning in these areas should not only reflect the City's plans, but should also be sensitive to the concepts presented in the County's Land Use Plan. As described above, Growth and Future Expansion Areas would most appropriately be represented by Area A, while Area B would represent Transition and Conservation Areas in the County's planning framework.

Continued cooperation between Orrville and Wayne County will help preserve the rich agricultural resources of the area, limit the sprawling tendencies often associated with growth and economic development, and help maintain the small-town character often cited as the most desirable aspect of the community.

## Land Use Summary

The Land Use Plan focuses on establishing goals to help guide future development and evaluate land use decisions. In addition, these goals provided a basis for the development of the Land Use Plan. The primary goal of the Land Use Plan is to identify an appropriate mix of land uses that will allow Orrville to grow. The secondary goal is to build upon Orrville's traditional neighborhood development patterns while reintroducing neighborhood concepts designed to protect the

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elements that make the community a desirable place to live. The following principles are focused on satisfying these goals:

- **Focus on Neighborhood-Oriented Development Patterns**—Development should be respectful of Orrville’s compact development style and focus on the development of neighborhoods and a walkable community.
- **Promote Commercial Development in Both the Downtown and Uptown Areas**—Encourage specialty commercial development in the traditional downtown area while community scale commercial activities should be focused in the “uptown” area.
- **Provide and Expand Open Space Opportunities**—Develop additional park and open space assets in developing areas of the community and in areas that are inadequately served, including the southern portion of the community.
- **Protecting Natural Resources**—Promote development patterns that protect the existing natural resources and are sensitive to the open space and farmland that surrounds the community.