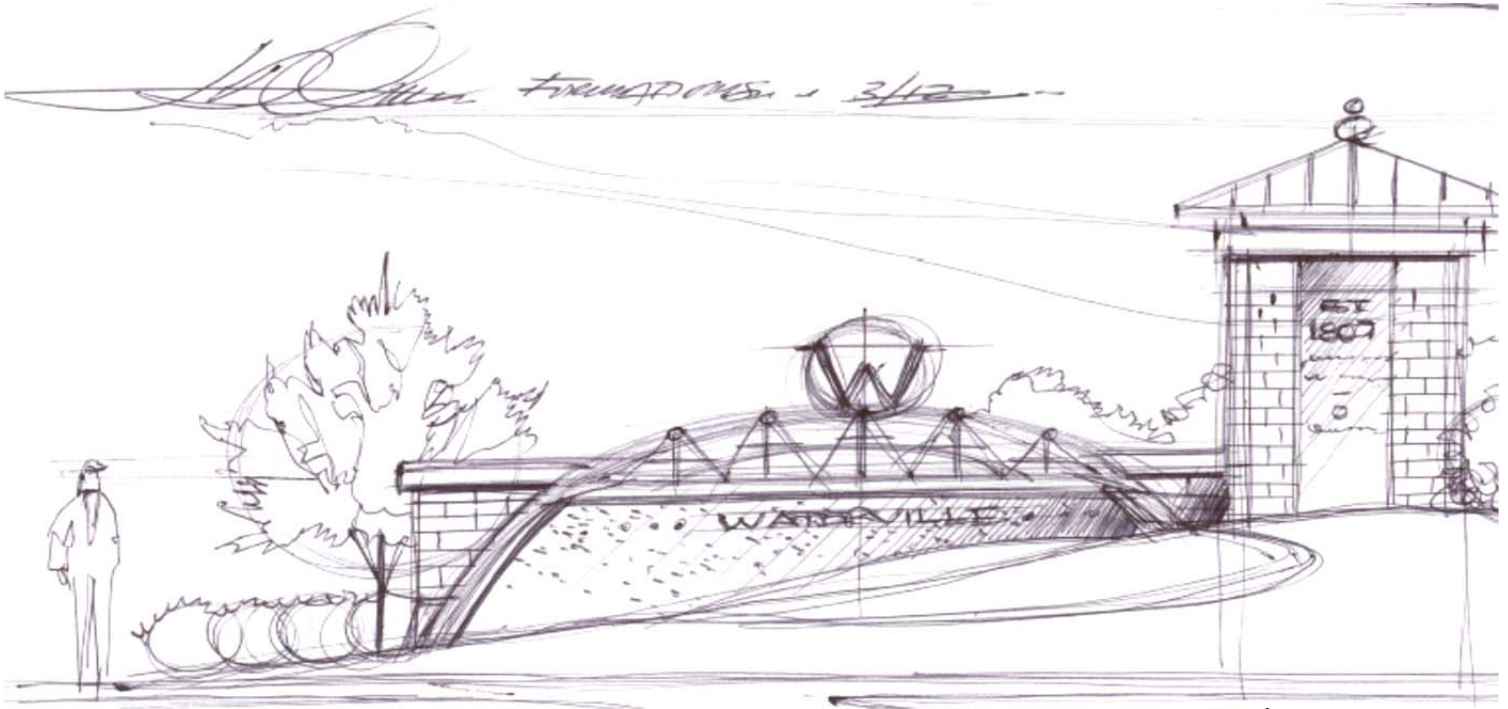


# Waterville

## Comprehensive Plan



July 2012

The Mannik & Smith Group, Inc.

Reveille  
PLANNING + GIS +  
ECONOMIC DEVELOPMENT



## TABLE OF CONTENTS

Acknowledgements.....	1
Executive Summary .....	3
Major Initiatives of the Plan .....	3
Chapter 1: Introduction .....	11
A. Goals of the Comprehensive Plan .....	11
B. Plan Chapters .....	12
C. Who uses the Plan?.....	13
D. 2000 Comprehensive Plan Review .....	13
Chapter 2: Public Participation.....	15
A. Introduction .....	15
B. Community Survey .....	15
C. Public Forums.....	21
Chapter 3: Population and Demographics .....	23
A. Overview .....	23
B. Planning Issues .....	23
C. Conditions and Trends.....	24
Chapter 4: Community Services and Facilities.....	29
A. Overview.....	29
B. Planning Issues .....	29
C. Conditions and Trends.....	30
D. Strategies and Recommendations .....	37
Chapter 5: Economic Development.....	45
A. Overview .....	45
B. Planning Issues .....	45
C. Conditions and Trends.....	45
D. Market Analysis .....	50
E. Strategies and Recommendations .....	52
Chapter 6: Housing.....	61
A. Overview .....	61
B. Planning Issues .....	61
C. Conditions and Trends.....	62
D. Strategies and Recommendations .....	63
Chapter 7: Land Use and Design.....	69
A. Overview.....	69
B. Planning Issues .....	69
C. Conditions and Trends.....	70
D. Cost of Community Services Study/Fiscal Analysis Summary.....	72
E. Strategies and Recommendations .....	77
Concept Area 1: North River Road Concept Area .....	77
Concept Area 2: Dutch Road Concept Area.....	78
Concept Area 3: Opportunity Concept Area .....	80
Concept Area 4: Residential Reserve Concept Area.....	85
Concept Area 5: US 24 Concept Area .....	86

Concept Area 6: Farnsworth Corridor Concept Area .....	88
Concept Area 7: Browning Concept Area .....	89
Concept Area 8: South River Road Concept Area.....	91
Concept Area 9: Rural Reserve Concept Area.....	93
Concept Area 10: Quarry Concept Area .....	94
Concept Area 11: Downtown Core Concept Area .....	95
Concept Area 12: Commercial Revitalization Concept Area .....	101
Concept Area 13: Neighborhood Concept Area .....	102
Chapter 8: Transportation and Mobility .....	121
A. Transportation History.....	121
B. Overview.....	122
C. Planning Issues .....	123
D. Conditions and Trends.....	123
E. Transportation Network Initiatives.....	129
F. Future Transportation Improvements .....	140
Chapter 9: Implementation.....	145
A. Overview.....	145
B. Use of Plan .....	145
C. Updating the Comprehensive Plan .....	147

## COMPREHENSIVE PLAN MAPS

MAP: Opportunities and Planning Themes .....	9
MAP: Community Reinvestment Area.....	59
MAP: Existing Land Use.....	75
MAP: Opportunity Development Area.....	83
MAP: Concept Areas.....	105
MAP: Pedestrian and Bike Connectivity.....	137
MAP: Future Transportation Improvements.....	143



## ACKNOWLEDGEMENTS

The 2012 Waterville Comprehensive Plan update was developed using existing planning documents such as: The 2000 Waterville Comprehensive Plan, Waterville Zoning Ordinance, 2009 Waterville Township Comprehensive Plan, Waterville Township Zoning Resolution and Waterville Downtown Revitalization Plan.

It was developed under the guidance of the Waterville Comprehensive Plan Steering Committee comprised of the following individuals:

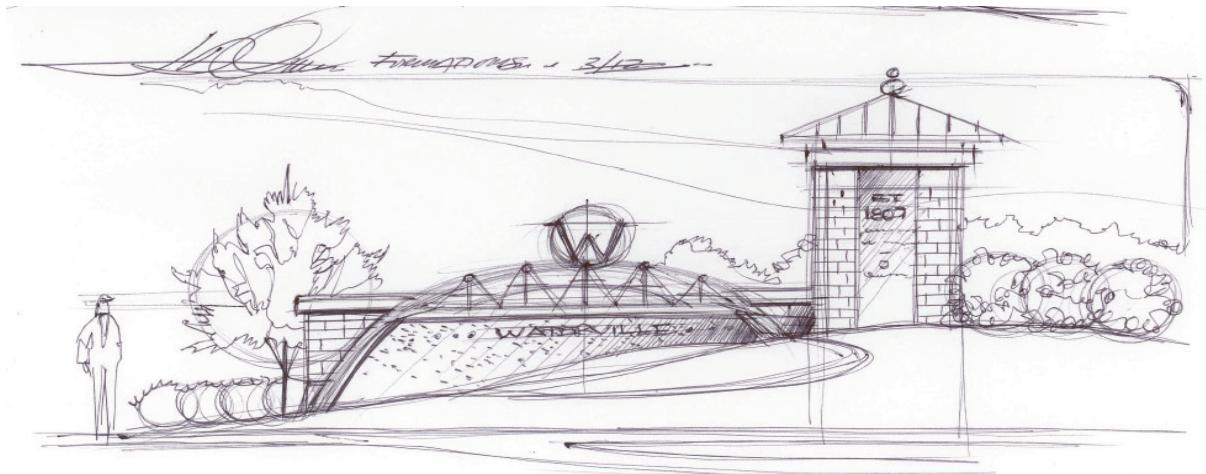
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## EXECUTIVE SUMMARY



The 2012 Waterville Comprehensive Plan is a forward-thinking document that highlights the vision for the community.

The Plan will serve several roles in promoting the quality of life of City residents and business owners. It will be used by the City to evaluate land use changes and to make capital improvement decisions. It will be used by City staff— in conjunction with the zoning ordinance and economic development programs— to promote planning and

development initiatives and to preserve the City's quality of life. It will be used by citizens, neighborhood groups and developers to help in promoting a more green and sustainable community.

### Major Initiatives of the Plan

Several ideas and thoughts surfaced during this specific Comprehensive Plan update. These major Plan themes are:

#### **Encourage land uses that diversify the tax base.**

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Future development can contribute to the vitality of the whole community when land uses are sited, developed and serviced in an appropriate and consistent manner. It is critical that future development is generally—aligned with the ideas set forth in this Plan.

The City should encourage a development and redevelopment pattern that is incremental and proactive. The City should also evaluate the fiscal impacts of future developments to ensure growth does not significantly impact the fiscal health of the City. Conversely, the City should use all the necessary resources to retain key employers.

With almost 80% or more of Waterville's revenues coming from residents, it may be beneficial for city officials to look for innovative methods and programs to provide the necessary revenue for continued and planned capital improvements throughout the community.

#### **Accentuate park and recreational assets.**

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Waterville residents indicated support for park and recreational programs and for additional access to the Maumee River. Residents voiced a strong desire to have these assets maintained, promoted and utilized in a way where all ages of the community could benefit. The development of a park and recreation master plan could help align these community assets in a manner that saves resources and helps to develop programming most desired in the community.

#### **Promote pedestrian connectivity by incrementally connecting destinations.**

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Connectivity should be improved by reducing existing sidewalk gaps and/or utilizing other multi-use path systems. This would help to reduce vehicular traffic and encourage healthy connectivity for pedestrians and bikers to a variety of destinations. Providing continuity in the

multi-use path system will encourage day-to-day as well as recreational use of alternative transportation facilities and place less emphasis on vehicular travel as a sole source of transportation in the community. Connectivity within existing neighborhoods should be preserved and promoted. The City should require that new developments have sufficient pedestrian connectivity to adjacent uses.

**Revitalize commercial centers.**

Residential land uses consume a majority of Waterville. Because of this, other land uses play a vital role in the community. This is especially true for Waterville's commercial land uses located primarily on Michigan Avenue, Anthony Wayne Trail and especially at the Waterville Plaza Shopping Center. The last decade has been particularly difficult for these commercial corridors.

This is especially true for the Waterville Plaza, which lost the Kroger's grocery store when it relocated adjacent to the new US 24 overpass. However, this shopping plaza's excellent placement and land mass in the community could play a vital role in tapping into the unmet consumer demand as indicated in the market analysis developed for this Plan.

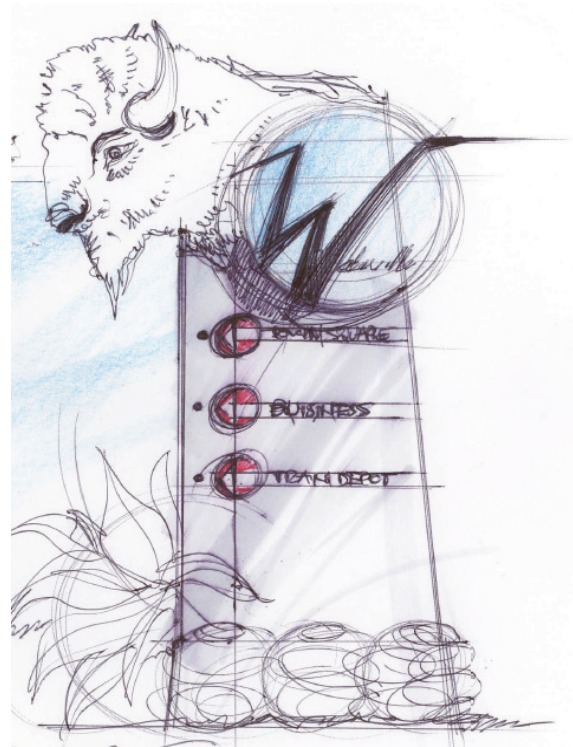
The market analysis also indicates that residents and consumers are spending their money outside the community. It is hoped that City officials will use this Plan in cooperation with business and property owners to reverse this trend.

In addition, the downtown plays a vital role in promoting social interactivity and quality of life. According to the survey that accompanied this planning process, residents indicated a desire to have commercial activity in the downtown revitalized and encouraged.

**Update community image and identity.**

Citizens ultimately reinvest in a community that evokes a "sense of place" and contributes to their own personal sense of identity.

While Waterville's appearance may have more to do with budget than beliefs, one element to their argument is absolutely true. A product must be continually re-branded to survive the attention span of finicky consumers. An attractive City image should allow for better competition with other regional markets in attracting and retaining residents and businesses.





To this end, City officials should continue to take a systematic approach to creating and encouraging community design elements. The visual aesthetics of Waterville should be improved in the areas of gateways, signage, way finding, landscaping and lighting. A planned and systematic process of enhancing the community's image will promote community pride and reinvestment. Several design renderings and ideas are highlighted in this Comprehensive Plan to help stimulate this goal.

**Continue to make downtown investments.**

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The past decade has been witness to valuable streetscape and physical improvements in Waterville's downtown. Building upon this momentum, additional improvements could increase the function and economic livelihood in the future. These improvements could include: Improving the visibility of the adjacent Maumee River; promoting outdoor dining opportunities; making meaningful public spaces such as a public square; promoting business diversity; and continuing to encourage the historic preservation of buildings.

Deciding key issues like what to do with the former Waterville Elementary School and marketing the downtown and riverfront to visitors with signage from US 24 and along key corridors like Waterville-Swanton/Michigan Road and the Anthony Wayne Trail are also equally important.



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**Support planned and mixed uses along key corridors.**

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New mixed uses, professional offices and industrial growth will add to the overall health of Waterville by creating new jobs and strengthening the local tax base. The City should support the development of this area for office, commercial and industrial uses in a planned manner that is well connected. Some key development areas in the City are those located in the Opportunity Concept Area, US 24 Concept Area and Farnsworth Road Employment Corridor, while many possibilities for redevelopment in the future will occur in the Commercial Redevelopment Concept Area and the Downtown Core Concept Area.

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**Promote healthy and stable neighborhoods.**

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The residents of Waterville are not residents of the community by chance, but by choice. This has translated into a high level of community pride and quality neighborhoods. According to some residents, there are some properties throughout the community that may be neglected and in need of repair. The City should continue to work with property owners to maintain personal property and meet existing code requirements. In many cases, additional property and nuisance abatement from city officials could alleviate the problem. Other programs and tools are highlighted in this Plan to help residents and City officials promote neighborhood tranquility.



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**Encourage sustainable development practices.**

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Promoting and adopting sustainable practices that encourage renewable energy sources, reduce energy consumption and minimize the human footprint will allow residents, businesses and City Officials to allocate fiscal resources to other areas that have a better return on investment, like infrastructure, neighborhood revitalization, parks and other public amenities most desired by residents. The City's recycling efforts and newly created yard waste center are examples of local progress.

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**Heighten community planning efforts.**

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Economic development and community planning are vitally important to the future of Waterville. Both important activities should be properly integrated and have sufficient resources allocated to them so that they can be as proactive as possible. The Waterville Economic Development Corporation was recently renewed in 2012 and could help to play a role in coordinating these efforts along with city staff, business officials and other stakeholders.



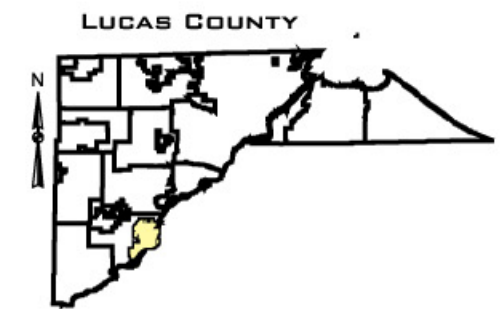
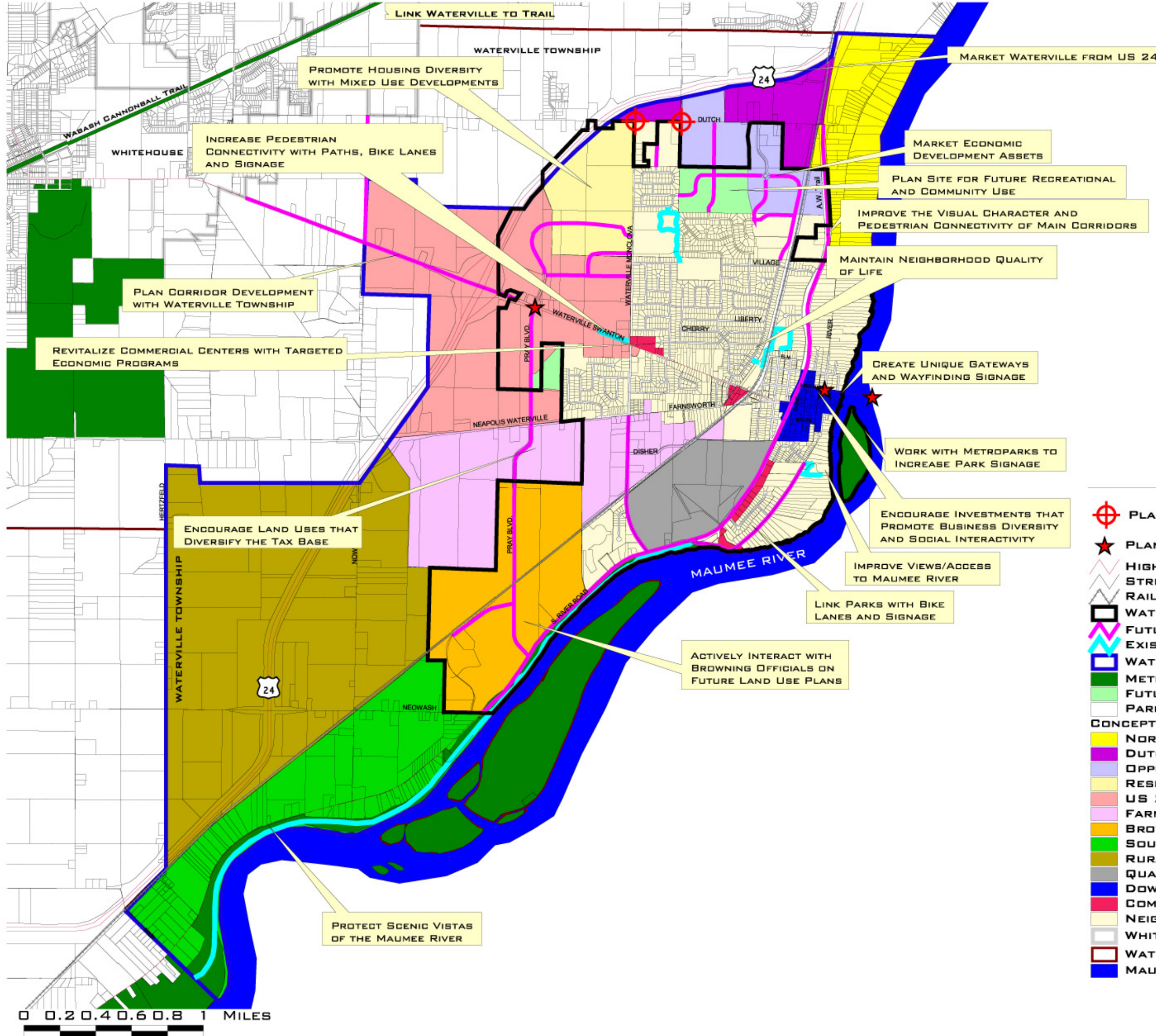
**Promote mixed use development.**

Mixed-use development could be extremely valuable to a community like Waterville that is dominated primarily with single oriented land uses. Multi-family and professional office land uses are limited in Waterville and should be encouraged into the mixed use context to help increase the City's tax base. New development and redevelopment should specifically address mobility issues, with particular emphasis on non-automobile modes of transportation and visual attractiveness that are reminiscent of similar architectural themes in the community.









**LEGEND**

- PLANNED ROUNDABOUTS
- PLANNED INTERSECTION IMPROVEMENTS
- HIGHWAYS
- STREETS
- RAIL
- WATERVILLE CORP LIMITS
- FUTURE TRANSPORTATION IMPROVEMENTS
- EXISTING MULTI-USE PATHS
- WATER AND SEWER SERVICE AREA
- METROPARKS
- FUTURE PARK (LOCATION NOT EXACT)
- PARCELS
- CONCEPT AREAS**
- NORTH RIVER ROAD CONCEPT AREA
- DUTCH ROAD CONCEPT AREA
- OPPORTUNITY CONCEPT AREA
- RESIDENTIAL RESERVE CONCEPT AREA
- US 24 CONCEPT AREA
- FARNSWORTH CORRIDOR CONCEPT AREA
- BROWNING CONCEPT AREA
- SOUTH RIVER ROAD CONCEPT AREA
- RURAL RESERVE CONCEPT AREA
- QUARRY CONCEPT AREA
- DOWNTOWN CORE CONCEPT AREA
- COMMERCIAL REVITALIZATION CONCEPT AREA
- NEIGHBORHOODS CONCEPT AREA
- WHITEHOUSE
- WATERVILLE TWP
- MAUMEE RIVER



**WATERVILLE COMPREHENSIVE PLAN**

**OPPORTUNITIES AND PLANNING THEMES**



## CHAPTER 1: INTRODUCTION

The planning process began by studying the 2000 Comprehensive Plan and other important documents completed since the last comprehensive plan. The process consisted of analyzing the existing conditions of Waterville and areas that encompass the City's water and sewer planning area and developing a cafeteria style list of recommendations based upon best practices, recent and past planning studies and ideas and thoughts of the active steering committee and residents. Throughout the 14 month process, public and private officials, business owners and citizens were involved and had several opportunities to provide comment.

### A. Goals of the Comprehensive Plan

In updating the Plan, the planning committee and planning consultant reviewed the existing Master Plan's goals for continued relevance. Many of the recommendations in the 2000 Comprehensive Plan were implemented. Some of the goals in the 2000 Comprehensive Plan were deemed relevant and were used to set the tone for the general strategies and recommendations developed for the 2012 Comprehensive Plan Update.



These goals are:

1. Explore new opportunities for economic development and expansion of the tax base.
2. Preserve the historic character and unique flavor of the Waterville community.
3. Preserve and maintain the high quality of parks and recreational amenities.
4. Continue to use grassroots and other methods in attaining community consensus on the future development and redevelopment of the community.
5. Improve the appearance of the City especially at its major entranceways or gateways.
6. Retain the City's high quality of life especially as it relates to its safety and character.
7. Utilize various methods and resources to maintain, support and ensure healthy and vibrant neighborhoods.



## B. Plan Chapters

The 2012 Waterville Comprehensive Plan contains ten chapters. Most Plan chapters are framed in four sections: Overview, Planning Issues, Conditions and Trends and Strategies and Recommendations.

Each chapter is described below.

The *Executive Summary* provides an overview and summary of the Plan. This is a good source for obtaining a concise snapshot of the purpose of the Plan and summarizes the major planning themes.

*Chapter 1: Introduction* helps users of the Plan answer pertinent questions, such as what are the components of the Plan and how is it used.

*Chapter 2: Public Participation* highlights the results of the various tools utilized to interact with the community. Results of the interactive online community survey and the several public forums are described within this chapter.

*Chapter 3: Population and Demographics* provides the reader with a general understanding of the statistical characteristics of Waterville's residents and other economic determinants. The information is helpful in developing policies and strategies.

*Chapter 4: Community Services and Facilities* addresses the existing conditions of Waterville's primary services and facilities and discusses strategies that may assist in helping to ensure appropriate levels of these services and programs for the City's residents in the future.

*Chapter 5: Economic Development* focuses on the need to diversify the tax base, create and retain jobs and encourage proactive economic development efforts through job creation and business development in the City, especially in light of the new US 24 bypass.

*Chapter 6: Housing* describes the importance of neighborhoods as the building blocks for the Waterville community, along with strategies for conserving the character and integrity of existing neighborhoods.

*Chapter 7: Land Use and Design* discusses the ideas for future growth and development in Waterville within its planning area of almost 6,075 acres. This chapter identifies expected and desirable development forms and future land uses within the City and introduces the use of "Concept Areas" as an approach to land use planning. A section on Sustainability within this chapter addresses the City's continual efforts to make Waterville a resourceful community, mindful of the environment.

*Chapter 8: Transportation and Mobility* describes transportation planning in Waterville and future strategies for coordinating transportation improvements, including non-motorized transportation. Residents indicated a desire for additional pedestrian connectivity elements in the community.

*Chapter 9: Implementation* provides information on how the Plan is to be implemented, priorities for action and a timetable for monitoring implementation activity.

### C. Who uses the Plan?

The Comprehensive Plan is intended to be a comprehensive source that stakeholders can use to understand the community and planned initiatives. The Plan will serve different purposes depending upon the interests of the user. These users can be:

1. Decision-makers, such as elected officials and City advisory boards, will use this document to help make policy decisions and take actions relevant to the goals and objectives outlined in the Plan.
2. Business owners and developers in the community will use the Plan to understand the city's approach to promoting economic development and learn where certain types of development are most appropriately located.
3. Residents of Waterville will use the plan to learn about new community initiatives.
4. City staff will use the plan as a guide for advising decision makers on City policy questions and to guide development of work plans and new programs.

### D. 2000 Comprehensive Plan Review

The City of Waterville has implemented many recommendations discussed in since the adoption of last Comprehensive Plan. Major items adopted and/or addressed since the Plan's adoption include:

- The development of a Downtown Revitalization Plan in 2006. Since the Plan's adoption many elements of the Plan have been implemented including the acquisition of the former Wooden Gate Restaurant for use as public restrooms and parking and a major streetscape project completed through funding assistance from the State of Ohio CDBG Downtown Revitalization Tier Two/Three grant program. The former Waterville Elementary School was purchased in 2010 in hope to provide the public with meaningful public space with scenic views of the Maumee River.
- Several sections of the zoning ordinance have been updated to include sections on planned unit developments, landscaping requirements, planned business parks, mixed use zoning and a historical overlay district for the downtown area. Dutch Road was also designated as a corridor overlay district.
- Several park improvements at Waterworks Park, to include the development of an observation deck along the Maumee River and the development of a fishing pond in the location of the former wastewater treatment plant.
- The development of a planned business park called Fallen Timbers Business Park. Although the business park is not yet occupied, increasing the availability of site-ready land to attract and retain businesses is a goal of the community.
- The development of a sign code.







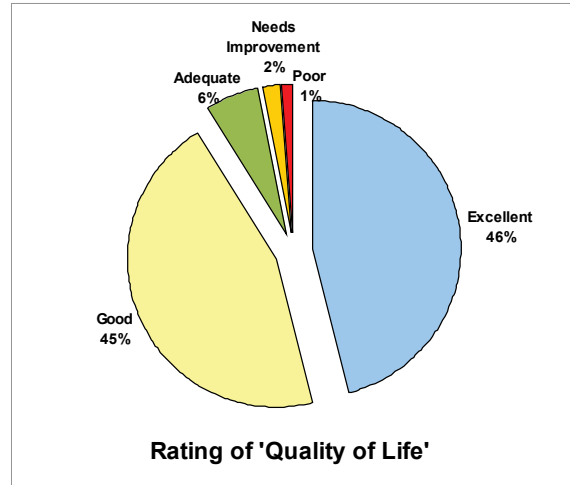
## CHAPTER 2: PUBLIC PARTICIPATION

### A. Introduction

An interactive website ([www.yourcommunity.me](http://www.yourcommunity.me)) and online community survey were developed and customized by the planning steering committee of Waterville to assist in the collection of public opinion. Beginning in June 2011 and lasting for the duration of the planning process, over 550 residents completed the survey.

### B. Community Survey

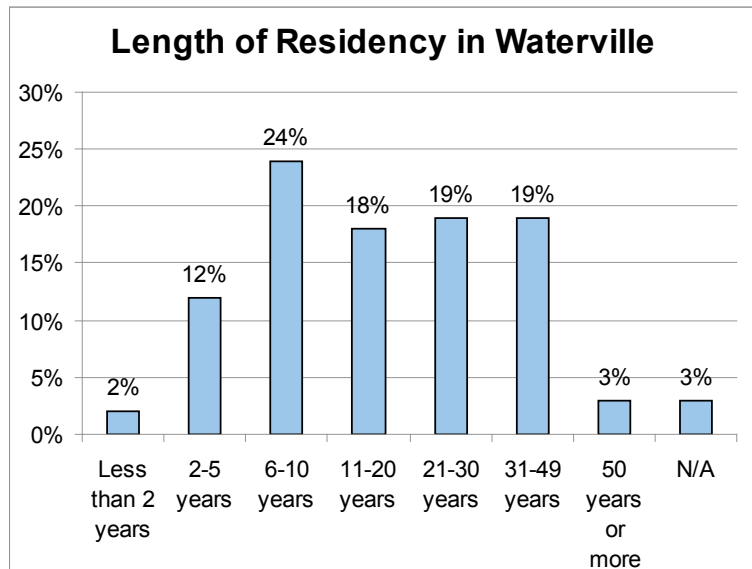
A majority of respondents indicated that the quality of life in Waterville was “Excellent”. In fact, forty-six percent (46%) of the residents who were surveyed said that was the case. Closely behind, forty-five percent (45%) of residents said their quality of life was “Good”, compared to only two percent (2%) that said the City “Needs Improvement”. Six percent (6%) said their quality of life in the City was “Adequate” and one percent indicated it was “Poor”.



### Length of Residency

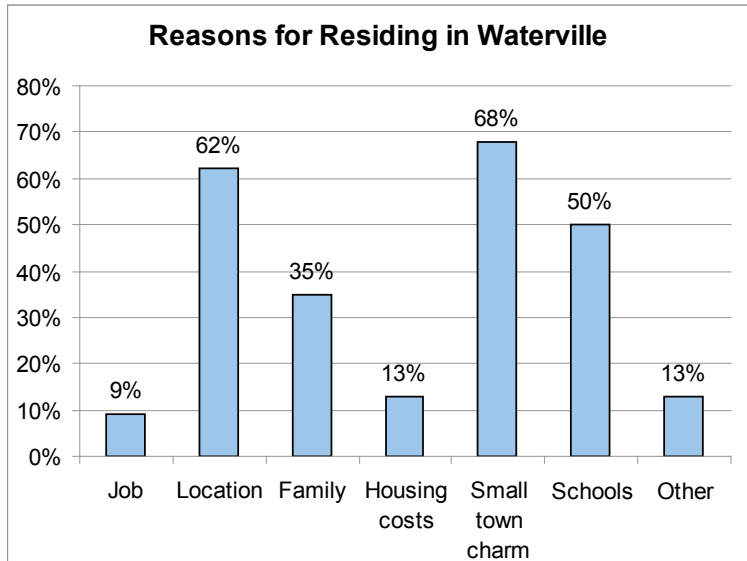
A majority of Waterville residents surveyed noted living in Waterville for less than 20 years (56%) with the largest of this portion being in the six to ten years category with twenty-four percent (24%). Forty-four percent (44%) of respondents have lived in Waterville for more than 20 years.

The categories of 21–30 years and 31–49 years length of residency in Waterville both had nineteen percent (19%). Three percent (3%) of surveyors said they had lived in Waterville for 50 years or more indicating a good cross spectrum of residential tenure was achieved.



### Reasons for Living in Waterville

The most cited reason why survey respondents noted living in Waterville was its small town charm (68%). The second most popular reason respondents noted is location (62%) with schools then third (50%). Family was also an important factor: roughly thirty-five percent (35%) of the surveyed residents believed this to be true. Housing costs was a reason for thirteen percent (13%) of those surveyed.



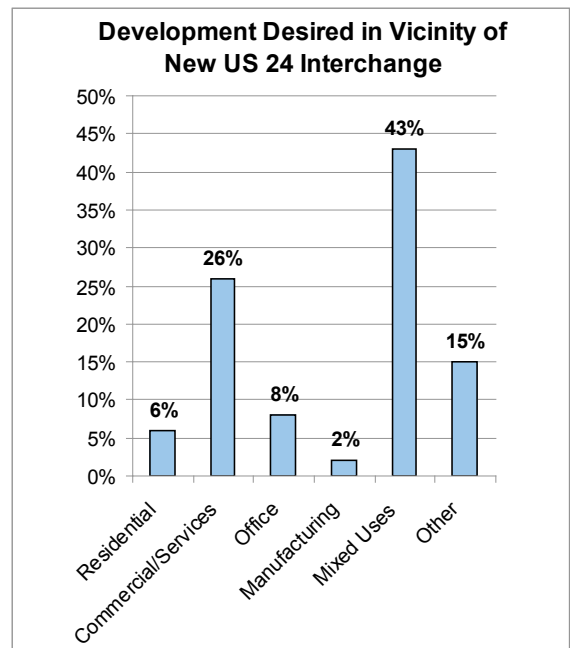
The ‘Other’ category was a reason for thirteen percent (13%) of those surveyed and these included reasons such as safety, low property cost and the community life of Waterville. The job of the residents surveyed was less important with approximately ten percent (10%).

### Development in Waterville

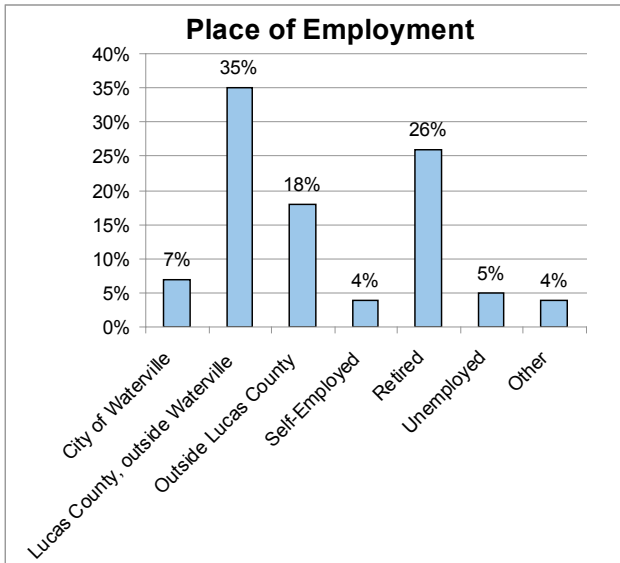
The type of development respondents would most like to see in the vicinity of the new US 24 interchange is mixed uses (43%). commercial/services (26%) was the second chosen type of development and the “other” category (15%) was third. These responses were open-ended and generally mirrored existing development categories but were more specific in name.

The remaining sixteen percent of types of development was comprised of office (8%), residential (6%) and manufacturing (2%).

When respondents were asked to rate their opinion from strongly favor to strongly oppose of “planned unit developments” or “cluster developments”, the majority responded with neutral (36%). Twenty-five percent (25%) opposed and twenty-two percent (22%) responded in favor.



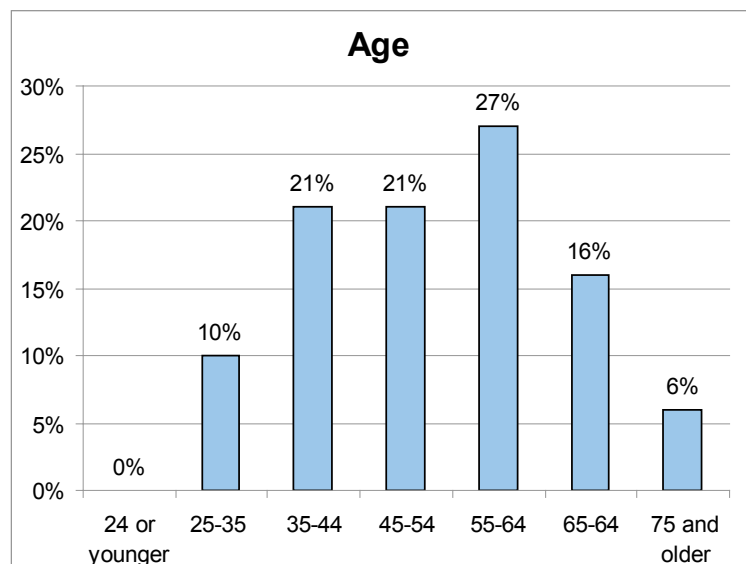
## Employment



The most dominant answer of place of employment received by respondents was in Lucas County, but outside of Waterville with thirty-five percent (35%) while seven percent (7%) work in the City of Waterville. Twenty-six percent (26%) of the respondents surveyed were retired. Eighteen percent of the respondents reported to work outside of Lucas County, outside of Waterville. Four percent (4%) of the residents surveyed are self-employed, five percent (5%) are unemployed and four percent (4%) reported to be in the 'other' category. Listed in the other category were Wood County, Toledo and homemaker.

## Age

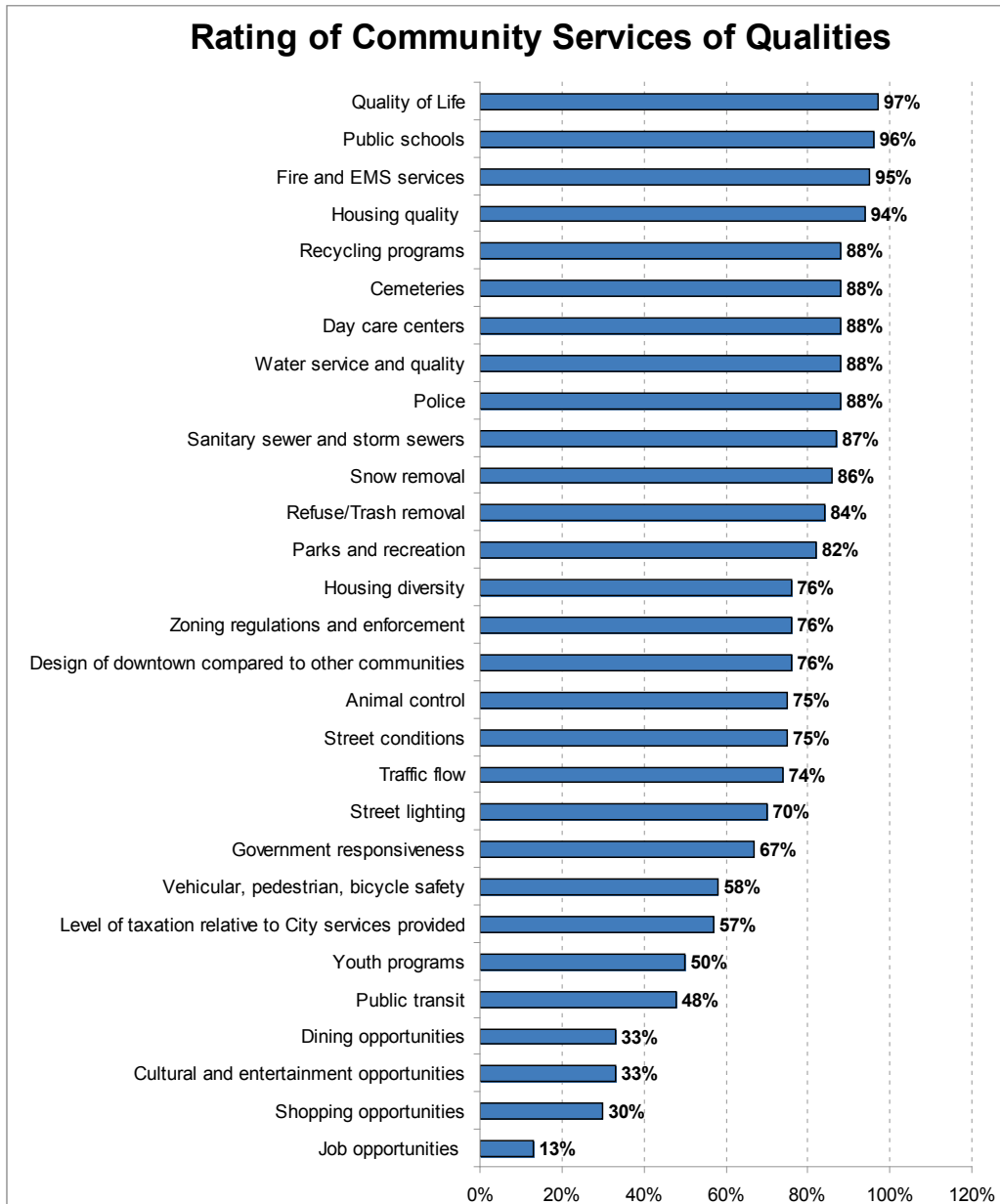
The age of the survey respondents was well-distributed. The largest percentage of resident respondents were a part of the 55 to 64-age category (26%). Twenty percent (20%) were between the ages of 45 to 55 and another twenty percent (20%) were between the ages of 35 to 44. The 25 to 34 age group comprised eleven percent (11%) of the survey sample for Waterville. Twenty-two percent (22%) of respondents were 65 and older.



## Ranking of Community Services and Qualities

Waterville residents were asked to rate the City's services from "Excellent" to "Poor". Of the 29 services surveyed, only five were rated lower than 50%.

Services receiving a rating of 90% or better included overall quality of life (97%), public schools (96%), fire and EMS services (95%) and housing quality (94%). Services with the lowest ratings included dining and cultural/entertainment opportunities both 33%, shopping opportunities (30%) and job opportunities (13%).

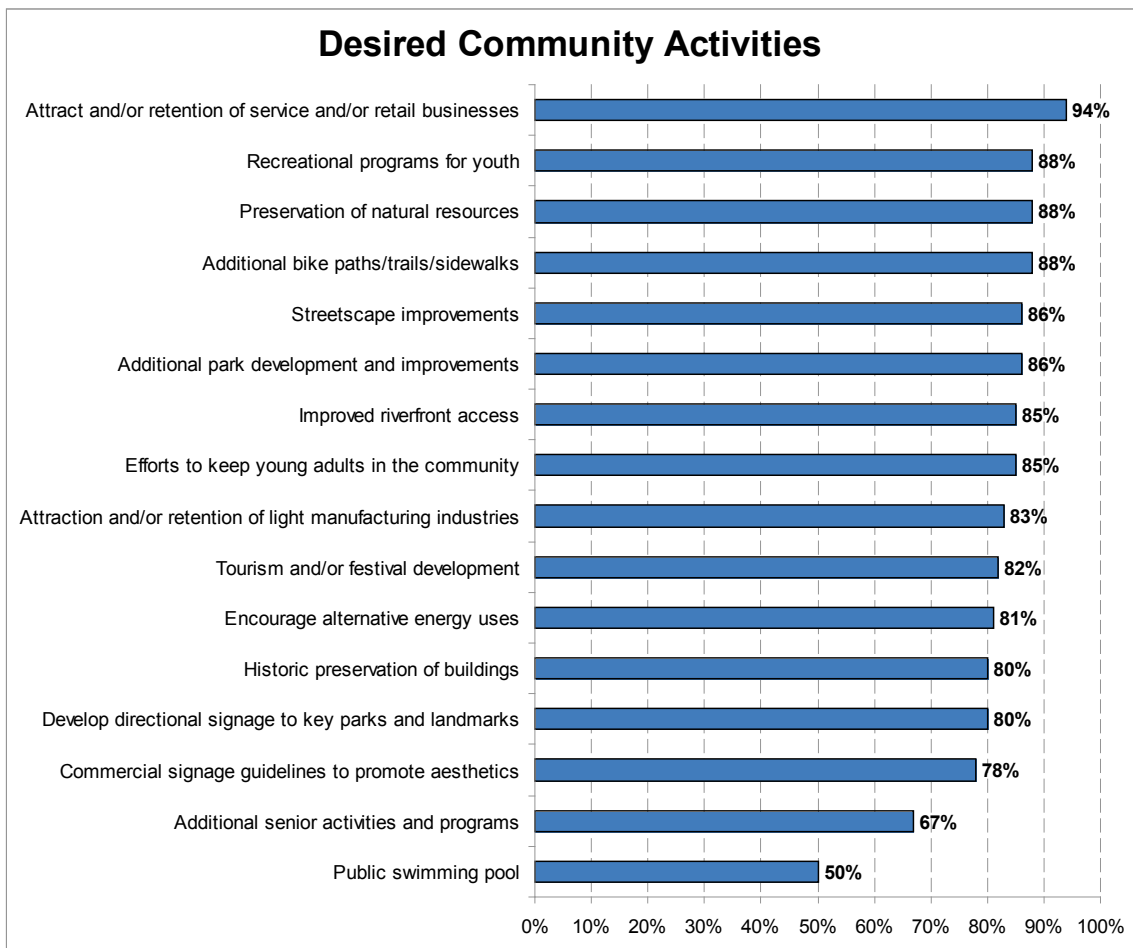


## Need for Future Community Activities

Residents were also asked to rank Waterville’s need for activities on a scale from “Strongly Support” to “Strongly Oppose”.

Residents noted a desire to support most activities; all activities received ratings more than a 50% support rating. The highest ranked activities include attraction and/or retention of service and/or retail businesses (94%), recreational programs for youth, preservation of natural resources and additional bike paths/trails/sidewalks all received eighty-eight percent (88%).

Activities receiving the least support were additional senior activities and programs (67%) and a public swimming pool (50%).





## Open Ended Questions

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The remaining portion of the random-sample survey asked residents to respond to several open-ended questions ranging from Waterville's main strength to Waterville's greatest weakness and from the most needed improvement to the greatest challenge. Although the results varied, several common themes emerged from them.

### *Greatest Strengths*

When asked what the citizens felt the greatest strengths of the community were, the most popular responses included: The Anthony Wayne School system; fire/EMS and police protection; sense of community; people in the community; small-town feel; cleanliness; size of the community; proximity to river, city parks and location.

### *Most Important Improvements*

The respondents noted that some of the most important improvements needing attention in Waterville were: roadway improvements including the bridge; sidewalk expansion and upkeep; park improvements; increase jobs to create tax base; enforce zoning regulations to require property owners to clean up their properties; better communication between government and community; filling downtown business; lack of consistent downtown business store hours; presence of an emergency services operator; and accessibility of the Maumee River.

### *Most Needed Businesses and Services*

Survey respondents felt that the most needed businesses and/or services needed in the community were: businesses for everyday living and also entertainment; different grocery options; youth and senior community centers; small, specialized stores; jobs that encourage youth to stay in community; sewer improvements and expansion; Laundromat; dry cleaners; expanded entertainment options; automobile repair; public pool; and more restaurant and retail options.

### *Attractive and Unattractive Elements of the Community*

When asked to travel around the City of Waterville and point out some of the attractive and unattractive locations, respondents answered that attractive locations are: the historic downtown, the city parks, flower beds, tree lined streets, well-kept neighborhoods.

Unattractive aspects of Waterville survey respondents noted were: traffic from US 24; the old Kroger location; empty storefronts downtown; poor maintenance of certain parks like Waterworks and Stitt Parks; and blighted houses and properties.

### *Other Open-Ended Comments*

Survey participants were then given the option of providing any other open-ended comments they would like to share. With this, it was made apparent that residents love the community but are concerned about the future of Waterville and its school district (with open enrollment). Respondents are also concerned about Waterville's traffic and infrastructure. It was felt by the respondents and citizens of Waterville that the city's greatest challenges are: keeping jobs in the community; keeping young people in community; managing traffic on major roadways; minimize neglected and unattractive properties; current economic conditions; and school financing.

### C. Public Forums

The public embraced the planning process through several avenues which included ten steering committee meetings (open to the public), three community forums and planning commission and city council meetings. Residents also could take the interactive online survey linked to the City's website for the entire duration of the Plan's development. During the course of the Plan's development, many groups and organizations participated, including Mr. Joe Lucente, Assistant Professor and Extension Educator for Ohio State University Extension and Ohio Sea Grant.





## CHAPTER 3: POPULATION AND DEMOGRAPHICS

### A. Overview

Demographics information is the foundation of a well-designed comprehensive plan. Using the most current information possible is imperative to understand what forces are driving the current policies. Understanding the current demographics of the community will help community and business officials better understand their constituents and help to guide future changes.

### B. Planning Issues

Several socioeconomic and demographic trends will continue to raise additional planning concerns and thus require City and public officials to address these concerns when devising public policies and programs. Some of Waterville's demographic trends are:

1. Smaller households. Waterville's household size, although slightly higher than state average, continues to decline. In 2010, median household size was 2.62 persons per home. Average household size of renter-occupied units is much lower than the State average at 1.89 persons per home.
2. The proliferation of senior households and the graying of the population. Mirroring a national trend that will continue to increase over time, Waterville median age has increased six years over the last twenty years. Median age of residents is 41.6 years of age, while the State average is 38.8.
3. Waterville's proximity to employment centers may continue to fuel Waterville's status as a bedroom community. On average, residents drive approximately 20.4 minutes to work, which is less than state and national average. Coupled with the affordability and the marketability of the Anthony Wayne School District, Waterville should continue to remain a marketable community to call home for families and single professionals that crave park and recreational amenities.
4. The growing demand for more quality of life amenities, such as park and recreational facilities, housing diversity, diversified commercial opportunities and "all-ages" community activities as indicative of the community survey.

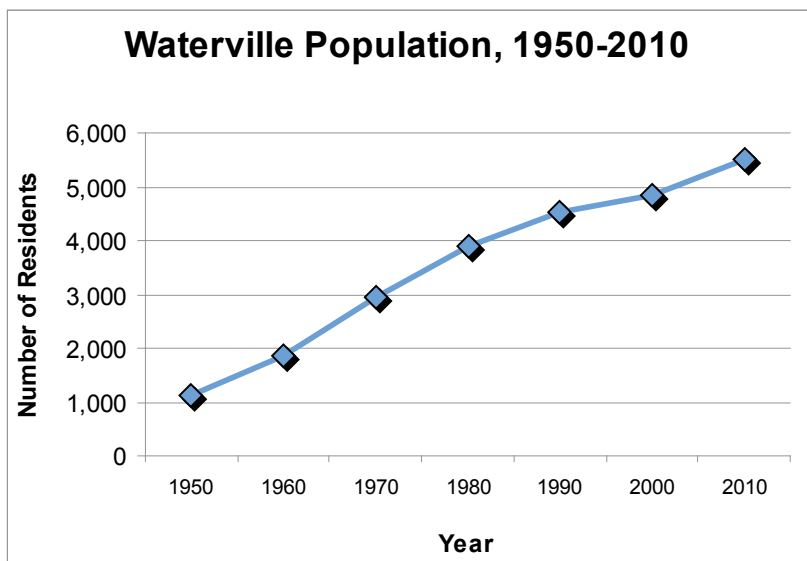
For the City to stay responsive to these trends, the provision of City services should be consistently reviewed to ensure the existing quality of life of residents is maintained and the cost of providing these services are recovered.

C. Conditions and Trends

**Population**

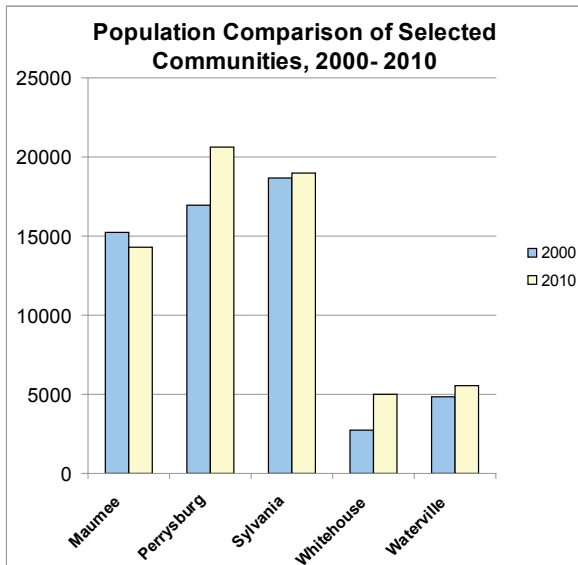
In the 2010 Census, Waterville’s population was 5,523, an increase of 14.4% since 2000.

Since 1950, the City of Waterville has undergone significant growth, sustaining double-digit growth for many decades. From 1960 (1,856) to 1970 (2,940) there was a 58% increase in population and another 32% increase during the 1970s.



**Population Comparisons**

Over the last ten years, Waterville has increased in population by 695 residents or by 14.4%.

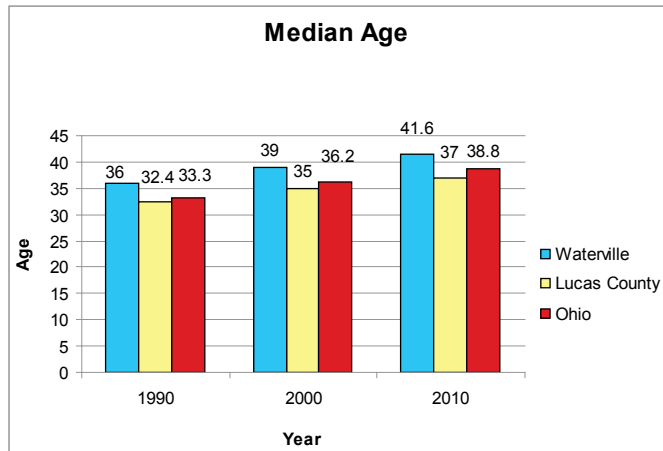


This rate of residential growth far exceeded the state rate of residential growth of 1.6%. However, other communities in the region witnessed residential growth that exceeded that of Waterville. Perrysburg increased its residential base by 21.7% while Whitehouse, Waterville’s neighbor to the west, grew 84% during the past decade by 2,299 residents. Today, Whitehouse is almost the same population as Waterville.

The City of Sylvania experienced a slight population increase of 1.6%, while the City of Maumee witnessed a 6.2% decline in its residential base since 2000.

### Median Age

Compared to Lucas County (37) and the State of Ohio (38.8), Waterville (41.6) has a high median age. The median age of Waterville residents increased by nearly 6 years, since 1990. Lucas County and the State of Ohio also saw a consistent increase in the median age over the past 20 years.

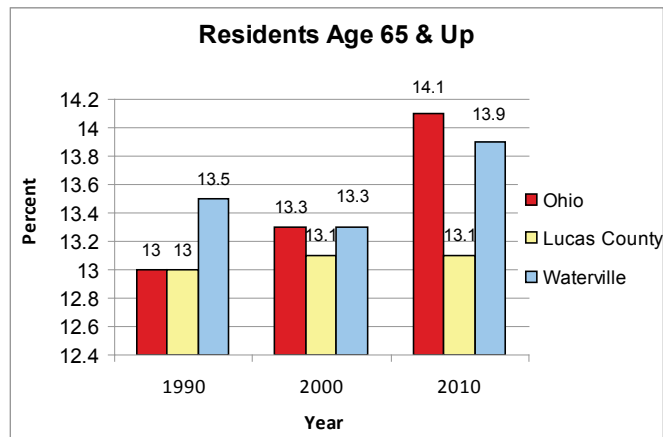
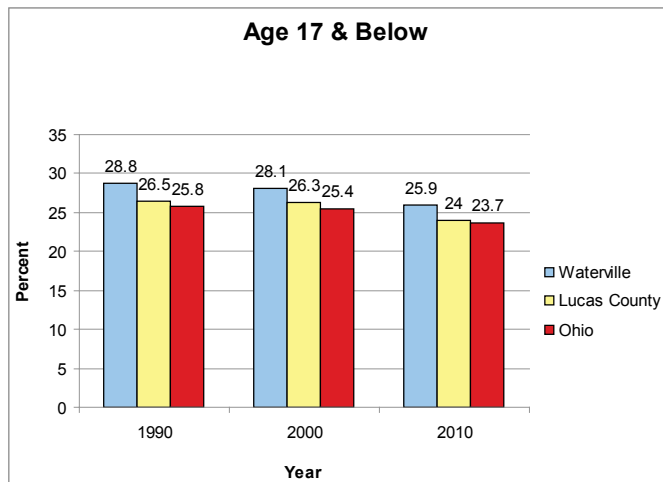


### Age Composition

The percent of residents age 17 and under in the City of Waterville saw a total decrease of 4.8% in the past 20 years. A decline occurred from 2000 (28.1%) to 2010 (25.9%) of roughly 2%. From 1990 (28.8%) to 2000 (28.1%) there was only a small decrease of almost 1%.

Similar to Waterville, Lucas County and the State of Ohio also saw decreases in the number of residents age 17 and below. Since 1990, Lucas County saw a total decrease of 2.5% of residents age 17 and below while the State of Ohio saw a 2.1% decrease.

The percentage of residents age 65 and older in Waterville increased by 0.4% in the past 20 years. The State of Ohio saw a steady increase of 1.1% from the years 1990 to 2010, while both Lucas County and the City of Waterville reported a decrease in 2000 and then an increase in 2010.





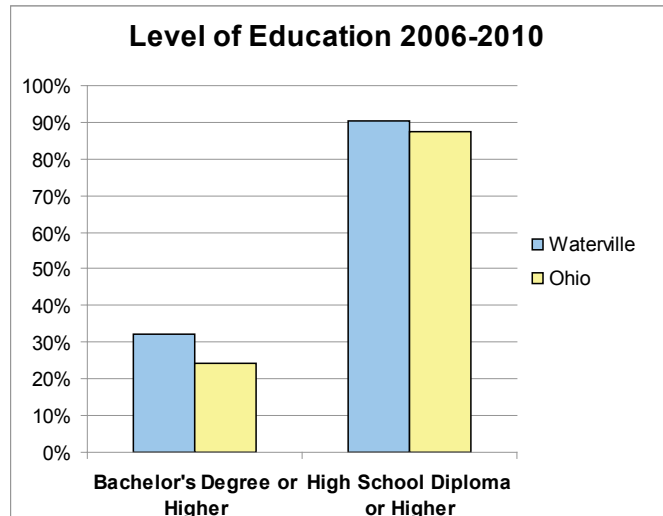
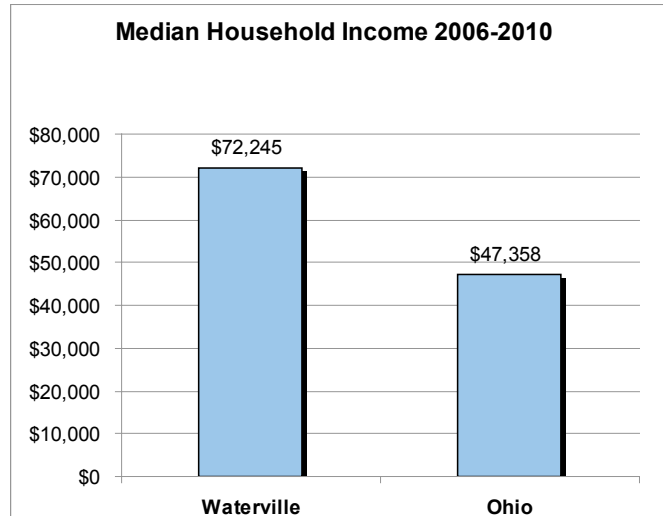
### Median Household Income

From 2006–2010, the household income of Waterville residents was \$72,245, approximately 34% higher than the state average of \$47,358.

### Educational Attainment

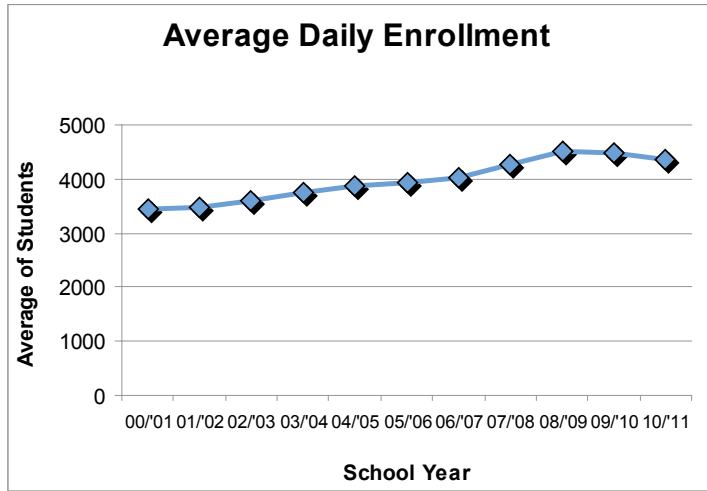
Statistics taken between 2006 and 2010 indicate that over 90% of residents have high school diplomas or higher, approximately 3% higher than state residents.

In addition, 34.2% of City residents have a Bachelor's or advanced degree, compared to 24.1% of state residents.



**Anthony Wayne School District**

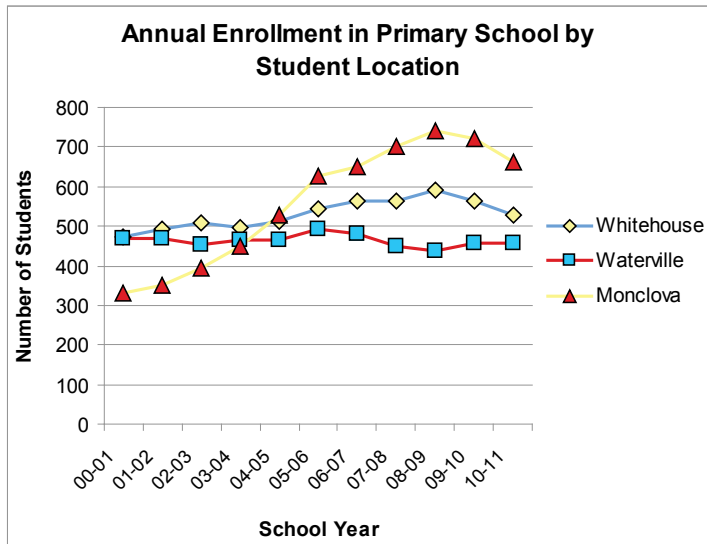
The average daily enrollment of the Anthony Wayne School District has seen an overall increase since 2000 when the average daily enrollment was reported to be 3,457 students. The 2010–2011 school year reported the average daily enrollment to be 4,348 students. The highest count for the average daily enrollment was in 2008–2009 with 4,525 students reported.



A variety of different communities make up the Anthony Wayne School District including Whitehouse, Waterville and Monclova Township and a small portion of Middleton Township where no K–5 facilities are located.

The number of children enrolled in K–5 facilities has increased in both Whitehouse and Monclova Township, with the greatest impact in enrollment coming from Monclova Township over the last ten years.

Waterville has experienced a decrease in the annual number by a total of 10 students from 2000–2001. However, according to school officials, many or all of the school districts buildings are at near capacity in regards to space. Waterville saw a peak in enrollment in 2005–2006, with a total of 491 total students enrolled. Annual enrollment of students from Waterville has remained flat over the last 10 years.





## CHAPTER 4: COMMUNITY SERVICES AND FACILITIES

### A. Overview

This chapter of the Comprehensive Plan will identify the types and extent of services now available to residents and businesses in the City of Waterville.

Even though these services may be sufficient for the needs of the current population, future development and a change in community demographics may increase the demand to upgrade or expand the services and facilities to maintain a satisfactory living environment.

### B. Planning Issues

Because “quality of life” is often an important factor in retention and relocation decisions of residents and businesses, the City of Waterville has a clear interest in ensuring that the several services and facilities that assist in promoting the marketability of the community are properly planned, developed and funded.

Adequate facilities such as fire and police protection, recreational opportunities and infrastructure help make the City a safe, pleasant and convenient place in which to live and work. Both the adequacy of a particular facility and/or community service and its cost are greatly affected by how Waterville develops. This issue was touched upon by the Fiscal Analysis that was developed by Randall Gross Associates.

As Waterville’s population, demographics and service costs change over time, it is important that City officials make adjustments in the delivery of services and modification of its facilities to meet those changes.

Over 97% of residents that completed the community survey during the planning process noted that their quality of life in Waterville was good or excellent. They were favorable to the city services they receive, but did mention a further desire to improve the upkeep of the existing base of park and recreational facilities (Baer, Stitt and especially Waterworks Parks), improve riverfront access and expand bike paths/lanes, sidewalks and other pedestrian connectivity elements.

<b>Desired Activity</b>	<b>% Strongly Support or Support</b>
Recreational programs for youth	88%
Additional bike paths/trails/sidewalks	88%
Additional park development and improvements	86%
Improved riverfront access	85%
Efforts to keep young adults in the community	85%
Additional senior activities and programs	67%
Public swimming pool	50%

Other issues that may desire planning attention in the future include:

- The idea of a community center should be researched further. Some residents noted the possibility of developing a senior /youth /community center within the vacated fire station #1. However, other residents indicated a desire to see such a facility located on City-owned land located off of Choctaw Road. Approximately 63.4 acres of the 120 acre site was designated by residents during the planning process as future recreation.
- Providing additional riverfront access to residents and visitors at existing parks, most especially at Waterworks Park.
- The development of a plan to address storm water issues.
- Trends for city and urban planning indicate a possible future in which certain services could be provided on a regional basis, with multiple political subdivisions contributing the staffing and equipment costs and receiving the designated service in return. To help offset the costs of providing services, some services could in the future become Internet-based, such as billing and payment of taxes.

### C. Conditions and Trends

The City of Waterville provides a variety of services, but there are five services in particular that account for the largest share of the City's General Fund expenditures. Of selected services, Police protection accounts for 37% and Fire & Emergency Services (EMS) account for 11% of City expenditures. Thus, public safety is really the main function of Waterville's municipal government, accounting for almost 50% of primary department expenditures. The remaining general budget is allocated for streets and public works (11%), buildings & grounds (10%), solid waste removal (7%), tax collection (5%), administration (4%), finance (4%), community development (3%), law (2%) and legislative services (2%).

The City of Waterville has a five-year capital program. The City has financed some improvements through debt financing. Current debt service totals about \$4.2 million. The current 2011 annual program calls for a total of \$5.8 million in capital improvements, including about \$1.8 million in street maintenance, \$930,000 in public works, \$850,000 in Fire/EMS and \$2.0 million in enterprise capital and other dedicated funds. The program has set a maximum annual capital expenditure level at 115% of estimated income tax revenues. This 15% "over-programming" is meant to ensure expenditures would be made only if revenues "sufficiently exceed projections."

According to the recent community survey that accompanied this Plan and the planning process, most variables that comprise Waterville's quality of life are well-regarded by residents (See *Chapter 2: Public Participation*). Over 90% of survey respondents noted their quality of life in the community was either "good" or "excellent." Some of the trends of the various community services are detailed below

## Parks and Recreation

Parks and recreational programs are important aspects of the community for Waterville residents. The City currently owns and maintains several parks including Baer Park, Conrad Park, Memorial Park, Pray Park, Stitt Park, Waterworks Park and Prairie Trail Park adjacent to the new Fire Hall. There are many events held throughout the year including a summer recreation program for youth, a “Music in the Park” concert series and senior activities. Boating and fishing are abundantly available on the scenic Maumee River, as well as on Lake Erie, which is just a short distance to the north.



Two parks have been designated as “future” parks areas. One area is located west of the Mill Creek Subdivision. The other future recreation area is located in the 120-acre city owned property south of Dutch Road. Overall, approximately 92 acres have been identified as future recreational sites.



Several parks owned by the Metropolitan Park District of the Toledo Area include Farnsworth Metropark, located in the southern portion of Waterville along the Maumee River and the newly purchased Granger Island. According to park officials, Granger Island will remain a passive recreational area in the future. Side Cut and Bend View Metroparks, to the north and south respectively, also provide residents with access to the Maumee River.

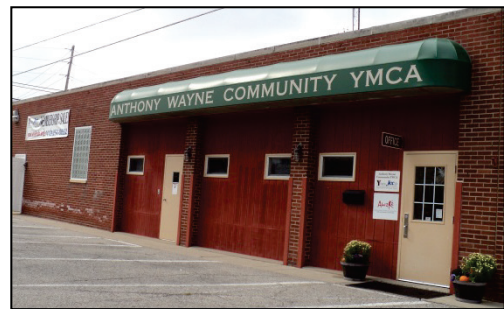
Another Metropark facility nearby is south of Whitehouse, known as the Blue Creek Conservation Area, this facility is an educational facility showcasing northwest Ohio’s natural, agricultural and wildlife resources. The site is operated through a partnership between the Metropolitan Park District of the Toledo Area, Lucas Soil and Water Conservation District and Nature’s Nursery with the support of local school districts, universities and governmental agencies.

Past planning efforts have culminated in many ideas being implemented. These past accomplishments include:

- The City’s subdivision regulations now require developers of residential subdivisions to dedicate land for parks/open space or provide payments in lieu of land dedication.
- An observation deck and fishing pond were developed at Waterworks Park.



- Memorial Park was developed along the Maumee River and now provides kayak/canoe access to the River, preserves a portion of the waterfront area for public use and provides a quiet, peaceful area for picnics and relaxing.
- Several projects related to bike and walking trails have been completed, thus expanding the recreational opportunities for Village residents and visitors.
- A new looped bike trail connects the Bridgehampton (near Silverstone Road) and Farmview residential subdivisions with the Waterville Elementary School. This trail is paved with asphalt and is also utilized by walkers and skateboarders.
- A multi-purpose asphalt trail connects Conrad and Baer Parks. A loop providing access within Baer Park has been constructed and a second phase is scheduled in the future when funding becomes available.
- Working with YMCA officials to reutilize the former fire station as a recreational outlet for local residents.
- The acquisition of the former Waterville Primary School



### **Anthony Wayne School District**

Waterville is part of the Anthony Wayne School District (AWSD). The AWSD also includes the Lucas County political subdivisions of Whitehouse, Monclova Township and portions of Swanton and Providence Townships. A portion of Middleton Township in Wood County (across the Maumee River) is also included in the AWSD's boundary.

Current school facilities include elementary schools (Kindergarten through 4th Grade) in Waterville, Whitehouse and Monclova Township. The Middle School (5th and 6th Grades) is located on Finzel Road in the Village of Whitehouse. The number of children enrolled in K-5 facilities has increased in both Whitehouse and Monclova Township, with the greatest impact in enrollment coming from Monclova Township.

The average daily enrollment of the AWSD has seen an overall increase since 2000 when the average daily enrollment was reported to be 3,457 students. During 2010-2011, average daily enrollment was 4,348 students. The highest count for the average daily enrollment was reported during the 2008-2009 school year with 4,525 students.

Waterville has experienced a decrease in annual enrollment by a total of 10 students since 2000-2001. However, according to school officials many or all of the school districts buildings are at near capacity in regards to space. Waterville saw a peak in enrollment in 2005-2006 with a total of 491 total students enrolled. However, annual enrollment of students from Waterville has remained flat over the last 10 years, with a majority of students coming from Monclova Township and Whitehouse.

The results of the resident survey provided strong support for the effectiveness of the Anthony Wayne School District. The District was rated “excellent” or “good” by over 96% of survey respondents.

On a comparison of school districts located in or mostly in, Lucas County, in 2011, the AWSD appears to be the most cost-effective school district in the county.

School District	Mills	General Operations	Bond	Perm Imp	Voc. School	Grand Total	*Cost/\$100K Home	**2010-11 School District Report Card
Ottawa Hills	Total Gross	128.15	3.10	3.50	0.00	134.75	\$2,320	Excellent
	Effective	69.14	3.10	3.50	0.00	75.74		
Maumee	Total Gross	78.60	5.30	0.75	3.20	87.85	\$1,573	Excellent
	Effective	42.23	5.30	0.75	3.09	51.37		
Sylvania	Total Gross	77.10	5.60	0.30	0.00	83.00	\$1,471	Excellent
	Effective	42.13	5.60	0.29	0.00	48.02		
Springfield	Total Gross	70.40	3.30	1.35	3.20	78.25	\$1,357	Excellent
	Effective	36.58	3.30	1.35	3.09	44.32		
Washington	Total Gross	76.00	0.00	2.60	0.00	78.60	\$1,302	Effective
	Effective	40.21	0.00	2.29	0.00	42.50		
Oregon	Total Gross	59.00	4.40	2.00	0.00	65.40	\$1,234	Effective
	Effective	34.11	4.40	1.77	0.00	40.28		
Toledo	Total Gross	61.20	4.20	0.50	0.00	65.90	\$1,086	Continuous Improvement
	Effective	30.83	4.20	0.44	0.00	35.47		
Anthony Wayne	Total Gross	62.10	2.50	2.20	3.20	70.00	\$1,023	Excellent
	Effective	25.62	2.50	2.20	3.09	33.41		

### Library

The Waterville branch of the Toledo-Lucas County Public Library is located at 800 Michigan Avenue. It is the only branch of the library system in the southern part of Lucas County. In addition to Waterville, they serve residents in a variety of Lucas, Wood and Fulton County communities.

The facility is home to approximately 60,000 items including books and a vast selection of audio-visual materials, all of which are available to the public. It also has a meeting room, which is available for public use. The library’s mission has increased from just books and AV materials, to more use of electronic resources and access to the internet.



The library budget comes from a combination of state funds and tax levy money. According to library officials this budget changes from year to year and affects library hours, staff and materials budget. Library officials noted a demand for services increasing in the future, which could require their existing footprint to expand to meet this growing need.



## Safety Services

The City of Waterville provides its own Police Department, which is staffed by 11 full-time command and patrol officers (including investigative personnel), one crossing guard and one administrative employee. A mutual aid agreement exists with other area police departments. In addition to routine police responsibilities, the Police Department concentrates on maintaining US 24 as a safe roadway for the traveling public and residents.



The City's safety services were rated by residents very highly on the community survey. Ninety-five percent of residents rated fire and EMS service "good" or "excellent", and 88% of residents rated police services either "good" or "excellent".

The City also provides effective fire and EMS services to the residents as well as to half of Waterville Township. The Village of Whitehouse provides services to the other half of the Township. A 16,500 square foot fire station located off Waterville-Monclova Road, was built in 2001 and designed to allow for flexibility, as it may be necessary to expand it for shared facilities with the Police Department in the future.

## Infrastructure and Utilities

The City's infrastructure and utility services that it provides to its various residential, commercial and industrial end-users are a critical element to the progression of overall quality of life, economic development and public health and safety. According to the 2010 report filed with the Ohio Public Works Commission, most of the community's infrastructure is functional or better condition.

Infrastructure Component	Total Units		Units/Physical Condition			
			Excellent	Good	Fair	Poor
Roads	Center Line Miles	36.78	24.03	8.25	4	0.5
Bridges	Number of Bridges	0				
Culverts	Number of Culverts	3	2		1	
Water Supply Systems (Towers)	Number of Facilities	3	1		1	1
Water Distribution	Linear Feet (Thousands)	166.2	78.6	23	37	27.6
Wastewater Systems	Number of Facilities	0				
Wastewater Collection	Linear Feet (Thousands)	131.8	47.75	42	30	12.05
Stormwater Collection	Linear Feet (Thousands)	84.1	26.4	29	28	0.7

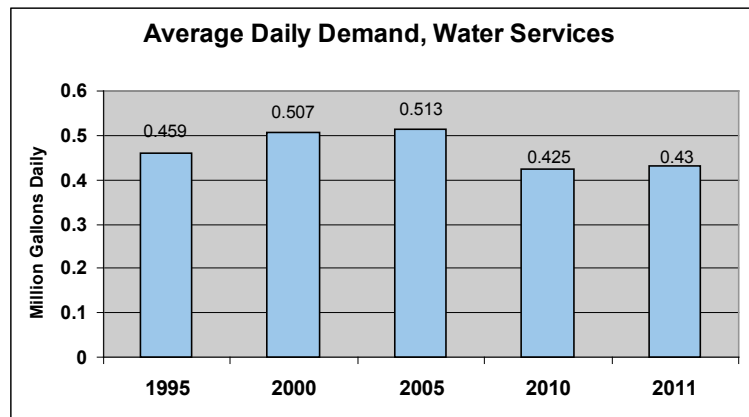
It is very important that if growth is to occur in a planned fashion, utility improvements and extensions are done with a clear understanding of land use policies and fiscal implications. Utility improvements should also be developed in conjunction with the concept areas enumerated within *Chapter 7: Land Use and Design* of this Plan.

Over the next decade, the City of Waterville could have several planning issues to address when considering its utilities, including:

- Ensuring capital expenses are covered by user fees that provide a surplus each year.
- Developing a storm water management plan to help reduce infiltration and inflow (I &I).
- The continual replacement of old water and sewer infrastructure. According to the Capital Improvement Report filed with the Ohio Public Works Commission, over 39% of Waterville's 166,200 linear feet of water lines are rated in fair or poor condition.
- Ensuring the current state of utilities are sufficient enough to provide for future growth and allow for proactive development to occur.

### Water Services

Waterville receives water from the Lucas County Water District. This enables the city to have sufficient water supplies during times of peak usage. There are approximately 2,800 water customers located in the corporation limits and approximately 90–100 water customers located outside the corporation limits.



Approximately, 39% of the water distribution system is rated in fair to poor condition.

Average daily demand has slightly declined over the last fifteen years from 0.459 million gallons daily (MGD) to 0.43 MGD in 2011. Water storage is provided by three elevated towers that have a combined 0.750 MG capacity (0.400 MG, 0.250 MG and 0.100 MG, respectively). Two of the towers have been completely restored and the third tower located in the Farnsworth Industrial Park is scheduled to be restored in 2013. The water department also continually replaces old cast iron water lines with new ductile iron pipe. One important goal is to eliminate all 4" waterlines. Over the last ten years, various waterline improvements have been made, such as the Browning water main looping, SR 64 (west) waterline extension and various neighborhood waterline replacements.

### Wastewater Services

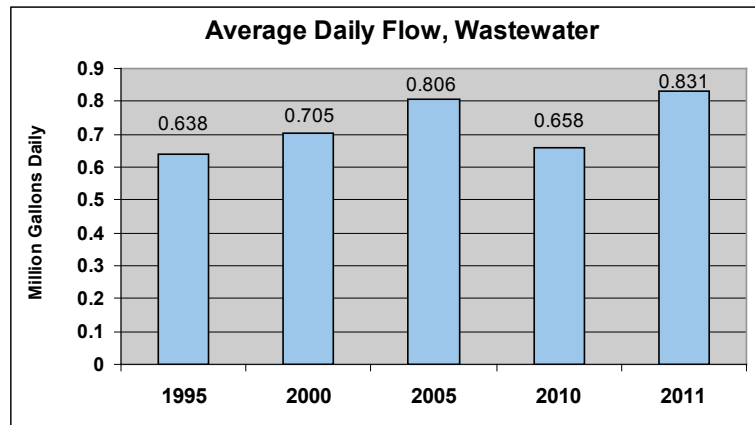
Waterville maintains and operates its own wastewater collection system and has the authority to extend wastewater services within the water and sewer planning area, which includes the entire planning area identified on the *Concept Areas Map*.

There are approximately 2,600 sewer customers in the corporation limits and 3 sewer customers (Johns Manville, McDonald's and Pienert Funeral Home) located outside of Waterville.

The City's wastewater is treated at the Lucas County Jerome Road Wastewater Treatment Plant (WWTP). Currently, the Jerome Road WWTP has a treatment capacity of approximately 22.5 MGD. Waterville's share of this capacity is 1.75 MGD. The planned design capacity of the plant is 30 MGD.

Waterville operates several pump stations within its wastewater collection system. A pump station located at Dutch Road/US 24 pumps wastewater into the County system through two forced mains.

Approximately, 32% of the wastewater collection system and 34% of the storm water collection system is rated in fair to poor condition.



Various upgrades to the sewer system have been made over the last ten years. Some of the more significant improvements include: the relining of roughly 20,000 feet of sanitary sewer lines to reduce infiltration; the replacement of the Karyl Road lift station; and new sewers within the Fallen Timbers Business Park.

City staff conducts an annual maintenance and repair program, which consists of re-lining pipes, spot repairs, cleaning and inspecting and replacement. According to sewer department staff, the replacement of the existing telemetering system and continued upgrades to older sections of the sanitary sewers will need to be addressed in the future and more attention placed on private lateral lines and connections to the public sewer mains.

### Other Utilities

Toledo Edison provides electricity, a subsidiary of First Energy, and gas services are provided by Waterville Gas. Services can be extended anywhere within the community and surrounding area with little difficulty. Various internet and cable services are available to residents from Buckeye Cable, Time Warner, Direct TV, Dish Network, Century Link and AT&T.

## D. Strategies and Recommendations

### Develop a Parks and Recreation Plan

According to the community survey, Waterville residents simply love and adore their park and recreation programs, but crave more of these amenities. To help address issues of upkeep and programming, City officials should look to develop a parks and recreation plan in the future.

Some of the items that a parks and recreation plan will help to address:

1. Conduct a citizen's survey to determine park needs. One important item to discuss could be the development and funding structure of a community pool. According to the survey, 50% of those surveyed support the community pool, 30% were opposed and 20% had "no opinion."
2. Evaluate the existing base of parks for issues with maintenance, upkeep and programming.
3. Create and maintain cooperative partnerships with recreation providers and facilities to plan and coordinate programs with available facilities inside and outside the City in order to efficiently provide the widest variety of recreational opportunities.
4. Maintain sufficient sports fields to permit scheduled periods of rest and recovery for the fields without limiting league activities and informal community use.
5. Assure through proper budgeting that park user fees pay for the maintenance of facilities.
6. Coordinate City organizations, City Schools and local committees and leagues to balance the overall recreational needs of the available facilities.
7. Ensure new development plans for trails, open space, parks and recreational land as well as tree preservation; develop urban park standards.
8. Ensure the continuation of trails, walkways and crosswalks through transportation planning and public development and coordination with the Metroparks.
9. Evaluate the possibility of acquiring properties such as vacant schools, churches, land or large buildings that meet recreational objectives.
10. Continue to require developers to set aside resources for parkland dedication.



### Pursue Additional Recreational Funding Avenues

City officials could seek alternative means and techniques of capital financing, private investment, partnerships and other available resources for recreational programs when appropriate.



Yearly operating costs for recreational facilities will— at some point in time— exceed the current tax revenue for recreational services. User fees may also have to be raised in order to provide the same or heightened level of recreational programs and services in the future.

Citizens have also expressed a desire for additional recreational opportunities including improved pedestrian connectivity, bike lanes, a “face-lift” to some existing parks and a possible updated recreational facility. An updated or new facility will pose budgetary challenges to the City. The current recreation monies provide enough funding to make slow, steady progress on maintenance and repairs, while providing staff for programs and services. New recreational facilities and services will require creative funding solutions.

### **Establish Community Linkages to the Park and Recreational Facilities**

Waterville is lucky to be surrounded by a vast array of park and recreational facilities. The largest and most visited of these parks are owned by the Metropolitan Park District of the Toledo Region and located along the Maumee River. Although these facilities are known in the region, few linkages in the community exist. Establishing linkages via signage, bike lanes and other pedestrian connectivity methods to the parks would have recreational significance and enhance the value of many of Waterville’s neighborhoods.

Waterville should work with park officials and look to remove the disconnect that may exist between the community and the Metroparks by increasing way finding and signage and creating additional pedestrian linkages, such as bike lanes on North and South River Roads, as well as on SR 64, Anthony Wayne Trail, Waterville–Monclova and Farnsworth Roads.



Parks and open spaces within the community have both economic and humanistic attributes. They add value to the community, enhancing both the experience of living and value of property.

Waterville’s base of existing parks, open spaces and recreational areas, can play a major role in the quality of life in the community and should help to promote its marketability. Studies find that a high quality, diverse recreational system ranks second only to the educational system in attracting new residents to the community. Parks, socially–functional public spaces and pedestrian connectivity should be integrated into the future development and redevelopment framework.

### **Communicate Tax Rate Impacts**

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Further efforts can be made to communicate the impact of the City's tax and credit rates on its ability to deliver community services at a level expected by Waterville's residents. The City's relatively low millage rates translate directly into lower revenue stream and an inability to meet the demand for services. Lower income tax credits could also help reduce the outflow of revenue resulting from the community's high commutation rates.

### **Support the Waterville Branch, Lucas County Public Library**

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The community should continue to support the mission of the library, so it remains an effective institution in the community. As the only library in southern Lucas County, it serves residents from all over the region and draws them to Waterville.

The library was highly praised by residents during the planning process and in the community survey. Good libraries complement a strong educational system and enhance community-wide access to learning resources. The City should continue to raise awareness of the resources it offers to residents and businesses in the community. To minimize issues that arose in 2000, when the library needed to expand into park property, City officials should continue to coordinate with library staff on planning and development issues to ensure the library is able to meet the needs of the City's evolving population.

### **Encourage Partnerships Between Waterville, Adjacent Communities and the Anthony Wayne School District**

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The City of Waterville should continue to embrace a dialogue with the school district and other communities that comprise the school district on a variety of issues such as current and future land use, economic development, park and recreational needs and other important shared issues. With these respective parties in clear understanding of the issues that each face, the ability for both parties to partner in a host of mutually beneficial areas will be greatly enhanced.

Although discussed in the past, City officials should continue to pursue the feasibility of exploring a regional approach to parks and recreation facilities and services within the Anthony Wayne School District. The creation of a Recreation District, which could pass levies for financial support for projects, should be considered. To successfully establish such a District, a formula and commitment for an equitable distribution of revenues from the levy, as well as equitable distribution of services and facilities, must be developed and enforced.

City officials and recreation stakeholders should work closely with the Anthony Wayne Area Baseball and Softball Association (AWABSA) to identify current and future needs for baseball and softball facilities and begin to address ways to accommodate the growing need for such facilities within the City. Consideration should also be given to connecting the City's trails (existing and proposed) to the Wabash Cannonball Trail to the north of the City.

### **Plan Water and Sewer Infrastructure in Growth Areas**

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When appropriate, utility lines should be oversized in order to accommodate planned future growth and development. The City should continue to require developers to participate in utility improvements. The developer's contribution should be based on a pro rata basis and applied equally to all projects. In addition, the City should continue to require developers to dedicate land and/or cash into the parkland fund.

### **Improve Storm Water Management**

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By improving storm water drainage facilities through the implementation of a storm water management plan and creating a storm water utility charge, the City of Waterville would be in a better position to manage, maintain and finance existing and future improvements and facilities. Currently, over 34% of the existing storm water lines are rated in fair to poor condition.

The City could pursue the feasibility of developing a storm water drainage plan that provides an inventory of the existing storm water facilities; establishes technical design criteria; determines the capacities of storm sewers and culverts; recommends improvements to facilities not complying with design criteria; recommends storm sewers in unsewered areas; and addresses a financing method for improvements.

One possible method to help address costs affiliated with storm water management, flood prevention and improvements on the existing storm water facilities could be through the development of a storm water utility fee. The primary purpose of the tax would be that it would assist the City in better addressing current EPA requirements placed on Lucas County. The implementation of these requirements has put a burden on budgets, causing some communities to form storm water utilities to help fund these unfunded mandates.

Cities such as Hudson and Kent currently charge homeowners a flat monthly fee based on the amount of impervious, hard surfaces on the property that do not absorb water, such as driveways, patios and sidewalks. Current charges<sup>1</sup> may range anywhere from \$3.00 in Mason, Ohio to \$14.55 monthly in Ironton, Ohio.

### **Include Police and Fire Departments in All Growth-Related Discussions**

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The police and fire departments should be involved during the initial discussions over major land development projects to assess the impact of providing additional services as a result of the annexation or development. In addition, City officials should continue to have a dialogue with the police and fire departments concerning population, demographic and growth issues and include them in evaluating future land needs.

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<sup>1</sup> Rates can be developed under a variety of methods, with most residential rates being based upon a sampling of 100 single-family homes. Businesses and other non-residential property owners usually pay more, especially if additional hard surfaces exist on the property.



## Promote Green Infrastructure

Waterville could also pursue the feasibility of using green infrastructure methods for certain types of new development and to reduce costs for maintaining and replacing its aging storm water infrastructure. Lucas County is currently under findings and orders by the Environmental Protection Agency to minimize runoff and pollutants entering the waterways.

Lucas County has developed a storm water utility charge to help raise revenues to build and repair storm water infrastructure. Currently, only residents and business who are located in seven townships (including Waterville and Monclova Townships) and the village of Holland will be assessed a storm water service charge under current regulations. As part of the Swan Creek Watershed area, Waterville could join the storm water district but chose not to.

Residents and businesses in Waterville will not be assessed a storm water fee from Lucas County but could be required to pay a portion of these EPA charges in the future. Single-family residential, duplex, some condominium and agricultural properties were assigned 1 Equivalent Residential Unit (ERU) and will be billed \$24.36 every 6 months or \$48.72 per year beginning in 2012. Each ERU is 5,500 square feet of impervious surface.

The County is developing a credits program for non-residential property owners that independently implement measures that decrease storm water runoff or that has a positive affect on water quality. A maximum credit of up to 50% is available to non-residential parcels that are billed at more than 1 ERU.

## Green Infrastructure Design Approaches

### SITE

- Green Roofs
- Rain Harvesting
- Downspout Disconnection
- Planter Boxes
- Rain Gardens
- Permeable Pavements
- Vegetated Swales
- Natural Retention Basins



### NEIGHBORHOOD

- Green Parking
- Green Streets & Highways
- Pocket Wetlands
- Trees & Urban Forestry
- Brownfield Redevelopment
- Infill and Redevelopment

### WATERSHED

- Riparian Buffers
- Habitat Preservation & Restoration



Non-residential properties may reduce their storm water fee by implementing Best Management Practices (BMPs) on their properties. The manual, Rain Water and Land Development, from the Ohio Department of Natural Resources, Division of Soil and Water Conservation, highlights many of these BMP's and green design approaches.

Green infrastructure planning and design approaches will help to reduce community demands on existing infrastructure, extend its functional life where possible and provide cost-effective and sustainable solutions that conserve and protect water resources while improving the quality of life of City residents and businesses.

Other methods to minimize storm water problems include:

- Promote shared parking and land banking;
- Incorporate compact parking spaces as a means of reducing impervious cover;
- Setting maximum parking space dimensions rather than specifying minimum dimensions (a minimum stall size of 10' x 20' or 9' x 18' are the most commonly cited dimensions) could also reduce impervious area as can decreasing driveway widths;
- Incorporate bioretention or rain gardens into existing requirements for landscaped islands and revising landscaping requirements to require a set percentage of landscaping of the total paved area can help to offset some of the impervious surfaces. Pray Boulevard from the new Kroger's site that connects to the fire station is currently designed using these techniques and future roads should be designed in this manner as well;
- Incorporate storm water best management practices such as sand filters and filter strips into perimeter and interior landscaping can also help in offsetting impervious surfaces; and
- Incorporate porous pavement in overflow parking areas to reduce the runoff generated by parking lots as well as decreasing impervious surfaces.

### **Encourage Water Conservation**

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The City of Waterville should strive to maintain a level of awareness in the community on the issue of water conservation by emphasizing a variety of water loss prevention methods. These water loss methods should either be embraced by the City- through continual maintenance checks on the water distribution system to minimize leakage losses- or on behalf of the end water user.

By encouraging water loss prevention methods, the City would greatly benefit, saving tens of thousands of dollars annually in avoided wastewater treatment and energy costs. Encouraging selected water conservation methods among city water users could yield tremendous results.

Some effective ways for residents to conserve water include:

- Replacing an old toilet with a new 1.6 gallon-per-flush model could save a typical household from 7,900 to 21,700 gallons of water per year.
- A water savings of over 1,000 gallons per year could occur by placing a plastic jug of water or commercial “dam” in older toilet tanks to cut down on the amount of water needed for each flush.
- Repairing dripping faucets and leaking toilets (flapper valves are usually the cause) can save more than 10 gallons of water per person per day. A faucet dripping at one drop per second wastes 2,700 gallons per year.
- Installing a water-efficient showerhead can save 1-to-7.5 gallons per minute. Taking a quick shower can save an average of 20 gallons of water.
- Turning off the water when brushing teeth or shaving can save more than 5 gallons per day.

#### **Pursue Alternative Funding Sources**

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Waterville should continue to pursue all available funding sources, such as the Ohio Public Works Commission (OPWC), Water Pollution Control Loan Fund (WPCLF), Ohio Water Development Authority (OWDA), Ohio Department of Transportation (ODOT), Issue II, Economic Development Administration– Public Works Program (EDA) and Community Development Block Grant (CDBG), to fund utility projects.

The Ohio EPA’s Surface Water Improvement Fund grant program and the Ohio Public Works Commission are both candidates for green infrastructure projects. The Clean Ohio Green Space Conservation Program helps to fund preservation of open spaces, sensitive ecological areas and stream corridors.

In addition, utility charges should be reviewed periodically to ensure a healthy operational budget and to offset the possibility of budget deficits with utility funds.



## CHAPTER 5: ECONOMIC DEVELOPMENT

### A. Overview

The Economic Development chapter of the Comprehensive Plan is intended to support the City’s economic development efforts.

The future of Waterville is linked to a vital and healthy economy. In turn, a vital economy requires adequate public facilities, roads, schools, libraries, public safety, emergency services and utilities. A community that ensures that these critical elements are in place while maintaining a high quality of life will have an edge when it comes to improving its economy. Waterville’s prime location on US 24 and nestled along the Maumee River makes it very attractive for a variety of parties.

### B. Planning Issues

Waterville’s economy has historically been one that provided basic needs to its residents and could be considered a bedroom community because a majority of its land uses are single family residential. Because land uses are primarily residential, the tax burden and the cost of community services are placed primarily upon the residents of the community. This issue was touched upon in depth in 2011 when a Cost of Community Services Study/Fiscal Analysis was prepared for the community.



Waterville recognizes that the economic growth that is desired cannot be achieved solely by recruiting new businesses. That recruitment needs to continue, but also to be supplemented by smart infill development and creative use of opportunity sites and by forging partnerships with existing and local businesses. To this end, the Waterville Economic Development Corporation (WEDC) was developed in 2012 and replaced the defunct Anthony Wayne Community Improvement Corporation as the community’s economic development group. Until the WEDC was developed, economic development was promoted by the Chamber of Commerce and City staff.

With the new US 24 bypass opening soon, it is anticipated that many businesses will try to locate in Waterville. Waterville’s challenge will be utilize its tools properly to promote a solid mix of businesses to improve the tax base and income stream into the community. Economic development requires continual effort and a long-term commitment.

### C. Conditions and Trends

Residents indicated a strong desire for additional opportunities to be created in the future. All of these “opportunities” have a strong linkage to economic development. When asked to rate a variety of community variables, residents rated job opportunities the worst of all variables, with shopping opportunities, cultural and entertainment and dining opportunities following and rounding out the bottom tier of all variables rated.

<b>Activity</b>	<b>% Rated Fair to Poor</b>
Job opportunities	87%
Shopping opportunities	69%
Cultural and entertainment opportunities	67%
Dining opportunities	56%

### Employment by Type and Location

As a bedroom community, Waterville residents predominantly work outside of the corporation limits. According to the 1990 Census, 14.4% of residents worked in Waterville.

#### Employment Composition by Industry, 2006-2010 ACS Estimates

Employed population 16 years and over	2,719
Agriculture, forestry, fishing and hunting, and mining	0%
Construction	7%
Manufacturing	16%
Wholesale trade	2%
Retail trade	10%
Transportation and warehousing, and utilities	5%
Information	1%
Finance and insurance, and real estate and rental and leasing	6%
Professional, scientific, and management, and administrative and waste management services	5%
Educational services, and health care and social assistance	30%
Arts, entertainment, and recreation, and accommodation and food services	10%
Other services, except public administration	4%
Public administration	4%

Source: American Community Survey

According to the planning survey results, only 7% of residents indicated working in the City. A majority of residents surveyed (35%) indicated working in Lucas County, but outside of Waterville. Eighteen percent worked outside of Lucas County, four percent were self-employed, five percent were unemployed and four percent said “other.” Almost 26% of respondents were retired or not in the work force.

A review of the employment composition of Waterville residents from the most recent American Community Survey 5-year estimate indicates that 30% of residents in the labor force work in the educational, health care and social services sector, followed by 16% of residents working in

manufacturing. Ten percent of workers are estimated to work in the retail trade sector, with another ten percent aligned with the arts, entertainment and food services sector.

#### Occupation, 2006-2010 ACS Estimates

Management, business, science, and arts occupations	40%
Service occupations	15%
Sales and office occupations	25%
Natural resources, construction, and maintenance occupations	7%
Production, transportation, and material moving occupations	14%

Source: American Community Survey

A review of occupations of Waterville residents from the most recent American Community Survey compresses the employment composition further down into five occupation categories and indicates that 40% of Waterville residents have management, business, science and arts occupations. Twenty-five percent of the 2,719 residents in the work force are estimated to have sales and office occupations. It is estimated that of the 4,335 residents over 16 years of age, approximately 1,443 residents or 33.3%, are not in the labor force.

### **Waterville Economic Development Corporation**

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To help promote economic development opportunities in the community, Economic development efforts have been renewed by the development of the Waterville Economic Development Corporation (WEDC). The mission of this organization is to grow economic development in the region and City so that Waterville can realize the many benefits that arise from a solid financial and economic core, while still maintaining our rich historical heritage and strong community “small town” feel.

According to the WEDC officials, Waterville has faced many challenges, including competition for economic development grants, competition from neighboring communities for business growth and competition amongst other regional chambers to attract business and families. A strong desire to implement a strong economic develop program, with individuals and City officials prepared to make solid proposals to interested parties, was noted by officials.

### **Downtown Waterville**

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Residents and shoppers from nearby communities come to Downtown Waterville to shop, eat and socialize throughout the year. Major attractions in the Downtown continue to be Carruth’s, Waterville Hardware, Mill Race Antiques and the various eateries.

Residents were surveyed during the development of the Downtown Revitalization Plan. When asked to rank which characteristics influence them to shop for goods and services in the Downtown, the following characteristics were cited, in priority order:

1. Convenient location
2. Safe environment
3. Quality of merchandise
4. Courteous and helpful employees
5. To support local merchants
6. Pleasant atmosphere
7. Clean stores
8. Personal service



The Roche de Boeuf Festival brings thousands of people to downtown Waterville each year. A survey was conducted during the Festival in 2010 to determine the attitudes among visitors regarding various elements of life in Waterville.

The results indicated that about 60% of the people attending the Festival were from outside Waterville. Thirty-two percent (32%) said that they visited Waterville weekly and slightly more than 25% said they visited Waterville monthly. Thus, it appears that a good number of the people surveyed are familiar with and visit Waterville on a regular basis. Respondents noted that the two main reasons they visited the community, other than to visit family, were restaurants and specialty shopping. Also ranked high on the list of why people visited Waterville were Farnsworth Park, the grocery and hardware stores, the pharmacy and the gas stations.

### **ESRI Community Tapestry**

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The Tapestry Segmentation provided by the Environmental Systems Research Institute (ESRI) is a research and marketing tool that helps economic interests select markets they wish to invest in. Consumers are placed into 65 segments based on demographic variables and consumer behavior. Tapestry Segmentation combines the “who” of lifestyle demography with the “where” of local neighborhood geography to help community officials, business officials and outside economic interests to better understand the various lifestyle segments of Waterville.

Waterville’s three neighborhood segments were defined by ESRI to be:

#### *Sophisticated Squires (41%)*

Residents of Sophisticated Squires neighborhoods enjoy cultured country life on the urban fringe. These city escapees accept longer commutes to live near fewer neighbors.

Mostly married couple families; more than 40 percent of the households are married couples with children that range from toddlers to young adults. The median age is 38.4 years. Most are Baby Boomers and are aged between 35 and 54 years. This segment is not ethnically diverse; most residents are white. These residents are educated; more than one-third of the population aged 25 years or older holds a Bachelor’s or graduate degree; another third has attended college. Labor force participation rates are high; occupations range from management to unskilled labor positions.

Most work in white-collar jobs. The median household income is \$85,144. Nearly 90 percent of the households earn wage or salary income; nearly half supplement their wages and salaries with interest, dividends or rental income. More than 80 percent of the households own at least two vehicles.

As Do-it-yourselfers, Sophisticated Squires residents take care of their lawns and landscaping; home improvements; and remodeling projects such as bathroom remodeling, installing new light fixtures, painting home interiors, staining decks and cleaning carpets with their steam cleaners.

Many households own a motorcycle. A typical household will own three or more cell phones. Looking toward the future, many residents own stocks, bonds and large life insurance policies.



*Cozy and Comfortable (38%)*

Cozy and Comfortable residents are settled, married and still working. Many couples are still living in the pre-1970s, single-family homes in which they raised their children. Households are located primarily in suburban areas of the Midwest, Northeast and South. The median age is 42.1 years and the median home value is \$174,687. Home improvement and remodeling are important to Cozy and Comfortable residents. Although some work is contracted, homeowners take an active part in many projects, especially painting and lawn care. They play softball and golf, attend ice hockey games, watch science fiction films on DVD and gamble at casinos. Television is significant; many households have four or more sets.

*Exurbanites (10%)*

Exurbanites residents prefer an affluent lifestyle in open spaces beyond the urban fringe. Although 40 percent are empty nesters, another 32 percent are married couples with children still living at home. Half of the householders are aged between 45 and 64 years. They may be part of the “sandwich generation,” because their median age of 45.5 years places them directly between paying for children’s college expenses and caring for elderly parents.

To understand this segment, the life stage is as important as the lifestyle. There is little ethnic diversity and most residents are white. The labor force participation rate is slightly higher than the national average

These consumers are very physically active; they lift weights, practice yoga and jog to stay fit. They participate in civic activities, serve on committees of local organizations, address public meetings and help with fundraising. Many are members of charitable organizations.

Approximately half work in substantive professional or management positions. These residents are educated; more than 40% of the population 25 years and older hold a Bachelor’s or graduate degree; approximately three in four have attended college. The median net worth is \$368,532, approximately four times the national figure. The median household income is \$84,522. More than 20% earn retirement income; another 57% receive additional income from investments.

The median home value is \$248,490, more than one-and-one-half times the national median. Because Exurbanites cannot take advantage of public transportation, nearly 80 percent of the households own at least two vehicles. Their average commute time to work is comparable to the US average.

#### D. Market Analysis

A market analysis was developed in October 2011 to estimate consumer spending and overall “spending power” of the community. The analysis estimated the surpluses and gaps related to 37 different merchandise lines. The conclusion of the analysis indicated that opportunity gaps exist in 23 of 37 merchandise lines within the community (*See Table: Waterville, Market Analysis*). This means that residents are leaving the community to make many purchases either because of the lack of service or shopping diversity. The top merchandise lines with opportunity gaps of close to one million dollars or more are:

<u>Merchanise Line</u>	<u>Gap</u>
Cars, Trucks, Other Powered Transportation	\$12,001,114
Groceries and Other Foods	\$7,589,927
Drugs, Health Aids and Beauty Aids	\$6,106,057
Women's, Juniors' and Misses' Wear	\$3,143,595
Meals and Snacks	\$2,359,107
Men's Wear	\$1,660,505
Children's Ware	\$1,325,338
RVs, Campers, Camping & Travel Trailers	\$1,248,012
Computer Hardware, Software and Supplies	\$1,169,615
Jewelry	\$1,132,326
Footware	\$1,006,305
Books	\$970,326
Toys, Hobby Goods and Games	\$955,743

Data for this market analysis was derived from two major sources of information. The demand data is derived from the Consumer Expenditure Survey (CE Survey), which is fielded by the U.S. Bureau of Labor Statistics (BLS). The supply data is derived from the Census of Retail Trade (CRT), which is made available to the U.S. Census. Additional data sources are incorporated to create both supply and demand estimates.

Table:

<b>Waterville Market Analysis</b>			
<b>Merchandise Lines</b>	<b>2011 Demand (Consumer Expenditures)</b>	<b>2011 Supply (Retail Sales)</b>	<b>Opportunity Gap/Surplus</b>
Total Retail Sales Incl Eating and Drinking Places	84,111,900	90,001,479	(5,889,579)
Groceries and Other Foods	13,276,540	5,686,613	7,589,927
Meals and Snacks	6,653,163	4,294,056	2,359,107
Alcoholic Drinks	263,075	307,688	(44,613)
Packaged Liquor/Wine/Beer	1,953,813	1,915,990	37,823
Cigars, Cigarettes, Tobacco, Accessories	2,230,687	3,421,198	(1,190,511)
Drugs, Health Aids and Beauty Aids	8,600,384	2,494,327	6,106,057
Soaps, Detergents and Household Cleaners	200,254	68,085	132,169
Paper and Related Products	756,736	185,364	571,372
Men's Wear	1,981,683	321,178	1,660,505
Women's, Juniors' and Misses' Wear	3,251,825	108,230	3,143,595
Children's Wear	1,447,050	121,712	1,325,338
Footwear	1,209,997	203,692	1,006,305
Sewing, Knitting and Needlework Goods	232,566	23,721	208,845
Curtains, Draperies, Blinds, Slipcovers Etc	1,073,634	1,461,109	(387,475)
Major Household Appliances	606,859	2,321,787	(1,714,928)
Small Electric Appliances	146,526	209,514	(62,988)
Televisions, Video Recorders, Video Cameras	611,458	281,181	330,277
Audio Equipment, Musical Instruments	803,575	198,021	605,554
Furniture and Sleep Equipment	1,641,946	2,867,029	(1,225,083)
Flooring and Floor Coverings	396,708	4,798,546	(4,401,838)
Computer Hardware, Software and Supplies	1,457,238	287,623	1,169,615
Kitchenware and Home Furnishings	1,764,774	8,773,469	(7,008,695)
Jewelry	1,214,374	82,048	1,132,326
Books	1,058,105	87,779	970,326
Photographic Equipment and Supplies	213,486	26,772	186,714
Toys, Hobby Goods and Games	1,258,975	303,232	955,743
Optical Goods	412,570	34,049	378,521
Sporting Goods	1,109,152	943,455	165,697
Hardware, Tools, Plumbing, Electrical	566,018	7,612,168	(7,046,150)
Lumber and Building Materials	386,493	5,396,610	(5,010,117)
Lawn, Garden, and Farm Equipment & Supplies	1,086,611	2,369,235	(1,282,624)
Paint and Sundries	176,843	594,719	(417,876)
Cars, Trucks, Other Powered Transportation	13,400,619	1,399,505	12,001,114
RVs, Campers, Camping & Travel Trailers	1,264,769	16,757	1,248,012
Automotive Fuels	5,666,764	12,145,824	(6,479,060)
Automotive Lubricants	100,629	146,809	(46,180)
Pets, Pet Foods and Pet Supplies	823,890	283,298	540,592
All Other Merchandise	4,812,109	18,209,084	(13,396,975)

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The difference between supply and demand represents the opportunity gap or surplus available for each merchandise line. When the demand is greater than the supply, there is an opportunity gap (surplus) for that merchandise line. For example, a positive value signifies an opportunity gap, while a negative value signifies a surplus.

## E. Strategies and Recommendations

### Develop an Economic Development Plan

Before any future development of considerable impact can occur it must first be planned so that it can occur smoothly and in the best location and interests of residents. A plan, regardless if established through ad-hoc measures or by new processes completely aside from the economic development component in the Comprehensive Plan, should analyze the current strengths, weaknesses, opportunities and outside threats facing Waterville and its economic base. This analysis should form the basis and the exact suitability of growth anticipated to occur in some of the Concept Areas identified in the Plan, with the capital improvement program modified accordingly to accommodate this growth. The capital improvement program and Economic Development Plan should reiterate the economic development priorities that surfaced during the master planning process and highlighted within this Plan's Section.

The Plan should include the following elements:

1. Specific economic development goals and objectives (should complement those addressed in the Comprehensive Plan; if different, the Comprehensive Plan should be amended to include these new goals and objectives);
2. Economic analysis, to include workforce characteristics and other related demographics;
3. Type of growth and redevelopment desired;
  - Can it be supported by the City's existing base or anticipated new base of employees? If yes, the process of identifying specific businesses in this growth type should be pursued. If no, a list of businesses and industries friendly to the City's existing base of employers should be developed. Waterville officials should be open to think collectively with economic development officials from surrounding cities.
  - Will the desired new growth adversely impact upon existing employers?
4. Specific growth/redevelopment areas (other than those already delineated in this Plan), where specific development (by type) should occur. This should be developed through some sort of public input and review process;
5. Economic Assessment, to include an inventory of existing businesses and preferred new businesses;
6. Identify existing infrastructure (water, sewer and thoroughfare) capabilities of these areas;
7. Identify existing infrastructure (water and sewer and thoroughfare) constraints of these areas;

8. If mitigating these constraints is found to be economically not feasible, it should be recommended that growth occur at another suitable location (unless private sector investments offset public expenditures);
9. If constraints can be mitigated, the capital improvement program should be modified to promote the selective growth desired;
10. Economic Development Strategies (to include marketing and promotion strategies);
11. Inventory of funding sources and economic incentives;
12. Implementation and timing of economic development priorities through the use of the Capital Improvement Plan (CIP); and
13. A change in the zoning ordinance so that the zoning is reflective of the economic development initiatives.

### **Develop a Niche Marketing Strategy**

Successful communities often have two or three successful niches. Typically, the more niches that can be developed, the more a community will be able to support multi-purpose visits. These communities also benefit from an expanded trade area because their specialization often draws customers from nearby communities. Because Waterville is located near Lucas County's largest commercial markets (Sylvania Township, Maumee and Springfield Township) and Wood County's largest commercial market (Perrysburg/Perrysburg Township), it should not look to compete with them.

Once a niche is established, other businesses are often attracted to the community as they are interested in selling to the same consumer market.

A niche can be based on a certain type of consumer who works, resides or visits (or likely to visit) Waterville. These different and unique types of consumers may demand a wide range of goods and services. Many of these niche markets may compliment merchandise lines that have gaps within the community, according to the Market Analysis.

### **Market Waterville**

Communities are like merchandise, in that their success largely depends upon branding and reputation. Attaining market share of each variable requires tedious planning and resources. Waterville, as seen by many of the residents that participated in the planning process, has many great assets that should be accentuated, rejuvenated and marketed. City officials should look to do "small things in a great way" to improve this image through additional beautification methods and façade and other capital improvements to its pedestrian connectivity elements and park facilities.

### **Attract High-Wage Office/Industrial Employers**

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Office and Industrial uses are clearly necessary for balancing the City's fiscal base. There should be a pro-active economic and entrepreneurial development effort, perhaps focused on recruiting a developer partner who will help attract office uses.

Economic development efforts should ensure diversification to attract business and professional office uses, since these uses generate the highest fiscal return to the City and the schools. Efforts should be made to balance the land-use base so that the City is not as dependent on residential uses.

### **Review the Economic Development Incentives Program**

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Waterville utilizes three primary incentive tools to encourage economic development: The Community Reinvestment Area (CRA) and Enterprise Zone programs and a Job Creation and Retention Grant Program. These incentives are currently utilized by many of the surrounding communities.

#### *Community Reinvestment Area Program*

A Community Reinvestment Area (CRA) can provide up to 100% property tax abatement on all real property improvements for up to 15 years to companies investing in the community. The current CRA zone #095-81858-01 was created on 8/10/87 and is a pre-1994 CRA and is handled administratively. It does not require the schools to be made whole for the loss of taxes. Only one abatement is currently active in this zone.

#### *Enterprise Zone Program*

The Lucas County Enterprise Zone (EZ) Program can provide up to 75% tax abatement on real and personal property investments made by companies creating new jobs within the City for up to 10 years. No enterprise abatements are currently active in Waterville.

#### *Job Creation and Retention Grant*

The Job Creation and Retention Grant program provides cash grants to selected businesses that create and retain jobs in Waterville. The specific grant amount is based on the company's gross payroll and the amount of municipal income tax that is generated from the project. Grants are based upon a minimum of \$100,000 of new or increased payroll and the creation of five or more jobs. The minimum grant payment is \$500 up to a maximum of \$20,000 per year, up to ten years. A portion of the income tax paid by company employees to the City is credited back to the company based on the number of new jobs and increased annual payroll. Retail commercial and retail professional services are not eligible for the program and city council reserves the right to approve and reject grant proposals.

As a recommendation of the 2000 Comprehensive Plan, the CRA boundary was amended to include the downtown. City officials should review the applicability of the CRA program to promote investment and reinvestment in areas of Waterville not covered under the existing CRA. This would include areas designated as Commercial Revitalization Concept Areas as well as the Opportunity Concept Area, US 24 Growth Concept Area and Farnsworth Road Concept Area. The existing CRA zone can be modified one more time without flagging new



requirements. A third change to the boundary will bring the program into post-1994 standards as required under Ohio Revised Code.

If the CRA program is offered to these areas, it is recommended that new CRA areas are developed so that the burden of the abatement does not solely rest on the residents of the Anthony Wayne School District. Ohio Revised Code requires that school donation agreements are required for CRA abatements.

To develop a new CRA, an application to the Ohio Department of Development and a housing survey is required.

Also, since the passage of H.B. 66 and the dissolving of personal property taxes, there is no difference between both programs with the exception of how they are administered. The CRA program is a local program, promoted, administered and monitored locally. By statute, the EZ program requires county approval and is therefore administered by Lucas County. To streamline the economic development process it is recommended that the City use the CRA program as the primary tool for property tax abatement over the EZ program.

City and economic development officials should update the job creation and retention program to include a mandatory time frame recipients are required to remain in the community if awarded. Job creation grant programs utilized by adjacent communities require recipients to remain in the community twice the duration of the grant award period.

### **Revitalize Existing Commercial Shopping Nodes**

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Certain areas in Waterville are being underutilized. The Waterville Plaza is one such area. The City should work with the property owner to ensure the facility is currently being actively marketed. Site selection consultants often look at commercial vacancies in a community's main shopping hub as an indicator that local economy is not good for investment. However, the Market Analysis prepared for this Plan indicates that city residents are shopping outside of Waterville and there may be an opportunity for these goods to be provided locally. Revitalizing these areas could help the community greatly by allowing residents to shop local.

There are a variety of other shopping areas off of main thoroughfare routes like Michigan Avenue, Anthony Wayne Trail and in the Downtown that should continue to be updated and renovated through economic planning, incentives and programs like a revolving loan fund and a possible storefront renovation program.

### **Ameliorate the Impact of Retail Development**

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While retail uses have a negative fiscal impact on the City, they do provide substantial benefit to the schools. Retail is also integral to the City's overall quality of life in attracting affluent residents.

- Encourage pedestrian-oriented retail over auto-dependent retail uses to reduce negative impacts.

- Strengthen downtown and secure its future by encouraging high-income residential development nearby. This will prevent leakage and position downtown as primary commercial node for Waterville's affluent residential market base.

### **Expand Resources for Community Planning**

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No planner or economic development specialist is on staff in Waterville. Therefore, overall community planning is primarily the responsibility of the Municipal Administrator and the volunteers and citizens that participate on related groups like the Waterville Economic Development Corporation.

While the field of economic development can often be reactive, community planning must be proactive. These two quite different, yet similar disciplines can function well together, but adequate resources need to be allocated to them so that coordinated and sustained progress can be made. The most successful communities in the economic development arena allocate sufficient resources to these efforts.

### **Keep Capital Local**

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The Market Analysis prepared for this Plan indicates that consumers spend more money outside the locality, therefore providing an opportunity gap in 23 of 37 merchandise areas (*See Table: Waterville Market Analysis*). While this may stem from the non-existence of local purveyors of these goods and services, leaks can also begin from not patronizing local businesses. Developing a "Shop Local" campaign and a Local Business Preference Program could help minimize these leaks and help to retain businesses and keep capital local.

Both programs could be spearheaded with the assistance of the Waterville Chamber of Commerce and newly-formed Waterville Economic Development Corporation. The Local Business Preference Program, which would provide a preference to local businesses bidding for City services and contracts, would need to be authorized by ordinance. The County of Los Angeles was one of the first communities to adopt a Local Business Preference Program.

### **Continue to Work with Toledo, Lake Erie and Western Railroad Officials**

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The Toledo, Lake Erie & Western (TLE&W) was founded for the educational, recreational and historical benefit of the general public. But more than that, it is viewed as a unique economic development opportunity by community residents, and should be restored to operational use.

The TLE&W used a 1946 Alco S-4 ex-C&O Switcher, however plans to restore steam locomotive 202 have been planned for some time. Some of the highlights of the 15 mile journey included a 901 foot bridge steel overhead girder Warren truss bridge over the Maumee River, a log cabin dating back to the war of 1812 and the nostalgia of riding the old road. The TLE&W is one of the longest remaining portions of the Cloverleaf Division to have survived.

As of 2012 TLE&W officials are working to make the rail line operational again.

The goal of the new leadership of the TLE&W is to develop 10 miles of railroad and a well-rounded operational museum (tourist railroad) capable of fundraising, consistent operations, complete with steam department and actual museum facility to provide a complete educational opportunity. The goal of the organization in 2012 is to do “excursion” trips such as the Mother’s Day Train, Father’s Day Train, Hobo Days and Haunted Halloween Trains.

In 2011, Midwest Rail, LLC, was formed to help expand the marketability of this operation. They have agreed to help manage and re-face the museum by helping facilitate building of a shop/museum complex, expand an educational outreach and train members in customer service as well as other functions that are modeled after some time-tested tourist railroads around the country.

Midwest Rail officials also envision another economic development component of the rail line and that is to develop a “short line” freight railroad and develop two sites along the railroad. In doing so, they wish to attract the customers already located along the line to reconsider this rail as a viable means of transporting their goods.




**TOLEDO LAKE ERIE & WESTERN RAILWAY**

**TIME TABLES**

DEPARTURES

\* Motor Car Rides Only

	Waterville
June 4*	11AM & 1PM
June 11*	11AM & 1PM
June 18*	11AM & 1PM
June 25*	11AM & 1PM
July 2*	11AM & 1PM
July 9*	11AM & 1PM

LOCALS

Waterville & Grand Rapids

Every Saturday      Work Sessions

Museum and Gift Shop Hours  
10AM-2PM Every Saturday

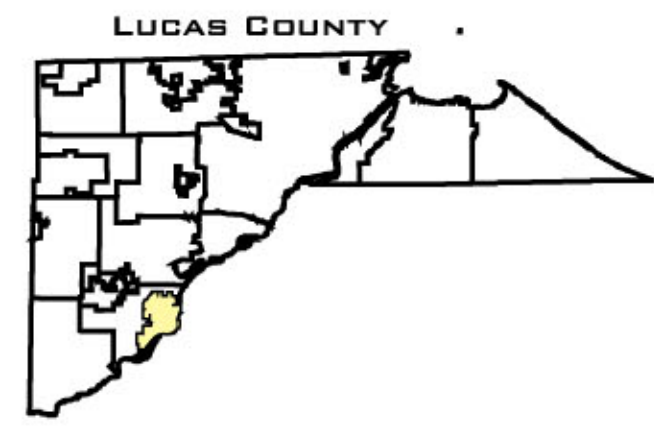
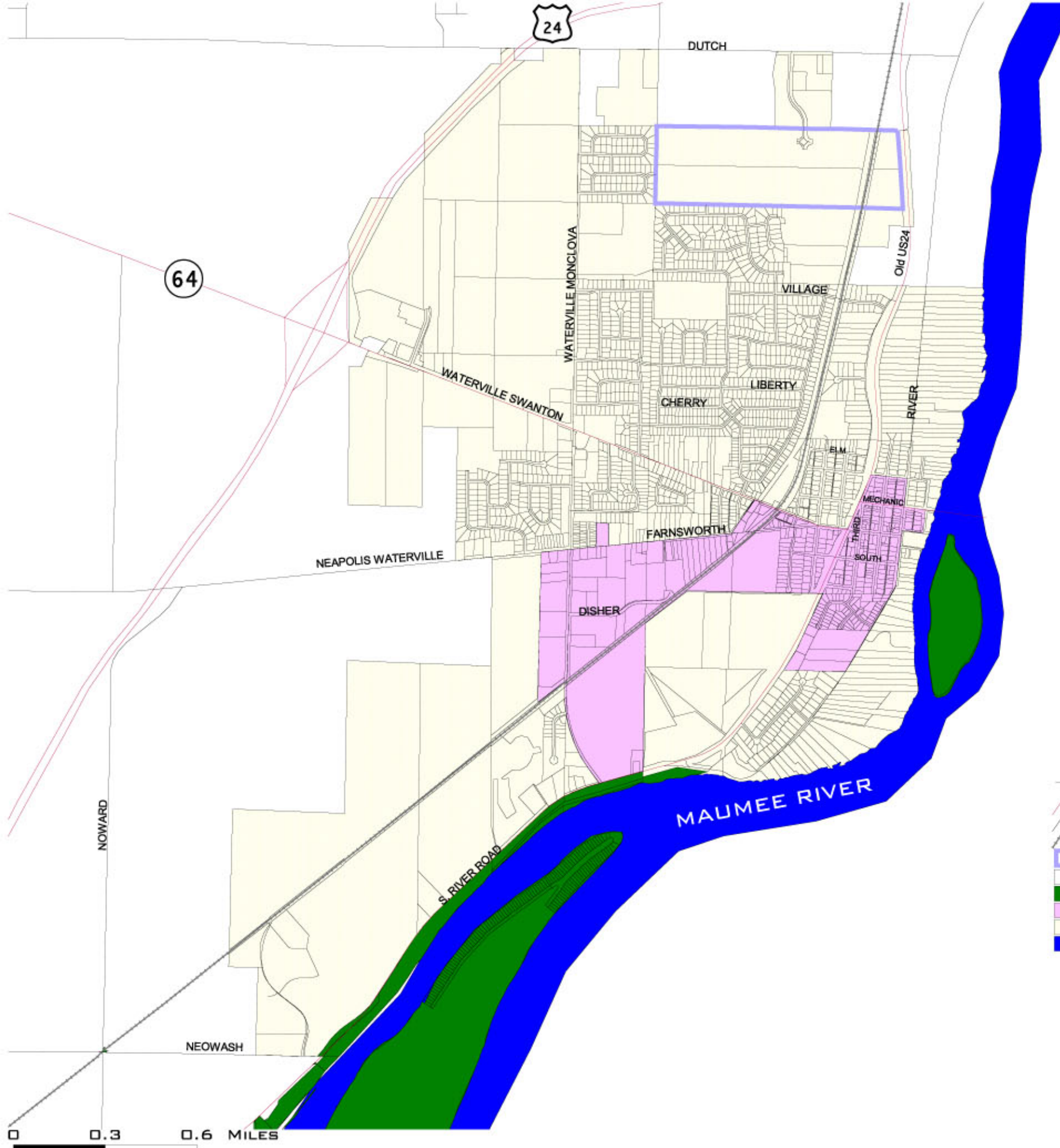
For updates and schedule changes or information regarding how you can help check our website at TLEW.ORG

### **Pursue Additional Resources to Promote Economic Development**

There are a variety of additional resources that can be used to encourage and promote economic development and redevelopment in Waterville. Aside from property abatement programs, there are a variety of other economic development programs that could be pursued. They are:

- Promote the Community Reinvestment Area and Enterprise Zone programs and provide property tax abatements to businesses and employers that make real property investments. In doing so, City officials should look to expand the existing CRA boundary to include areas designed as commercial revitalization areas on the Concept Areas map.
- Start a local revolving loan fund (RLF) to assist small business owners with improvements to their buildings or businesses. The RLF could provide low-interest loans with flexible terms to businesses meeting requirements of the program. Often, RLF funds such as these are used to entice banks or other lenders to participate in projects in which they otherwise might not be interested.
- Work with local banks to start a Lender Commitment Program (LCP) whereby banks in the City agree to provide low-interest loans to businesses that are expanding or to companies who are locating new businesses in Waterville.

- Pursue programs at the Ohio Department of Development and JobsOhio. The Ohio Department of Development currently administers the State Small Business Credit Initiative (SSBCI) to leverage private lending to increase the amount of credit available to small businesses. The SSBCI funds to help finance small businesses and manufacturers that are creditworthy, but are not receiving the financing they need from the private sector to expand and create jobs. The programs include the Collateral Enhancement Program (CEP), Ohio Capital Access Program (OCAP) and Targeted Investment Program (TIP).



### LEGEND

- HIGHWAYS
- STREETS
- RAIL
- WATERVILLE OPPORTUNITY DEVELOPMENT AREA (120 ACRES)
- CITY PARCELS
- METROPARKS
- COMMUNITY REINVESTMENT AREA
- WATERVILLE
- MAUMEE RIVER



# WATERVILLE COMPREHENSIVE PLAN

## COMMUNITY REINVESTMENT AREA



## CHAPTER 6: HOUSING

### A. Overview

The City's neighborhoods are the building blocks of Waterville. Some neighborhoods in the City are old and historic, while other neighborhoods are newer due to approximately 50% of more of the housing stock being built since 1970. As the City continues to grow, evolve and change, maintaining the integrity and character of neighborhoods and housing remains a critical ingredient to the City's overall quality of life.



Because of the area's geographical proximity to key markets and strength of the quality of the Anthony Wayne School District, the City of Waterville has been an attractive community to families over the past several decades. With a general shortage of diversified and affordable housing opportunities, a variety of planning concerns have surfaced.

These concerns range from the need for Waterville to retain its young adults to concerns from residents that additional housing options should be provided that allow residents to "age in place." To address these concerns in a timely manner, it may be necessary for the City to pursue additional mechanisms that promote its housing arena.

### B. Planning Issues

Land use and zoning policies should foster the adequate supply of a balanced mix of quality housing providing opportunities for a diverse socio-economic mix of people, including starter housing, work force housing, move-up housing and senior housing. Waterville officials can exercise clear control in promoting safe and tranquil neighborhoods by maintaining innovative zoning regulations, code enforcement and increased nuisance abatement and inspections. This Chapter outlines a variety of techniques that can be used to assist in this goal.

The City of Waterville may have little or no control over many of the factors that affect the housing market. However, some predicted housing trends may affect Waterville over the next several years.

They are:

1. First-time home buyers will continue to account for a larger than normal share of home purchases as potential repeat buyers wait to regain some of their equity before jumping back into the market. Existing homeowners will be less likely to sell especially if they have negative equity in their homes.
2. Repeat buyers who are in the market generally have less equity to roll over and will be more judicious about the price of their next home. Smaller down payments will push buyers to purchase smaller homes, perhaps with fewer upgrades as well.
3. House prices will recover eventually and housing equity will grow but many potential home buyers will remember the first ever national experience in house price declines and will be less motivated to purchase because of appreciation and more because of actual need.

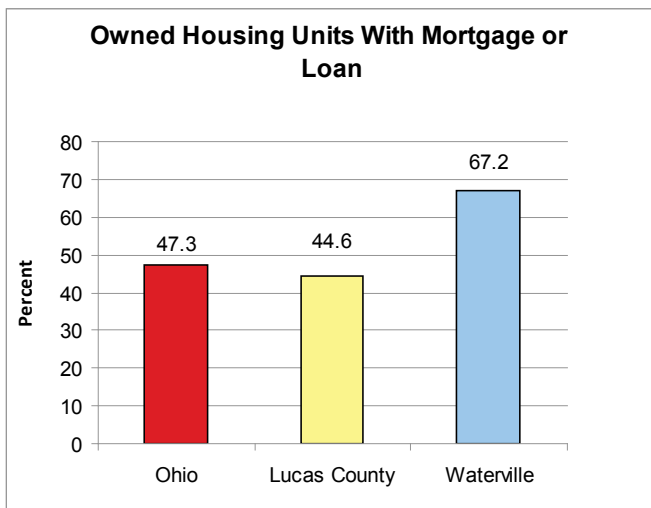
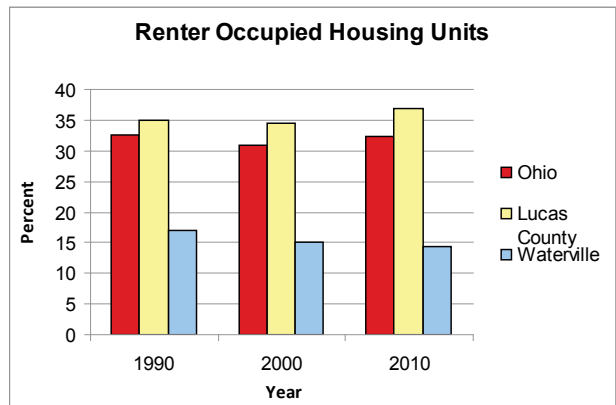
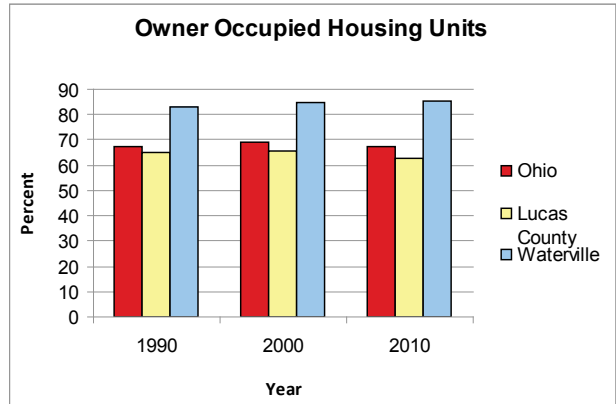
4. Home buyers are growing more concerned about energy use. The heightened concern for “green” homes will give an advantage to new homes over existing homes but will push buyers to consider less space as one very straightforward way to reduce energy use.
5. Younger home buyers are showing preferences for more compact housing, more dense neighborhoods that are closer to entertainment and recreation opportunities.

**C. Conditions and Trends**

Since 1990, Waterville experienced a 39% increase in new housing units. Ohio’s housing growth spurt during this time was 17%, while Lucas County only witnessed a 6% increase in new housing units. This housing growth helped to increase the City’s population 44% over the last twenty years. Most of the residential growth occurred off of or adjacent to Waterville–Monclova Road.

While the population has increased, the median household size continues to decline. In 1970, the median household size was 3.52 persons per home. According to the 2010 Census, median household size in the community dropped to 2.62. Average household size for renter occupied units also declined to 1.89 persons per unit, helping to dispel the myth that rented housing units help to increase school enrollment.

Approximately 96% of all housing units were occupied according to the 2010 Census. Only 4% of the homes were recorded as vacant, which was lower than state and county average. The vacancy rate has slightly increased 0.5% in the last twenty years. Homeownership in Waterville is 93%, 23.8% higher than the State of Ohio homeownership rate of 69.2%.



Of the 2,065 homes that were occupied, 1,767 or 85.6% were owner-occupied and 14.4% or 298 homes, were renter-occupied. The Lucas County rental percentage is higher than the State average at 37%. Waterville had the highest percentage of owner occupied housing units in comparison to both Lucas County and Ohio by nearly 20% more. Waterville saw a very small but steady increase between 1990 (83.1%) and 2010 (85.6%). Lucas County as well as the State of Ohio saw a decrease from 1990 to 2011.



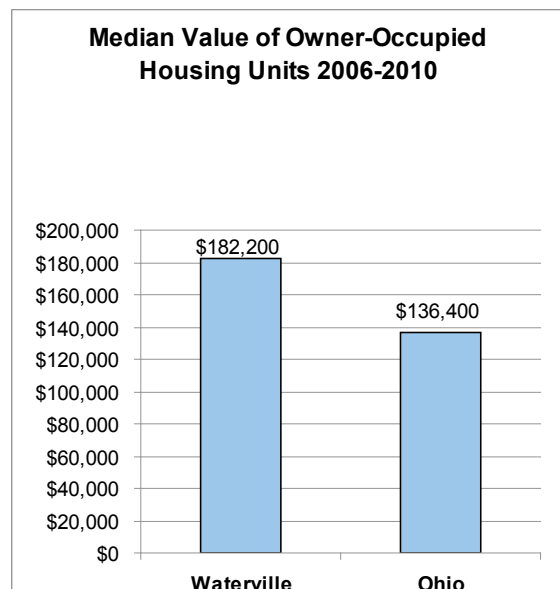
In relation to the owner occupied housing units, Lucas County had the highest percentage of renter occupied housing units. Waterville had the lowest percentage with a decrease in the past 20 years in renter occupied housing units from 1990 (16.9%), 2000 (15.2%) and 2010 (14.4%).

According to the 2010 Census, Waterville has a higher percentage of homeowners with a mortgage or loan (67.2%) when compared to Lucas County residents (44.6%). Statewide, 47.3% of residents have a mortgage or loan.

Approximately 18.4% of Waterville and Lucas County residents own their homes with no mortgage or loan. The State of Ohio had nearly 20.3% of residents owning housing units free and clear.

Between owner occupied housing units with a mortgage or loan, owned housing units free and clear and renter occupied housing units, Waterville homeowners (67.2%) have the highest percentage of owner occupied housing units compared to Ohio and Lucas County. Ohio has the highest percentage of housing units owned free and clear (20.3%).

Due to a decrease in mortgage interest rates and fueled by several national market conditions, the housing market witnessed a tremendous increase in home values. According to the 2010 Census, median home values in Waterville increased to \$182,200, \$45,800 higher than state average. However, according to Zillow.com, Waterville's Home Value Index is down 8.3% in 2011 and approximately 70% of homes sold for a loss.



#### D. Strategies and Recommendations

##### **Increase Housing Diversity**

Some of Waterville's neighborhoods consist of small housing units that may not provide the space needed by today's homeowners. To accommodate this need, it may be possible to modify the existing building and zoning code to adjust the minimum square footage for residential units, among other requirements, to provide for "upsizing." The problem coming from this is the number of smaller lots that are unable to have larger homes built on them. Being flexible with zoning is important to creating a more diverse housing environment.

Also, a variety of senior housing options will become more important as the baby boomers age in Waterville and as the demographic composition of the region changes. At some point, every community needs to encourage and accommodate attractive housing types to this portion of the market to prevent residents from "moving out" to find desirable housing that meets their needs.

The housing stock should also be diverse enough to provide residents the ability to downsize. However, these types of residents, albeit looking for a smaller housing unit, may still crave the amenities of their former larger home.

### **Improve Neighborhood and Housing Quality**

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The City of Waterville should support and encourage the core value of home ownership and recognize the long-term benefit of owner-occupied dwellings as vital to the overall well-being of any community. According to a study entitled “Impact of Rental Properties on the Value of Single Family Residences” (Journal of Urban Economics 30, 152-166, 1991, Wang, et al) sum up their conclusions on page 16: “The accumulation of single-family rental properties in a residential neighborhood seems to have the same negative impacts as the intrusion of apartments or other types of undesired properties.” This study demonstrates that there is perhaps a need for city planners or others, to regulate the number of single-family rental properties in a given residential neighborhood.

In order to minimize the conversion of single-family homes into rentals in any defined neighborhood, a Neighborhood Preservation Overlay District could be used. This tool should be neighborhood-driven and one possibly pursued by neighborhood associations.

Housing inspections are currently not performed by City staff, but by staff from the Lucas County Health Department upon written request. While adequate assistance has been provided by this organization in the past, the city’s neighborhoods might be better preserved through other mechanisms. The current crop of new housing issues due to foreclosures could require additional attention in the future. Grassroots efforts will only be as effective as the governmental mechanisms that support them.

Under House Bill 294 passed in 2006, all owners of rental homes are required to register their homes with the Lucas County Auditor. One major step to minimize the proliferation of rental housing in Waterville’s neighborhoods could be to require additional oversight on the City’s rental stock, with all rental properties receiving planned interior/exterior inspections. In addition, rental owners could be required to annually obtain a Certificate of Occupancy.

Additional mechanisms that could be used to improve neighborhoods are:

- Ensure open space and park spaces are in close proximity to neighborhoods.
- Promote community gardens in neighborhoods throughout the City.
- Develop measurements to track neighborhood conditions over time.
- Improve pedestrian accessibility and mobility within neighborhoods and provide pedestrian connections to key activity areas.
- Implement the bike plan and make existing conditions safer for biking in and around neighborhoods.

### **Pursue the Feasibility of Point of Sale Inspections**

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The City of Waterville could consider the feasibility of conducting point of sale inspections of all owner-occupied residential dwellings. Point of sale inspections would be utilized to ensure dwelling structures are safe and not in a condition that constitutes a blight or deteriorating influence on the neighborhood. This inspection could be performed by a third party on behalf of the City.

In doing so, sellers of residential real estate could be required to obtain a point of sale inspection and to present that report to any prospective purchaser prior to the execution of a contract of sale. The inspection would be a comprehensive interior/exterior evaluation. Point of sale inspections are used nationally and statewide as a proactive mechanism to minimize the conditions that lead to housing deterioration.

### **Encourage the Development of Neighborhood Associations**

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The overriding goal of neighborhood associations is to represent and advance the interest of residents in the neighborhood by keeping them informed of issues vital to the neighborhood. There are countless neighborhood associations across the United States. As an effective grassroots tool, these associations have been effective in accomplishing several things like promoting neighborhood tranquility and safety, preserving historic resources, reducing traffic congestion, promoting affordable housing, reducing crime and many others.

Neighborhood associations can approach local landlords to establish a working dialogue to address issues without city intervention. They can work on creative solutions for the issues that affect all members of neighborhoods by creating plans that address neighborhood stability, housing, infill development opportunities, safety, infrastructure issues and character including historic resources.

Neighborhood associations can assist neighbors and neighborhood associations in reviewing the housing conditions and occupancy makeup in their neighborhoods. If needed, they could work with housing inspectors on issues and locations that present problems to the adjoining neighbors. These associations can also assist renters in the neighborhood to welcome them and provide helpful information to new residents about services from the City.

A block watch program could be established by the City in partnership with various organizations, in which organizations would sponsor street blocks to monitor housing quality, crime and other environmental conditions.

### **Develop a Housing Trust Fund**

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Housing Trust Funds (HTFs) are distinct funds that dedicate sources of revenue to support various housing initiatives. HTFs are usually created by legislation or ordinance. At present, there are more than 170 housing trust funds in the United States.

Because HTFs are created locally using public revenues, they should be structured to address priority issues in the community. For example, funds initially can be targeted to fix up vacant homes for homeownership opportunities and later shifted to address other needs. This flexibility in design is one of the most attractive features of a housing trust fund. In communities planning redevelopment and in those communities where private investment is driving gentrification, housing trust funds can provide financing to acquire properties key to preserving neighborhoods.

Most revenue dedicated to housing trust funds is new income to a jurisdiction, based on increased taxes and fees and does not take dollars away from other programs. As with any tax or fee, the amount of revenue coming into a fund fluctuates from year to year. The funds generated by trust funds cannot be diverted to other uses. And all interest and earnings must remain in the trust fund, as well as any unused dollars at the year's end. Housing trust funds can also receive appropriations and/or special allocations of funds to augment existing dollars. This might include surplus budget funds and funds available from the sale of public property, among others.

Other public dollars sources can include:

- Real estate taxes or fees (e.g., real estate transfer tax, document recording fee, excise tax);
- Developer fees (e.g., fees on new commercial development that contribute to housing funds, inclusionary zoning in-lieu fees, impact fees);
- Other taxes (e.g., property taxes, sales taxes, hotel/motel taxes);
- Other fees (e.g., application fees for municipal programs, permit fees, demolition and conversion fees);
- Tax increment funds from redevelopment districts;
- Repayments on various loan programs and other kinds of program income; and
- Interest from government-held and market-based accounts (e.g., rainy day funds, escheat funds, real estate escrow accounts or tenant security deposits).

### **Partnering to Support Property Improvements**

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The City should identify sources of financial and other assistance that can be used by property owners facing code enforcement actions for major renovations. Such sources could include state and federal loans and grants, CDBG-funded lend-a-tool program and low-cost financing arranged by the City through local financial institutions. Source allocation could be limited to severe cases involving financial/economic hardship. Providing this assistance will improve the City's ability to successfully enforce zoning, health and building violations.

### **Pursue the Feasibility to Utilize the Lucas County Land Bank**

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The Lucas County Land Bank was established in 2010 and is Ohio's second county land bank. As a land reutilization tool, the land bank program gives the City direct control over the maintenance of abandoned properties.

It can acquire, manage and dispose of vacant lots across the County. By strategically acquiring properties, the Land Bank works to reduce blight, increase property values, promote economic development and improve the quality of life for all Lucas County residents.

A major key to a land bank is that the program provides a faster timeline to take troubled properties and turn them around. What normally takes up to two years, the land bank can acquire tax-foreclosure properties in a shorter period of time. Through its authority, the program can erase debt on property titles.

The Land Bank has also partnered with local communities to review potential redevelopment plans of commercial properties.

### **Utilize the Community Reinvestment Area Abatement Program to Spur Neighborhood Reinvestment**

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The City should utilize the community reinvestment abatement program to spur residential investments in areas where reinvestment is encouraged. To help promote the revitalization of certain neighborhoods, it is recommended that this abatement tool be used, although judiciously, to promote several of the redevelopment ideas generated in this Plan and possibly to spur the selective development of multi-family land uses and/or the revitalization of older multi-family land uses.





## CHAPTER 7: LAND USE AND DESIGN

### A. Overview

The Land Use and Design Chapter focuses on the appropriate form and character of development in different areas of the City, in contrast to former plans that may have focused on parcel-by-parcel use designations. The major benefits to this approach over the parcel specific approach include greater flexibility in the location of uses and more specific guidance on the expected quality of development. Concept areas were developed for planning purposes for Waterville's entire water and sewer planning area (approximately 6,075 acres) developed in conjunction with Waterville Township and County officials.

This approach places greater importance on the form, connectivity and standards of development than on the separation of one use from another. In fact this approach fosters mixing uses which are compatible with one another in a form that is pedestrian friendly and facilitates a more sustainable, healthy and livable community.

This Chapter is intended to serve as a blueprint for new development and redevelopment that will help to preserve the City's physical character and enhance functionality. It is intended to serve as a guide to decision-making regarding zoning issues, review of development proposals and infrastructure planning, as well as, a guide for creating and revising implementation tools, such as the zoning ordinance and economic development tools.

### B. Planning Issues

The City of Waterville is a mature community that exhibits an array of development forms from various eras throughout its history. Its development form ranges from the historic central core of downtown exhibiting traditional main street character to the newer residential subdivisions with curving streets. The community sits along the Maumee River where the environmental diversity is profound.

For the Waterville community, the need to moderate the quality of development including the redevelopment of existing commercial areas is as important as setting a vision for growth areas. The key to a successful land use, zoning and development policies is to balance the intensity of development with the qualitative elements of development.

Waterville's planning strategies to promote growth and redevelopment should also:

1. Promote land uses that help build a diversified and sustainable tax base.
2. Place an increased emphasis on the design, quality and character of new growth and development to ensure it does not distract from the existing character of the community.
3. Promote mixtures of residential, commercial and civic lands uses when and where they can be designed and linked in such a way as to create economic and living opportunities that are positive influences on the community and surrounding neighborhood.
4. Promote infill and redevelopment according to standards and guidelines that protect the integrity of surrounding areas.



5. Ensure appropriate buffering and transitions are provided between uses.
6. Promote land use policies that maximize the use of infrastructure.

**C. Conditions and Trends**

The trending of development over the last several years illustrates that development and land investments have been slowing. This trend is not new to Waterville as new development has been limited on a national basis due to current issues in the financial sector, the housing market and the general economy. According to some analysts, some regions are 50–60% over-commercialized. This has helped to suppress rents and lower the profit margins of developers and property owners. The lack of lending has also stalled development, with the exception of the new Kroger’s facility at Waterville Landings.

These issues are evident in the trending of Waterville’s assessed valuation of all development and vacancies along commercial corridors. However, due to Waterville’s location along the newly realigned US 24 and stable residential base, the development community continues to make sustained investments.

**Existing Land Use**

An assessment of how the land is currently being used is important in the community planning effort. Property information and aerial photography available from the Lucas County Auditor’s Office along with input from staff helped establish an updated existing land use map (See Map: *Existing Land Use*). This map classified property in Waterville within the following land use categories:

Type	Percent (%)	Acres
Agriculture	41%	1,251
Residential	28.50%	867
Commercial	3.50%	105
Industrial	12.50%	380
Public	14%	426±
Utility	0.50%	17

**Agriculture**

Agricultural and vacant land uses occupy 41% of Waterville’s land mass. With 1251 acres, agriculture and vacant land uses remain the City’s largest land use category. In 2011, assessed valuation of agricultural and unimproved lands was only \$439,680, up from \$419,730 in 2008 or a 5% increase.

**Residential**

Residential uses occupy the second largest amount of land with approximately 867 acres or 28.5% of the City’s land mass. Assessed valuation of residential properties was down 10% at \$113,501,650 in 2011 from \$126,516,800 in 2008.

Within the residential category, the single-family residential uses comprise the vast majority, while less than 0.7% is allocated for multi-family residential uses. Approximately 21 of the 23 acres is the Browning Masonic home. The remaining apartments are located on the Anthony Wayne Trail.

*Waterville Real Property Assessed Valuation, 2008-2011*

	2008	2011	Percent (%) Difference	Percent (%) of Total
Agriculture	\$419,730.00	\$439,680.00	5%	0.30%
Residential	\$126,516,800.00	\$113,501,650.00	-10%	88%
Commercial	\$9,162,350.00	\$11,850,610.00	-29%	9.20%
Industrial	\$2,783,380.00	\$3,088,130.00	11%	2.40%
Utility	\$15,530.00	\$17,490.00	13%	0.01%
Total	\$138,882,260.00	\$128,880,070.00		

**Commercial and Offices**

In 2011, assessed valuation on commercial land uses was determined by the Lucas County Auditor at \$11,850,610, up from \$9,162,350 in 2008 (7%). The majority of commercial land uses are located in the downtown, Michigan Avenue (Waterville-Swanton Road) and Anthony Wayne Trail.

Approximately 3.5% of Waterville’s land mass or 105 acres, is used as either commercial retail or commercial office uses. The majority of these land uses are in the downtown, Waterville-Swanton Road and/or Michigan Road and the Anthony Wayne Trail.

**Industrial**

Industrial land uses occupy an estimated 380 acres or 12.5% of Waterville’s overall acreage. In 2011, assessed valuation on industrial land uses was \$3,088,130 up from \$2,783,380 in 2008, an increase of roughly 2%.

Most of Waterville’s parcels in manufacturing and industrial land uses are located along Dutch Road, Waterville-Monclova Road and Disher Drive in the Farnsworth Industrial Park. By land mass, the Hanson Aggregates Quarry is Waterville’s largest manufacturing-zoned company. If located in the City, Johns Manville would be the largest manufacturing employer.

Waterville’s industrial land uses were historically supported by Waterville’s location to US 24. Farnsworth Industrial Park is located off of US 24, but will not be once the realignment of US 24 occurs.

## **Public and Institutional**

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Approximately 426 acres or 14% of the City's land is devoted to this type of use. This would include land owned by the City of Waterville, Metroparks and other government, non-profit and religious institutions. Granger Island, once privately owned, is now owned by the Metroparks and will remain a passive park. One important caveat with Institutional parcels is that they are tax-exempt and therefore, do not pay any property or real estate taxes to the City or other local governmental service providers.

Approximately 80 acres has been allocated for future parks. The Plan designates 63 acres of City-owned land south of Dutch Road and 17 acres of land west of Mill Creek Lane as parkland.

### **D. Cost of Community Services Study/Fiscal Analysis Summary**

In 2011, the City of Waterville had a fiscal analysis/cost of community services study completed by Randall Gross Associates. The study was commissioned by City officials to help to frame optimal land use and zoning policies, as well as future development and infrastructure improvements.

The costs and benefits of residential, retail, office and industrial uses were measured and compared to illustrate how different types of development impact (on average) on the City's and schools' budgets. The analysis used 2009 Waterville revenue and expenditure data and attributes these revenues and expenditures to each of the land uses on a per-acre or per-unit basis.

## **Residential**

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In 2009, all types of housing had a negative fiscal impact on Waterville in that the revenues they generated were lower than the costs for providing services to them. The causes of this problem could relate to tax policy, since the municipality has relatively low tax rates. Much of the negative impact of rental housing is due to high service costs (particularly EMS and Fire) associated with senior housing. On the other hand, because of its low pupil yields, multi-family housing (especially senior housing) generates positive revenue benefits to area schools. By contrast, single-family housing units have high pupil yields and generate a negative return to the school system.

It is possible that new, higher-value housing or higher-rent apartments could generate enough property, income and other tax revenue to more than pay for themselves.

The negative impact of single-family residential uses, while relatively low at about \$345 per acre, is somewhat unusual in Ohio. Comparable higher-income suburban communities typically generate a slightly positive impact from single-family residential to help balance out negative impacts among other uses. For example, single-family housing at R3 zoning in nearby Perrysburg generated a net positive impact of \$525 per acre.

The primary reason as to why single family land uses have a negative impact on Waterville is due to the City's base millage rate for safety services compared to other communities. A lower millage rate usually generates lower revenue streams to balance the cost of municipal services. The report concluded that increasing the tax rate for these services would help offset the impact of residential land uses of all types.

The study also found that there was a negative cost per acre for apartments, largely due to the fact that a majority of the City's apartments are senior housing at the Browning facility and that senior housing typically generates lower revenue streams in Ohio on average. Most of the residents in assisted and independent living facilities are retired, there is little income tax benefit generated by the residents.

Similarly, Waterville's role as a bedroom community also impacts on revenue stream. The City's economic role means that a larger number of Waterville residents receive a partial credit (1.5%) for income taxes because they are employed in other jurisdictions.

### **Industrial and Professional Office**

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The fiscal impact analysis concluded that office and industrial uses have net positive fiscal impacts on both the schools and the City budget. Office and industrial uses generate significant income taxes and other revenues that more than pay for their relatively limited demands on local government. Furthermore, these uses help subsidize the cost of operating schools.

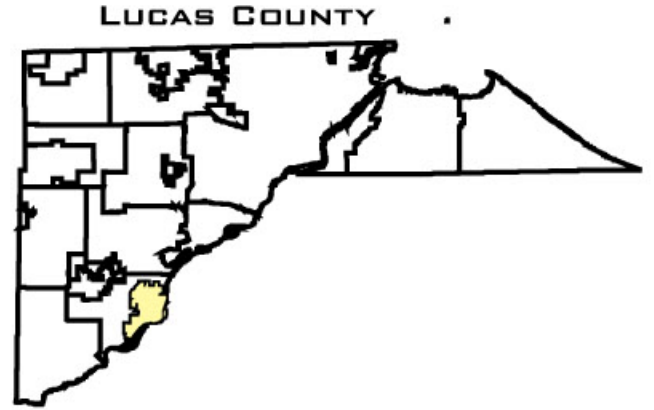
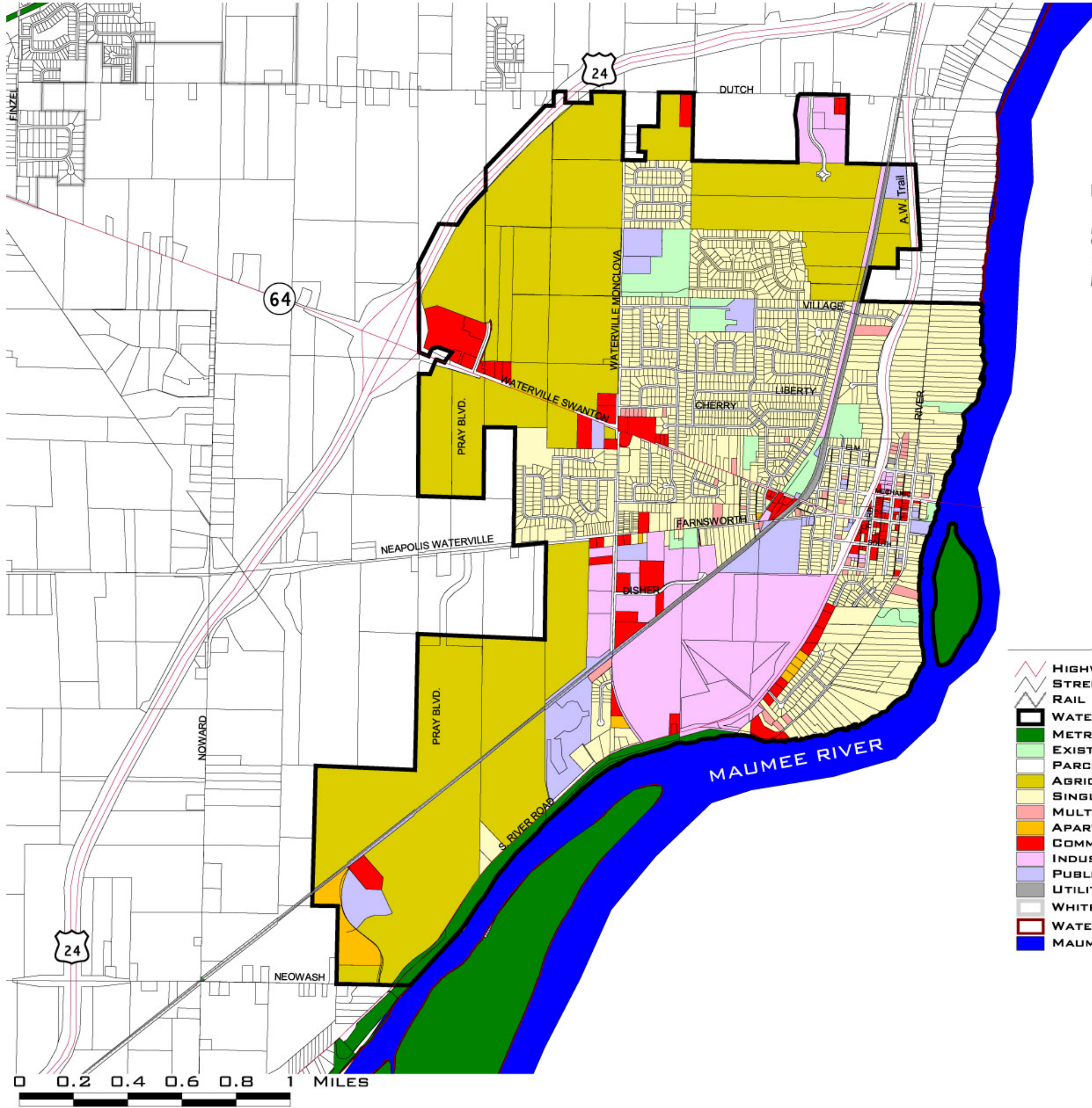
### **Retail and Commercial**

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Retail uses bring in significant revenue to the schools but generate a major drag on the local government budget. A significant portion of the impact relates to traffic that retail uses put onto local roads, causing higher costs not only for street maintenance but also for police and EMS services that must attend to accidents, drunk driving and other safety issues.

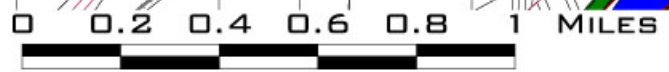
Where there are opportunities for reducing the number of automobile trips, such as in mixed-use and more "walkable" developments and then such costs can be reduced by allowing more people to walk between shops and from housing and offices to retail. This could occur through attention to more mixed-use and downtown shopping.





**LEGEND**

- HIGHWAYS
- STREETS
- RAIL
- WATERVILLE CORP LIMITS
- METROPARKS
- EXISTING CITY PARKS/RECREATIONAL SITES
- PARCELS
- AGRICULTURE AND/OR VACANT LAND
- SINGLE FAMILY RESIDENTIAL
- MULTI-FAMILY RESIDENTIAL
- APARTMENTS
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND INSTITUTIONAL
- UTILITY
- WHITEHOUSE
- WATERVILLE TWP
- MAUMEE RIVER



**WATERVILLE COMPREHENSIVE PLAN**

**EXISTING LAND USE**

## E. Strategies and Recommendations

### **Plan Waterville as Concept Areas**

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This plan builds on analysis of the City's existing development patterns to establish 13 unique concept areas, plus one over-arching Corridor and Gateway Concept Area.

This Plan promotes the use of broad "Concept Areas" to promote future land uses in the Waterville and within its planning area. This is done so that the community, along with Waterville Township, can address land use in a proactive, yet flexible manner. To give the Plan longevity, Concept Areas were developed for areas outside the City within its water and sewer service area with Waterville Township.

Concept areas were developed using existing planning documents such as the 2000 Waterville Comprehensive Plan, Waterville Zoning Ordinance, 2009 Waterville Township Comprehensive Plan, Waterville Township Zoning Resolution, Waterville Downtown Revitalization Plan, public comment and best practices.

Each concept area is described by its current conditions that describe the preferred or required features of development, the focus priorities within each area and the appropriate land uses. This approach places greater emphasis on the quality of development and its form than on recommending uses for individual parcels. This approach is more conducive to supporting mixed uses and supports pedestrian friendly urban forms.

City officials will use zoning, regulatory and other planning tools in determining the exact land uses within each of these concept areas.

### **Concept Area 1: North River Road Concept Area**

#### **Main Characteristics**

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This Concept Area is typified by large lot residential and agricultural parcels. Some of these parcels are located in the flood plain. This area is located in Waterville Township and zoned residential and agricultural, with the exception of the eastern corner of Dutch Road and the Anthony Wayne Trail that is zoned commercial (McDonald's and Peinert Funeral Home). This area is approximately 284 acres in size.

#### **Planning Issues**

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The area lacks formal pedestrian connectivity, although the road is currently delineated with signage as a bike route. Most neighborhoods and roads do not have sidewalks and no linkages to the community, other than the roadways, exist. Flooding occurs in this area, especially east of North River Road. North River Road is designated as part of the bike path system and is frequently used by pedestrians and bikers traveling to and from the various parks located along the Maumee River.



## Suggested Future Recommendations

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- Additional pedestrian connectivity should occur in this area to promote both North–South movement up North River Road and East–West movement along Dutch Road.
- This area would greatly benefit from the continual mitigation of flooding issues. Impervious surfaces should be limited to the greatest extent possible through progressive storm water practices and the use of pervious surfacing methods.
- Residential development within or adjacent to sensitive environmental and natural resources (trees, wetlands, etc.) should follow conservation design practices and impervious surfaces should be minimized.
- Small scale agricultural operations and family farming ventures that produce commodities for the local market could be incorporated into this Concept Area.



## Concept Area 2: Dutch Road Concept Area

### Main Characteristics

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This area is located in the northern portion of the water and sewer planning area, between the newly realigned US 24 and Waterville’s northern corporation limits. It is solely located in Waterville Township and consists of parcels zoned primarily agricultural and manufacturing (Johns Manville and the property across the street on the south side of Dutch). This area is approximately 141 acres in size.

While the area is comprised of agricultural land and a few large lot residential homes, the Johns Manville manufacturing facility on the corner of Dutch Road and the Anthony Wayne Trail (former US 24) is dominant. Manufacturing land uses are recommended in the Waterville Township Land Use Plan. This area has an active Norfolk and Southern rail line that primarily services the Johns Manville site.

### Planning Issues

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Two roundabouts are currently being planned by the Lucas County Engineer’s office and will be constructed at the two segments of Dutch Road and Waterville–Monclova Road. They are anticipated to be completed by 2014. The roundabouts are expected to expedite the flow of traffic, especially in the morning when the traffic is heavy. City officials should work with the county engineer to ensure that pedestrian connectivity, signage and landscaping elements are integrated into the roundabout design.

A corridor overlay district was established in 2005 for many corridors in Waterville. Dutch Road is one of those corridors where additional regulations are in place for exterior architectural characteristics of structures and property and where other elements, like site access, landscaping, demolishing and property alteration is planned. This includes all property adjacent to Dutch Road and within 250 feet from the road centerline.

To make the planned review process more informative, Section 1140.05 of Waterville's zoning ordinance was added to require more informative submittal packets from applicants located within the corridor district. A traffic impact study of the project could also be requested.

### **Suggested Future Recommendations**

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- To minimize the issues that arise when manufacturing uses abut other land uses, it is recommended that expanded and/or future manufacturing land uses are properly planned, buffered and screened.
- As the northern entrance to the Waterville community (City and Township), this area would make a great location for a combined gateway and additional beautification efforts, especially along the west side of the Anthony Wayne Trail. Additional land mounding and landscaping could be used to heighten the visual character on or nearby the Johns Manville site and at the southwest corner of Dutch Road.
- Promoting manufacturing land uses in accordance with Section 6 of Waterville Township's Zoning Resolution (Industrial Planned Unit Development) to guide this type of development would be advantageous. This would include:
  1. A minimum open space width of seventy-five (75) feet void of buildings, structures, parking areas or other above-ground improvements except fencing shall be provided and maintained on all perimeter property lines of manufacturing land use unless a greater setback is required under the guiding zoning resolution/ordinance.
  2. Natural features should be used to screen lighting and parking. Parking and lighting shall be screened.
  3. Ten percent or more of the gross site acreage should be allocated to usable, accessible and consolidated common open space
- Because the City operates on revenues comprised primarily of income taxes, annexing property in this area that receives sewer services could be beneficial to the community in the future. However, any discussion of annexation should be done after consulting Waterville Township officials.

## Concept Area 3: Opportunity Concept Area

### Main Characteristics

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This Concept Area is partially located in the City of Waterville and Waterville Township. The portion located in the Township is zoned agricultural but designated as manufacturing in their 2009 Land Use Plan. This area is approximately 241 acres in size (63 acres is set aside for future recreation and community use).

The other portion of the Concept Area is located in Waterville and is zoned either planned business park or agricultural. The 120 acres of land owned by the City is currently zoned agricultural. The Fallen Timbers Business Park is zoned planned business park (PBP). Although no development has occurred within the business park, commercial enterprises like Zinful Restaurant have been developed east of Duvall Woodworking along Dutch Road on the northeast side of the business park.



### Planning Issues

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A majority of this Concept Area is dominated by land owned by the City. In May 2000, Waterville purchased 120 acres and a general concept plan was developed for the 2000 Comprehensive Plan.

The primary theme of the concept plan was the preservation of the desired rural character of the community and proposed mixed-use development that incorporated open space, wetlands, residential (with various single-family housing/lot sizes and condos), offices, community services (for children, young adults and seniors), recreation and historic preservation uses, designed in a neo-traditional or new urbanism manner. The concept was based on survey results and steering committee discussions and concerns at the time. A goal of this Plan update was to review these ideas for continued relevance.

Several site conditions and limitations exist at this site. They include:

- A high-tension electric transmission line (southwest/northeast through the western portion of the site).
- A drainage ditch (north/south and bisects the site in equal halves).
- Railroad tracks that traverse the site near the eastern border near the Anthony Wayne Trail. Although used on a limited basis, it is highly unlikely that Norfolk Southern will allow for a crossing.
- Uses to the west and southwest of the site are now single-family residential.

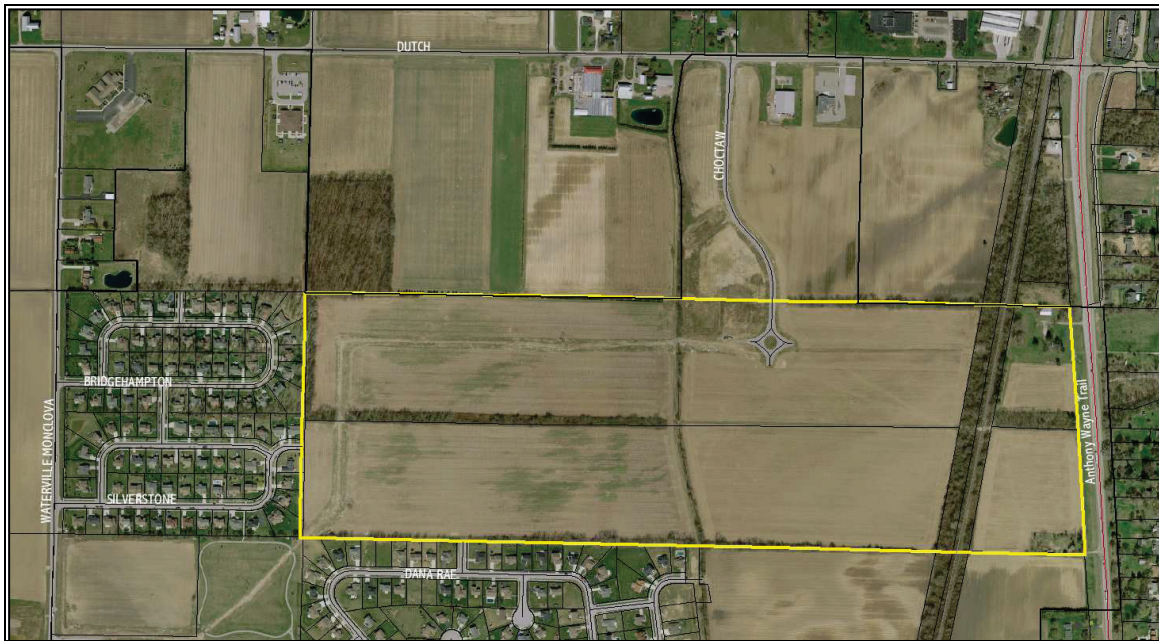
Since the purchasing of the property several issues have evolved that may affect the marketability of the site for certain land uses. These market and site conditions include: A realigned US 24 that has access at SR 64 and no access at Dutch Road; Waterville Landings (400+ acre planned development at US 24 and SR 64) and the Fallen Timbers Mall; constrained bank lending, residential/commercial foreclosures and above average commercial and office vacancy rates; and residential neighborhoods to the west and south.

### **Suggested Future Recommendations**

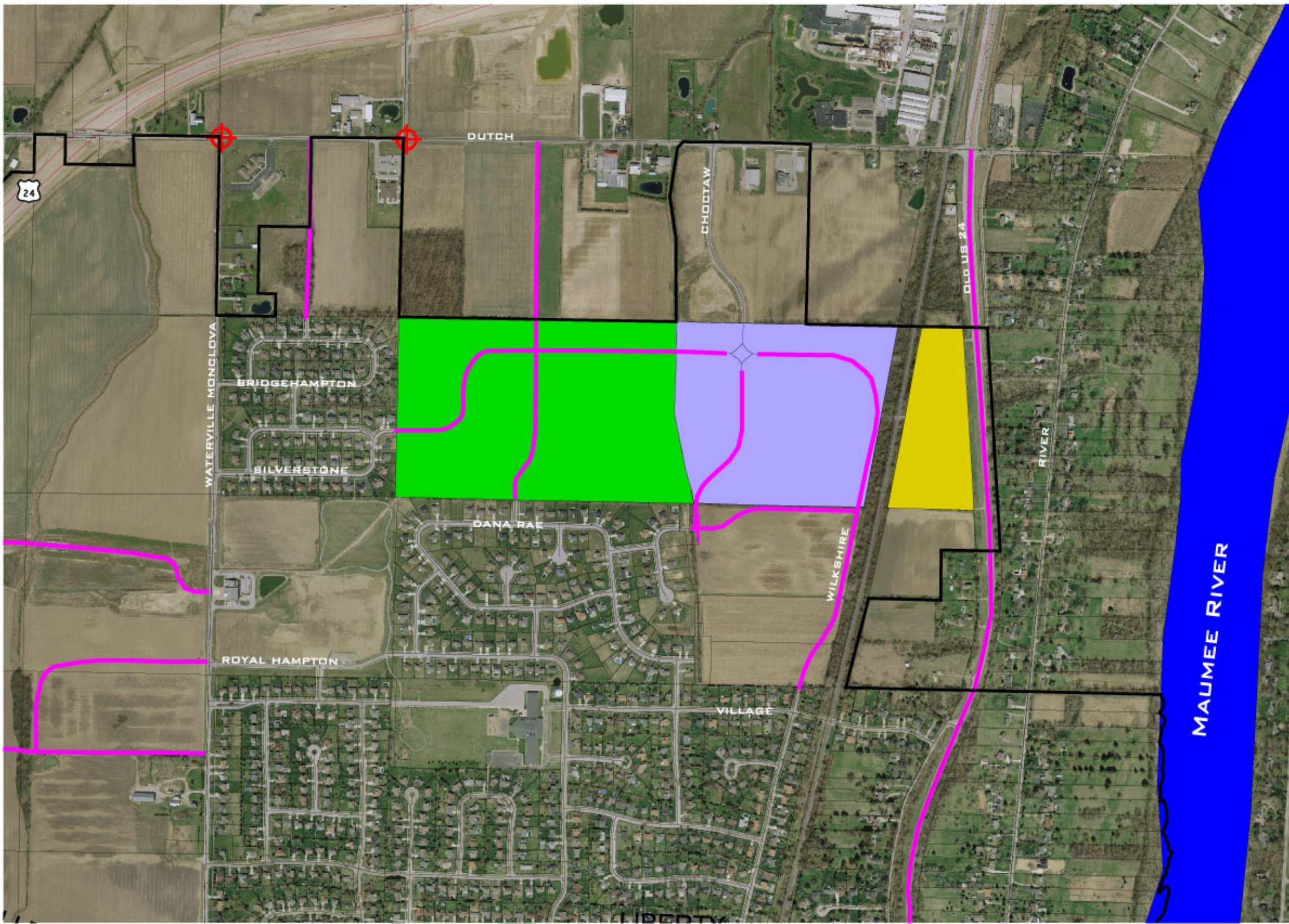
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- A primary component of this Concept Area is the 120 acres owned by the City of Waterville. A vision for this site, named the “Opportunity Development Area” was developed by residents that participated in the planning process (See *Map: Opportunity Development Area*). Agricultural lands that abut this site should continue to remain in agriculture.
- It was decided through a variety of public meetings and forums that the most appropriate use of the site would be best allocated for future public and recreation use (63 acres) and planned business park (43 acres). The remaining 14 acres east of the N/S rail line and along the Anthony Wayne Trail was designated for multi-family residential uses to help meet the need of young professionals looking to move to the community. Retaining young adults in the community was an important goal noted by survey participants.
- The largest portion of the City’s land was designated as future recreation and community use to meet the current and future demand for youth/adult recreational programming and other important community needs. At the present time, the City does not have a community center, senior center or youth activity center. The YMCA currently is renting space in the former city fire station. It is recommended that a site plan is developed to ensure the community receives the most benefit from this site. This plan should pursue the feasibility of linking this site to the recently developed borrow pit located immediately north of Dutch Road also located in this Concept Area. Although this land is located in Waterville Township and privately owned, planning participants felt that it could play a role as a future recreation area with swimming and fishing permitted.
- The business park component element of this site should be viewed as a continuation of the Fallen Timbers Business Park and zoned planned business park with the same or similar architectural design guidelines and review. Additional marketing and exposure of the Fallen Timbers Business Park should help to promote the marketability of the specific site. An idea for future thoroughfare for this site has Choctaw Road being extended south to link up with Shoemaker Drive and Wilkshire Drive being extended north and tie into Choctaw Road. The extension of Wilkshire Drive was envisioned in the previous comprehensive plan.
- Multi-family residential land uses are proposed for City-owned land located along the Anthony Wayne trail, east of the N/S rail line. It is unlikely that a rail crossing will be permitted by railroad officials, thereby removing any linkage from this site to the remaining acreage to the west. To help promote the marketability of the site, City officials could rezone the property to R-4. The sale of the property could help to commence the development of the other recreation/community and planned business park components.

- With prime access on the Anthony Wayne Trail and located near the downtown, it is anticipated that future higher density residential uses could accomplish several goals identified during this planning process, such as:
  - Meet the demand of young adults and professionals looking to live and stay in Waterville.
  - Stimulate the downtown economy by providing a critical mass of residents near the downtown.
  - Provide another housing outlet to residents that wish to downsize from their current housing needs into something smaller and more maintenance free.







**LEGEND**

-  WATERVILLE CORP LIMITS
-  PLANNED ROUNDABOUTS
-  HIGHWAYS
-  PLANNED TRANSPORTATION IMPROVEMENTS
-  STREETS
-  RAIL
- WATERVILLE OPPORTUNITY DEVELOPMENT AREA**
-  RECREATIONAL
-  BUSINESS PARK
-  MULTI FAMILY
-  MAUMEE RIVER
-  PARCELS



**WATERVILLE COMPREHENSIVE PLAN**

**OPPORTUNITY DEVELOPMENT AREA**



## Concept Area 4: Residential Reserve Concept Area

### Main Characteristics

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This area is comprised of vacant agricultural lands. US 24 serves as its northern and west boundary and Waterville–Monclova Road is directly to the east. The developing Waterville Landings project and the US 24 Growth Area abut it to the south.

### Planning Issues

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This Concept Area is located adjacent to and north of, the US 24 Growth Concept Area and Waterville Landings, a 400–acre planned development area. A portion of this area abuts the newly–realigned US 24.

This area is exclusively located in the City and zoned R–2, R–3 and R–4. The eastern frontage of this Concept Area along Waterville–Monclova Road is currently zoned R–1 to act as a buffer between higher density residential development and the existing neighborhoods.

Additional traffic would be generated from development in this area but should be alleviated from the planned roundabouts at Waterville–Monclova and Dutch Roads and the planned intersection improvements at Waterville–Monclova and SR 64.

### Suggested Future Recommendations

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- This Plan encourages new development to be of a development type that is complementary to its small town character. This could be attained by promoting residential mixed uses in a way that could be blended properly into the growth that is anticipated in the US 24 Concept Area to the south.
- These residential features could include: houses on smaller lots oriented toward the street; townhouses designed with appropriate massing and scale to meld with the surrounding single family residences; varied architectural styles; relatively narrow streets and minimum 5 feet wide sidewalks; landscaped parkways between curbs and sidewalks; non–meandering sidewalks; large trees; the use of alleys and garages located at the rear of the lot; an emphasis on pedestrian, bicycle and public transit options; and the integration of several existing community activities already in close proximity, including Waterville Landings commercial center, Waterville Elementary School and adjacent neighborhoods and recreational lands to the east.





- The advantages of this design approach include: an increased sense of neighborhood and community; reduced emphasis on the automobile and greater use of bicycles and walking for neighborhood circulation; and a more attractive, aesthetically pleasing streetscape.
- Residential mixed-use developments could be accommodated in this area by combining residential and office uses on a site by encouraging home occupations or professional office spaces. This area differs from a commercial mixed-use area, in that it encourages residential uses side-by-side with professional office, instead of second-floor residential units over commercial and office spaces.
- Future development in this Concept Area situated along US 24 should be buffered using land mounding and/or heightened landscaping elements.
- Access management techniques should be used along Waterville-Monclova Road to minimize curb-cuts. If R-1 zoning is used as a buffer, it might be feasible to pursue the use of a rear common access drive.

## Concept Area 5: US 24 Concept Area

### Main Characteristics

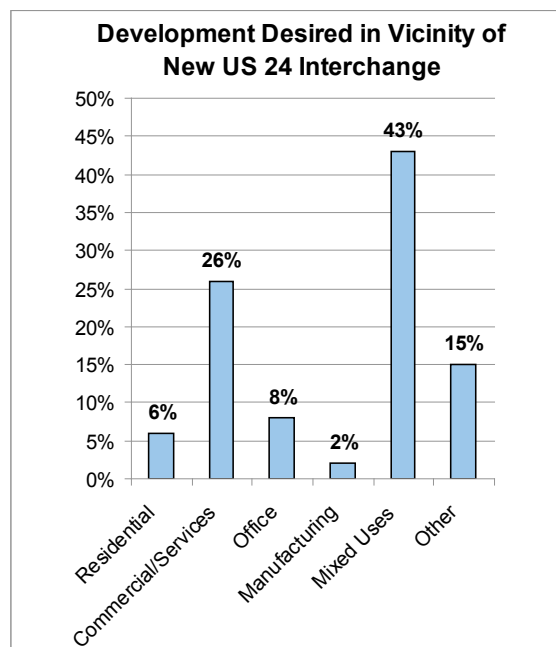
This Concept Area is located in the vicinity of the newly realigned US 24 bypass and is expected to be a very attractive economic hub in the region. Waterville Landings, a 400-acre planned development and the site of Krogers, is located just east of the bypass on Waterville Swanton Road. Parcels west of the bypass to the water and sewer planning boundary are located in Waterville Township.

### Planning Issues

The Village of Whitehouse is only a few miles west of Waterville on SR 64.

It is possible that within the next 10–20 years Waterville and Whitehouse may be separated only by the US 24 bypass if substantial residential and commercial development continues along SR 64.

To mitigate the issues of sprawl and unplanned development, both the City of Waterville and Waterville Township have adopted overlay districts to oversee development that may occur. The main goal of both of these corridor districts is to maintain a high character of community development, promote orderly development and maintain traffic safety and roadway capacity.



Waterville's SR 64 Corridor Commercial Overlay District, adopted in 2005, pertains to all real property located along the corridor to a depth of 600 feet from the centerline of the road. Waterville Township Route 64 Waterville Swanton Overlay District applies to all parcels with frontage along the SR 64 right-of-way to a depth of 1,200 feet from the centerline (this requirement was increased from 600 feet in 2012) and is located between the corporation limits between both Waterville and Whitehouse.

### **Suggested Future Recommendations**

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- This area remains one of Waterville's most important future growth areas. Every effort should be taken to minimize the inefficient and incompatible arrangement of land uses. Waterville and Waterville Township should take a proactive role in working together to promote economic growth that is visually appealing and well-suited to the area.
- Mixed and integrated commercial, office and residential land uses that share common access drives along SR 64 are recommended. These clustered uses provide a greater return on investment for the community and the developer and will be more economical for the City to provide government services to, according to the City's recent fiscal analysis.
- Creating a visually attractive environment in this area should be a priority. The character, visual prospective and quality of future development should be created through the following initiatives:
  1. Attractive architecture consisting of finished materials and appropriate shape and design.
  2. In multi-building complexes, a distinct visual link should be established among the various buildings by using architectural or site design elements such as landscaping, pedestrian areas and walkways to unify the overall site.
  3. Well landscaped and connected parking areas and pedestrian linkages.
  4. Excessive parking requirements should be discouraged to provide for the maximum use of the site and conserve land resources. Excess spaces should be held in landscape reserves, to be constructed when needed.
  5. Site lighting and signage should be uniform, compatible with building architecture and ensures public safety. Site signage should be minimal.
  6. Environmental best management practices should reduce storm water and minimize the development footprint. Open detention basins could be incorporated into the site design as an attractive amenity or focal point. Wet bottom basins are encouraged if handled creatively with spray fountains or water falls. The current design of Pray Boulevard in Waterville Landings is currently designed in this manner.
- City officials should look to develop a separate SR 64 Overlay District in the zoning code aside from the commercial corridor districts in Section 1140. The City could look to align its standards with the development and architectural standards developed by Waterville Township, where feasible and should look to include retail establishments over 50,000 square feet. The Township's overlay district currently excludes retail establishments over 50,000 square feet. The Township also discourages typical "big box" structures, but

encourages larger buildings that are designed to advance a more human-scale and rural feel.

- Nonresidential land uses that abut residential areas should have greater buffering and setback requirements, with common access drives to promote traffic safety.
- Applications for rezoning along SR 64 are anticipated in the future. The concept of encouraging rezoning outward from the existing urban areas, rather than in isolated pockets throughout the corridor is most favored.
- The controlled expansion of commercial areas outward from the existing urban areas is preferred by Waterville Township officials and will allow more opportunities to develop shared driveways and access points and help preserve the character of the corridor and help reduce infrastructure and service costs.
- The extension of Noward Road northward to Dutch Road is viewed as desirable by Waterville Township officials. This road extension would allow for better traffic circulation, which is not only a matter of convenience, but also could help improve response times for emergency vehicles and improve the overall efficiency of the transportation system. Additionally, an extended Noward Road could help to create a more significant intersection at SR 64 that could compliment a rear access road concept to help minimize curb cuts directly on to SR 64. The spacing of access road intersections is important however so that adequate stacking distance can be provided. Ideally, 1,320 feet is a desirable intersection spacing distance according to the Ohio Department of Transportation.
- Along with considering these potential access roads, the matter of reexamining required setbacks along SR 64 was addressed. It is possible that SR 64 could be widened to 5 lanes at full build out in the future and should have a 140-foot right-of-way. For planning purposes, it is prudent to plan for this scenario so that future widening is not precluded or limited by development.

## **Concept Area 6: Farnsworth Corridor Concept Area**

### **Main Characteristics**

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This Concept Area is located on Farnsworth Road (Neapolis-Waterville Road in the township) and is a likely holding area to accommodate light manufacturing and other professional offices as they migrate east from the Farnsworth Industrial Park located on or adjacent to Waterville-Monclova Road.

### **Planning Issues**

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This area abuts single and multi-family neighborhoods to the north on Farnsworth Road and Stitt Park and residential homes scattered along the south-side frontage of Farnsworth Road. Any future development should be planned and buffered properly to be harmonious with the existing built environment. This is especially true for the areas that abut the Browning Masonic Concept Area.

## Suggested Future Recommendations

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- New office and industrial growth will add to the overall health of the community by creating new jobs and strengthening the local tax base. The City should support the development of this area for professional office and light industrial uses in a planned manner.
- These land uses should be encouraged but should not create adverse impacts on existing or proposed residential or agricultural uses nearby.
- A portion of this Concept Area lies in Waterville Township. The Waterville Township Land Use Plan supports the extension of the City's existing industrial park westward along Farnsworth Road but with appropriate buffering and screening. Such buffering should include natural or man-made materials to obstruct views of large industrial buildings and to block noise and exterior lighting.
- Accommodating industrial development in this Concept Area in a campus-style setting with a mixture of other land uses like office and complimenting commercial uses is preferred. Sidewalks, attractive landscaping and other pedestrian-friendly mobility elements should be required to link this area with other parts of the community. Truck movement should be planned in a manner to not adversely impact existing residential neighborhoods.
- The growth and development of a portion of this area will be dependent upon the extension of Pray Boulevard and the possible future development of land owned by the Browning Masonic Community to the south in Concept Area 7.
- A current agreement exists between the Browning Masonic organization and the property owners, where the access easement exists to ensure future development on this property is planned and is architecturally-fitting to the area.



### Concept Area 7: Browning Concept Area

#### Main Characteristics

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The Browning Masonic Community offers individuals an enhanced and nurturing lifestyle in a family atmosphere at its peaceful, scenic location along the Maumee River. Browning's 450 acres in the City of Waterville promote the serenity of country living while situated close to city conveniences.

The retirement community includes villa homes, independent apartments and assisted living facilities with personal care services. The community also hosts a range of clubs, events (concerts, educational classes, brown bag lunches) and weekly outings that cater to a variety of interests that extend to the entire Waterville community and region.

As of March 2012, there are approximately 70 residents located at the Browning facility and another 120 residents and 140 units located at the Heartland facility –a skilled nursing home. The Heartland facility is not owned by Browning.

### **Planning Issues**

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The Browning Masonic Community is zoned agricultural but operates under a special use permit. Any building renovation, addition or site development requires planning commission review. According to the 2000 Comprehensive Plan, the use permit allows for the construction of 1,500 family units.

The Ohio Masonic Home Memory Care Campaign was kicked-off in 2012 to raise funds for memory care facilities used to house qualifying individuals with Alzheimer and dementia diseases. It is anticipated that this development will occur adjacent to their existing facility along Browning Drive.



In 2011, Browning officials purchased an access easement from a property owner along Farnsworth Road so that a northern access route could be planned. The access street is anticipated to be an extension of Pray Boulevard and an agreement exists between Browning officials and the landowner of the access easement to that ensure future development on land that abuts this Concept Area on Neapolis–Waterville Road is properly planned and architecturally-pleasing.

Browning officials developed a master plan in 2009 for all 450 acres under its ownership. The Plan divided this land into three primary “asset” classes: core, strategic and ancillary. Core and strategic areas include land solely located along the former US 24 (now South River Road). Ancillary areas include lands north of the TLE&W rail line north to Neapolis–Waterville Road.

### **Suggested Future Recommendations**

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- City officials should stay in close contact with the Browning Masonic Community to assure that their plans are consistent with this Plan, especially as their activities relate to traffic and utility issues. It is anticipated that the realignment of US 24 will make the entrance into the Browning facility safer and more pleasant.

- Future plans have Pray Boulevard being extending south from SR 64 to Neapolis–Waterville Road, then further south to access the Browning site. Browning officials recently purchased an access easement along Neapolis–Waterville Road and have an agreement with this property owner to ensure that future development is planned and compatible with ideas envision in their 2009 Master Plan for the site. Expectation is that Pray Boulevard will continue through the Browning Property and terminate at US 24.
- Connectivity to this Concept Area from the extension of Pray Boulevard should be complete with pedestrian connectivity and heightened landscaping and lighting elements. Combined access drives should be utilized to minimize curb–cuts and combined signage used to improve visual appeal.
- Under the current special use permit under which the Browning Facility operates, any building renovation, addition or site development requires planning commission review and City Council approval. This could impede future growth at the site if the review process is too onerous.
- Land uses in this Concept Area, especially in the portion of the Concept Area north of the TLE & W rail line, should be a mixture of planned residential of various densities and contain land uses that support the mission and vision of the Browning Masonic community like institutional, recreational, limited commercial and professional services. Community recreation and other public space is called for throughout the 450 acre property.
- According to the fiscal analysis, senior housing generates a strain on City services and the number of seniors is likely to increase with the aging of the population. To help offset this issue, senior housing developments should be paired with office and other mixed uses (perhaps medical offices) that help to balance the fiscal impacts of such housing. Browning’s Master Plan calls for these types of mixed use buildings. Another recommendation the report made to help ameliorate these cost of services to seniors was for the City to form strong partnerships with non–profits and adjacent jurisdictions to share some of the burden for increased EMS and health–care related service costs. It is possible that these services could be located in this area.
- This site contains approximately 37 wooded acres. The conservation or use of these woods for a nature preserve is strongly encouraged and desired by Browning officials.

### **Concept Area 8: South River Road Concept Area**

#### **Main Characteristics**

The South River Road Concept Area is located on the southernmost boundary of Waterville. Extending south to Bailey Road, its northern limits are the inactive TLE&W rail lines and the Maumee River to the east.

This area offers residents extremely striking views. On the south side of South River Road (formerly US 24), the Farnsworth Park and Bend View parks help to create an attractive and well–linked natural space. Approximately 2.2 miles of scenic trails connect both parks. Private development is limited to rural residential uses and scenic views are maintained.

## Planning Issues

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This Concept Area is located within a scenic area of Waterville Township located along the Maumee River. The scenic and environmental qualities of this Concept Area require that additional planning, zoning and regulatory tools be utilized to maximize the strengths of this unique area.

The Waterville Township Land Use Plan designates a portion of this area as a scenic preservation area. The presumption behind this designation is that the land should not be developed commercially and should retain its rural agriculture zoning status.

One important regulatory tool is the US 24 Scenic Corridor Overlay District in the Township's zoning resolution. This overlay zoning district is intended to impose higher development standards to protect and enhance the historical and scenic natural landscape, wooded areas and vistas.



This district includes those parcels with frontage along the right-of-way to a depth of 600 feet from the centerline of the right-of-way along both sides, extending from the City of Waterville (Neowash Road) to the southern township boundary. The building frontage requirement is 200 feet and the minimum front yard setback is 150 feet.

Site plan review and approval is required for all new multi-family or nonresidential development and for any existing multi-family or nonresidential structure that is enlarged by 50% or more or when the enlargement contains 5,000 square feet or more in floor area. Additional building and landscaping standards also apply and any development in the overlay district must preserve the existing woodlots and scenic vistas.

## Suggested Future Recommendations

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- Much of this area is preserved as a scenic corridor. To help preserve this attractive corridor, development restrictions are proposed to help ensure that private development does not destroy the scenic qualities of this corridor.
- Officials from the Metropolitan Park District of the Toledo Area indicated an interest to expand their existing park footprint as opportunities and funding arise in the future. The Metroparks staff should be consulted about proposed development that may occur nearby or adjacent to their existing facilities.
- City and Waterville Township officials should limit development in this area and jointly promote recreational opportunities or protect and preserve trees and other natural amenities through zoning and other regulatory tools.



- Special emphasis should be placed on development activities that preserve the natural resources and minimize future flooding problems. Development should be limited to non-intensive uses emphasizing recreation, scenery and access to the Maumee River. Special Studies may be required to substantiate approval of other uses, especially if the proposed development is in the floodplain. Developing riparian setbacks and applying them to future development could help to minimize impact on the ecology and the Maumee River.
- Small scale agricultural operations and family farming ventures that produce local commodities for the market could be marketable in this concept area due to the proximity to key thoroughfare routes.

## Concept Area 9: Rural Reserve Concept Area

### Main Characteristics

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This entire Concept Area is located in Waterville Township and most of the parcels are zoned agricultural with residential dwelling units regulated at one acre per unit. This area is expected to receive the least development pressure in the future given their location furthest away from Lucas County water and sewer lines and expanding urban areas.

### Planning Issues

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A considerable amount of prime agricultural soils of the planning area are located in this area. This reinforces the need to prevent premature urban development of this area. Waterville Township's Land Use Plan views premature and random residential development in this area a major threat to existing viable agricultural areas in the township. Much of this area is currently zoned "agricultural" and dwelling units are required to a lot size of one acre.

However, with the realignment of US 24, it is anticipated that within the next several years this Concept Area (and Waterville Township) may again experience increasing residential development pressure. Township officials are not interested in freezing development, but are committed to taking measured and deliberate steps to save elements of its rural heritage while development occurs by becoming the model for conservation design in Northwest Ohio. If residential development is proposed, a subdivision designed in accordance with conservation design principles is highly desired.

This Concept Area also lacks pedestrian connectivity. Residents that frequent shopping outlets on SR 64 and elsewhere almost exclusively do so using a vehicle. Long, straight roads that help to promote higher traffic speeds may also inhibit safe pedestrian and biking opportunities. In addition to a general lack of pedestrian linkages, this area also has poor access to and a lack of, recreational opportunities and civic spaces.



## **Suggested Future Recommendations**

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- Land uses should be limited to residential development as provided in the Waterville Township zoning resolution (1 acre minimum lot size) and planned residential developments utilizing creative subdivision design if adequate utilities are available.
- Special emphasis should be placed on development that promote agricultural activities, preserve the natural resources and minimize future flooding problems.
- The 2009 Waterville Township Land Use Plan recommends that residential development in this Concept Area be clustered to conserve land resources. If residential development does occur in the form of a platted residential subdivision in areas shown as “Agricultural” on the land use plan, a subdivision designed in accordance with conservation design principles is highly desired.
- Conservation development clusters buildings on part of the site in order to preserve open space, natural features and/or farmland on the remainder of the site. Environmental features such as woodlots, wetlands and hydric soils should be preserved and incorporated into future development. Development should be limited to non-intensive residential and agricultural uses. Access management should be planned to minimize the number of curb cuts.
- While the Planned Unit Development Regulations require a minimum of 20% open space, the open space may exceed this percentage. The required open space area may include areas utilized for farming when authorized in a conservation easement or in the Homeowner Association’s covenants and restrictions. All open space associated with a Planned Unit Development, including open space used for farming, must be included in the legal description and site plan for the Planned Unit Development.
- It is possible to design residential subdivisions with conservation design principles when the lack of central water and sewer results in residential densities of one unit or less per acre. Some flexibility on the part of health department may be needed to allow for clustering residential density and allowing septic systems to be placed in common open space (with maintenance agreements).

## **Concept Area 10: Quarry Concept Area**

### **Main Characteristics**

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The quarry, operated by Hanson Aggregates, is located on South River Road. As an operational quarry for over the last seven decades, it is situated on approximately 187 acres.

### **Planning Issues**

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Quarries pose a variety of potential environmental effects in which the community should plan around. As is the case with noise, and numerous sources of dust generation within quarries, including the stripping of topsoil, the excavation of sand and gravel, the crushing and screening of aggregates, ancillary activities such as concrete mixing and the transport of sand, gravel and finished products (point emissions). Wind can carry dust particles well beyond the site boundaries.

Residents living in proximity to quarries can potentially be affected by dust up to 0.5 km from the source, although continual or severe concerns about dust are most likely to be experienced within about 100 m of the dust source.

The main potential impacts of dust are visual impacts, coating/soiling of property (including housing, washing and cars), coating of vegetation, contamination of soils, water pollution, change in plant species composition, loss of sensitive plant species, increased inputs of mineral nutrients and altered pH balances.

### **Suggested Recommendations**

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- According to nearby neighbors, blasting (which occurs at quarries, but not in sand and gravel pits) can give rise to vibration, noise and dust, but it is done so during business hours. The levels of vibration caused by blasting are well below those which can cause structural damage to properties. Nonetheless, vibration transmitted through the ground and pressure waves through the air (“air overpressure”) can shake buildings and people and may cause nuisance. Residential development and/or businesses with equipment sensitive to vibration should be limited in areas that abut this Concept Area.
- Schools, hospitals, nursing homes and churches are also noise-sensitive receptors and should be limited adjacent to this Concept Area without proper buffering.
- Heavy goods vehicles can cause noise, exhaust fumes, vibration and dust. Additional traffic generated by the development may cause congestion, particularly on roads in the vicinity of the site. Along with noise, truck traffic is source of concern to local residents. With the realignment of US 24, truck traffic to and from the quarry will likely be rerouted. City officials should work with quarry officials to designate a truck route to the new US 24 bypass.

### **Concept Area 11: Downtown Core Concept Area**

#### **Main Characteristics**

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The Downtown Core Concept Area is comprised of the area designated as the revitalization area by the Downtown Revitalization Plan. It contains 55 buildings, the majority of which are more than 50 years old. Four of the buildings were constructed between 1800 and 1850 and 19 date back to between 1851 and 1900. 15 buildings were constructed between 1900 and 1950 and approximately 15 were constructed since 1950. All but three of the buildings were rated as “substandard” (as defined locally) during the building conditions survey conducted in conjunction with the Downtown Revitalization Plan.



In 2008, the downtown historic overlay district was extended beyond Third Street to its current location. The boundaries of this district are generally: The Anthony Wayne Trail to the west; North and Mechanic streets to the north; River Road to the east (including the properties on the east corner of Mechanic/River Road and the old Waterville Elementary School); and South/Locust Streets to the south.



Historic properties listed on the National Register of Historic Places include the commercial district on Third Street and the Columbian House.

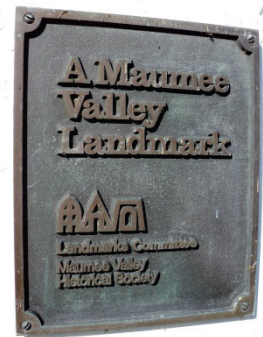
### Planning Issues

A Downtown Revitalization Plan was developed in 2006 and made many recommendations in way of organization, promotion, design and economic restructuring of the downtown.

Many new improvements have been made in Waterville's downtown since the last Comprehensive Plan update. Many of the improvements were recommendations made in the Plan. They include improvements to the streetscape on Third Street from Mechanic to South Street and a new parking and public restroom facility on the corner of Farnsworth Road and Anthony Wayne Trail.

Preventing the deterioration of downtown properties was ranked high by residents, 75% of which ranked "improving and maintain the historic character of the Downtown" as the most important task that needed to be accomplished within the next 5 to 10 years. Residents were also asked during the downtown planning process what improvements and/or activities would be likely to attract them to shop more in Downtown Waterville. The top ten things mentioned in the consumer survey that accompanied the survey included:

- Additional stores and/or services
- Competitive pricing
- Unique boutiques or shops
- Attractive stores
- Consistent, common business hours
- Special events and activities
- Enhanced historic district
- Pedestrian gathering places
- Coordinated promotional events
- Increased green space Downtown



## Suggested Recommendations

- Much of the visual nature of Waterville's downtown and physical infrastructure has been updated and revitalized over the last five years. Improving the human infrastructure in the downtown could be valuable in helping to maximize the return on investment made from the physical improvements.
- Although several elements of the Downtown Revitalization Plan have been implemented, City Officials and downtown property owners/stakeholders should look to make more meaningful public spaces in the downtown. One key area for this to occur could be at the site of the old Waterville Elementary School.
- Nestled along the Maumee River and adjacent to Memorial Park, the site already has many elements key to providing residents with a thoughtful experience, such as connectivity, aesthetic appeal and parking. A new public area with improved access to the river was a goal of the downtown plan. The original plat for Waterville had a "public square" located in this area.



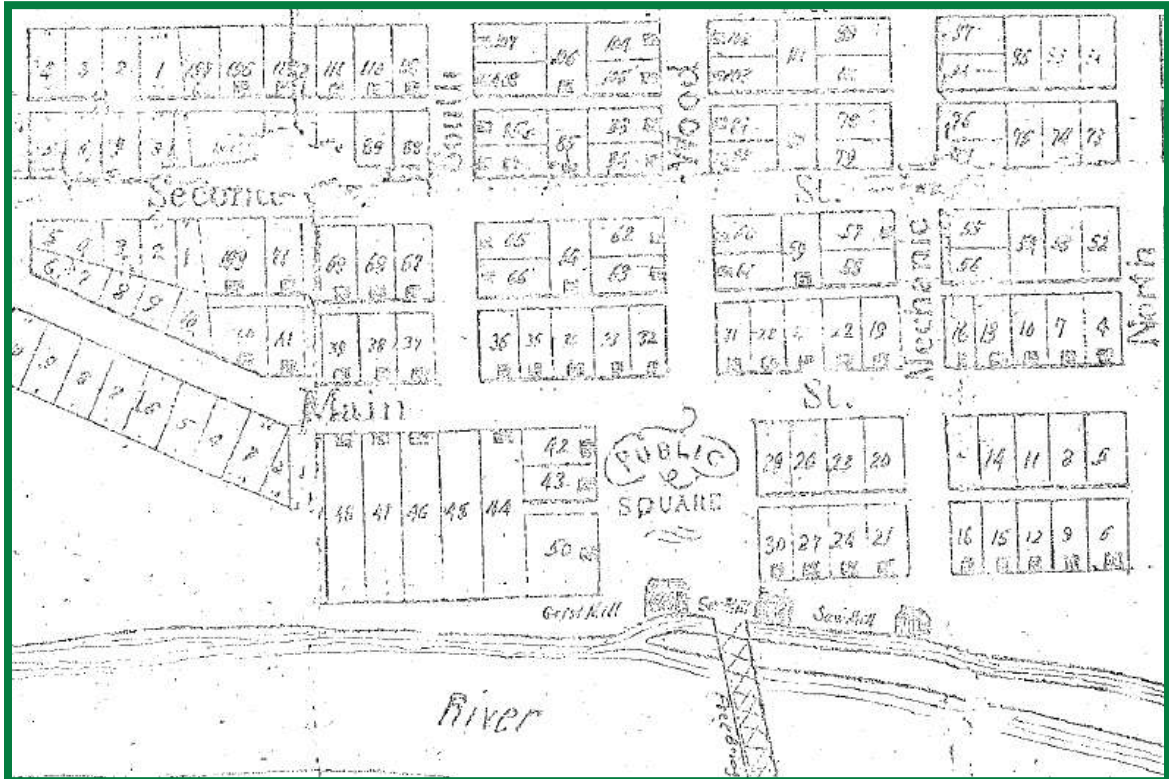
- Additional and properly planned activities should be supported and encouraged. Thousands of visitors come to Waterville each year to participate in a variety of fun activities, from the Roche de Boeuf festival, to several holiday events throughout the year. These events help dramatically to expose Waterville and its downtown to new visitors and economic activity.



- Pursue the feasibility of developing a sustainable entity or individual which a sole purpose to promote the vitality of the Downtown. Developing this type of an organization was an important goal of the 2006 Downtown Revitalization Plan.



- Diversifying the business base in the Downtown will be important to the future and collective livelihood of the downtown. Having businesses open during business hours and on weekends is equally important to the image of the downtown.

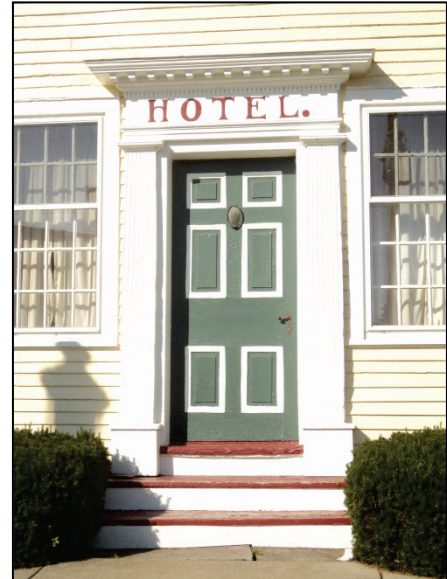


- Provide more visible pedestrian access to the River, incorporating proper signage, lighting and landscaping to make it inviting. Suggestions have made to construct a “boulevard” in Farnsworth Road at the Trail and this access could be provided here.
- The Metalcraft Products commercial property at the northwest corner of Mechanic and N. Second Street could be a valuable asset for future downtown growth in the future and should be acquired or redeveloped if possible. Future development should include public gathering spaces.



- The SR 64 Commercial Overlay District (Section 1140 of Waterville’s Zoning Ordinance) currently applies to real property located 600 feet from the centerline of the road and might be duplicative with the Historic Overlay District developed in 2006. City officials should pursue the feasibility of beginning the commercial overlay district at the Anthony Wayne Trail going west, rather than beginning at the Maumee River.
- The historic district overlay could be expanded south of the former Waterville Elementary to South Street (and possibly beyond to pick up additional historic properties). The south side of South Street could also be included in the historic district.

- A tenant and acceptable Downtown use is critically needed for the Columbian House. Being one of the oldest and most significant buildings in the Downtown, this building should contain a use that draws visitors and residents into the Downtown, like it did in the past. A restaurant, Bed and Breakfast, specialty shop or similar use should be explored.



- Owners of underutilized buildings should be encouraged to find tenants that are more appropriate to the Downtown over the next few years. Bringing buildings up to a higher and better use will benefit the entire Downtown and will increase property values. Downtown stakeholders should work diligently to eliminate the vacancies in the Downtown and focus on recruiting the types of businesses and services cited in the various surveys.

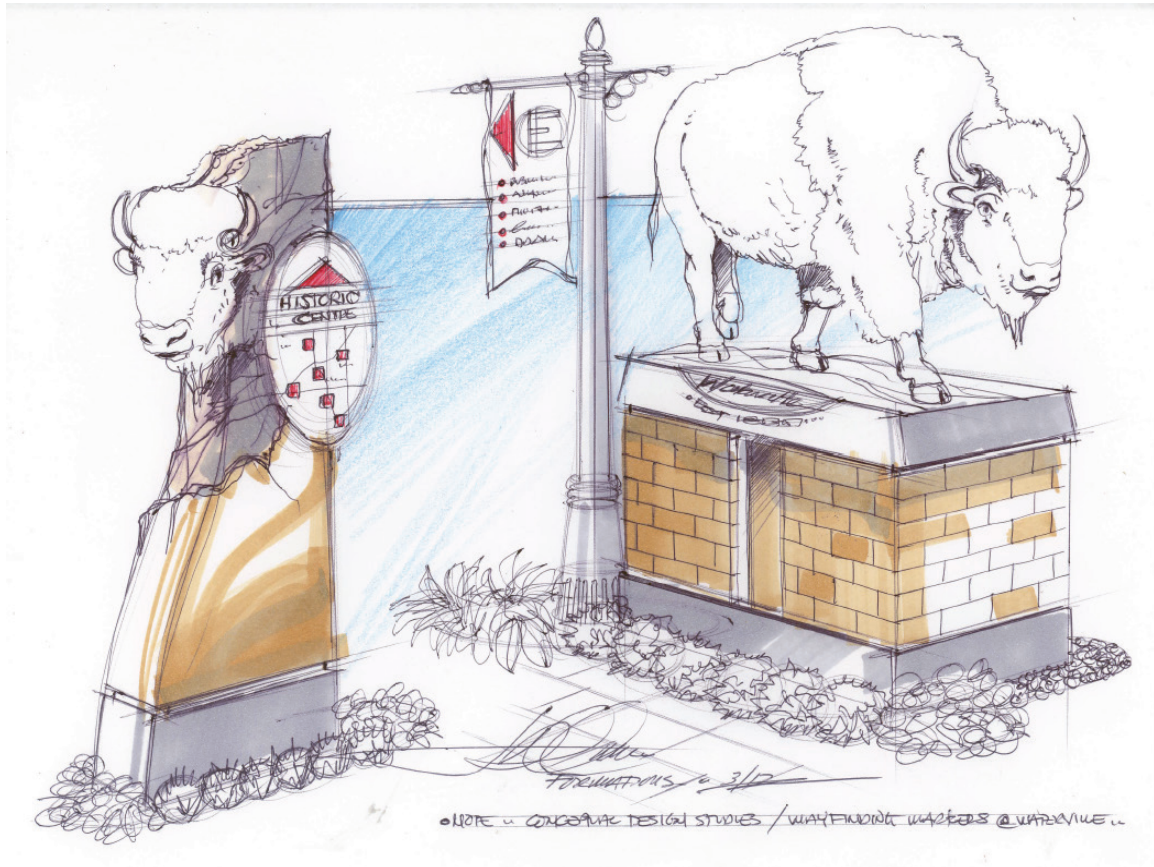
- Businesses in the Downtown should be opened during regular business hours. Too many shops in prominent locations on Third Street have limited hours or are open by appointment only. The lack of foot traffic caused by this practice creates a virtual dead space, which is detrimental to the synergies needed to successfully operate other businesses in the Downtown. Discussions with the property and business owners should be held to encourage different tenants or alternative business hours that help generate excitement and activity in the Downtown.

- A façade and building renovation program should be established. In recognition of this, the City should offer multiple layers of incentives to property owners in the Downtown to spark renovation and preservation of these valuable cultural resources.





- Gateway signage should be considered at each entry point into the Downtown, specifically at the bridge, at the Trail and Farnsworth Road, at the Trail and Mechanic Street and at both entrances on River Road. Similarly, the original location of the Miami-Erie Canal or Anthony Wayne Trail should be memorialized with an interpretive signage system.



- The City should continue to enforce local building codes and make sure downtown building owners understand that code upgrades (electrical, plumbing, HVAC, accessibility, etc.) are equally important as aesthetics when they consider investing in their property(s). Though outdoor dining, sandwich board signs, planters and other ornamentation add to the vibrancy of the Downtown, be careful to maintain adequate pedestrian space for safe and easy passage on all sidewalks.
- The City should maintain two-way traffic on as many streets as possible in the Downtown.
- Continue to identify public parking areas using signage. Signage identifying parking areas as public or private is critical, especially those directing traffic to public lots in and around the Downtown.



- Existing parking spaces should be clearly marked as public or private to assure consumers that they are free to park in appropriate locations. It is imperative that existing on-street parking remain available in the future. Time limits should be strictly enforced. Special parking lots for owners and employees of downtown business could be pursued so that they are not parking in prime parking spaces.
- Downtown Waterville's alleys, while an asset to the community, could be further enhanced to create a more welcoming environment. Pedestrian walkways from rear parking areas to merchant entrances and other points of interest in the downtown should be clearly delineated.
- Organizing and paving parking areas behind buildings off alleys could also be beneficial and could increase the number of overall parking spaces in the Downtown.



### Concept Area 12: Commercial Revitalization Concept Area



#### Main Characteristics

A majority of the community's non-downtown located commercial centers are located in this Concept Area. They include the shopping plazas along Michigan Avenue and the commercial strip development along the Anthony Wayne Trail south of the downtown.

#### Planning Issues

Commercial vacancies at the Waterville Plaza, such as relocating of the Kroger's store, struck a nerve with many residents in the community. Residents indicate a desire for economic growth but not when it produces commercial vacancies. A general willingness exists to allocate the required economic development resources to address this issue.

#### Suggested Recommendations

- Flexibility should be given, where feasible, to property owners that wish to reuse and revitalize commercial and other vacant properties in this Concept Area. The City could also provide fast track permitting and approval review to businesses desirous of improving properties and buildings. The successful reutilization of these sites could require them to be rezoned.



- The City should pursue the feasibility of expanding the community reinvestment area (CRA) abatement program to help promote reinvestment in underperforming or blighted commercial parcels located in this Concept Area.

### Concept Area 13: Neighborhood Concept Area

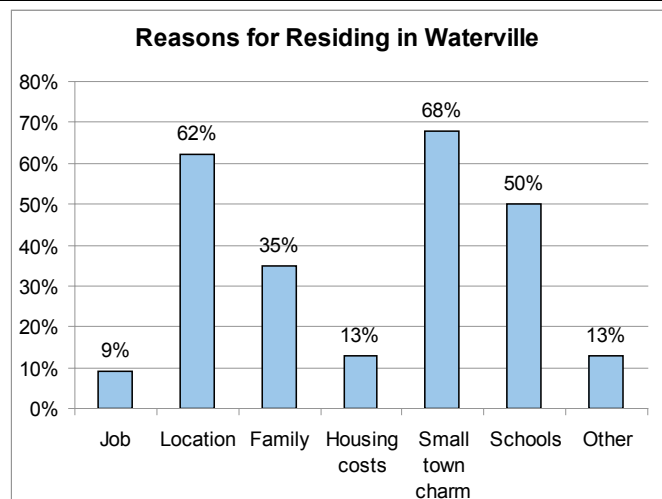
#### Main Characteristics

This Concept Area is comprised of Waterville’s most precious asset, its neighborhoods. A predominate land use is single family residential, but other land uses that support city residents like schools, religious institutions and parks and recreation are also included.

#### Planning Issues

Most neighborhoods are well connected with sidewalks. However, residents indicated a desire for more pedestrian connectivity, bike paths and trails throughout the community.

Retrofitting some neighborhoods might not be possible due to the lack of right of way or other issues. Pedestrian connectivity may have to be provided with additional signage, lighting, bike lanes and other safety measures on existing roadways.



Historic assets located in this Concept Area include the Gillett–Shoemaker–Welsh House (133 N. 4<sup>th</sup> Street); Liberty Whitcomb Haskins House (625 Canal Road); Interurban Bridge (near 568 S. River Road); John Isham House and Farmsted (8460 S. River Road); and Pray–Starkweather House (144 N. River Road).

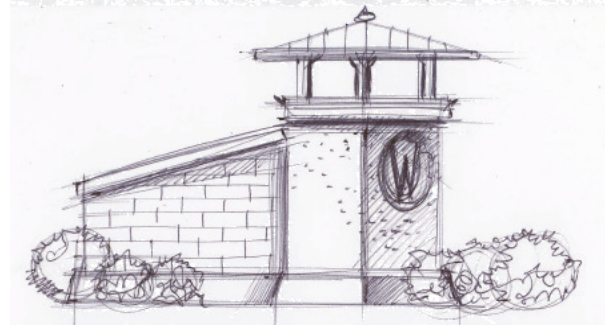
#### Suggested Recommendations

- Because this Concept Area contains the most residential valuation relative to all of the other Concept Areas, it will be important that capital improvements and investments are continued to promote healthy neighborhoods.
- The use of Special Improvement Districts and the use of special assessments could be useful tools to help encourage additional residential improvements most desired by residents in these areas.

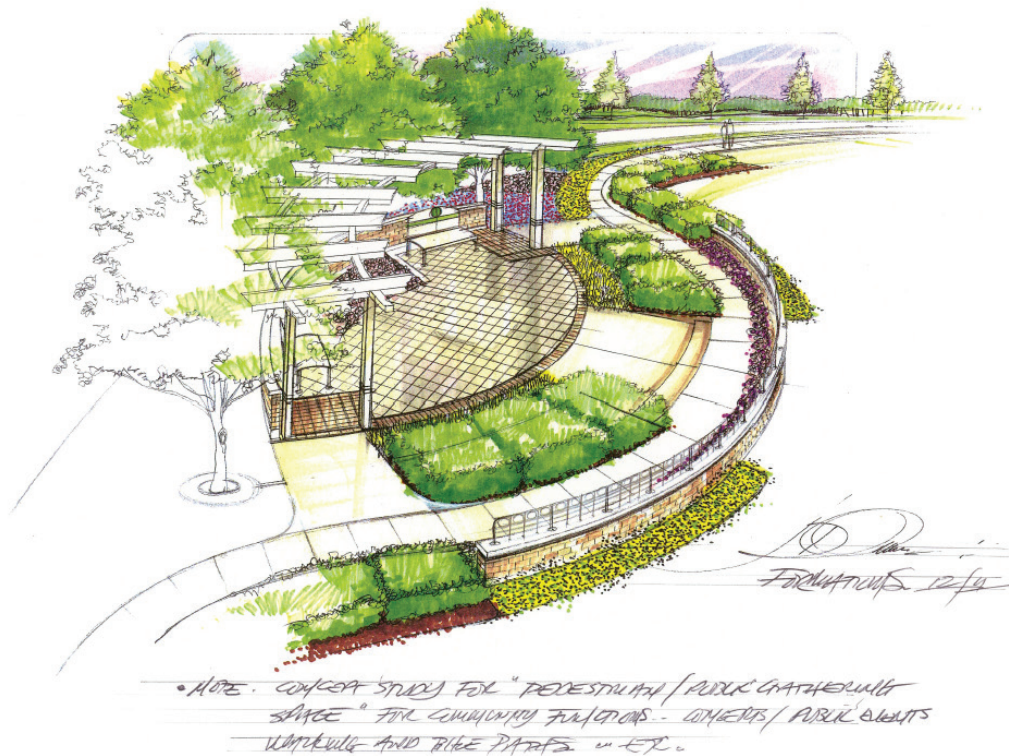




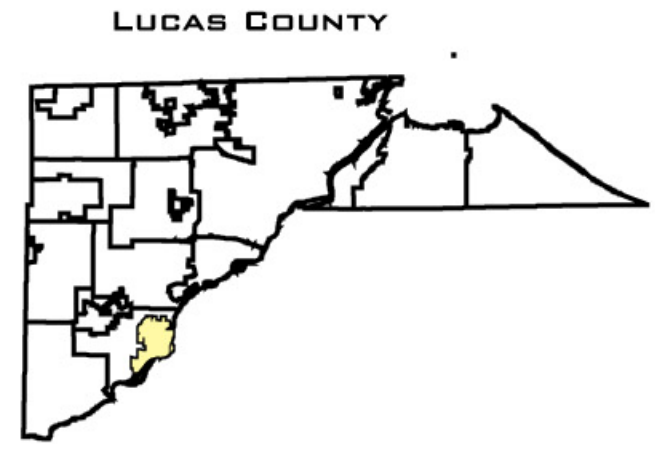
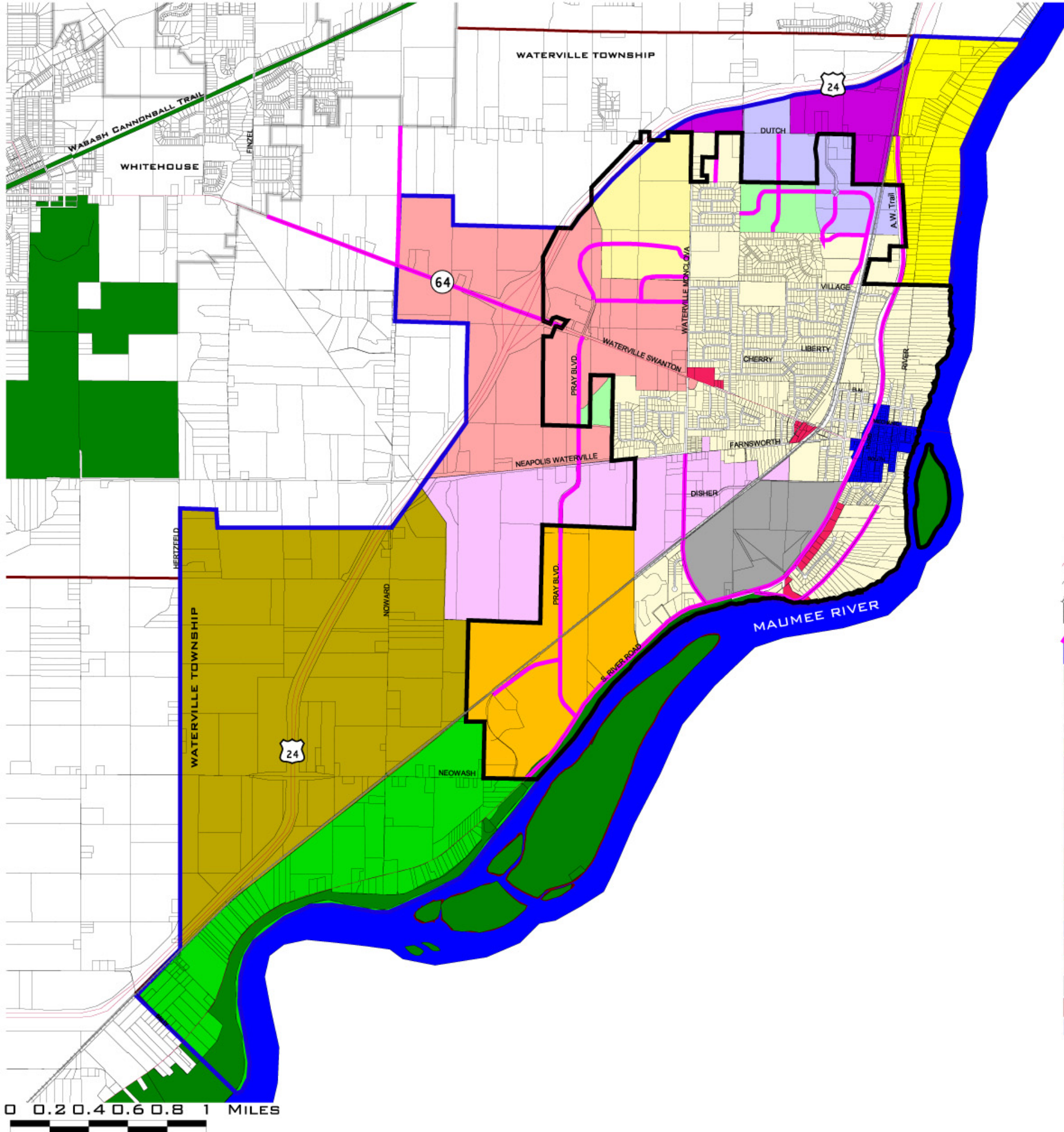
- Pedestrian connectivity should be promoted through a variety of methods and the existing grid of sidewalks should be continually expanded and improved along with other connectivity methods like bike lanes. Traffic calming elements should be used to lessen the impact of vehicular traffic.



- Key elements of the community should be connected over time with visual cues, signage and way-finding tools. Connections between these elements will help link the community together and will increase Waterville’s attractiveness as a social gathering place.
- Each development proposal, such as a rezoning petition, site plan, subdivision plat, should be reviewed in terms of its relation and “value” to the entire community, in addition to the site’s conditions and its relation to neighboring properties.
- New buildings and permitted uses in this area should be compatible with residential-type structures and a neighboring residential environment.
- Pedestrian connectivity elements to include benches and other inviting gathering areas should be pursued in future residential developments. Future neighborhoods should be connected to existing neighborhoods.







**LEGEND**

- HIGHWAYS
- STREETS
- RAIL
- WATERVILLE CORP LIMITS
- FUTURE TRANSPORTATION IMPROVEMENTS
- WATER AND SEWER SERVICE AREA
- METROPARKS
- FUTURE PARK (LOCATION NOT EXACT)
- PARCELS
- CONCEPT AREAS**
- NORTH RIVER ROAD CONCEPT AREA
- DUTCH ROAD CONCEPT AREA
- OPPORTUNITY CONCEPT AREA
- RESIDENTIAL RESERVE CONCEPT AREA
- US 24 CONCEPT AREA
- FARNSWORTH CORRIDOR CONCEPT AREA
- BROWNING CONCEPT AREA
- SOUTH RIVER ROAD CONCEPT AREA
- RURAL RESERVE CONCEPT AREA
- QUARRY CONCEPT AREA
- DOWNTOWN CORE CONCEPT AREA
- COMMERCIAL REVITALIZATION CONCEPT AREA
- NEIGHBORHOODS CONCEPT AREA
- WHITEHOUSE
- WATERVILLE TWP
- MAUMEE RIVER



**WATERVILLE COMPREHENSIVE PLAN**

**CONCEPT AREAS**



## **Update the Zoning Ordinance and Map**

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Waterville's zoning ordinance and map should be considered for a future update to include recommendations included in the Comprehensive Plan. It should be examined to ensure permitted uses in all zoning districts are "up to date" and encourage "desirable" growth.

Issues to address could include:

1. Streamline the number of zoning classifications. Waterville currently has 17 zoning classifications. Aside from the dimension requirements, some residential and commercial zoning districts have overlapping similarities. Also attempt to streamline the Zoning ordinance to improve ease of understanding and interpretation.
2. Clean-up the zoning map. A zoning map should be created that has the parcel layer visible so that city and business officials can estimate what the zoning is of specific parcels. Other inconsistencies on the current zoning map also exist.
3. City officials could pursue the feasibility of rezoning parcels of special economic value to support more mixed-use activities. This could help to expedite the development process. City owned land located in the Opportunity Concept Area could be rezoned to support the recreational, business and multi-family land uses envisioned for the site by the residents that participated in the planning forums.
4. Utilize overlay districts that help promote planned development and redevelopment, gateways, visual aesthetics and pedestrian friendly amenities should be made visible on the zoning map.
5. Visualize the zoning process by displaying zoning regulations and design goals with pictures and renderings.
6. Add sections in the zoning code for wind and solar power. Pressure for energy savings will continue to increase as costs of energy continue to rise. Sensible guidelines may be required to educate the public to prevent mistakes from visually-cluttering neighborhoods.

## **Continue to Plan Corridors**

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Corridor overlay districts were developed to improve the appearance and functionality of the City's gateways and corridors to create a strong impression for the overall community and provide another important element to Waterville's character. To mitigate the issues of sprawl and unplanned development, both Waterville and Waterville Township have adopted overlay districts to oversee development that may occur. Waterville's overlay district pertains to all corridors in the community (Anthony Wayne Trail, SR 64, Dutch Road and Farnsworth Road). The township has two overlay districts, the Route 64 Waterville Swanton Overlay District and the US 24 Scenic Overlay Corridor.

The purposes of the overlay zones is to maintain a high character of community development and provide for the proper movement of traffic by regulating exterior design of structures, use of materials, ingress and egress, landscaping and orientation of all structures within the district. These regulations apply to all land uses within 200' of the centerline of the Anthony Wayne Trail (former US 24), within 250' of the centerline of Farnsworth Road and within 600'



of the centerline of SR 64. Standards for review were developed and a Design Review Board was established to enforce these overlay zones.

### **Increase Waterville's Visual Attractiveness**

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Often times a general lack of visual attractiveness in a community is a result of inadequate land use planning, design guidelines, zoning and subdivision regulations. While reviving Waterville's visual attractiveness may require the fine tuning of the several aforementioned development tools, there are several other methods that could increase the City's level of curb appeal most residents noted interest for. Beautification will enhance the market demand for properties within the City's boundaries and should encourage long-term investments on behalf of residents and developers.

### **Promote Neighborhood Character**

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Neighborhoods are the fundamental building block for developing and redeveloping residential areas of the City. Likewise, residential areas provide a structure for bringing together individual neighborhoods to support and benefit from schools, community activity centers, commercial centers, community parks, recreation centers, employment centers, open space networks and the City's transportation system.

Waterville's residential areas should be developed, redeveloped and revitalized as cohesive sets of neighborhoods, sharing an interconnected network of streets, schools, parks, trails, open spaces, activity centers and public facilities and services.

A long-term effort should be made to bolster neighborhood character. Several methods to aid in this activity include:

- Promote and encourage the development of grassroots-based homeowners or neighborhood associations.
- Redirect truck traffic away from residential neighborhoods.
- Institute a traffic calming program to reduce speed and volume of through traffic.
- Create aesthetically pleasing neighborhood gateways. These can be designed around decorative signage, street tree plantings or street pavement treatments that provide a sense of arrival and distinction for individual neighborhoods.
- Link park and recreation facilities to existing and planned neighborhoods.
- Ensure existing and emerging neighborhoods are connected via the road network, sidewalks and possible bike trails.

### **Enforce Building and Maintenance Standards**

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Waterville should ensure residential properties are compliance with existing building and maintenance codes. Developing a nuisance abatement section of the code could minimize residential disrepair.

### **Establish Gateway Points**

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The City should collaborate with Waterville Township, businesses and civic organizations to enhance entryways and corridor systems leading into the Waterville “area”. The strategy should include the promotion of key green/open space areas and the use of landscaping. One key area to establish a captivating entryway and boulevard would be on the Anthony Wayne Trail entering the City from the North.



### **Signage**

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The City should explore the acquisition of non-conforming signs through direct compensation or other means. Signage has a great impact on Waterville’s visual attractiveness. The City should begin a process to identify non-conforming signs and prioritize those deemed most undesirable. Once identified, an implementation plan can be developed to include seeking voluntary cooperation from property owners as well as allocating funds to acquire signs.

### **Expand the Community Reinvestment Area (CRA) Program**

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Waterville currently utilizes this real estate tax abatement program to promote community reinvestment in three specific areas of the city. It was developed before 1994 and is handled administratively and does not require that abatement recipients compensate the schools for the loss of taxes. There is only one active community reinvestment area (CRA) abatement in Waterville.

However, the current CRA boundaries may exclude areas of the community that could benefit from reinvestment. For the current boundaries of Waterville's CRA, please see *Map: CRA*.

For the City to develop a CRA in these areas, city officials must first undertake a housing survey of the structures within the proposed area(s). The results of the survey must support the finding that the area is one in which housing facilities are located and that new construction and renovation is discouraged. The local legislation creating the CRA must contain a statement of finding that the area included in the description is one in which "housing facilities or structures of historical significance are located and new housing construction and repair of existing facilities or structures are discouraged." Also noted in the legislation are the percentages and terms of the abatement and what land uses are eligible (residential, commercial and industrial).

If a new CRA is established, all new CRA residential applications would need to be filed at the completion of construction. Unlike commercial and industrial projects, which require each exemption to be first negotiated between the property owner and the local legislative authority (with school board approval if the abatement is over 75%), residential abatements are established in the enabling legislation and they are handled administratively.

#### **Encourage Traditional Neighborhood Developments (TND)**

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The future could pose some opportunities to embrace this type of development, especially in areas that may be underutilized or vacant. Opportunities could exist for this type of development in vacant areas easily linked to commercial or mixed use opportunities, as well in the Residential Reserve and Browning Concept Areas. The City's code provides for Mixed Use zoning (MX) but the specifics of the section may lack direction.

TND is intended to provide an alternative to bland subdivisions and suburban sprawl and could reemerge as a development of choice after the housing "bust" forces some communities to "right-size" their housing stock.

TND calls for compact, pedestrian-oriented neighborhoods with a mix of commercial and residential uses, a variety of housing types and public places where people have opportunities to socialize and engage in civic life. The automobile is still accommodated, with ample parking and efficient circulation, but it no longer dominates the landscape.

This type of development could be feasible in areas where higher density development and mixed uses are warranted. Housing types are usually platted on 6 – 8,000 square foot lots, which is currently allowable under the City's current zoning classifications. However, Section 1145.01 of the zoning code discussing minimum lot sizes and dimensions will have to be modified, as well as other sections of the zoning code.

TND review criteria could include some of the following standards:

*Size*

A TND should be designed at a walkable scale – considered to be approximately a 5 to 10 minute walk from core to edge or a 1/4 to 1/3 mile maximum distance.

*Composition*

The proposed development could have a mixture of residential and non-residential land uses, with at least 10% of the developed area consisting of non-residential uses. Most non-residential uses are located within the community core area.

Within the core area, a minimum of 15% of floor area could be devoted to commercial uses oriented towards TND residents. Public structures, such as schools, churches and civic buildings and public open spaces, such as squares, parks, playgrounds and greenways, could be integrated into the neighborhood pattern.

*Density and Intensity*

Residential densities, lot sizes and housing types may be varied, but the average gross density of the developed area could be at least 4-8 units per acre. Higher densities, often involving multi-family or attached dwelling units, are generally proposed in, adjacent to or within close proximity to the core areas. Lower densities, usually detached single family dwellings, are generally located towards the edges. Non-residential development intensities could be sufficient to encourage and promote pedestrian access. Development intensities of non-residential buildings could be such that buildings emphasize street frontages, sidewalks and paths and transit stops. Regardless, the intensity of non-residential development should be compatible with and reflective of surrounding residential development patterns.

*On-Street Parking*

Many streets in TND neighborhoods have on-street parking. On-street parking is a common traffic calming element of a TND, in that it slows vehicular traffic while providing a buffer between street and sidewalk.

*Street Network*

All or most streets within the proposed network must be part of an interconnected pattern. TND streets should connect with adjacent street networks as much as possible. The degree of interconnectivity should be assessed by its ability to permit multiple routes, to diffuse traffic and to shorten walking distances. Most TND streets are designed to minimize through traffic. Streets are relatively narrow and often shaded by rows of trees. Alleys may be used to provide site access. Larger vehicular corridors are usually, although not exclusively, found within the core area and near the perimeter of the proposed development.

### *Block Length and Curb Cuts*

All or most low speed, low volume streets should have short block lengths between 250 and 500 feet. Exceptions may be needed due to topography, drainage, environmental resources, preservation of cultural resources and similar considerations. Curb cuts should be minimized to reduce effects on on-street parking, conflicts with pedestrians and cyclists and interruptions of traffic flow.

### *Rights-of-Way*

Within a TND, the right-of-way is an important design element of the public space or “streetscape.” The right-of-way width should be the minimum needed to accommodate the street, median, planting strips, sidewalks, utilities and maintenance considerations. The right-of-way width should be appropriate for adjacent land uses and building types. Planting strips between curb and sidewalk may be used to provide sufficient space for street trees. Use of alleys and other alternate access or easements for utilities and maintenance vehicles should be taken into account when determining sizes of rights-of-way.

### *Relationship of Buildings to Street*

Buildings are oriented toward the street. All lots and sites should have pedestrian connections and the core area must be fully accessible to pedestrians. Parking lots and garages rarely face the street. Off-street parking may be located to the side or behind buildings but not in front of buildings or in such a manner as to interfere with pedestrian access.

### *Sidewalks*

To comply with the Americans with Disabilities Act, sidewalks should be a minimum of 5 feet wide and should be wider in commercial or higher intensity areas, when directly abutting curbs without a planting strip or parked cars or when adjacent to walls or other built elements which reduce usable width. Sidewalks should be on both sides of the street. Wherever possible, there should be a continuous pedestrian network adjacent to the streets. Curb cuts should be minimized to reduce conflicts with pedestrians.

### *Pedestrian Street Crossing*

Street crossings must not be longer than are actually necessary. The needs of pedestrians should be balanced with the needs of vehicular traffic. Mid-block crossings, bulb-outs, raised crosswalks and similar techniques are commonly used to accommodate pedestrians when appropriate for traffic conditions and site specific situations.

### *Highways and Large Through Corridors*

The proposed development cannot be penetrated by arterial highways, major collector roads and other corridors with peak hourly traffic flows of 1,200 vehicles or average daily traffic volumes of 15,000 or more vehicles. Such corridors should be located at the edge of a TND.

### **Ensure Regulatory Tools are Consistent with the Comprehensive Plan**

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The key to implementing the Master Plan is updating certain regulatory tools. An updated zoning code, subdivision regulations and other development regulations that reflect the land use goal, principles and objectives will improve land use management by providing the community with current and consistent regulations. The City should update these regulations as outlined in the Implementation Chapter. The focus of these updates should be incentives to encourage quality growth in a pattern consistent with the Concept Areas Map and goals highlighted in each of the concept areas.

### **Encourage Proper Transitions between Land Uses**

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To help increase the City's visual attractiveness and property values, transitions between contiguous and nearby land uses should be smooth to minimize incompatible uses. The zoning and subdivision process should be reviewed when and if, the following situations are considered:

- Single family residential land uses should be discouraged if they are immediately adjacent to commercial and industrial uses, unless adequate landscape and buffering techniques are provided. Other land uses, such as parks, institutional and office, can act as a good buffer between conflicting land uses.
- High density uses (residential and nonresidential) or other land uses that generate significant traffic should be located along arterials and collectors. Curb cuts should be shared to minimize health and safety issues.
- Land uses that relate to or that provide services to in-route truck or tractor-trailer clientele should be located in areas zoned for highway commercial and along US 24 and state routes that provide for the easy ingress/egress of traffic.
- Locate higher density housing in relation to activity centers and gradually decrease the density of that housing outward as a transition and buffer to the surrounding residential areas.
- Parkland should be integrated into neighborhoods and connected to natural areas where feasible. Bicycle and walking trails should be encouraged to link pedestrians to contiguous neighborhoods and shopping opportunities.
- Buffering between conflicting uses should include additional setbacks and screening to protect residential uses. For example, additional setbacks could range from 10 feet to 50 feet depending on land use. Screening could range from 50 percent to 100 percent opacity and in height from six feet (fence) to ten feet (landscaping). Screening materials could include mounding with trees or other plantings.

### **Encourage Low Impact Development (LID)**

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Low Impact Development (LID) is a comprehensive land planning and engineering design approach with a goal of minimizing land development and storm water impacts on hydrology and water quality. LID methods use small scale, decentralized practices that infiltrate, evaporate, detain and transpire storm water.

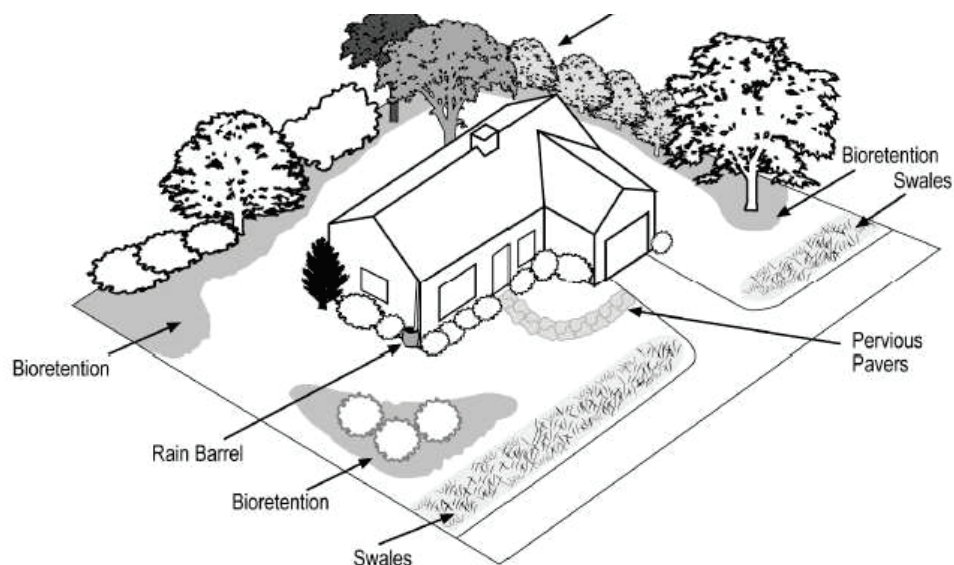
These practices are even more valuable when used in conjunction with other planned development land use techniques like conservation development design that require 40% or more open space and additional buffering. This type of development approach should be used in the Concept Areas that abut the Maumee River and other environmentally-sensitive areas, as well as in any other areas of the planning area where storm water management is an issue.

LID site planning strategies and techniques provide the means to achieve storm water management goals and objectives; facilitate the development of site plans that are adapted to natural topographic constraints; maintain lot yield; maintain site hydrologic functions; and provide for aesthetically pleasing and often less expensive storm water management controls.

Land use methods that emphasize the saving of green space and the redevelopment of existing urban regions, can utilize LID to promote infill and redevelopment in areas that would otherwise be inappropriate for conventional site design. In addition, the full LID process starts with many of the same conservation and impact minimization principles inherent in other strategies.

The LID approach includes five basic tools:

1. Encourage conservation measures;
2. Promote impact minimization techniques such as impervious surface reduction (this could be accomplished by reducing parking requirements or by “greening” existing parking areas);
3. Provide for strategic runoff timing by slowing flow using the landscape;
4. Use an array of integrated management practices to reduce and cleanse runoff; and,
5. Advocate pollution prevention measures to reduce the introduction of pollutants to the environment.





### **Encourage the Use of GIS Technology to Promote Planning and Development**

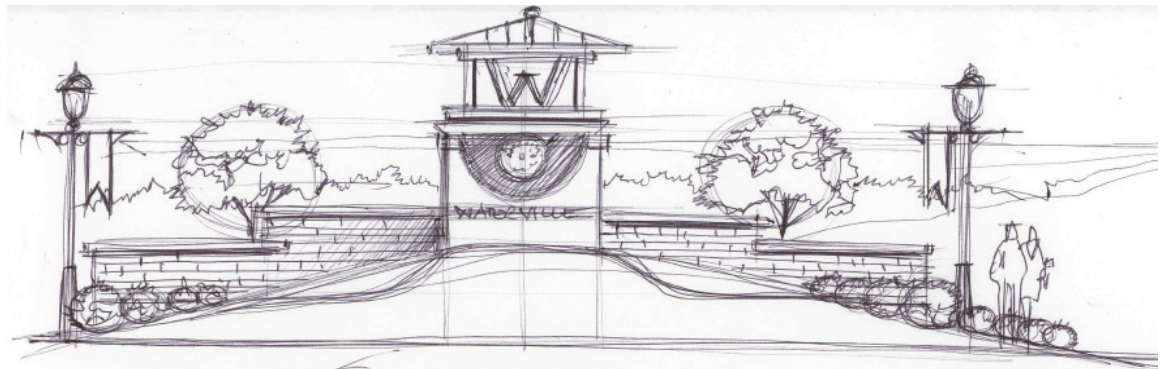
Several new tools, like geographic information systems, exist that may be beneficial for City Officials to help promote growth and redevelopment and assist with zoning issues and neighborhood revitalization. The use of this technology could be expanded so that residents, the planning commission and other individuals and groups can use the systems to access specific information concerning their property, school district and other information.

GIS could be used to assist with issues such as:

- Compiling a detailed database of properties/assets in the City for economic development purposes
- Identify nonconforming lots and uses
- Maintain/update maps of vacant land and properties for sale or lease
- Building code, property and nuisance violations
- Capital improvements
- The development and management of a storm water management plan
- Infrastructure in need of repair

### **Develop Effective Banner, Way Finding and Gateway Signage**

Improving the visual appearance of Waterville ranked highly for those that participated in the community survey and planning process. One inexpensive method to improve the look of the community is through the use of gateways and signage. The condition of gateway areas is also closely tied to residents' sense of pride and the lasting identity of a place. Some possible themes could incorporate Waterville's several linkages to the past.



Currently, visitors can enter Waterville from several fronts, most of which have a basic green sign or the official Waterville mounted sign. The Plan supports enhancing the gateways on main routes leading into the community.



Small and medium-scale monuments and way finding signage could be placed at key entry points and other key neighborhoods throughout Waterville. These provide a consistent theme and help give residents and visitors a sense of place and location. Each potential location will need detailed analysis to ensure driver's site-lines are not blocked, vehicle safe zones are respected and to avoid existing utilities.

### **Annex Wisely**

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Decisions related to annexation should be supported by the land use principles and the Concept Areas Map. The fiscal impacts of annexing a particular area should also be fully evaluated prior to any annexations, specifically those areas not currently being served by sewer.

The City has an agreement with Waterville Township to not pursue annexation in most cases dealing with water service. However, for the City to continue to provide cost effective services to its constituents, selective opportunities to capture income taxes should be pursued when feasible. Not doing so could continue to create additional service costs for existing residents.

### **Increase Public Areas in the Downtown**

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True public spaces are vital to a downtown because of their ability to bring people together. Currently, Waterville lacks a large and significant public space. These spaces are typically called the "town square" or "courthouse lawn" and are part of a community master plan when the area was originally platted. Waterville's original plat did include such a public green. Unfortunately, this space was eventually occupied by the Waterville Elementary school that is now vacant.

Increasing public spaces has the potential to impact the Downtown and community in dramatic ways.

There is also a general shortage of smaller public gathering areas in Downtown. Although some individuals may feel the Downtown is one big public gathering area, there are clear social and economic benefits of having more public spaces downtown, especially when these locations are utilized for farmers markets, arts and craft vendors, festivals, outdoor dining, recreation, music venues or downloading email (if wireless Internet connectivity existed through-out the entire downtown and not just in selected businesses).

In addition to this potential public area, the location of other public areas in the downtown may be as important. It is critical that these pedestrian courtyards and plazas are designed properly. Some good guidelines include the following:

- Limit plaza sizes to create small, human-scaled spaces.
- Enclose the space on one or two sides.
- Plan for at least 20 percent or more of the plaza to be landscaped (to continue the existing downtown streetscape theme).
- Provide seating in the sun and make it readily accessible to the public.
- Develop shops and stores along the plazas, excluding large banks, travel agents and offices that attract few pedestrians.
- Do not use large expanses of blank wall.
- Plan for prevailing sun angles and climatic conditions, using as a rule of thumb a minimum of 20% of daily sunshine hours on March 21.
- Encourage the use of bandstands, public display areas, outdoor dining spaces, skating rinks and other features which attract crowds. In cold or rainy areas, a covered galleria would benefit pedestrians more than an open plaza.
- Integrate indoor and outdoor space to make it more useful. Plan spaces to be small and informal in character and quality so as to be inviting, comfortable and non-oppressive.

### **Promote Sustainability**

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Waterville has embraced and continues to embrace, many sustainable growth themes without using that terminology. The protection of natural resources is a fundamental principle of sustainability, as is the encouragement of pedestrian facilities and mass transit as alternatives to the automobile. Conservation of historic resources is vital in passing on legacy and heritage to future generations. These are part of the culture of Waterville and this comprehensive plan recognizes the importance of the city doing its part to contribute to a larger sense of a sustainable future.

For the purposes of this Plan, the following themes are embraced as desired sustainable growth policies for the future. Each of these is addressed in the appropriate places in previous chapters. The purpose of this chapter is to recognize sustainability as an overall theme and to create a framework for thinking about the fundamental principle and planning for it as a community. It is intended to provide a summary of the issues in order to integrate them under the umbrella of sustainability.

**Table: Key Sustainability Planning Themes**

SUSTAINABILITY THEME	RELATED ACTION STRATEGIES
<b>Recycling</b>	<ul style="list-style-type: none"> <li>▪ Developing educational programs to promote recycling and proper recycling procedures.</li> <li>▪ Developing recycling drop-off centers.</li> <li>▪ Providing programs to preserve and enhance older housing stock and to maintain and encourage reuse of foreclosed properties.</li> <li>▪ Maintaining an inventory of vacant land and available space for reuse and redevelopment.</li> <li>▪ Working to rehabilitate and redevelop existing school facilities, when and where feasible.</li> <li>▪ Co-locate, reuse and expand on existing community facility buildings to the greatest extent feasible.</li> </ul>
<b>Walkability</b>	<ul style="list-style-type: none"> <li>▪ Implementing the Bikeway and Pedestrian Trail Master Plan.</li> <li>▪ Developing pedestrian connection between residential areas and key community facilities and assets.</li> <li>▪ Ensuring new development provides pedestrian and bicycle amenities that connect to adjacent facilities.</li> <li>▪ Supporting residential development in areas adjacent to the City center.</li> <li>▪ Maintaining efforts to ensure community safety and walkability, such as with bike and foot patrol officers.</li> <li>▪ Renovating and maintaining sidewalks to facilitate walking and bicycling to school.</li> </ul>
<b>Building Design</b>	<ul style="list-style-type: none"> <li>▪ Expanding opportunities for infill development and higher density housing near downtown</li> <li>▪ Allowing accessory dwelling units within new single-family developments</li> <li>▪ Encouraging shared parking facilities to reduce impervious surface</li> <li>▪ Encouraging low-impact development techniques to reduce the impacts on the natural environment</li> <li>▪ Encouraging a mix of housing types with residential and mixed-use development</li> <li>▪ Incorporating green building design principles in the future redesign, expansion and/or relocation of community facilities</li> </ul>

SUSTAINABILITY THEME	RELATED ACTION STRATEGIES
<b>Energy Conservation</b>	<ul style="list-style-type: none"> <li>▪ Promoting multi-modal transportation options to reduce the vehicle miles traveled and fuel usage of citizens</li> <li>▪ Encouraging the development of “complete streets” to ensure future generations have multi-modal options throughout the City</li> <li>▪ Encouraging mixed-use development and expansion of the “critical mass” of the downtown to increase building occupancy and reduce vehicle miles traveled</li> <li>▪ Continuing to maintain and upgrade existing utility infrastructure to use current technologies and reduce energy and resource consumption</li> </ul>
<b>Natural Resource Protection</b>	<ul style="list-style-type: none"> <li>▪ Supporting the use of conservation easements and private programs to protect natural resources</li> <li>▪ Working with neighborhoods in developing local community gardens</li> <li>▪ Developing a “Tree Fund” to plant and maintain trees that will expand the urban tree canopy</li> <li>▪ Improving storm water systems to use best management practices and protect water quality</li> <li>▪ Review the City’s parking requirements to reduce large surface parking lots, when feasible, to reduce the amount of impervious area and storm water runoff.</li> <li>▪ Continue to require parkland and open-space set asides from new development</li> <li>▪ Using the site planning process to ensure that developers protect trees</li> <li>▪ Working with the TMACOG on other important environmental issues</li> </ul>





## CHAPTER 8: TRANSPORTATION AND MOBILITY

### A. Transportation History

The rich history of Waterville has contributed to the community's pride and small town charm. One major component of this rich history centers on transportation. Early on in the 1790s both native tribes and settlers utilized the Maumee River for transportation. The area slowly became more developed through the 1840s, and then from 1843 to 1909 the Miami and Erie Canal operated through the Waterville Area which spurred population and development of the community. Waterville was officially incorporated as a Village in 1882.

In 1907 more modernized transportation came to the Village with the Lima-Toledo Traction Company's development of an interurban electric train line that ran from Lima to Toledo, which passed through the Village. The signature landmark of the red interurban line was the construction of a reinforced concrete bridge of Roman aqueduct design which spanned the Maumee River. This structure passed through part of the historic site known as Roche de Boeuf. This interurban line operated for 30 years until the railway went out of business in 1937 when automobiles and traditional railroads became cheaper modes of transportation and took over being the prominent transportation choices. The old interurban concrete bridge over the Maumee River is still a symbol for the City of Waterville, and in fact is currently the main focal point of the City's official logo.



During the 1930s and 1940s the old canal bed was filled in and became the Anthony Wayne Trail (US 24) as the need for improved roadways became critical to supporting economic development and expansion of the region and United States. The U.S. Route 24 was one of the original United States numbered highways designated in 1926. This highway has evolved over the many years transforming from a low volume roadway into a regional transportation route with heavy truck volumes and commuter traffic. These heavy traffic volumes all pass through the City of Waterville and causes congestion on US 24 through the community.



During the mid 1980s to 1990s there was a push by a group named “Fort-to-Port” that was created to push elected officials and transportation agencies to develop improvement strategies for the US 24 corridor from I-475/US 23 in Maumee, Ohio to I-469 in New Haven, Indiana. These efforts resulted in the funding of a new freeway facility being constructed for the entire length of the project. The final section of the improvement in Ohio was the section from Waterville to Napoleon, which will open in September 2012. Once open to traffic, this will create yet another evolution in transportation for the City of Waterville. The new highway will bypass much of the current through traffic volumes and heavy truck traffic out of the City of Waterville and focus it onto this new freeway facility. This change will impact land use development of the community and region by focusing development pressures on those locations where the new freeway has access with local roadways, such as at the new US 24 & SR 64 interchange on the west side of Waterville.

## **B. Overview**

The City of Waterville’s transportation network affects the movement of people; shapes the character of the community; facilitates the movement of goods/services; influences redevelopment trends; and shapes its development potential. It is important to consider transportation when planning for the future to ensure these systems can support the goals of a community, such as pedestrian connectivity, land use planning, and economic development. Transportation as it applies to Waterville includes not only the road system and major changes that will occur in traffic patterns once the new US 24 four-lane divided highway is operational, but it also includes consideration of other means of non-vehicular mobility such as bicycles and pedestrians.

The community survey that was conducted as part of this Comprehensive Plan update found that one of the top ranked items supported by the residents was for the development of additional bike paths/trails & sidewalks in the community. This chapter provides concepts to these issues and also aims to provide residents with a full range of transportation choices. While automobiles are expected to continue as the predominant means of transportation, all transportation modes need enhanced standing to promote additional mobility and access across all modes of travel. By offering a diverse and well-functioning transportation system, City residents and visitors will be offered greater mobility to travel to their destinations.

The City of Waterville has experienced continued growth, especially over the last decade, which presents both challenges and opportunities in planning for transportation improvements. Clearly, there are immediate, short-term needs that require attention. Just as important is defining a vision for what transportation in Waterville should be, and creating policies and instruments for getting there. In order to be sustainable in the long term, policies and mechanisms will need to be implemented to build an integrated transportation system that improves system efficiency and safety, diminishes reliance on single occupant vehicles, and create opportunities for alternative modes of transportation, particularly bicycles. Several key transportation issues that face Waterville in regards to transportation include the following:

1. Managing through traffic – impacts of non-local traffic on neighborhoods and the overall efficiency and safety of the transportation system;
2. Improving the system of bicycle facilities and amenities;
3. Improving the system of pedestrian facilities and amenities;

4. Making better connections and promoting use of mass transit facilities;
5. Developing parking standards and policies, especially for the downtown area;
6. Defining/planning for local roadway needs and incorporating sustainable concepts;
7. Improving regional coordination, and collaboration with adjacent jurisdictions;
8. Recognizing transportation and land use linkages and developing policies and standards that reflect connections.

**C. Planning Issues**

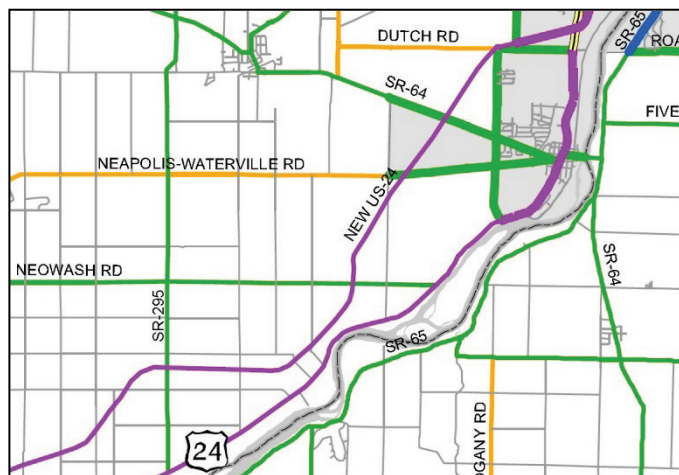
A safe, expeditious, and varied form of transportation is important in promoting the City of Waterville’s overall quality of life. The City maintains a significant amount of municipal roadways, recreational trails, and other infrastructure necessary for a safe and efficient transportation network. The costs of maintaining existing facilities continues to inflate in costs, while the funds available to local governments continues to decline from State and Federal government resources. The combination of rising maintenance costs and declining funds limits the amount of fiscal resources available for new transportation improvements. This makes it critical for the City of Waterville to have a focused and efficient strategy in place for maintaining transportation facilities and documenting the most critical new improvements so to promote them to other agencies such as the Toledo Metropolitan Area Council of Governments (TMACOG), the Ohio Department of Transportation (ODOT), and various Federal Government agencies when significant and costly improvement projects are needed.

The City should also evaluate the need to team with other local governments such as surrounding townships, the county engineer, and nearby communities (such as Whitehouse) to develop a collaboration when faced with transportation projects that benefit various jurisdictions. In addition to collaborations with other local governments, the City should begin exploring Public-Private Partnerships (PPP’s) when opportunities arise to construct transportation facilities that will benefit both the community as well as private businesses.

**D. Conditions and Trends**

**Functional Classification System**

National Functional Classification (NFC) is a planning tool which federal, state and local transportation agencies have used since the late 1960’s. The Federal Highway Administration (FHWA) developed this system of classifying all streets, roads and highways according to their function and developed a suitable party responsible for them. This classification system also provides the basis for federal, state and local funding.



Federal Aid Eligible Facilities	
Rural Interstate: 01	Urban Interstate: 11
Rural Other Freeway: 05	Urban Freeway/Expressway: 12
Rural Principal Arterial: 02	Urban Principal Arterial: 14
Rural Minor Arterial: 06	Urban Minor Arterial: 16
Rural Major Collector: 07	Urban Collector: 17
Non Federal Aid Eligible Facilities	
Rural Minor Collector: 08	Urban Local: 19
Rural Local: 09	

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**Interstate**

This functional class includes freeway and expressway routes that are intended to move traffic to regional, statewide, and out-of-state destinations. There are no roadway facilities within the City of Waterville that are classified as Interstate.

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**Principal Arterials**

Principal Arterials generally carry long distance, through-travel movements. They also provide access to important traffic generators, such as major airports or regional shopping centers. Often these roadways are links between Interstate facilities. The only designated Principal Arterial in Waterville is the US 24 facility. This functional classification will be transferred to the new US 24 bypass facility once it opens in September 2012, and the old alignment through the City will become a lower functional class as much of the through traffic volumes will be diverted onto the new four-lane facility, which will have a full interchange on the west side of Waterville with State Route 64 (SR 64).

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**Minor Arterials**

Minor Arterials are similar in function to Principal Arterials, except they generally carry trips of shorter distance and to lesser traffic generators. There are no existing Minor Arterial roadway classifications in the City of Waterville.

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**Collectors**

Collector roads tend to provide more access to property than do arterials. Collectors also funnel traffic from residential areas to arterials. Roadways in the community that have a Collector functional classification include the SR 64 corridor (located on several local named roadways) through the City; Farnsworth Road; Waterville-Monclova Road; and Dutch Road.

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**Local**

Local roads primarily provide access to property. All other public roadways within the City of Waterville that do not have any of the above listed functional classifications are classified as Local.

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**Waterville Public Works Department**

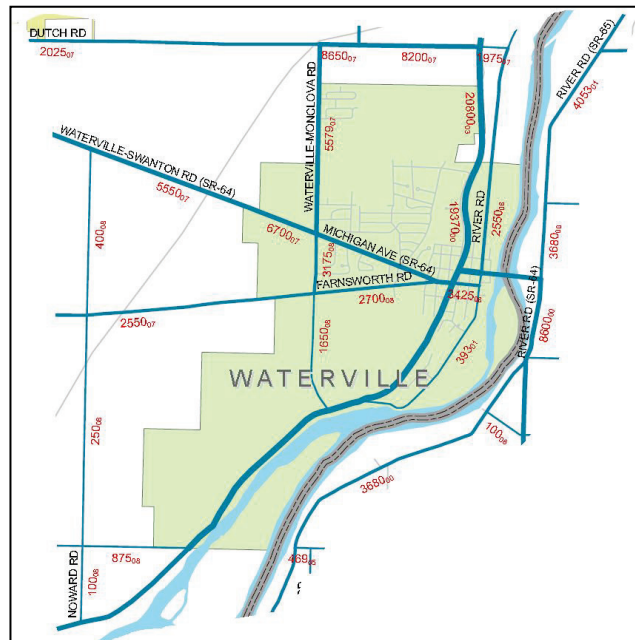
The Waterville Public Works Department is responsible for routine road care, including maintenance and repairs, water lines & storm sewers, and snow and ice removal. The City has in place a 5-Year Capital Program that coordinates and plans ahead for all transportation and other infrastructure improvements. The section of the Capital Program that schedules transportation related improvements is named the Street Construction & Maintenance (SCMR) 325 Fund. This comprehensive plan update utilized the FY 2011-2015 Five-Year Capital Program to document programmed improvements. There is approximately \$1.1 Million available annually for transportation related debt service, maintenance, and improvement projects. In addition to local funds allocated to maintenance and improvement projects, the City also pursues non-local funding programs through various governmental agencies such as TMACOG, ODOT, and the Federal Government. Securing such outside funding sources is critical to supplementing local funds, especially for more costly improvements.

## Traffic Flow, Congestion, & Safety Locations

The City of Waterville in 2012 is at a major crossroads in regards to traffic pattern changes and access to the community. Since the 1940s, the major roadway through the community has been the US 24 Corridor, which passes through the heart of the City on the locally named roadway of “Anthony Wayne Trail”. In September of 2012, the new four-lane divided highway facility that bypasses Waterville on the west side of the City will be opened. This will remove major volumes of through traffic and heavy truck traffic from the heart of the City and place it on the new US 24 Highway.

Until the new bypass is opened, the current alignment of US 24 through the City is carrying over 20,000 vehicles per day with nearly 25% of these vehicles being truck traffic. These large volumes and heavy truck percentages lead to congestion on this two-lane roadway through the City. This is evident by the fact that ODOT's 2010 Highway Safety Locations indicate that the section of US 24 in Waterville from just west of South Street to Dutch Road on the north side of the City is an identified Congestion Location. There were no other high congestion locations identified by either TMACOG or ODOT, however local observations of traffic indicate minor traffic queues occur during peak traffic periods on Farnsworth Road, Mechanic Street, and Dutch Road where they intersect US 24. Other intersections in the community with some minor congestion during peak traffic periods include the two Waterville–Monclova Road offset intersections with Dutch Road, and also at North River Road & SR 64 (Mechanic Street). All three of these intersections have programmed improvements planned to occur before 2016.

A review of both the TMACOG 2007–2009 Safety Locations & Measures Report as well as the ODOT identified 2010 High Crash Locations revealed there are no top priority high crash locations within the City of Waterville. Although no high crash locations were identified by these two sources, the City should monitor crashes city-wide on an annual basis. If an intersection is found to have 14 or more crashes total for a consecutive three year period or if a section of roadway had 20 crashes or more, then technically per ODOT's Safety Program guidelines these locations are considered high crash locations and could be eligible for applying for Safety Program funds. With the upcoming major traffic pattern changes associated with the opening of the US 24 bypass, the traffic congestion and any current potential high crash locations will improve once this high volume of through traffic is removed from within the City of Waterville.





## Long Range Transportation Planning & Funding of Projects

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The Toledo Metropolitan Area Council of Governments (TMACOG) is the designated Metropolitan Planning Organization (MPO) for Lucas and Wood counties. As such, they are responsible for the development of and periodic updates to the Long Range Transportation Plan (LRTP) and the Transportation Improvement Program (TIP). All transportation projects receiving state or federal funding must be included in the LRTP and the TIP. In this capacity, TMACOG serves as the region's clearinghouse for federal and state funding for transportation improvements.

TMACOG manages three key funding programs for Lucas and Wood counties, which includes the Surface Transportation Program (STP); the Congestion Mitigation Air Quality (CMAQ) Program; and the Transportation Enhancement Program (TE). Information on these programs and guidance on procedures for funding requests are available through the TMACOG website located at: [www.tmacog.org](http://www.tmacog.org). The City of Waterville can develop planning concept projects based on local needs, but to take advantage of any State or Federal funding sources they will need to be incorporated into the TIP that is developed by TMACOG.

## Transit Services

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The City of Waterville receives several transit services from the Toledo Area Regional Transit Authority (TARTA). A summary of the services provided to Waterville include:

- Waterville Express Route that runs between Waterville and Downtown Toledo;
- Call-A-Ride Services;
- Park & Ride Services;
- TARPS Paratransit Services (On-call Service);
- The Muddy Shuttle (Transportation to/from Toledo Mud Hens Games);
- The Walleye Shuttle (Transportation to/from Toledo Walleye Games)

The TARTA services offer an alternative mode of transportation for Waterville residents, especially for the elderly and handicapped population that may not have access to personal vehicles for their transportation needs. Routes and services from TARTA change over time, so the most current information for the Waterville area can be accessed via their website ([www.tarta.com](http://www.tarta.com)) for the latest route information and on-call services. The majority of the TARTA services listed above are based from the new Kroger facility located near the interchange of SR 64 (Michigan Avenue) & US 24.





## Traffic Impact Study Guidelines

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The need to have private developments fund transportation improvements for their traffic impacts is becoming more and more critical with shrinking fiscal resources. One way to accomplish this is for a community to develop a Traffic Impact Study (TIS) requirement for all new private developments that are looking to locate in the community, and to also require existing facilities looking to expand operations. The TIS is commonly required if a proposed development or expansion will generate at least 100 new vehicle trips or more in the peak hour of operation of the facility. The determination of the number of trips is traditionally based on the most current version of the Institute of Transportation Engineers (ITE) Trip Generation Manual. The TIS is often a requirement to be submitted with the site plan approval process.

The City of Waterville would benefit from developing a Traffic Impact Study Guideline policy and require all proposed new and expansion developments to conduct such as study to determine how they will impact the surrounding roadway network. If the development impacts the roadway operations negatively, then they would be required to mitigate their impacts to maintain existing conditions and to pay for the necessary improvements.

## Existing Pedestrian/Bicycle Connectivity

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Pedestrian/Bicycle facilities and connectivity was identified in the community survey for this Comprehensive Plan update as one of the top priorities of the residents. The City does have decent sidewalk coverage throughout the community, with only a few older neighborhoods that would benefit from having sidewalks constructed. In regards to multi-use paths, there are several facilities that connect existing park/recreational areas (as seen on the Pedestrian and Bike figure of this section) throughout the community. These existing multi-use paths are located at the following locations:

- Path connecting Prairie Trail Park to Waterville Elementary School;
- A small section on north side of SR 64 from Waterville–Monclova to the west;
- Bike/walking facility in Water Works Park; and
- Metroparks bike/hike trail from Farnsworth Park (in Waterville) that runs along the old Miami–Erie Canal to Providence Park (in Grand Rapids)



Providing a separate system for non-motorized travel is important to improve accessibility throughout the community, to promote a healthy lifestyle for its residents, relieve traffic congestion, and minimize the future widening of roads. There are conceptual pedestrian and bike connectivity routes recommended for future development on the Pedestrian and Bike Connectivity map of this chapter.

## Street and Corridor Character

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Street width and scale, presence of on-street parking and sidewalks, block length, building setbacks, design speed, street trees and even pavement markings and signs all contribute to how the street functions and the perceptions of the driver. Several areas of Waterville have a unique feel to them that residents wish to have perpetuated throughout the community. The Downtown Waterville area has had streetscape improvements conducted in recent years, and the newer development of Pray Boulevard in the vicinity of the new US 24 and SR 64 interchange incorporated multi-use paths into the design.

The development of complete streets and traffic calming within the community can impact driver perceptions and affect vehicle speed and the care used while driving. The character of street corridors as viewed by the motorist also impacts the image they will develop of Waterville. If streets have aesthetic traffic calming features, pedestrian/bicycle friendly facilities, decorative street lights and traffic signals, and theme oriented wayfinding signage; then the visitors to the community will come away with a good perception of the City.



## Existing Gateways and Signage

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The City of Waterville has existing gateway signs entering the community, which are primarily focused on the Anthony Wayne Trail (former US 24). These signs and landscaping appear to have been in place for several years and could use upgrading to make the gateways more aesthetic and noticeable to visitors of the community. This Comprehensive Plan update provides several

possible themes and concepts that may be considered by the community which could be incorporated into new gateways into the community. In addition to gateways, the regulation of commercial signs can be accomplished by developing/refining current sign permits/codes so to require businesses to install ground mounted signs instead of the tall commercial signs that can “clutter” corridors and make them unsightly. It will be key to have in place aesthetic and ground mounted sign requirements in place as areas around the new US 24 bypass is opened and development pressures begin to occur.

## Existing Wayfinding

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In regards to wayfinding signs, there have been several wayfinding signs installed in Historic Downtown Waterville that are associated with the recent streetscape projects that were constructed. Outside of the Downtown area, there is limited wayfinding signage for guiding visitors to attractions such as business districts, manufacturing facilities, restaurants, public facilities, parks, recreational areas, etc. The selection of a community theme for such wayfinding signs would be a benefit to guiding visitors to retail and business areas so to encourage economic consumption within the City. It is important that all these signs look similar as the sign becomes the community “brand”. Over time the visitor and resident will quickly learn what to look for to find the next piece of information. Gateways and other Signage previously discussed are also a form of wayfinding because it indicates an arrival to the destination.



## E. Transportation Network Initiatives

The leaders and residents of Waterville were found to be very forward thinking and proactive on pursuing innovative solutions and techniques in regards to planning initiatives and sustainability practices. This was evidenced through the very active participation during the development of the Comprehensive Plan Update through the use of the on-line community survey; public meetings; charrette meeting; and the steering committee. Taking into the consideration of all of this vital input from the community, several general transportation network initiatives were identified for the City of Waterville as outlined below.

### **Evaluate Feasibility of Roundabouts for Problematic Intersections**

There is a pair of modern roundabouts planned on the northern edge of Waterville on Dutch Road at the offset intersections of Waterville-Monclova Road. The community officials should also consider the feasibility of additional roundabouts within the City to address existing and future traffic congestion, high crash intersections, and air quality issues. However, such a task will require additional planning and acquisition of additional right-of-way and/or property at locations that are considered. Roundabouts can provide traffic calming to a roadway facility as they require motorists to slow down to negotiate the roundabout.

Roundabouts are circular intersections with specific traffic control features such as channelized approaches, appropriate geomantic curvature to slow speeds (typically less than 30 mph), and yield control of all entering traffic. Modern roundabouts when properly applied can have significant advantages over traditional signalized intersections. Notable benefits of utilizing a modern roundabout instead of a traditional signalized intersection include the following:

#### 1. *Improved Safety*

- Roundabouts are safer for pedestrians by reducing the potential vehicle/pedestrian conflict points
- Roundabouts can offer 30 percent higher capacity than traffic signals
- Right angle crashes become less severe and less frequent
- Left turning crashes do not occur
- Rear-end crashes become less frequent because roundabouts have less queuing
- Accidents that do occur are less severe
- There are no electrical components to maintain and fund electrical costs

#### 2. *Increase Vehicle Capacity*

- Left turns are not subordinated to through traffic, and vehicles enter under yield control instead of stop control which improves intersection efficiency
- Turn lanes are not needed
- Roundabouts are typically designed for speeds from 20 to 30 mph



### 3. Improved Aesthetics and Environment

- Roundabouts are natural focal points
- Properly installed landscaping is both attractive and functional in that it alerts a driver to changes in direction
- Substantial reduction in pollution and fuel use since vehicles do not idle at red lights

*In addition, signalized intersections have several disadvantages:*

- Accidents can be severe due to high speeds in intersections
- Signals are mechanical devices that require maintenance, periodically malfunction and do not provide any control during power failures, and require electrical consumption
- Permitted left turns and right turns on red introduce additional pedestrian conflicts
- The need to provide a minimum green time to each movement in every cycle may create time intervals in which no vehicles are entering the intersection
- Left turns can require dedicated phases that reduce time from the major movements

Roundabouts are not always the perfect fit for all locations and any consideration of constructing a roundabout will need to be evaluated for both operations and feasibility due to the large right-of-way footprints required for these types of facilities.

### Improve Pedestrian Connectivity City-Wide

Much of the City has adequate sidewalk coverage; however there are some needs for improving pedestrian connectivity and also improving existing sidewalks so to meet current ADA curb ramp and sidewalk standards. Some of the older neighborhoods are where the majority of pedestrian facilities are either outdated or missing entirely. Pedestrian facilities at intersections or at mid-block crossings should also be evaluated to determine if safety enhancements are needed to make pedestrians more visible to motorists. Pedestrians should be made as visible as possible since multiple conflict points for vehicles and pedestrians exist at intersections. Some more innovative considerations for improving visibility include:

- Raised Curb Bump Outs – This will raise the pedestrian higher and make them more visible to motorists and the bump out will reduce crossing lengths;
- Mid-block crossings can be made safer with the use of either **Rectangular Rapid Flash Beacons (RRFB)** or **High-intensity Activated crossWalk (HAWK)**;
- Enhanced crosswalk markings and stamped asphalt or concrete will also provide enhanced visibility of pedestrian crossings



Increased pedestrian activity can equate to increased economic profitability for area businesses. The more active community residents are with walking and riding bicycles for short duration trips and for recreation increases the health benefits for the community.





## Develop Aesthetic Gateways

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Entrances to communities set the initial impression for residents, visitors, and potential investors. Gateways should announce that you have entered the City of Waterville. The gateways function as signage and as landscape features. They should be lighted, well landscaped and designed so that they present a lasting positive image. The signage of a gateway should be part of a theme that has been established for the community and is easily recognized by viewers as belonging to the Waterville Community.

Potential locations to develop aesthetically pleasing gateways into the City of Waterville could include the following locations:

- Northeast Bound US 24 as it enters the City;
- Southwest Bound US 24 as it enters the City;
- Westbound SR 64 (Mechanic Street) as you exit the Maumee River Bridge;
- Eastbound SR 64 near Pray Boulevard as you come over the new interchange with US 24. This will be a key gateway for the City as this will be the new major entrance into the community once the new US 24 highway is open

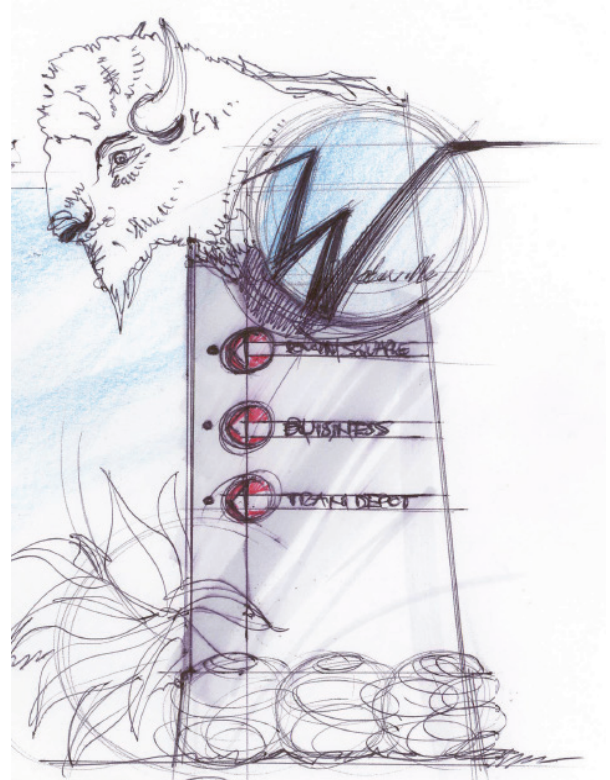
The location of gateways, or entryway treatments should highlight Waterville for the greatest number of people with aesthetically appealing signage and plantings. Gateways into Waterville can often provide the strongest impression of the City, as these focal points are a reflection of the collective image of the community as defined by its residents and businesses. Large broad plantings that sweep around the entryway and open it up visually can create a sense of grandeur that reflects the current and future community of Waterville.

Secondary entryway treatment locations may also be considered at key locations into the Historic Downtown Area. A coordinated theme and wayfinding signage would be essential to conveying the City's rich historic background and sense of place. Unique considerations for such secondary gateways into the Historic Downtown may be aesthetic arches, which often have illuminated features on them for visibility at night.

## Promote Wayfinding and Landmarks

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A comprehensive wayfinding system is recommended in order to improve accessibility for residents, visitors, and workers of Waterville. The City has already installed some limited wayfinding in Downtown Waterville as part of the recent streetscape improvements.



Achieving an adequate level of wayfinding is achieved by developing a consistent signage system that points travelers in the direction of specific destinations. It is important that all these signs appear similar in design, a kind of “community branding”. Over time the visitor and resident will more efficiently navigate around the community. Gateway treatments previously discussed are also a form of wayfinding because they announce an arrival to a destination. With the opening of the US 24 bypass in September 2012, it will be critical to develop an effective and aesthetic wayfinding and gateway branding theme for the community so to guide visitors and pass-by traffic from the new interchange of US 24 & SR 64 to the Historic Downtown business district to support businesses and promote economic development.

### **Signage**

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Public and private signage plays a significant role in the image of a community. Informational and directional signage can reflect a community’s heritage and overall image. Signage improvements along corridors should be part of a larger plan for corridor enhancements.

Business signage is an extension of commercial development; they announce the location of a business. Without public guidance, business signs can diminish the overall image of its commercial community. Local ordinances should seek a balance between private and public objectives.

### **Promote Traffic Safety by Access Management**

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Access management involves comprehensive controls on the number, spacing and placement of commercial driveways along major arterials. Numerous studies in Ohio and nationally demonstrate how proper access management reduces the potential for crashes and preserves the street’s traffic carrying capacity. Fewer driveways also create more attractive and pedestrian-friendly roadways. Some key elements of access management are:

#### *Number of Access Points*

The number of driveways allowed along major streets affects traffic flow, ease of driving, and crash potential. Every effort should be made to limit the number of driveways; and encourage access off side streets, service drives, frontage roads, and shared driveways.

Those developments which generate enough traffic or have sufficient frontage to consider allowing more than one driveway should locate these second access points on a side street or shared driveways with adjacent uses where practical.

#### *Driveway Spacing from Intersections*

The minimum distance, on the same side of the street, between a driveway and an intersecting street should follow current ODOT standards. An alternative may also include referencing the Lucas County Access Management policies. At major intersections where there are long vehicle queues, driveway spacing should be 200 feet ideally. Where driveways are located closer to intersections, they should be restricted to right turn only access.



#### *Driveway Spacing from Other Driveways*

Minimum and desirable driveway spacing requirements should be determined based on posted speed limits along the parcel frontage, traffic conditions, sight distance and in consideration of the amount of traffic a particular use is expected to generate. Minimum spacing between two commercial driveways should be 200 feet if feasible.

Where it can be demonstrated in redevelopment projects that pre-existing conditions prohibit adherence to the minimum driveway spacing standards, the driveway spacing requirements could be modified, but driveway spacing should not be less than 60 feet.

#### *Alternative Access*

Frontage drives, rear service drives, shared driveways, and connected parking lots should be used to minimize the number of driveways, while preserving the property owner's right to reasonable access. Along commercial corridors, rear yard parking lots should be shared and alleys or rear service drives used to connect adjacent commercial sites.

#### *Traffic Studies*

A well prepared traffic impact study will also address site access issues, such as the potential to share access or use service drives. The study should analyze options to mitigate traffic impacts, such as changes to access, improvements to the roadway, or changes to the development. In some cases, the developer can assist in funding improvements to help offset the impacts of the project.

### **Promote Traffic Calming**

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Traffic calming measures promote pedestrian and bicycle safety by lowering vehicular travel speeds and making motorists more aware of non-motorized modes of transportation. Some of the common traffic calming measures described below may be appropriate in certain situations in the City after considering a number of factors such as crash statistics, traffic volumes, cost, maintenance, and impact on emergency access.

#### *Speed Humps*

Vertical constraints on vehicular speed and are designed according to a safe vehicle speed (15 to 20 mph). They are raised areas that extend across the width of the pavement and may range between 2-4 inches in height and 14-22 ft in length. Speed hump designs are site specific and dimensions are unique to each location.

#### *Speed Tables*

Vertical constraints, similar to speed humps, constructed with a table or flat portion in the center. They can create a pedestrian friendly street environment with a secondary use as a raised crosswalk. They provide visual enhancement, reduce vehicle speed and enhance the use of non-motorized transportation.

#### *Street Narrowing, Slow Points, or Chokers*

Curb modifications, channelization, and sometimes landscaping features that narrow the street to a minimum safe width. They are often installed at intersections to reduce speed and/or redirect traffic. They provide larger areas for landscaping, enhance the neighborhood, facilitate loading and unloading and optimize the pedestrian crossing locations.

#### *Angle Points or Chicanes*

Curbed horizontal deflections in the path of vehicle travel. They are built along the edge of travel-way similar to street narrowing treatments. They use physical obstacles and parking bays, and are staggered so drivers must slow down in order to maneuver through the street. Trees are often used at the slow point to restrict driver vision and create a feeling of a “closed” street.

#### *Boulevard Slow Points or Channelization*

Center located islands that divide the opposing travel lanes at intersections or at mid-blocks, pedestrian refuge treatments and the other standard forms of intersection traffic control islands. These are aimed at reducing speeds while enhancing the pedestrian crossing points and safety.

#### *Intersection Diverters*

These are features that partially close an intersection to limit the allowable turning movements and divert traffic. They are used to convert an intersection into two unconnected streets, each making a sharp turn. This alters traffic flow patterns and limits the ability of vehicles to cut-through residential neighborhoods.

#### *Perimeter Treatments*

Visual and physical treatments should be used to communicate a message to drivers entering a residential neighborhood. Traffic signs, intersection narrowing, boulevards, textured pavement surfaces such as brick and landscaping features are often used to create this effect. Entry treatments can and are recommended to increase driver awareness to changes in roadway environment.

### **Encourage Pedestrian Connectivity and Other Modes of Transportation**

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Pathways and sidewalks provide additional non-motorized modes of transportation for residents in regards to shorter trips. In addition, these pedestrian/bicycle friendly facilities provide recreation opportunities; improves connections throughout the community to encourage use of parks, landmarks, and local businesses; helps to reduce a sense of isolation for many; promotes social interaction which builds a sense of community; and can even help reduce traffic volumes to some degree when connections are short and attractive.

The City may consider formally designating pedestrian and bike lanes along key routes when and where feasible. Often roadway diets can be utilized to provide for an on-street designated bicycle lane. A road diet involves looking at ways to provide for a 4 to 8 foot wide lane within the existing pavement width by a combination of considerations such as reducing

lane widths, eliminating on-street parking, and removing two-way center turn lanes. Various types of pedestrian & bicycle facilities are briefly described below:

### *Sidewalks*

Sidewalks are usually a 5-foot wide concrete surface along one or both sides of a public street for the purpose of providing for pedestrian circulation. Walkways are normally separated from the street by a buffered distance of 6–10 feet or more when right-of-way allows for such a separation. If a sidewalk is to be utilized for both pedestrians and bicycles, it should be enhanced to a 10-foot wide facility.

These options should be pursued for all new developments and redevelopment areas. Other areas that should be pursued for sidewalks would be areas of the City that connect the most people to the greatest number of amenities for the least amount of capital. The City of Waterville in general has good sidewalk coverage; however there are some older neighborhoods that do not have sidewalks.

### *Multi-Use Paths*

These pathways can accommodate higher volumes of pedestrians than sidewalks and are more appropriate for other types of non-motorized travel such as joggers and bicyclists. The federal standard for all new multi-use paths is a 10-foot wide facility. This type of facility should be pursued for all new developments/roadways within the City, as well as those areas undergoing redevelopment (if right-of-way allows for such).



The multi-use paths are typically a separated facility from roadways and they are used to link pedestrian & bicycle traffic generators together so to promote these healthier and more environmental friendly forms of transportation. The City of Waterville does have several multi-use path sections as shown in red on the Pedestrian and Bike Connectivity exhibit.



### *Bike Lanes*

A bike lane is usually a 4 to 8 foot wide portion of a street designated for exclusive use by bicyclists. The lane is distinguished from the automobile travel lanes by paint stripes, signs or other similar devices. One way of designating an on-street bike lane is through the use of green asphalt (as shown by picture to the right). This green asphalt lane helps motorists become more aware of the lane that is set aside for bicycles. Often there is also white pavement marking bicycle symbols within this bicycle lane or accompanying bicycle lane signs.

*Share the Road Signs and Sharrow Pavement Markings*

On roadways where existing pavement width and limited right-of-way prohibits designated bike lanes from being incorporated into the roadway, the use of “Share the Road” signs and “Sharrow” pavement markings can be utilized on designated pedestrian and bicycle connectivity corridors. These types of treatments are not as desired as an actual designated bicycle lane or separated multi-use path, however they still provide enhanced notification to motorists that the roadway facility is a designated bicycle corridor. In addition to these signing and pavement marking enhancements, such corridors could also be augmented with some of the traffic calming techniques also discussed previously.



The community survey and public input from Waterville residents indicated a strong desire to improve existing pedestrian/bicycle facilities as well as develop more facilities that would enhance the linkages within the community. The Pedestrian and Bike Connectivity figure on the following page shows existing multi-use path locations as well as conceptual planned pedestrian and bicycle connectivity routes that should be explored within the City. These future facilities involve incorporating pedestrian/bicycle facilities into existing roadways as well as on potential future roadway connections. These connectivity routes would involve a mix of the various types of facilities mentioned above depending on right-of-way availability.

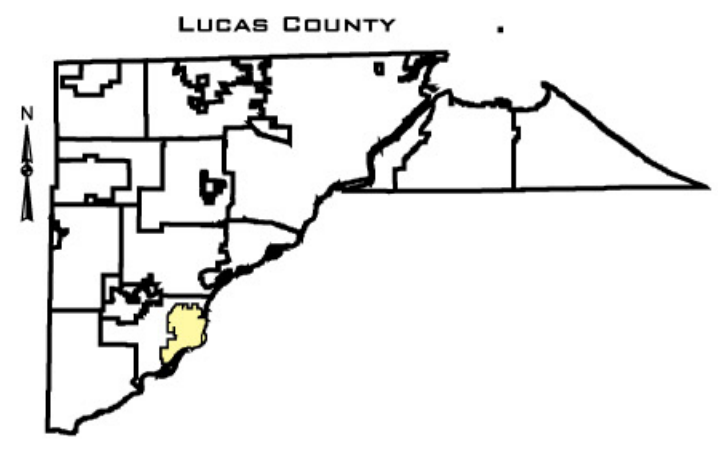
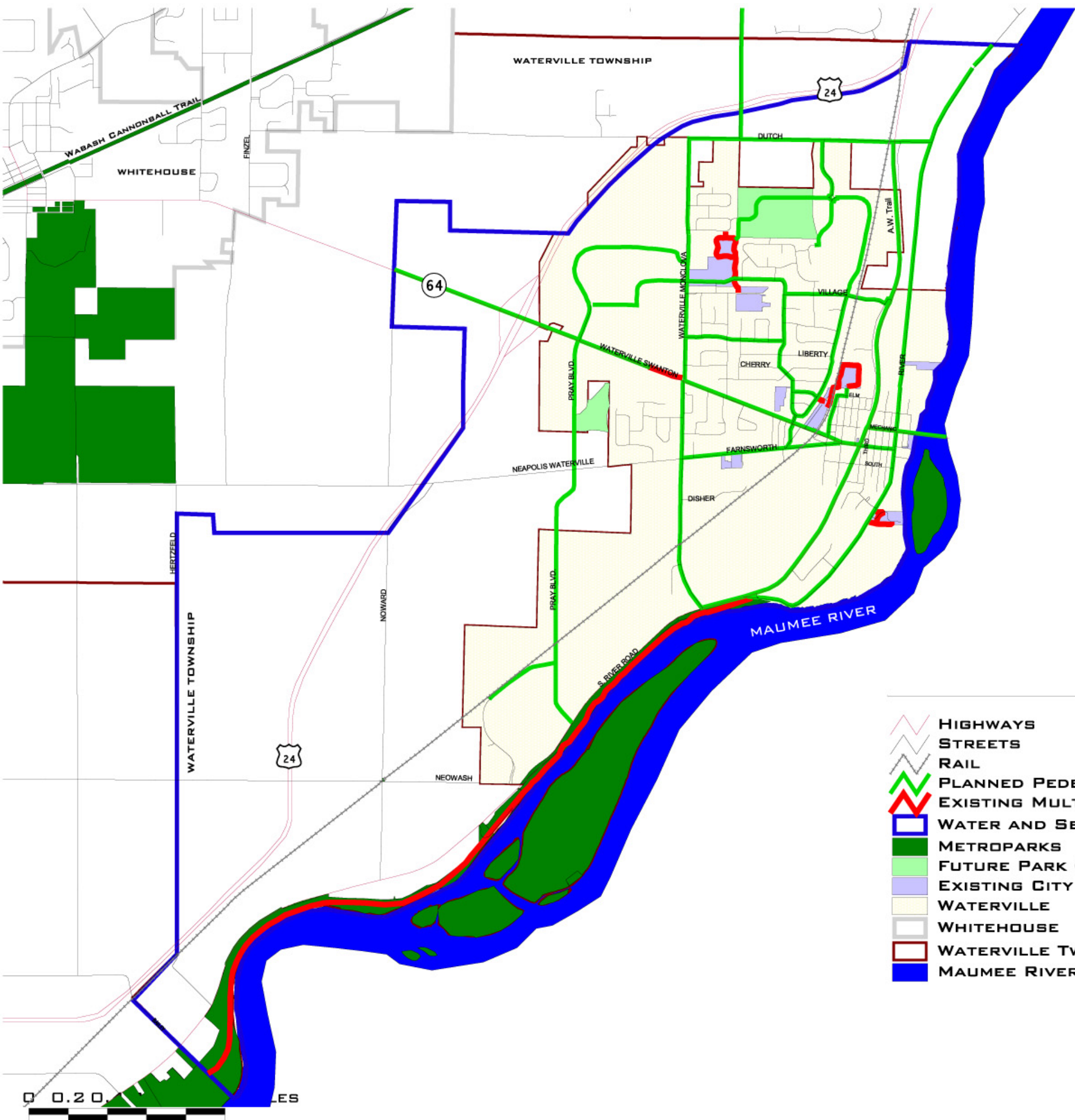






# WATERVILLE COMPREHENSIVE PLAN

## PEDESTRIAN AND BIKE CONNECTIVITY



### LEGEND

- HIGHWAYS
- STREETS
- RAIL
- PLANNED PEDESTRIAN AND BIKE CONNECTIVITY ROUTES
- EXISTING MULTI-USE PATHS
- WATER AND SEWER SERVICE AREA
- METROPARKS
- FUTURE PARK (LOCATION NOT EXACT)
- EXISTING CITY PARKS/RECREATIONAL SITES
- WATERVILLE
- WHITEHOUSE
- WATERVILLE TWP
- MAUMEE RIVER



### **Promote Public Transit Opportunities**

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It is important to consider transit as a valuable asset to the transportation system because it not only offers an alternative to the automobile, it will help provide the City in becoming “elder-friendly,” reduce traffic congestion, promote safety, reduce emissions, and promote the “Complete Streets” concept.

If the City’s population continues to age as recent trends indicate, having a transit system and improved connectivity will grow increasingly important to assure the mobility of the senior population. Transit routes should continue to coincide with existing and planned key destination points in the Township including shopping nodes and community facilities. Transit-oriented design, which is an approach that assures pedestrian-friendly and bus-friendly locations and maneuverability, should be encouraged.

### **Continue to Pursue Funding Opportunities to Upgrade Transportation Infrastructure**

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City officials consistently pursue transportation funding to revitalize their transportation infrastructure. Most of this funding is either derived from federal or state programs or allocated from the City’s capital budget.

Transportation funding opportunities vary depending on the functional classification of the targeted roadway and project type. Federal programs like the Congestion Mitigation and Air Quality (CMAQ) Improvement Program, a funding mechanism that would likely fund a roundabout for example. Likewise, the Federal Surface Transportation Program (STP) can be tapped but only through TMACOG, which also offers funding from the Transportation Enhancement program. The other key funds that the City could take advantage of are ODOT’s Safety Program Funds for identified high crash locations. Some additional funding sources to consider include ODNR programs, CDBG funds which the City has utilized in the past, and OPWC funds.

### **Pursue the Creation of a Transportation Master Plan**

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City officials may want to consider developing either a Transportation Master Plan or a Thoroughfare Plan in addition to the this transportation section of the Comprehensive Plan. Either one of these documents would allow for more in-depth analyses of transportation needs and feasibility of projects and would identify planning level cost estimates. Once a good transportation plan is in place, the City could simply update the existing plan every five years or so to incorporate any key development or trends that have taken place. The transportation elements of this Comprehensive Plan are provided as concepts only other than those projects that are already programmed for funding. A much more detailed analysis would be very beneficial for developing longer term transportation projects and planning for such needs.

### **Utilize the “Complete Streets” Concept**

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Many of the roads were designed to a standard relevant to the time they were constructed. However, with the increased flow of traffic and development, a significant number of roadways throughout the City are not pedestrian/bicycle friendly as they were developed more for simply moving vehicular traffic efficiently as possible. The “Complete Streets” concept is



based upon one major premise: Streets should function effectively for all users, just not for motorists, but pedestrians, bicyclists, transit users, and the disabled.

A community with a complete streets policy considers the needs of older residents every time a transportation investment decision is made. Proven methods to create Complete Streets for pedestrians include: retiming signals to account for slower walking speed, constructing median refuges or sidewalk bulb-outs to shorten crossing distances, and installing curb ramps, and sidewalk seating. Improved lighting, signage and pavement markings are among the measures that can benefit drivers of any age, but particularly older drivers.



#### F. Future Transportation Improvements

In addition to the general transportation network initiatives outlined previously, this section focuses on more specific conceptual future transportation improvements for the City of Waterville. These improvements are shown on the Future Transportation Improvements figure. The development of this figure is based on various factors including items such as land use patterns, growth trends, identified concept areas of future growth, existing adjacent jurisdiction comprehensive plans, Waterville's 5-year Capital Plan, TMACOG planning, steering committee input, public involvement, and the community survey.

#### Projects Listed in Existing Plans

The following projects are already planned improvements that are found in either the City of Waterville 5-Year Capital Program (2011–2015), the TMACOG TIP Program, or in the Waterville Township Comprehensive Plan. All of these projects are anticipated to be initiated sometime before 2016:

##### *Waterville–Monclova Road from US 24 to Farnsworth Road*

Resurface roadway and add multi-use bike path on west side of roadway.

##### *SR 64 (Mechanic St.) & River Road Intersection*

Intersection improvements including signal upgrade & turn lane additions.

##### *Waterville–Monclova Road & Dutch Road Roundabouts*

Construct pair of roundabouts at the offset intersections of Waterville–Monclova Road with Dutch Road to improve traffic flow and enhance safety.

#### *SR 64 & Pray Boulevard Intersection*

Intersection improvements including additional turn lanes and signal upgrade.

#### *SR 64 (Mechanic Street) & SR 65 Intersection*

This intersection is actually in Wood County on the east side of the bridge over the Maumee River, but it is a gateway into the City of Waterville from Wood County. Intersection improvements are planned for this location that may include traditional geometric changes or possibly constructing a roundabout.

#### *US 24 (Anthony Wayne Trail) from South Street to Waterville–Monclova Road*

This project will transform the old US 24 facility into a roadway with complete street concepts that may include bike lanes or multi-use paths, lane revisions, and other improvements.

#### *SR 64 Corridor (from Whitehouse to Waterville)*

This corridor will be under development pressure with the new interchange and US 24 bypass opening in September 2012 and will become a new gateway into the City of Waterville, Waterville Township, and also the Village of Whitehouse. Given this, planning efforts have been initiated as the residents of Waterville Township and Waterville desire to see SR 64 develop into an attractive corridor. It is recognized that there are (and will continue to be) pressures for commercial development along with other types of nonresidential development.

At the same time, concern over aesthetics of the area and the need to implement high development standards to realize the potential of this corridor as a “front door” to the area are important. Future development of the SR 64 corridor should have the following characteristics:

- Well designed from a traffic flow standpoint;
- Retain a rural look and feel emphasizing landscaping with limited exterior lighting;
- Typical “big box” structures should be discouraged, but larger buildings that are designed to advance a more human-scale are desirable and appropriate;
- Have attractive signage that is effective, but not obtrusive;
- Include commercial uses, office, condominiums, and institutional uses. Higher density residential development such as condominiums should be used as transitional uses between the more intensive uses that have direct access to SR 64 and low density, single-family detached residential areas further away from SR 64.

#### **Future Conceptual Transportation Improvement Projects**

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The following projects are conceptual improvements to be considered as continued development of the area continues. These projects would most likely be constructed sometime after 2016, but might have planning initiatives started prior to 2016.

*Conversion of old US 24 Corridor (Anthony Wayne Trail) to Local Focused Roadway*

The opening of the new US 24 Bypass will significantly change the traffic volumes and patterns on this roadway through the City of Waterville. With these changes in mind, it is recommended that the entire section the Anthony Wayne Trail from Neowash Road northward to Dutch Road be considered for incorporating “Complete Street” concepts such as either on-street designated bike lanes or separate facility multi-use paths, transit stops, narrow lanes for traffic calming, and gateway/wayfinding treatments. This would tie in nicely with the Waterville mural that has been constructed at the US 24 Bypass tie in just north of Dutch Road.

*Extension of Pray Boulevard from SR 64 southward to Anthony Wayne Trail*

This roadway extension would provide access to valuable land on the west side of Waterville that would tie directly into the new US 24 Bypass interchange area with SR 64. The incorporation of multi-use paths and sidewalks would also be recommended to provide pedestrian and bicycle connectivity for the community. This roadway extension could also provide a westward access extension located just south of the railroad crossing, which would have the purpose of connecting to the Browning facility.

*River Road from Anthony Wayne Trail northward to Waterworks Park*

It is recommended that this roadway be considered for adding pedestrian/bicycle connectivity improvements that would provide connections between the Anthony Wayne Trail and Waterworks Park, as well as tie into the existing trails at Farnsworth Park. The pedestrian/bicycle enhancements could include various types of facilities such as multi-use paths, on-street bike lanes, and/or sidewalks.

*Various Auxiliary Local Access Roads*

The remaining future transportation improvements shown on the figure are primarily shown for conceptual access roads for undeveloped areas of the City. These are focused in to key areas that will be prime for development which include the area north of the existing Pray Boulevard near the new Kroger facility in the vicinity of the new US 24 & SR 64 interchange, and then also the area surrounding the City owned 120 acre Opportunity Development Area that is located south of Dutch Road with primary access via Choctaw Drive. It is recommended that any new roadways consider incorporating pedestrian/bicycle connectivity facilities.

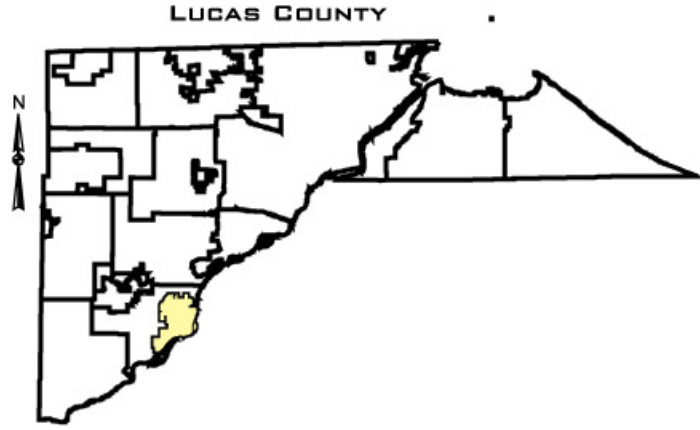
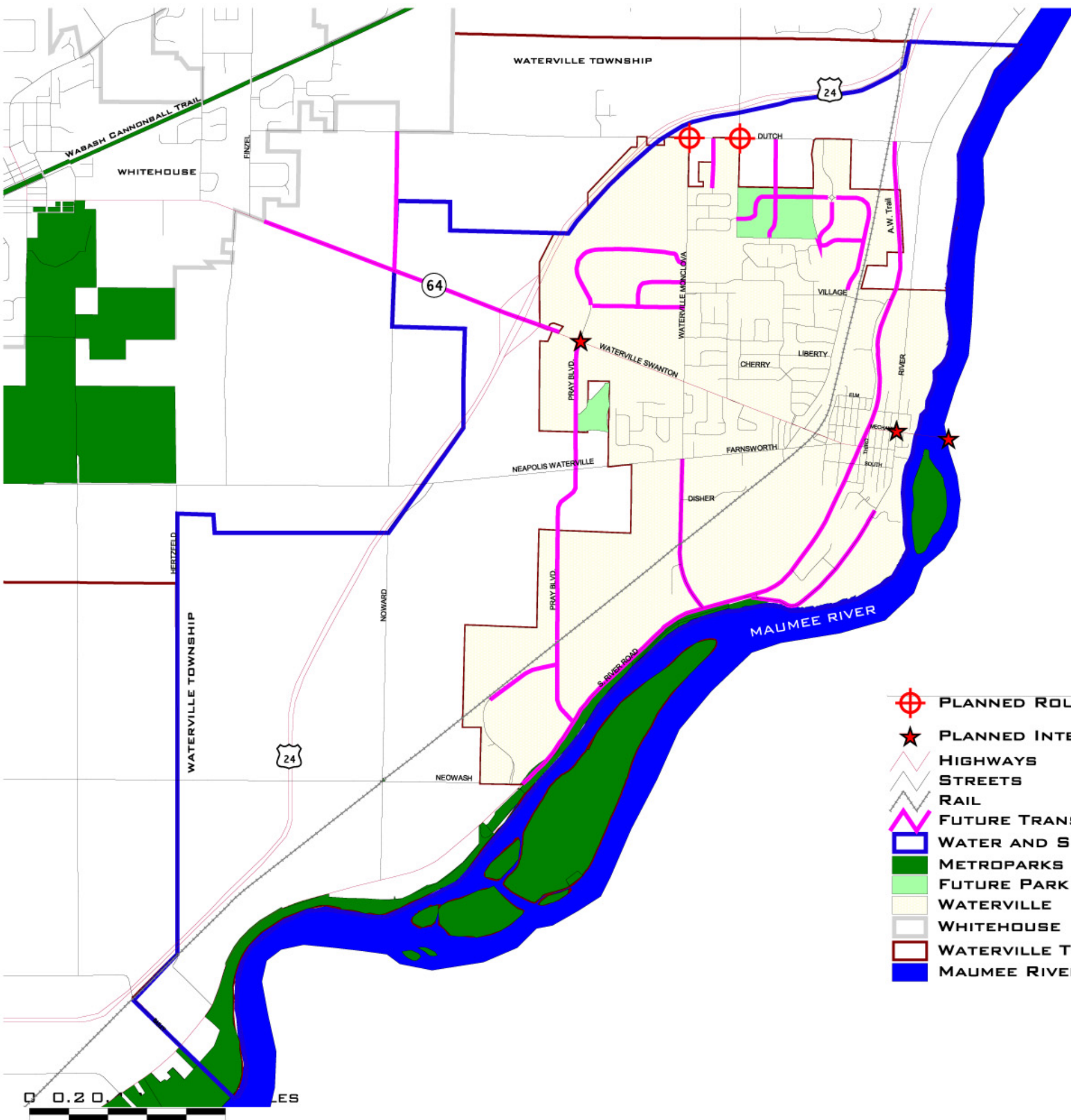
*Noward Road Extension and SR 64 Access*

In addition to the improvements discussed previously, it should also be noted that Waterville Township in their Comprehensive Plan has identified the extension of Noward Road from SR 64 northward to Dutch Road as a desired project. This road extension would allow for better traffic circulation, which is not only a matter of convenience, but also could help improve response times for emergency vehicles and improve the overall efficiency of the transportation system. Additionally, an extended Noward Road helps to create a more significant intersection at SR 64 that could compliment a rear access road concept to help minimize curb cuts directly onto SR 64.



# WATERVILLE COMPREHENSIVE PLAN

## FUTURE TRANSPORTATION IMPROVEMENTS



### LEGEND

- PLANNED ROUNDABOUTS
- PLANNED INTERSECTION IMPROVEMENTS
- HIGHWAYS
- STREETS
- RAIL
- FUTURE TRANSPORTATION IMPROVEMENTS
- WATER AND SEWER SERVICE AREA
- METROPARKS
- FUTURE PARK (LOCATION NOT EXACT)
- WATERVILLE
- WHITEHOUSE
- WATERVILLE TWP
- MAUMEE RIVER



## CHAPTER 9: IMPLEMENTATION

### A. Overview

One of the most important considerations that the reader, user, proponent or opponent of this unique planning document should understand is that any plan is only as effective as the level of communication that exists between local government officials and community residents. In this special case, the Plan will only be effective if the level of interaction between Waterville officials, representatives and respective business and residential constituencies remains high. It is very important that this Plan becomes a continuous process in which one accomplishment is a general understanding and appreciation of planning.

Planning success may not occur through embracing one strategy, but through the use of several strategies in unison. Successful implementation will require a dedication toward each planning area's goals and not its strategies. Therefore, if success can be attained using other means, then it should be encouraged and incorporated within the respective sections of this document.

### B. Use of Plan

This Plan provides public and private officials with a cafeteria style menu of strategies that can be used to promote community growth and redevelopment. The Plan's strategies are by no means completely exhaustive: they were developed in conjunction with public input and take into account past, current and projected problems. Over time, each strategy may need to be revised or amended to reflect the current environment. To ensure a type and level of growth consistent with the public's preferences, it is encouraged the Plan is used during the following situations:

#### **Citizen Participation**

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City officials should continue to encourage the participation of citizens at all levels of planning and implementation of this Comprehensive Plan. The Planning Commission and Council should continue to work with local interest-based associations. They should also seek to expand the use of the City's capable, interested, dedicated residents in discovery groups, working groups, task forces, steering committees and advisory groups. The City could also survey the community on an annual basis to receive additional feedback to either validate existing planning preferences or to establish new ones.

The Planning Commission and Council should continue to work with residents and local interest-based associations such as the Waterville Chamber of Commerce and the Waterville Historical Society. They should also seek to expand the use of the City's capable, interested, dedicated residents in discovery groups, working groups, task forces, steering committees and advisory groups.

#### **Planning and Zoning**

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The Comprehensive Plan sets a future tone for growth and redevelopment based on best practices and the desire of residents and City Officials. One of the principal means of obtaining this desired future is through the zoning ordinance and subdivision regulations.

The Planning Commission and City Council should closely evaluate individual applications for rezoning and special use permits to determine whether they are consistent with the philosophical tone set in this Comprehensive Plan update. The adjustment of the Zoning Ordinance, the use of conditional zoning and proffers and the use of various types of incentives are encouraged as implementation tools.

### **Zoning and Subdivision Regulations**

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The Comprehensive Plan reflects the desired future land use objectives of the city, as adopted by the City Planning Commission and the City Council. The principal means of obtaining this desired pattern is through the zoning ordinance and subdivision regulations.

The Planning Commission and the City Council closely evaluate individual applications for rezonings and special use permits to determine whether they are consistent with the goals and objectives of the Comprehensive Plan. The adjustment of the Zoning Ordinance, the use of conditional zoning and proffers and the use of various types of incentives are encouraged as implementation tools.

### **Capital Improvement Projects**

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The Capital Improvements Program (CIP) for the City of Waterville is a listing of all anticipated required public improvements over the coming five-year period. The CIP is prepared annually by the City Administrator and Finance Director and is reviewed and approved by the City Council. The recommendations of the Comprehensive Plan should be reviewed annually for their incorporation into the CIP.

This Plan assists in highlighting areas that were identified throughout the planning process as those most preferred or suitable for future development. Whether promoting the redevelopment of economic areas, developing signage or gateways, fixing infrastructure or making other important repairs, it should be done in accordance with the Plan's ideas and planning themes, especially in specific areas like Economic Development, Land Use and Housing.

### **Economic Development**

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Expanding economic development opportunities in accordance with the public's desires will require the assistance of a variety of public and private organizations. These organizations should be privy to the Plan and its preferred outcomes. Areas deemed most suitable for development— as well as the type of growth affiliated with these selected areas— should be clearly defined so that these organizations may help facilitate this growth. Once the above conditions are established, smooth and efficient zoning and permit procedures— as well as correlating incentives— should be implemented to help facilitate this growth.



## **Intergovernmental Relations**

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In addition to the authority vested in the City Planning Commission and in the City Council, the goals of the Comprehensive Plan can be achieved through cooperative and joint activities with local, regional, State and Federal governments or agencies. Of primary importance regionally is maintaining a channel for clear lines of communication between the City of Waterville, adjacent and/or contiguous political subdivisions and Lucas County.

City Council should promote dialogue at the State level and participate in state governance systems. One goal should be to promote individual appointments to regional and State commissions, committees and associations and increased interaction of local governmental officials with State offices.

While school district issues may continue to dominate the list of local mutual interests of Waterville, Whitehouse, Waterville and Monclova Townships, community facility and infrastructure concerns are of increasing concern due to budgetary and fiscal issues and the promotion of the economic development opportunities. All four political jurisdictions should maintain a continued dialogue on matters of mutual interest to promote economic growth and the efficient use of resources.

### **C. Updating the Comprehensive Plan**

Because of the ongoing nature of community development, the Comprehensive Plan is not a static document, but one in constant need of revision and review. For this reason, the Comprehensive Plan should be thought of as a “living document” that serves as the foundation for ongoing planning within the City.

It is recommended that the Plan be updated or reviewed in the following manner:

#### **New Information**

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The Comprehensive Plan should be amended or updated when new data, like the Census or other demographic, population and economic data, provides new insight important to existing City policies. This data plays a vital role in planning and the public policy decisions that derive from it. For public and business officials to make rational and informed decisions, it is necessary that they utilize current information when making these decisions. New information could likely document new demographic and economic shifts occurring in Waterville and the surrounding region and may suggest re-calibration of policies and strategies.

#### **Annual Review**

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City Officials, department heads and other interested parties should have an annual meeting where all development and governmental activities are reviewed in accordance with the Plan and the philosophical tone it sets. A discussion and analysis should identify the Plan's beneficial impacts to the community and recognize any circumstances where the Plan failed to assist City and business officials. Revisions based upon these discussions should occur as needed.

The annual evaluation of the Comprehensive Plan should also include the following components:

- An annual report from the Planning Commission to the City Council that outlines all actions taken to implement the goals, policies and initiatives outlined in the Plan and any recommended adjustments to the Plan.
- An annual report from the City Council to Waterville citizens, transmitting the status report on Comprehensive Plan implementation and commenting on initiatives for the next year.
- Annual review of the Plan shall be coordinated with the development of the update to the Capital Improvement Plan (CIP) for the City to ensure that priority capital improvement projects identified in the Plan are included in the City's CIP.

### **Critical Review**

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Because many conditions that affect community growth– and ultimately a comprehensive plan– may change every three to five years, it is recommended above all else that City officials take the necessary steps to review the Plan over time. Conditions that could have major effects on this Plan could be: national or regional economic expansions or recessions, natural disasters, new housing development and/or new industrial or office development.