



Acknowledgements

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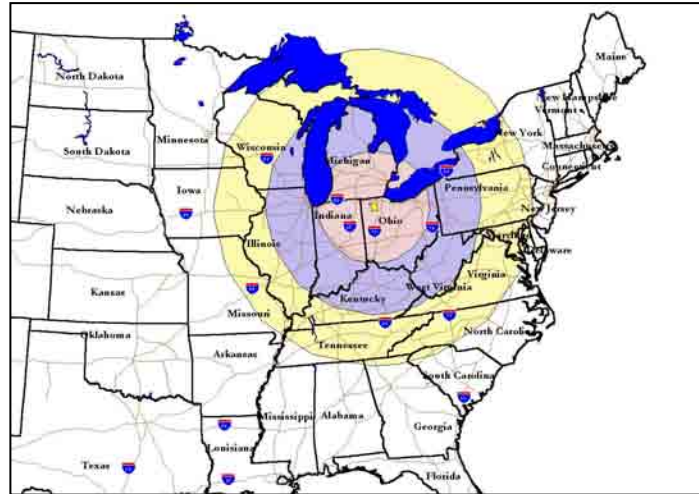
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1.0 Executive Summary

Each of us has a vision of what Napoleon should be like in the future. Although our visions are different, they share common qualities. We aspire to create a safe, beautiful City for ourselves, our children, our employers and employees, and for future generations.



We envision a City with diverse housing and job opportunities, where the natural environment is protected, where excellent services are provided, and where citizens have a say in government. We aspire to create a City that is economically healthy and a good place to do business.

The City of Napoleon Comprehensive Plan strives to build upon coherent vision¹ that began back in 2002-3 when the City embraced its first master planning process since the late 1950s. This five-year update helps to integrate the aspirations of City residents, businesses, neighborhoods, and officials into a bold strategy for managing change.

1.1 PURPOSE OF THE PLAN

This Comprehensive Plan is the City's official document that enumerates goals, objectives, and strategies in several areas such

¹ The development of this "vision" was assisted through an open public process and a random sample community survey submitted to residents and businesses during the development of this Plan.

as community services and facilities, housing, economic development, land use, transportation, and utilities.

The Plan will serve several roles in the overall promotion of the City's quality of life. It will be used by City Council and Planning Commission to evaluate land use changes and to make funding and budget decisions². It will be used by city staff and their respective departments- in conjunction with the Capital Improvement Plan and Zoning and Subdivision

Regulations- to regulate building and development and to make recommendations on projects. It will be used by citizens, neighborhood groups, and developers to understand the City's long-range plans and proposals for the various "Concept Areas" areas highlighted in the Land Use chapter.

Lastly and most important, nothing set forth in the Comprehensive Plan shall prohibit the City Council, all boards and commissions, the various groups, units and officials, after considering the Plan, from amending from the policies, maps, and goals and objectives set forth in this Comprehensive Plan where circumstances warrant in making these decisions.

² Local authority over comprehensive planning lies in the 1926 U.S. Supreme Court decision in the case of Village of Euclid, Ohio, v. Ambler Realty Company. The court ruled a community may determine how and when it will be developed through the regulation of land use (i.e., zoning) considered to be in the public's interest. To ensure that zoning districts are not arbitrarily drawn up, the courts have consistently ruled that a zoning regulation must be based on and supported by a comprehensive land use plan that addresses land use issues not only within its own corporation limits but also to its adjacent, surrounding areas.

1.2 USE OF THE PLAN

This Comprehensive Plan has many uses. Not only will it serve as a document outlining the City's intentions for the future, the Plan should also provide tremendous assistance in the following ways:

1. To compile information and provide Plan proposals upon which city officials can base short- range decisions within the context of long-range planning.
2. To serve as a guide for the overall development within the Planning Area including providing assistance and direction to potential developers.
3. To serve as a basis for the administration of the zoning regulations and as a guide for making reasonable decisions on rezoning applications.
4. To provide a legal basis for the preparation and adoption of city Subdivision Regulations and for the review and approval of plats based on growth policies and the availability of community facilities.
5. To plan for orderly annexations and development of new additions to the city.
6. To balance community development with the economical provision of community facilities and services, such as quality recreational facilities, affordable utilities, and responsive Police, Fire, and EMS services.

7. To encourage long-range fiscal planning policies.
8. To assist in selecting and applying for state and federal grant programs that would benefit the City of Napoleon.
9. To preserve the historic and aesthetic character of the community.
10. To promote the safety, prosperity, health, morals, and general welfare of the citizens of the community.
11. To coordinate efforts, avoid duplication and establish a working relationship for implementing plan proposals between the city and its contiguous political subdivisions, and other public and private organizations.

1.3 THE PLANNING PROCESS

The planning process consisted of inventorying and analyzing the existing conditions of Napoleon and Henry County, establishing goals and setting standards, projecting future needs, deciding upon alternative solutions to problems and selecting methods of implementing the plan. Throughout the process, public and private officials, business owners, and citizens were involved and will have access to the plan in the future.

1.4 MAJOR THEMES OF THE PLAN

A basic purpose of planning is to help guide the use of land in a fashion that minimizes conflicts between the various users of land and to provide accompanying community services in an efficient manner. With the rising cost of such services and the desirability of improving the quality of the environment, there is a significant need

for and responsibility upon Napoleon now and in the future to provide services in an economical way. Most public infrastructure often lags behind development to the extent that the optimal location for community services is often compromised. This therefore affects efficiency, thereby increasing the costs for services on a long-range basis. To prevent such situations, the process of planning is a means of making better short-range decisions by relating them to long-range plans.

1.5 GOALS AND OBJECTIVES OF THE NAPOLEON COMPREHENSIVE PLAN

1.5.1 Community Services and Facilities

Learning Services

Goal: To promote a healthy environment for learning to prepare Napoleon residents to compete in the global economy by:

- ✓ Supporting the Napoleon City School District in educating the area's youth and young adults in becoming productive students and citizens.
- ✓ Promoting the Napoleon Public Library as a "value-added" resource necessary for learning.

Parks and Recreation

Goal: Promote the health and fitness of residents through a diverse array of active and passive recreational opportunities by:

- ✓ Maintaining the level of existing programs, while developing new programs and facilities where applicable.
- ✓ Promoting easy access to recreational facilities and services through a policy of selective placement and continued expansion of parking facilities.

- ✓ Encouraging the use of recreation programs by heighten awareness and the benefit of exercise.
- ✓ Continuing to promote and develop recreational opportunities without increasing the levy or implementing user fees.
- ✓ Ensuring the level of recreational services and opportunities increases proportionately with need or population.
- ✓ Utilizing federal and state grant sources, if possible, to best maximize fiscal resources.

Safety Services:

Goal: Ensure adequate staffing levels, resources, and facilities necessary for effective police, fire and emergency management services by:

- ✓ Promoting community and neighborhood policing programs.
- ✓ Ensuring the effectiveness of police, fire, and EMS through the proper placement of substations, if and when necessary.
- ✓ Maximizing funding resources by utilizing existing federal and state grant programs.
- ✓ Maintaining the existing level of services during times of economic and residential growth.

Other Services

Goal: Assist the continual improvement of youth, seniors, and day care services by:

- ✓ Promoting the City of Napoleon as a full-service community for seniors and retirees.
- ✓ Facilitating the promotion of day care services and providers.

1.5.2 Economic Development

Goal: Promote Napoleon's economic vitality through business retention and economic diversity.

EXECUTIVE SUMMARY

- ✓ Nurturing the City’s existing base of businesses and industries.
- ✓ Promoting and marketing the strengths of Napoleon and Henry County’s economic climate.
- ✓ Clearly defining desirable types of non-residential development.
- ✓ Defining areas in and near Napoleon suitable for non-residential development.
- ✓ Promoting the maintenance and continual improvement of Napoleon’s Downtown Business District.
- ✓ Utilizing federal and state incentives to facilitate healthy economic development.
- ✓ Educating existing employers on financial and tax incentives available for business expansion and improvements.
- ✓ Encouraging small business development and supporting entrepreneurial activities.
- ✓ Developing sound relationships and open communication channels between the Napoleon-Henry County Chamber of Commerce, Henry County Community Improvement Corporation, private and public officials, and residents.

1.5.3 Housing

Goal: Promote attractive, safe and quality housing stock by:

- ✓ Pursuing the feasibility of establishing policies, incentives, and programs that promote the availability of a wide range of housing types, densities, and costs, both within existing neighborhoods and new developments.
- ✓ Maintaining and enhancing building and development standards.
- ✓ Encouraging the revitalization of existing homes and neighborhoods.

- ✓ Encourage the “buffering” of residential land uses from industrial and other incompatible land uses.
- ✓ Promoting the restoration of historic homes or homes with unique historic or aesthetic worth.
- ✓ Building a rapport with local and area developers and real estate officials.
- ✓ Providing the resources necessary to enhance building and housing standards.

1.5.4 Land Use

Goal: Promote orderly development and redevelopment throughout Napoleon in a manner that best maximizes land resources by:

- ✓ Clustering new land uses near or contiguous to similar land uses in situations where mixed uses are not feasible.
- ✓ Minimizing incompatible land uses through proper zoning.
- ✓ Concentrating development patterns to minimize sprawl.
- ✓ Modifying zoning to comply with the future land use plan.
- ✓ Identifying land areas of special natural significance within or contiguous to Napoleon and pursue the feasibility of retaining these areas as open space, nature preserves, or recreational areas.
- ✓ Utilizing mixed-use development principles near areas with better traffic flow.
- ✓ Developing mechanisms that contain strip commercial developments within designated areas, while utilizing a variety of design techniques to buffer new residential development from these land uses.
- ✓ Encouraging development in areas best suited to accommodate various land uses through the extension of utilities and infrastructure.

- ✓ Utilizing various methods, incentives, and programs to beautify Napoleon’s neighborhoods, commercial corridors, downtown, and overall image.

1.5.5 Natural Resources

Goal: To identify, preserve and protect the city’s vital natural resources, by:

- ✓ Pursuing methods that minimize the adverse impacts that future development may have on wetlands, floodplains, prime soils, and other significant natural resource areas.
- ✓ Prioritizing those natural resource areas to be preserved or buffered from future development.
- ✓ Periodically reviewing environmental considerations map contained within this Plan.

1.5.6 Transportation

Goal: Ensure safe and adequate traffic flow throughout Napoleon by:

- ✓ Improving the quality and availability of collector streets.
- ✓ Studying the existing traffic flows and patterns, and developing mechanisms to alleviate traffic concerns in these problematic areas.
- ✓ Pursuing the feasibility of requiring traffic impact studies for selective land use developments and projects.
- ✓ Encouraging pedestrian mobility through the development of bicycle and walking networks, enhancement of existing trails, or other options.
- ✓ Promoting traffic calming mechanisms within existing and future neighborhoods to promote safety and heighten

housing property values and overall neighborhood attractiveness.

- ✓ Developing additional studies that focus on the US 24 “Fort to Port” improvement project and its impacts on Napoleon’s existing transportation networks and the economic development arena.

1.5.7 Utilities

Goal: Provide safe and adequate water supplies and wastewater treatment capacity throughout Napoleon and the region by:

- ✓ Minimizing infiltration into the sanitary sewer system through economically feasible methods.
- ✓ Ensuring existing water and sanitary sewer facilities can accommodate future growth of varied types.
- ✓ Utilizing the capital improvement plan to ensure the continual improvement of facilities.

1.6 WHAT IS A COMPREHENSIVE PLAN?

Comprehensive planning provides an assessment of a community’s needs; a statement of a community’s values; the community’s long-term goals and objectives as well as measurable steps which can be taken to achieve these goals. The plans are comprehensive in that the various components encompass many of the functions that make a community work such as wastewater treatment, transportation, housing, and land use. The plans should also consider the interrelationships of those functions and help coordinate the various plans, programs, and procedures of a community.

The comprehensive plan is usually the only public document that describes the community as a whole in terms of its complex and

mutually supporting systems. Implementation of the comprehensive plan must be linked to the local budget, cooperation with other units of government, and the needs and capabilities of the private sector.

While the comprehensive plan will serve as a blueprint for Napoleon’s physical and social development, the plan must also attempt to clarify the relationship between physical development policies and social and economic goals. The plan provides a long-term perspective to guide short-term community decisions such as how much capacity to build into a new wastewater treatment plant or how to evaluate the potential impacts of rezoning a parcel of land. A comprehensive plan is also not a static document and it should be continually updated as conditions change.

A comprehensive plan outlines actions the community should take and gives guidance for making both simple and complex decisions. The plan-making process involves preparing materials to support decisions. The decision-making process involves making choices based on the plan.

The format of a comprehensive plan includes various parts directed at specific substantive areas. The parts may include text, maps, charts and strategies, all developed to address the problems and opportunities provided by the community’s resource base, the physical and social needs of the community, and the specific goals of Napoleon residents and businesses.



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2.0 Community Survey

2.1 INTRODUCTION

During the early spring of 2008, a community survey was developed and randomly mailed to residents and business owners. Two Hundred-ninety (290) surveys were mailed and ninety-seven (97) returned, yielding a response rate of 31%. The overall purpose of the survey was to establish a good basis for the development of the comprehensive plan and its several policies and recommendations that derived during the two-year planning process.

2.2 PLANNING ISSUES

The community survey and its results have a solid role to play in the planning of Napoleon's future and in the continual redefining of the City's commitment to its residents and businesses. Several elements of the survey have usefulness in shaping the direction of the several organizations and entities that comprise Napoleon's public and private sectors. It is recommended that the City continue to periodically use surveying methods in estimating the needs of city residents and businesses, and to ascertain the interests of these constituents when developing programs and policies.

2.2.1 Demographics

The majority of survey respondents (36%) lived in Napoleon for more than 30 years, while the next highest group of respondents (13%) resided in Napoleon between 11 to 20 years. The household survey was completed by 29% males, 38% females, and 33% both genders. The ages of survey respondents varied: 21% were between the ages of 55-64; 18% 45-54; 15% 75+; 14% 35-44; and 8% were 65-

74 years. Fifteen percent of survey respondents were 34 years of age or younger.

2.2.2 Place of Employment

A majority of primary household wage earners (36%) worked in Napoleon; 19% either worked outside of Napoleon or Henry County; and 18% were retired. Only 8% of primary wage earners noted being either self-employed or unemployed.

A majority of secondary household wage earners (27%) also worked in Napoleon; 18% either worked outside of Napoleon or Henry County; and 13% were retired. Roughly 7% of secondary wage earners were self-employed or unemployed.

2.2.3 Income

Major sources of household income of survey respondents derived from: 28% manufacturing and industrial sectors; 25% retirement and social security; 16% other sectors; 12% service and retail sectors; 6% government; and one percent each for farm and agricultural production, and welfare and public assistance.

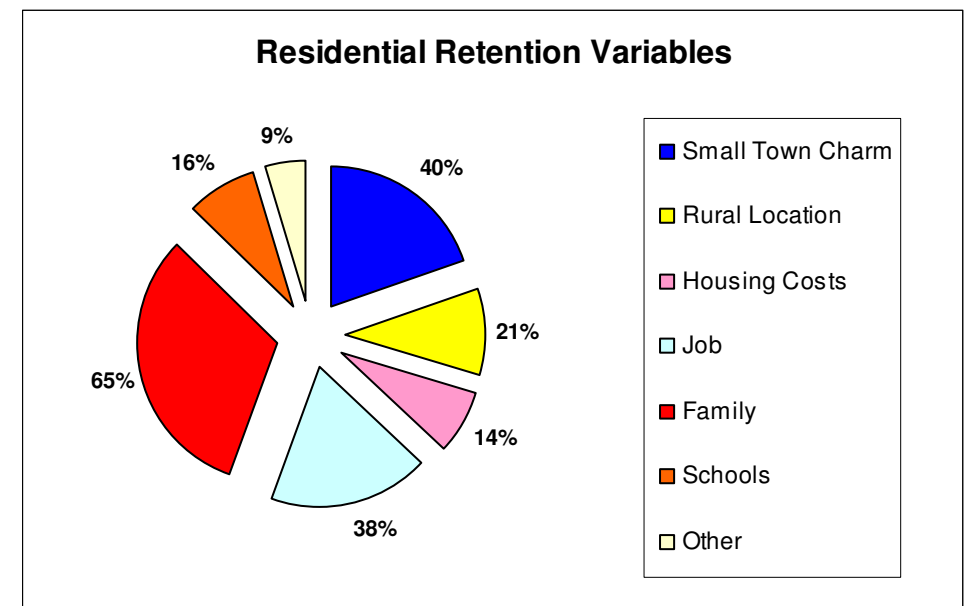
2.2.4 Education

A high percentage of survey respondents noted having Bachelor's degrees (18%) or Graduate or Professional degrees (12%). Thirteen percent had Associates Degrees or Technical schooling, and 14% noted having some college. Twenty-seven percent had only high

school diplomas or GED, and only 6% noted having 12 years of high school or less.

2.2.5 Why Napoleon?

When asked what variables keep them from moving from Napoleon, survey responses varied³. A majority of respondents mentioned family (67%), the "small town charm" (40%), and jobs (38%) as the primary reasons for maintaining residency in Napoleon. Twenty-one percent of respondents favored Napoleon's rural location. Schools (16%) and housing costs (14%) played less of a role in keeping them within the city's boundaries.



³ Survey respondents could choose more than one variable.

2.2.6 Napoleon Schools

The Community Survey asked respondents their opinion on several aspects of the city’s schools on a scale of one (poor) to five (excellent)⁴. When asked to reply on six aspects, survey respondents ranked upkeep and appearance of school grounds (3.74) and upkeep and appearance of school buildings (3.73) most favorable. They believed the school system also did an above average job making the school environment safe (3.56) for students, preparing students for further schooling (3.41), classes offered (3.37), and “prepares students for employment” (3.26).

2.2.7 Shopping and Business Trends and Needs

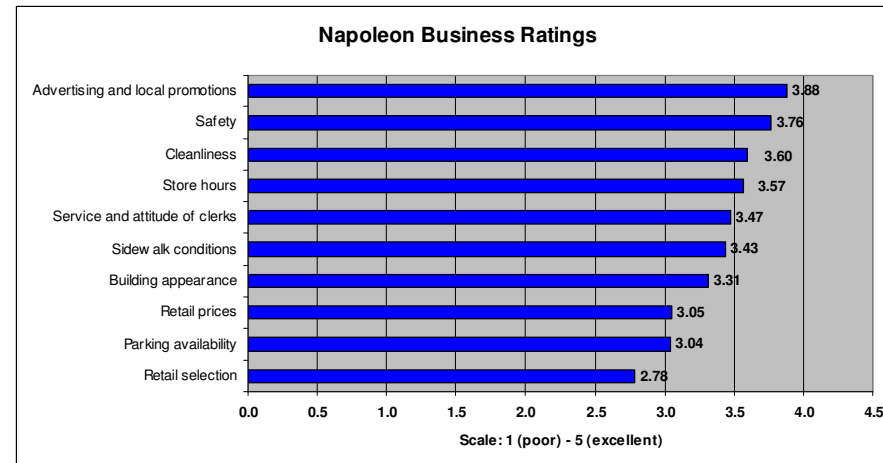
A high percentage of survey respondents shop at Napoleon businesses several times weekly (68%), while 22% noted shopping at local businesses once a week. Approximately 10% noted shopping in the city less than a month or once yearly.

Survey respondents were asked to rate 10 qualities of local businesses, from advertising and promotions to safety, on a scale of one (poor) to five (excellent). Qualities such as advertising and promotions (3.88), safety (3.75), and cleanliness (3.60) ranked the highest, while retail prices (3.05), parking availability (3.04), and retail selection (2.78) were ranked the least favorable.

When asked what other businesses are needed in Napoleon a large amount of respondents said the following: “nicer sit down restaurants” (such as a Micro Brewery, Cracker Barrel or steakhouse), movie theater, shoe seller, clothing stores, youth

⁴ A ranking of 3 would be average.

activity-related outlets, recreation-related businesses, competition for Wal-Mart, department stores (Sears or JCPenney), and building store (such as Menards and Lowe’s).



The majority of respondents noted that they did receive enough information concerning shopping in Napoleon (57%), social events (57%), and government (54%). The most likely source of information derived from local media, i.e. newspaper.

2.2.8 Community Services and Qualities

Survey respondents were asked to rate 35 city services or qualities, ranking them from poor (1) to excellent (5). The top ten city services or qualities receiving the highest ratings were: fire protection (4.45), Emergency Management Services (4.42), Recycling programs (4.20), churches (4.18), Police (4.12), refuse collection (4.10), postal service (4.07), parks and recreation (4.04), electricity (4.01), and natural gas services (3.97). For the entire ranking of these services or qualities, please see chart on the following page.

The bottom 10 rated city services or qualities were the following: Job opportunities (2.23), traffic flow on Scott Street (2.48), nearby cultural and entertainment opportunities (2.69), cable (2.86), day

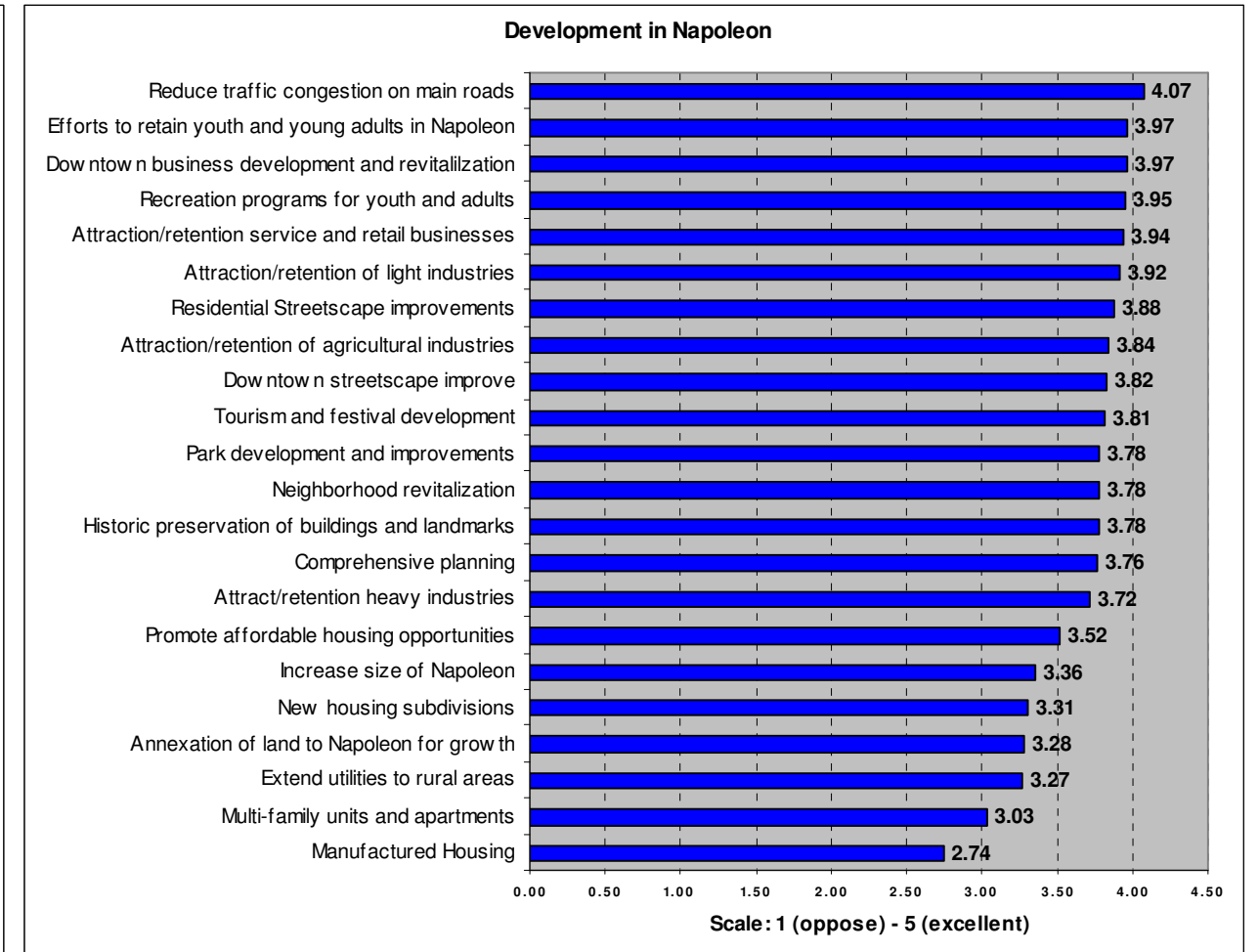
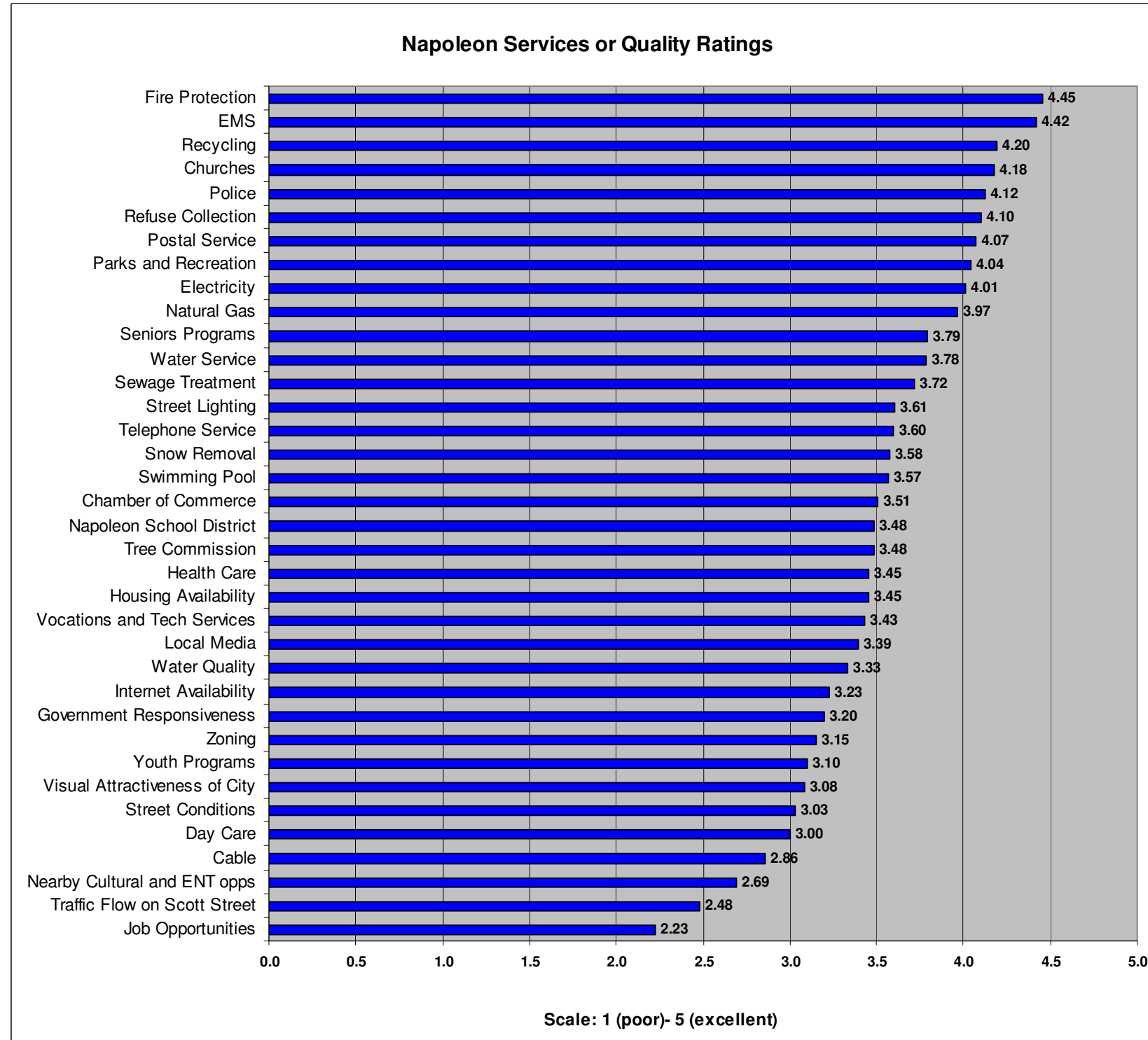
care facilities (3.00), street conditions (3.03), visual attractiveness (3.08), youth programs (3.10), zoning (3.15), and government responsiveness (3.20).

When asked what other types of services or qualities the City of Napoleon should focus on in the future, survey respondents noted: youth activities, YMCA, entertainment, public transportation, and a teen center.

2.2.9 Development in Napoleon

For the comprehensive plan to be more aligned with the interests of Napoleon residents, the survey asked “what things should be done or are needed in Napoleon. The respondents were asked whether they oppose (1) or support (5) twenty-two different variables as they pertain to the built environment (infrastructure-related), government programs or policies, or community & quality of life related programs and features. Most respondents gave “above-average” remarks supporting action being pursued on most variables in the future, with the exception of a few.

The top rated variable (rated 4 or higher) was reducing traffic congestion. Also highly rated were the requests by residents to retain the youth and young adults; increase downtown business development and revitalization; organize recreation programs for youth and adults; and attract service, retail, light, and agricultural industries.



The survey respondents also noted an above-average willingness to see action taken on the remaining variables. The only variable that received the least amount of support was the desire to see more manufactured housing within the City of Napoleon. The table, Development in Napoleon, illustrates the remaining variable and how they were supported.

2.2.10 Open-Ended Survey Section

The remaining portion of the random-sample survey asked residents to respond to several open-ended questions ranging from Napoleon's main development goal and main strength, to

Napoleon's greatest weakness and most needed improvement. Although the results varied, several common themes emerged from them.

Main Development Goal

Economic Growth & Development; High paying employers with good, full-time jobs for people in Napoleon; Downtown Revitalization; Utilized Empty Buildings/Lots; Provide Youth Activities; Movie Cinema, Restaurants; Improve Infrastructure; Providing adequate, affordable housing; Diversification.

Most Important Strength

Maumee River; People in the Community; School System; Location and Proximity to Major Roads; Size of town; Small-town feeling; Small-town aura; Safety; Parks & Recreation; Campbell's Soup; Churches; Aesthetic Qualities; Work Ethic.

Greatest Weakness

Lack of decent-paying employment opportunities; Empty buildings; Downtown area and its parking; Unwillingness to change; No cooperation between groups with similar interests; Citizens don't work together for one goal; Reluctance to embrace change; Need for family "sit-down" restaurants; Negativism of Residents; Lack of Planning; Downtown; High utility costs; Road Conditions; Government Infighting.

Most Important Improvement

Increase Job Opportunities; Infrastructure (roads, railroad, sidewalks) repairs; Widen State Rt. 108; Additional River Bridge; Attract/Expand Industrial base; Increase Dining Options; Utilize vacant buildings.

Biggest Challenge facing Napoleon over next decade

Fulfilling EPA Requirements; Retention of Population; Retention of Industry; Attract new industry; Keeping unemployment down; Maintaining/Increasing Job Opportunities; Downtown improvements; Implementing changes; Rising utility rates; Supporting School Funding.

What one change would you make to Napoleon and why?

Improve community attitude; Attract a home improvements store (such as Lowe's or Menards); Entertainment – Restaurants, Skating Ring, Movie theaters, or Drive-in; Attract and retain new jobs; Get new leadership in council & lose "good ole' boy" attitude; Traffic safety; Parking; Attracting industry; Elections for those in Government offices; Increase local retail stores; YMCA or recreation center; Improve downtown area; Increase safety; Decrease property taxes; Encourage business development in the South Side; Economic Development;. Promote the River; Improve Sidewalks; Demand improvements on owners of poorly maintained and rundown buildings.

Other Comments

Napoleon survey respondents had the opportunity to respond openly on whatever topic (s) they wished. Some of the most noted comments that differed from previous comments were the following: Support the Mayor; Utility costs are rising; Allow festival/attractions to last longer than 4pm; Increase job opportunities for citizens; Encourage tourism; City needs to promote expansion in existing companies; Decrease rent in downtown businesses; Youth activity-related outlet; Beautify downtown – plant trees; Increase industries so not dependent upon Cam bells; Construct a connecting street between Oakwood Avenue and Scott Street; Redevelop old Big Wheel shopping center; Enforce maintenance for rental owners;

Improve Glenwood Cemetery driveway; Increase area for County Fair.

2.3 2002-2008 DATA COMPARISON

In 2002, there were 90 home owners completed the community survey. The community survey responses increased 8% in 2008 as there were 97 completed community surveys.

Demographics

In the six years between the 2002 Comprehensive Plan and the 2008 Comprehensive Plan Update, there has been a substantial increase (12%) in residents responding to the survey who have lived in Napoleon less than 5 years between 2002 (7%) and 2008 (19%). The amount of residents responding to the survey who had resided in Napoleon between 6 to 10 years remained constant. The 30% that had resided in Napoleon 11 to 30 years in 2002 decreased 5% to 25% in 2008. There was a 20% decrease from 2002 (56%) to 2008 (36%) of those that had lived in Napoleon for 30 or more years. The household surveys completed by males decreased by 10% from 39% to 29% and those completed by females remained constant at about 38%. The surveys completed by both genders increased 9% from 24% in 2002. The changes in age by the survey respondents also varied between 2002 and 2008: those less than 24 years old grew 5% from 1% to 6%, those between 25 and 34 remained constant, those between 34 and 44 decreased by almost 60% from 34% to 14%, those between 45 and 54 increased from 16% to 18%, those between 55 and 64 increased 50% from 14% to 21%, those between 65 and 74 decreased 50% from 17% to 8%, and those 75 years or older increased from 9% to 15%.

Place of Employment

The most substantial change between 2002 and 2008 was the 40% decrease of primary household wage earners working in Napoleon from 60% to 36%. The 11% that either worked outside of Napoleon or Henry County in 2002 increased to 19% in 2008, the 22% of retired respondents dropped to 18%, and the 2% of primary wage earners noted being either self-employed or unemployed increased to 8%.

The amount of secondary household wage earners working in Napoleon decreased 12% from 40% in 2002 to 27% in 2008, the 18% of respondents working outside of Napoleon or Henry County decreased from 24% to 18%, and the retired respondents decreased from 16% to 13%. The self-employed or unemployed secondary wage earners also dropped from 9% to 7%.

Income

The sources of household income of survey respondents had no significant changes except the service and retail sector decreased 22% in 2002 from 24% to 12%. The differences in the remaining sectors are as follows: the manufacturing and industrial sectors increased from 22% to 28%; those on retirement and social security increased from 23% to 25%; other sectors decreased from 22% to 16%; and those employed by the government increased from 3% to 6%. One percent of survey respondents were employed in farm and agricultural production, and using welfare and public assistance in 2008 compared to the zero percent in 2002.

Education

The community survey respondents with less than 12 years of schooling, only a high school diploma or GED, some college, or a Bachelor's degree remained relatively constant from 2002 to 2008:

5% to 6%, 29% to 27%, 16% to 15%, and 20% to 18%.

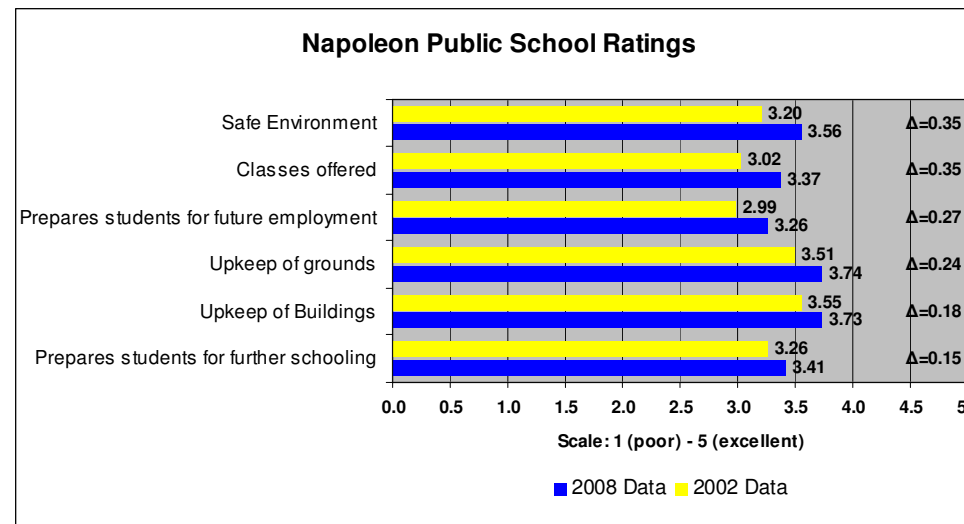
Unfortunately, the respondents with Graduate degrees dropped 50% from 2002 (24%) to 2008 (12%). The respondents that noted Associates degrees or Technical schooling increased from 7% to 13%.

Why Napoleon?

Napoleon's small town charm and housing costs are two of the growing variables keeping the residents in Napoleon. The "small town charm" increased 12% from 28% to 40% and housing costs increased 10% from 4% to 14%. The job opportunities is one of the declining reasons to maintain residency in Napoleon as it dropped 10% from 48% to 38%. The remaining variables of rural location dropped from 25% to 21%, family grew from 64% to 65%, schools grew from 15% to 16%, and other variables decreased 4% from 13% to 9%.

Napoleon Schools

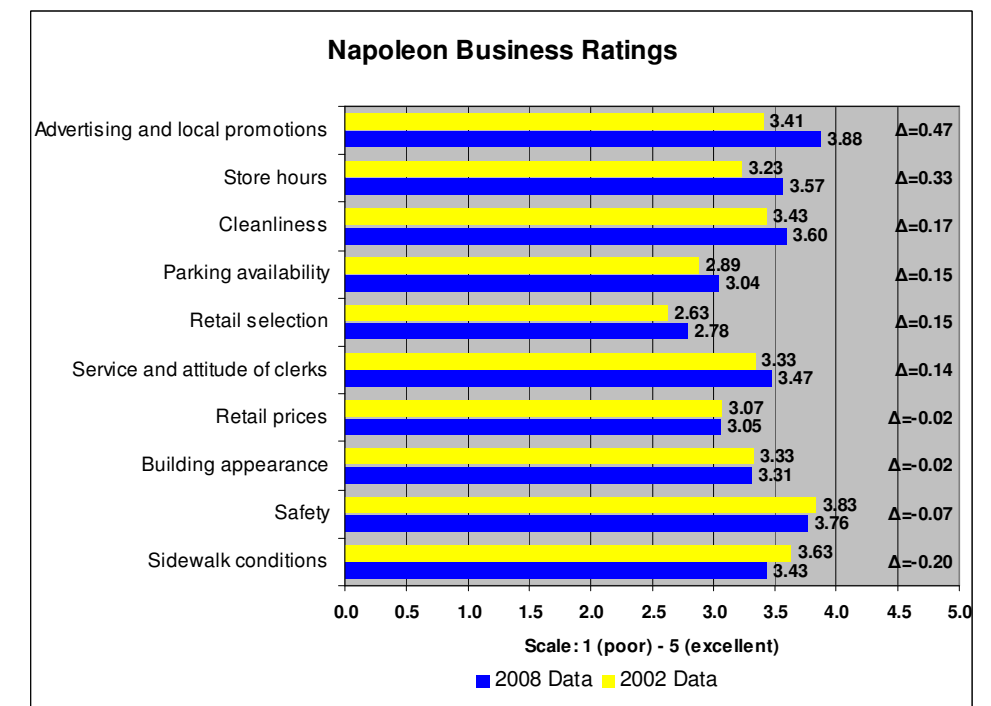
The Community Survey asked respondents their opinion on several aspects of the city's schools on a scale of one (poor) to five



(excellent)⁵. The public opinion of the City of Napoleon Public schools has steadily improved as shown in the given chart: Napoleon Public School Ratings. The aspects of the public schools with the greatest improvements were the classes offered, the safe environment, and preparing students form future employment.

Shopping and Business Trends and Needs

A high percentage of survey respondents continued to shop at Napoleon businesses at least once a week (96% in 2002 to 90% in 2008). Nine percent in 2008 have reduced their shopping to once a month to several times a year from three percent in 2002. Now, one percent of the respondents do not shop in Napoleon.



Survey respondents were asked to rate 10 qualities of local businesses, from advertising and promotions to safety, on a scale of one (poor) to five (excellent). Qualities such as advertising and

⁵ A ranking of 3 would be average.

promotions (+0.47) and store hours (+0.33) showed the greatest improvements in six years. Other qualities such as cleanliness (+0.17), parking availability (+0.15), retail selection (+0.15), and the service and attitude of clerks (+0.14) had marginal improvements. Finally, in the opinion of the survey respondents, retail prices (-0.02), building appearances (-0.02), safety (-0.07), and sidewalk conditions (-0.20) has worsened.

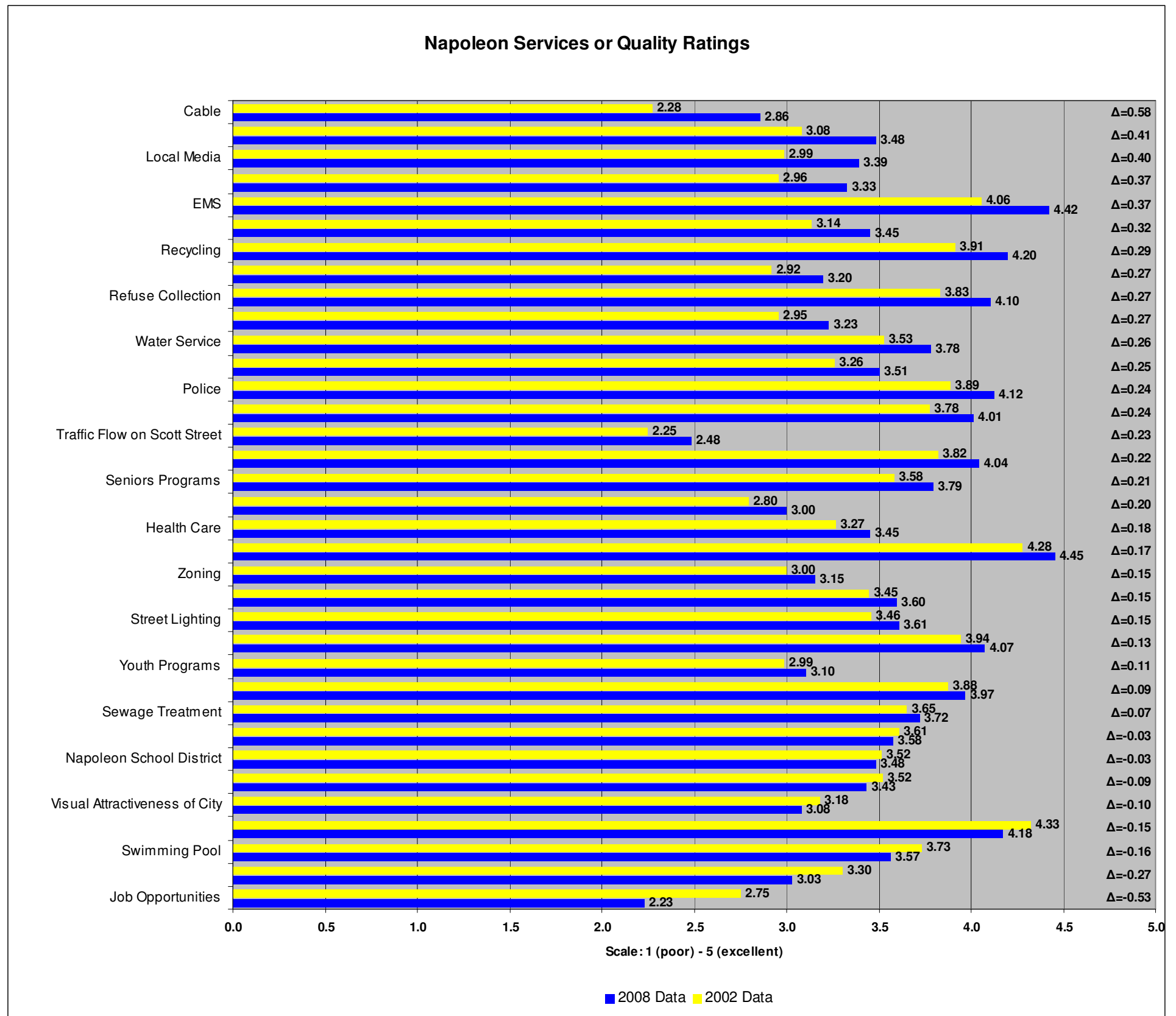
More respondents noted that they received enough information in from 2002 to 2008 concerning government (53% to 54%) and social events (53% to 57%). However, those who received enough information concerning shopping decreased 11% from 2002 (57%) to 2008 (68%)

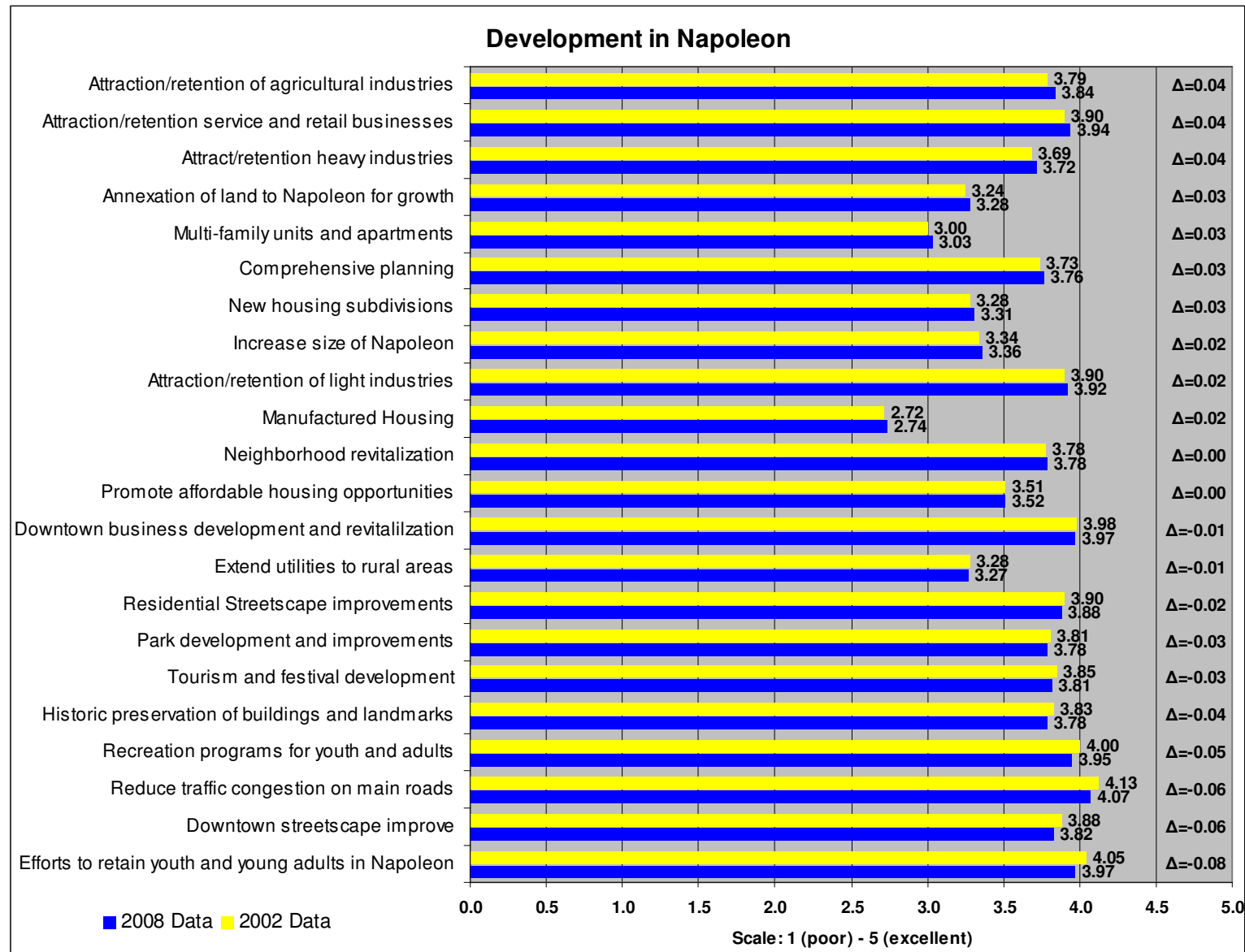
Community Services and Qualities

Survey respondents were asked to rate 35 city services or qualities, ranking them from poor (1) to excellent (5) in 2002 and 2008. The top city services or qualities with the greatest change in ratings were: cable, which increased from 2.28 to 2.86, and job opportunities, which decreased from 2.75 to 2.23. For the complete changes in these services or qualities from 2002 to 2008, please see the following chart

Development in Napoleon

The responses of the respondents in 2008 remained consistent when they were asked whether they oppose (1) or support (5) twenty-two different variables as they pertain to the built environment (infrastructure-related), government programs or policies, or community & quality of life related programs and features with the responses six years ago in 2002. The table: Development in Napoleon, on the following page, shows the variables and the slight changes in how they were supported.







3.0 Community Services and Facilities

3.1 INTRODUCTION

The variety of community services and facilities the City of Napoleon provides its residents and businesses provide the general basis for its existing quality of life. While parks and recreation opportunities provide residents and employees with an outlet to embrace healthy activities and spend “quality” time with family and friends, the several safety services ensure



that residents and businesses can be relatively sure that assistance is nearby in times of need. Most important in defining Napoleon’s quality of life and preserving the city’s link to prosperity is its schools and library services. Napoleon has a rich heritage of providing its residents with good, clean educational facilities and well-trained teachers and educational staff. The City’s library- complete with more than 134,000 books and other educational material- also plays a vital role in ensuring residents are immersed in lifelong learning process.

3.2 PLANNING ISSUES

Because “quality of life” is often an important factor in retention and relocation decisions of residents and businesses, the City of Napoleon has a clear interest in ensuring that the several services and facilities that assist in promoting Napoleon’s quality of life are properly planned, developed and funded. According to the recent community survey that accompanied this Plan and the planning process, most variables that comprise Napoleon’s quality of life are

well regarded by residents and businesses (see Chapter: Community Survey).

Although the City of Napoleon is not involved with the daily activities and administration of the city’s school district, it is clearly in the best interests of city staff to engage district leadership and to seek out collaborative opportunities. These opportunities would often present themselves in areas in which the constituents of the school district utilize city facilities to complete their

learning process, such as using the city’s parks and recreational outlets or library facilities.

Because park and recreational programs are linked to the improvement of overall quality of life, it is necessary for this department to continually stay in tune with the public’s definition of quality of life, as it may change over time with the introduction of new and improved mechanisms by which to recreate. This evolutionary process therefore makes planning necessary, with planning a vital component to the overall plan by which guides the Parks and Recreation department.

3.3 GOALS AND OBJECTIVES

3.3.1 Learning Services

Goal: To promote a healthy environment for learning to prepare Napoleon residents compete in the global economy by:

- ✓ Encouraging partnerships between the City of Napoleon, the Napoleon City Schools, and the Napoleon Public Library.

3.3.2 Parks and Recreation

Goal: Promote the health and fitness of residents through a diverse array of active and passive recreational opportunities by:

- ✓ Maintaining the level of existing programs, while developing new programs and facilities where applicable;
- ✓ Promoting easy access to recreational facilities and services through a policy of selective placement and continued expansion of parking facilities;
- ✓ Encouraging the use of recreation programs by heighten awareness and the benefit of exercise;
- ✓ Continuing to promote and develop recreational opportunities without increasing the levy or implementing user fees.
- ✓ Ensuring the level of recreational services and opportunities increases proportionately with need or population;
- ✓ Utilizing federal and state grant sources, if possible, to best maximize fiscal resources.

3.3.3 Safety Services

Goal: Ensure adequate staffing levels, resources, and facilities necessary for effective police, fire and emergency management services by:

- ✓ Promoting community and neighborhood policing programs;

- ✓ Ensuring the effectiveness of police, fire, and EMS through the proper placement of substations, if and when necessary;
- ✓ Maximizing funding resources by utilizing existing federal and state grant programs;
- ✓ Maintaining the existing level of services during times of economic and residential growth.

3.3.4 Other Services

Goal: Assist the continual improvement of youth, seniors, and day care services by:

- ✓ Promoting the City of Napoleon as a full-service community for seniors and retirees;
- ✓ Facilitating the promotion of day care services and providers.

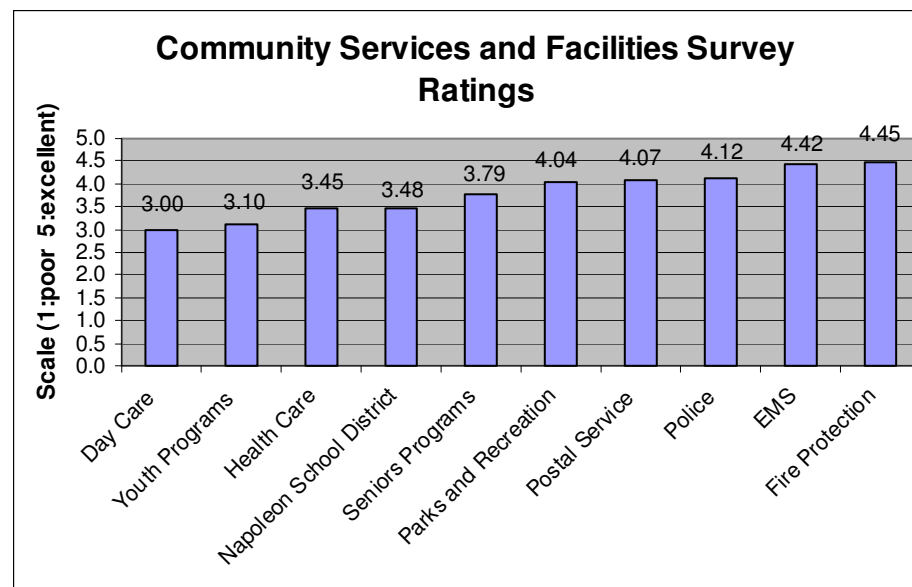
3.4 CONDITIONS AND TRENDS

During the planning process Napoleon residents and businesses were asked to rate 35 community services or “qualities” of the City. Some of these variables included many city services (for a complete listing and ratings of all the variables, please see the Community Survey chapter). All variables were rated on an ordinal scale, with one being “poor” and five being “excellent.” Survey respondents rated most of the community and facilities variables as “above average,” with only two services- youth programs (3.10) and day care (3.00) rated as “average.” Although these two services rated the way they did, similar surveys conducted throughout Ohio over the last seven years by the planning consultant (in conjunction with WSOS Community Action Commission, of Fremont, Ohio) highlight the same results. Simply put, with government budgets squeezed more than ever over the last decade, most local governments have been hard pressed to find the necessary resources to accompany

the private and non-profit sectors in facilitating youth and day care programs.

3.4.1 Learning Services

The two primary components that assist in enriching the learning environment for residents are the Napoleon City School District and the Napoleon Library. Five schools comprise the school district: C.D. Brillhart, Central, and West elementary schools; the Napoleon Middle School; and the Napoleon High School. Three private schools also exist in Napoleon: St. Augustine, St. John Lutheran and St. Paul Lutheran schools.



The Napoleon City School District has an average enrollment of roughly 2300 students. Its teachers have fewer children in their classrooms than that of similar school districts and state average. All core and high school courses are taught by educators with the appropriate certifications.

Although enrollment has been slowly increasing over the past decade, student performance- as indicated on proficiency exams- in

the Napoleon City School District has continually improved. The 2007 Ohio Department of Education school district report listed the school district as “Effective,” as the district passed 26 of 30 state standards. This was a marked improvement over its 2000 ratings where the district passed 20 of 27 state standards and was given a “Continuous Improvement” rating.

The Napoleon Public Library is governed by a seven-member board of trustees with daily operations performed by seven full-time and fifteen part-time employees. Operational expenses are supported by the residents of Napoleon Area School District through a one-mill levy on real estate and State of Ohio income tax.

Besides the Main Library located in Napoleon, there are two branch libraries located in McClure and Florida. Located at these library facilities are 134,517 books, 256 magazines titles, 20 newspaper titles, and 10,148 various cassettes, CDs, videos, and books-on-tape. A microfilm reader-printer is also available at the Main Library to view the Henry County newspapers on microfilm from 1852 to date.

The following services are also available through the Napoleon Public Library:

- ✓ Voter Registration
- ✓ Golden Buckeye Card Applications
- ✓ Talking Book Programs
- ✓ Computers
- ✓ Handicapped Accessibility
- ✓ Internet Access and Elevators
- ✓ Dial-A-Story
- ✓ Fax Machine

- ✓ Income Tax Forms
- ✓ Copy Machine

3.4.2 Parks and Recreation

The Napoleon Parks and Recreation Department overall philosophy and mission is to provide diverse, well-maintained facilities that will provide for recreational experiences for citizens of all ages. This goal is maintained through a variety of functions and facilities that range in scope and manner. With a current staff of seven full-time and roughly 42 part-time employees, the department oversees over 21 passive and active recreational programs, either seasonal or non-seasonal, and maintains 11 unique facilities in diverse locations throughout Napoleon. Based on the current community survey, Napoleon's parks and recreational facilities were rated "above-average."

The Parks department operates on a 0.2% income tax, generated by a renewable five-year levy first passed by voters in 1985. The levy has been renewed by voters every half-decade since then, and provides the department with roughly \$444,500 in 2000. This level of funding allows the parks and recreation department to maintain existing facilities and to continually improve and expand its level of services.

Additional guidance is provided to the parks and recreation department by the mayor-appointed Parks and Recreation Board. The duty of this board is to review policies, rates and fees as they pertain to Napoleon's park and recreational facilities. These recommendations are passed to City Council, where final decisions are made.

Several activities are offered or sponsored by the Parks and Recreation department. Youth programs include: Soccer, gymnastics, youth little league baseball, junior little league baseball, tee ball baseball, senior little league baseball, travelers little league (offered in conjunction with the Napoleon Baseball Association), pony league, girls fast pitch softball, girls traveling softball, karate, boys summer baseball leagues, tennis lessons, junior golf, and arts and crafts. The Department offers adult residents several activities by which to promote well-being. These programs include: fitness and strength training, golf tournaments, adult karate lessons, and men's softball leagues and tournaments.

The Napoleon Parks and Recreation Department, Napoleon Fire Department and Napoleon Police Department also offer a "Safety City" program. This program teaches children between the ages of four and six about information and safety procedures both in and out of the home, and traffic safety, crossing the street, bike safety, poisons and other harmful products in the home.

3.4.2.1 Park and Activity Inventory

Oakwood Park

Oakwood Park contains approximately 52 acres, 40 acres of which are fields and 12 acres are wooded. Through grants and private donations, the City

of Napoleon was able to build one of the most attractive



parks in the area. Oakwood Park offers four youth baseball diamonds, batting cages, a football field, restroom facilities, a beach volleyball court, public phone, playground equipment, shelter houses, a stocked fishing pond, a challenging and scenic bike/hiking trail, picnic areas, and ample parking. Donations have been and continue to be essential for the funding of this facility.

Oakwood Park will be expanding in the near future as the addition of the Hogrefe property will add several acres of wooded property to Oakwood Park. There are several trails created by private individuals currently on that property which will be enhanced by signage, bridge construction, and other improvements as the budget permits in the future.

Napoleon Municipal Golf Course

The Napoleon Municipal Golf Course is open seven days a week from early March to mid – late October. The course is a nine-hole course fully rated by the Northwest Ohio Greenskeepers Association.



Ritter Park

This 5.6 acre park includes an enclosed shelter house, a volleyball court, horseshoe pits,



shuffleboard court, picnic tables, parking, restrooms, walking path and playground equipment. This shelter can be rented year around with the combination of a heater and a large fireplace. The restroom facilities and kitchenette area at the enclosed shelter house have been recently renovated.

Wayne Park

Wayne Park is a 13-acre facility with an enclosed shelter house, picnic tables, playground equipment, portable restrooms, drinking fountain, volleyball and parking. This shelter is also rentable during the spring and summer months.

East Riverdowns Park

Several features of this 28.9 acre park include:

Picnic tables, restrooms, parking, drinking fountains, two softball fields, an arboretum and tree nursery, remote control car track, horseshoes, large playground, open shelter, and a volleyball court.



Vorwerk Park

Amenities at this 24.5-acre park include picnic tables, grills, restrooms, fishing access, hiking trails, drinking fountains and parking.



Oberhaus Park

New progress at this 15-acre park is ongoing with the first two phases of development now complete. Work completed during these phases included walking trails, fishing/boat docks, parking, and natural areas. In 2005, a joint effort from the Rotary and Lions Club resulted in the construction of the Rotary-Lions Community Center. This facility is available for rental.

Meyerholtz Wildlife Park

This passive 21.5-acre recreational area includes: Open shelter house, picnic tables, open grass area, a path for walking/jogging and also parking area.

Glenwood Park

Amenities at this 71.9 acre active recreation park include: Two open shelter houses, lighted youth baseball diamond, Olympic size swimming pool, nine hole golf course, lighted basketball court, picnic tables, volleyball facilities, skateboard ramp, parking, and the site of the Kidz Kingdom playground system. A newly constructed bathroom has also been added.



Swearingen Park

This one acre park includes amenities such as picnic tables, playground equipment, basketball court, two tennis courts and parking.

Boatramp Facility

Over 14.8 acres at this facility offer residents a concrete ramp for boat launching, docks, open shelter house, picnic tables, parking, volleyball, playground equipment and restrooms. In 2007, the City installed six additional handicapped accessible boat ramps through a grant from the ODNR Division of Watercraft.



Swimming Pool

The Napoleon Municipal Pool is 14,700 square feet with a diving well and two diving boards, a baby pool, grass areas, concession stand and badminton courts. A variety of activities are offered at the pool, such as swimming lessons, family and adult swims, team activities, and aqua aerobics.

3.4.3 Safety Services

Over the last decade there have been notable trends in the various departments that comprise the city's safety services- especially police and fire services. Although some of the additional activity can be accounted for due to better reporting and accounting of activities, the additional activities not due these new operational practices may be due to a variety of variables that would include: increased population and population diversity, economic growth, the aging of city residents, additional joint-services contracts with contiguous township, and the expansion of new safety service duties and responsibilities.



The police department currently has 21 member and an additional 20 in the Auxiliary Police Force. The dispatch center at the Napoleon City Police Department represents their department, the Napoleon Fire and rescue services, and the enhanced 911 system for the city and emergency utility call-outs. Due to increased activity, the dispatch staff was increased by one and a duplicate work station was constructed so that staff could handle two emergency activities at once. This additional work station is staffed on three evenings a week that constitute the busiest times for the department.

In the past decade, the average yearly calls for police service rose peaked in 2005 and slowly decreased to approximately 11,500 annual calls in the past three years. Since 1998, the 911 calls and criminal arrests have decreased slightly while the traffic arrests have remained constant within the adult (and not the juvenile) population. In addition, roughly 80,000 computer transactions are done by the dispatchers each year.

Napoleon's police department has indicated several current trends and issues that are currently impacting the department and its staff. These issues are:

1. Increasing record-keeping burdens (federal, state, and local requirements – specifically, changes with the public records law).
2. The state mandated annual professional training took effect in 2007 for officers and staff (to be proficient at additional state and federal regulations and required tasks).
3. Man-power needs of officers and staff cause difficulties in maintaining advanced levels of training.

4. Current space limitations at the current police facility (it is outgrown).
5. The need to add a patrol car to the fleet to provide the resources necessary to increase roving patrols in the field (in the next five years).
6. The need for a full-time prosecutor and lawyer to be solely dedicated to handling police-related matters.
7. The desire to have more permanent involvement in the Napoleon City School District with school resource officers.
8. Becoming more oriented with current technologies by expanding the computerization and forensic sciences capability.



The Fire and Emergency Management Services in the City of Napoleon are handled by a fire department staffed with 8 full-time and 32 part-time employees (paid by the service call). This department also provides services to Freedom, Napoleon, and Harrison Townships through yearly contracts. Contracts for services are also arranged with Flackrock Township. The remaining townships in Henry County also have mutual aid agreements with the Napoleon Fire Department to provide services to these political subdivisions in times of exigent circumstances.

To increase its revenues the Napoleon Fire and Rescue Association hold yearly events to raise monies, such as a Chicken BBQ and Pancake Breakfasts. The department also promotes several volunteer initiatives and often holds CPR, Lifelight and other classes for interested parties.

The EMS component of the Fire Department has a service area similar to the fire department, with the exception of Flatrock Township. The EMS response time to any location in the City of Napoleon averages roughly three minutes or less, and every call is assisted by a trained paramedic. Costs for these services are handled on a cost-recovery basis. The cost of each call can range anywhere from \$400-800 per call and over \$180,000 per year is recovered for these services.

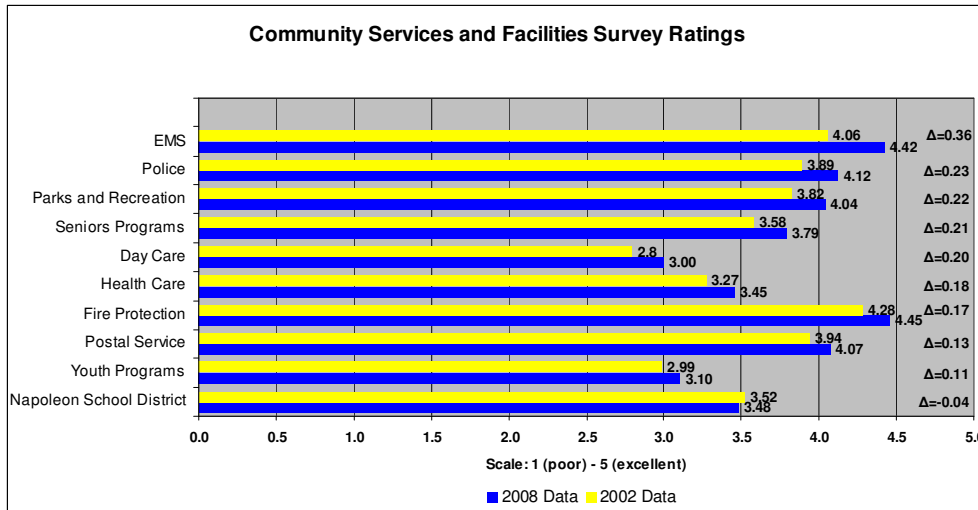
The Fire and EMS department, like the Police Department, is also facing similar issues and trends, such as:

1. State requirements to increase training time for staff and employees.
2. The desire to become decentralized to provide more timely services throughout its service area.
3. The desire to reduce the City's current ISO rating to lower fire insurance costs to local businesses (the current ISO rating is 4).
4. The need to ensure that its contracts with participating parties remunerate the fire department for the full value of the services performed.

3.4.4 2002 to 2008 Data Comparison

Napoleon residents and businesses rated 35 community services or "qualities" of the City during the planning process. These variables included many city services (for a complete listing and ratings of all the variables, please see the Community Survey chapter). The following chart illustrates the change in ratings for the city services. The majority of city services improved from 2002 to 2008. The EMS had the largest improvement in its ratings from 4.08 to 4.42. The

Napoleon School District was the only city service without improved ratings, its ratings decreased from 3.52 in 2002 to 3.48 in 2008.



Learning Services

The Napoleon City School District witnessed a decline in average enrollment from approximately 2,300 students in 2002 to 2,098 students in 2008. The 2007 Ohio Department of Education school district report listed the school district as “Effective,” as the district passed 26 of 30 state standards. This was a slight improvement over its 2002 ratings where the district passed 23 of 27 state standards and the rating remained the same.

The Napoleon Public Library is governed by a seven-member board of trustees with daily operations performed by 7 full-time and 15 part-time employees. Besides the Main Library located in Napoleon, there are two branch libraries located in McClure and Florida. Located at these library facilities are 134,517 books, 256 magazines titles, 20 newspaper titles, and 10,148 various cassettes, CDs, videos, and books-on-tape. A microfilm reader-printer is also available at the Main Library

Parks and Recreation

The current staff of seven full-time and roughly 42 part-time employees. The department oversees over 21 passive and active recreational programs, either seasonal or non-seasonal, and maintains 11 unique facilities in diverse locations throughout Napoleon. The Parks department operates on a 0.2% income tax, generated by a renewable five-year levy first passed by voters in 1985. The levy has been renewed by voters every half-decade since then, and provides the department with roughly \$444,500.

different park plans for Ritter, Oakwood, and Oberhaus over the last decade. An integrated Parks and Recreation Plan will be a vital asset in ensuring all park facilities are updated as needs and budget permit, and that the special qualities and services at these facilities are maintained.

Develop a Pedestrian/Bike Path Master Plan

The City of Napoleon does not have a Pedestrian/Bike Path master plan. The development of this plan for both the park system and streets and subdivisions would provide the department with the information and vision necessary to begin to link the city into a network where joggers, walkers, bikers, and others can recreate on designated walkways and trails. Promoting these types of facilities will also assist in reducing traffic and parking demand, and promote a safe environment for residents from motorized traffic.

Ensure Park and Recreational Facilities and Services Correlate with Future Growth and Increased Demand

Although the City of Napoleon has an adequate number of recreational facilities at the present time, it is important that this beneficial situation perpetuate over time and as new population growth continues. Over time, it is important that Napoleon continue the effort to identify and acquire new parkland that will most effectively serve new and existing users.

It is possible that a new park area could be located near the High School area to accommodate the existing need of high school students and other city youth groups. The need for additional athletic facilities in this location is evident by the growth of girl’s athletic programs. A site including soccer fields, baseball/softball fields, and basketball courts would be a good fit in that area.

3.5 STRATEGIES AND RECOMMENDATIONS

3.5.1 Learning Services

Encourage Partnerships Between the City of Napoleon, the Napoleon City Schools, and the Napoleon Public Library

The several institutions of learning in the City of Napoleon should continue to embrace a level of communication in which city officials are knowledgeable with the current needs, trends, and issues of the school district and library. Issues that the City of Napoleon are well-versed in, such as current and future land use, economic development, park and recreational needs, and public finance will be beneficial to the officials of these learning institutions during times of growth and during the development of new services. 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.

3.5.2 Parks and Recreation

Develop a Parks and Recreation Plan

The City does not have a formalized parks and recreational plan. The Parks and Recreation Department has been working off of

Walking paths and fitness trails would also provide activities to the increasing condo population in that area.

Seek Outside Assistance in Promoting Parks and Recreational Facilities

The Parks and Recreation Department should continue to actively pursue additional resources that help the department to offset costs affiliated with property acquisition, park development, and programming. The following list of programs are current resources that should be actively pursued:

Recreation Trails Program (Clean Ohio Trail Fund)

The Ohio Department of Natural Resources will administer the \$25 million Clean Ohio Trail Fund (COTF) over the next four years to acquire property for land acquisition and the construction of recreational trails. Approximately \$6.25 million will be available in each year. Priority will be given to projects that:

- ✓ Are in synchronization with the statewide trails plan;
- ✓ Complete regional trail systems and links to the statewide trail system;
- ✓ Link population centers with outdoor recreation areas and facilities;
- ✓ Involve the purchase of rail lines linked to the statewide trails plan;
- ✓ Preserve natural corridors;
- ✓ Provide links in urban areas to support commuter access and provide economic benefit; and
- ✓ Combine funds from various state and/or local agencies.

Political subdivisions and nonprofit organizations are eligible to receive grants from the new COTF. The COTF will provide up to 75% of the project costs for successful applicants. Items of value, such as in-kind contributions and donations may be considered as contributing toward the local match. The director of the Ohio Department of Natural Resources will select eligible projects, advised by the nine-member Clean Ohio Trail Fund Advisory Board comprised of representatives of local governments, statewide nonprofit organizations dedicated to the creation of recreational trails, developers, planners, and environmental interests.

Land and Water Conservation Fund (LWCF)

All local subdivisions of government, except school boards, are encouraged to apply. These grants provide up to 50% reimbursement for outdoor recreation projects. Federal money is administered by the state in cooperation with the National Park Service. Funding level varies each year; call for an update on the status of the program and availability of funds.

NatureWorks (ODNR)

All Political subdivisions, except school districts and agricultural societies, are encouraged to apply. Local governments can apply for up to 75% reimbursement grants (state funding) for acquisition, development, or rehabilitation of public park and recreation areas. In addition, the grantee must have proper control (title or at least a 15-year non-revocable lease) to be eligible for a development or rehabilitation grant. All projects must be completed within one-and-a-half to two years.

Recreational Trails Program (ODNR)

Cities, villages, counties, townships, special districts, state and federal agencies, and nonprofit organizations are encouraged to apply. Up to 80% matching federal funds is reimbursed. Eligible projects include development of urban trail linkages, trail head and trailside facilities; maintenance of existing trails; restoration of trail areas damaged by usage; improving access for people with disabilities; acquisition of easements and property; development and construction of new trails; purchase and lease of recreational trail construction and maintenance equipment; environment and safety education programs related to trails.

Cooperative Public Boating Facility Projects Program (ODNR)

Political subdivisions, park districts, conservancy districts, and agencies of state government are encouraged to apply. Grants are provided from the Waterways Safety Fund for construction or improvement of public facilities for recreational boating on navigable waters. Projects may include ramps, docks, dredging, parking and other items directly related to recreational boating facilities. The grant provides up to 100% cost-share funding.

3.5.3 Safety Services

Include Safety Service Department in All Growth-Related Discussions

The police and fire departments should be involved during the initial discussions over future annexation applications and 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 inform the police and fire departments concerning population growth issues and include them in evaluating future land needs when developing possible new locations possible substations.

Expand Community Policing

The City of Napoleon should promote the expansion of community policing efforts by encouraging additional outreach programs, particularly among the City's youth. Neighborhood watch programs should be expanded where requested by individual neighborhoods.

Continually Seek to Improve Service Delivery

Over the past several years, the Napoleon Police Department have developed methods that assist them in "getting to the scene" faster. However, as the City continually grows beyond its current boundaries, the police department- as well as the Fire and EMS department- could be hard pressed to maintain optimal response times.

To maintain proper and safe response times, the City of Napoleon and safety service providers should begin to embrace a discussion on how to best stabilize response times during exigent circumstances. The short-term placement of service substations (police and fire) could be warranted to maintain the effective provision of services.

Seek Additional Resources that Build More Effective Safety Services

A variety of resources exist that would assist Napoleon's Police and Fire departments in becoming more effective and proactive in their pursuit to provide optimal services to city residents and businesses.

The following list of programs are current resources that should be actively pursued:

Universal Hiring Program

The goal of the Universal Hiring Program (UHP) is to provide funding directly to local, state and tribal jurisdictions for salaries and benefits of officers engaged in community policing. As of March 2002, approximately \$4.4 billion was awarded under FAST, AHEAD, and UHP to hire approximately 61,000 officers.

UHP provides funding to all eligible communities, regardless of size, for the direct hire of police officers and sheriffs' deputies. The newly hired officers are deployed into community policing or a comparable amount of veteran officers must be redeployed into community policing in their place. As with COPS FAST and COPS AHEAD, UHP funding constitutes 75% of an entry-level officer's salary and benefits or a total of \$75,000 per officer, whichever is less, over the three-year period. Generally, departments contribute at least 25% in local matching funds, unless the grantee requested and was approved for a waiver of the local match upon demonstrating extraordinary fiscal hardship.

COPS MORE

The COPS MORE grant program provides law enforcement agencies with financial assistance to purchase technology and equipment and to procure support resources (including civilian personnel). Grants cover up to 75% of the total cost of technology (crime fighting technologies like mobile computing systems, personal computers, computer aided dispatch systems, crime analysis hardware and software,

automated booking and video arraignment systems, and automated fingerprint identification systems), equipment or civilian salaries for one year. It may be possible, pending congressional appropriations, to renew grants for civilian hiring for two additional years.

Applicants to the grant program must demonstrate that the grants requested will result in an increase in the number of law enforcement officers deployed into community policing equal to or greater than the number of officers that would result from a COPS grant for hiring new officers.

COPS MORE grants have been awarded in 1995, 1996, 1998, 2000, and 2001. The guidelines have been similar every year with the following exceptions: In 1995, overtime costs were allowable; in 2000, only support personnel were awarded; and in 2001, only equipment and technology systems were funded. In 2002, \$62 million in technology grants were awarded to local law enforcement agencies. These grants, awarded through COPS Making Officer Redeployment Effective (MORE) program, will help 294 state and local law enforcement agencies purchase and deploy crime fighting technology systems.

COPS in Schools

The COPS in Schools grant program is designed to assist law enforcement agencies in hiring new, additional School Resource Officers (SROs) to engage in community policing in and around primary and secondary schools. This program provides an incentive for law enforcement agencies to build collaborative partnerships with the school community and to use community-policing efforts to combat school violence.

The COPS in Schools program provides a maximum federal contribution of up to \$125,000 per officer position over the three-year grant period, with any remaining costs to be paid with local funds. Officers paid with COPS in Schools funding must be hired on or after the grant award start date. In addition, all jurisdictions that apply must demonstrate that they have primary law enforcement authority over the school(s) identified in their application and demonstrate their inability to implement this project without federal assistance. Funding will begin when the new officers are hired on or after the award date and will be paid over the course of the grant period.

Advancing Community Policing (ACP) program

The Advancing Community Policing (ACP) program is designed to help police agencies further develop an infrastructure to institutionalize and sustain community policing practices.

All eligible law enforcement agencies, with an established background in community policing, could apply for an ACP grant either under the Demonstration Centers or Organizational Change category. Police departments awarded under the Organizational Change category are developing strategies and initiatives designed to change their existing internal structures in order to accommodate community policing. Organizational Change grantees are required to focus on one of the five following priority areas:

- ✓ Leadership and Management
- ✓ Organizational Culture
- ✓ Modifying Organizational Structures

- ✓ Research and Planning
- ✓ Re-engineering Other Components of the Organization

Law enforcement agencies funded under the Demonstration Centers category consisted of police departments that have taken the lead in implementing the philosophy of community policing throughout their departments. Grantees are required to develop strategies and tactics designed to expand and enhance their internal community policing practices, as well as developing methods to disseminate information about their community policing activities to other agencies across the nation.

A total of 117 agencies were funded under ACP, for nearly \$35 million. Ninety-six agencies were awarded under Organizational Change for \$16.4 million and 21 agencies were awarded under Centers for \$18.5 million. No local match is required for this program; however, each agency is encouraged to contribute an in-kind match to their project

Safe Schools/Healthy Students Program

The Safe Schools/Healthy Students grant program was developed to provide students, schools, and communities the benefit of enhanced educational, mental health, social service and law enforcement services to promote a comprehensive healthy childhood development. Through the two Safe Schools/Healthy Students announcements, the COPS Office has provided in excess of \$8 million to hire more than 70 SROs. Another excellent tool in helping the City of Napoleon in leveraging federal resources that

encourage a safe environment for children is www.afterschool.gov.

Regional Community Policing Institutes (RCPI)

A RCPI is a partnership that is created to provide comprehensive and innovative community policing education, training and technical assistance to COPS grantees and other policing agencies throughout a designated region. Currently, there are 28 Institutes located across the U.S.

Volunteer Fire Assistance Programs

The Volunteer Fire Assistance program, which is part of Ohio Department of Natural Resources, provides small grant awards to rural and volunteer fire departments serving populations less than 10,000. The 50/50 matching grants provide assistance for the equipping, training, and establishment of rural and volunteer fire departments. The maximum grant amount is around \$3,000. Applications are due June 1 of each year. Contact Mike Bowden at 614-265-1088 for more information.

3.5.4 Other Services

Promote Napoleon as a Full-Service Community for Senior Citizens and Retirees

Although the City of Napoleon may not be viewed as a warm weathered community similar to those communities in the Sun Belt or Florida where retirees and seniors flock to, it can take the necessary steps in becoming a community in Northwest Ohio that is one with a reputation user friendly to the needs of seniors and retirees.

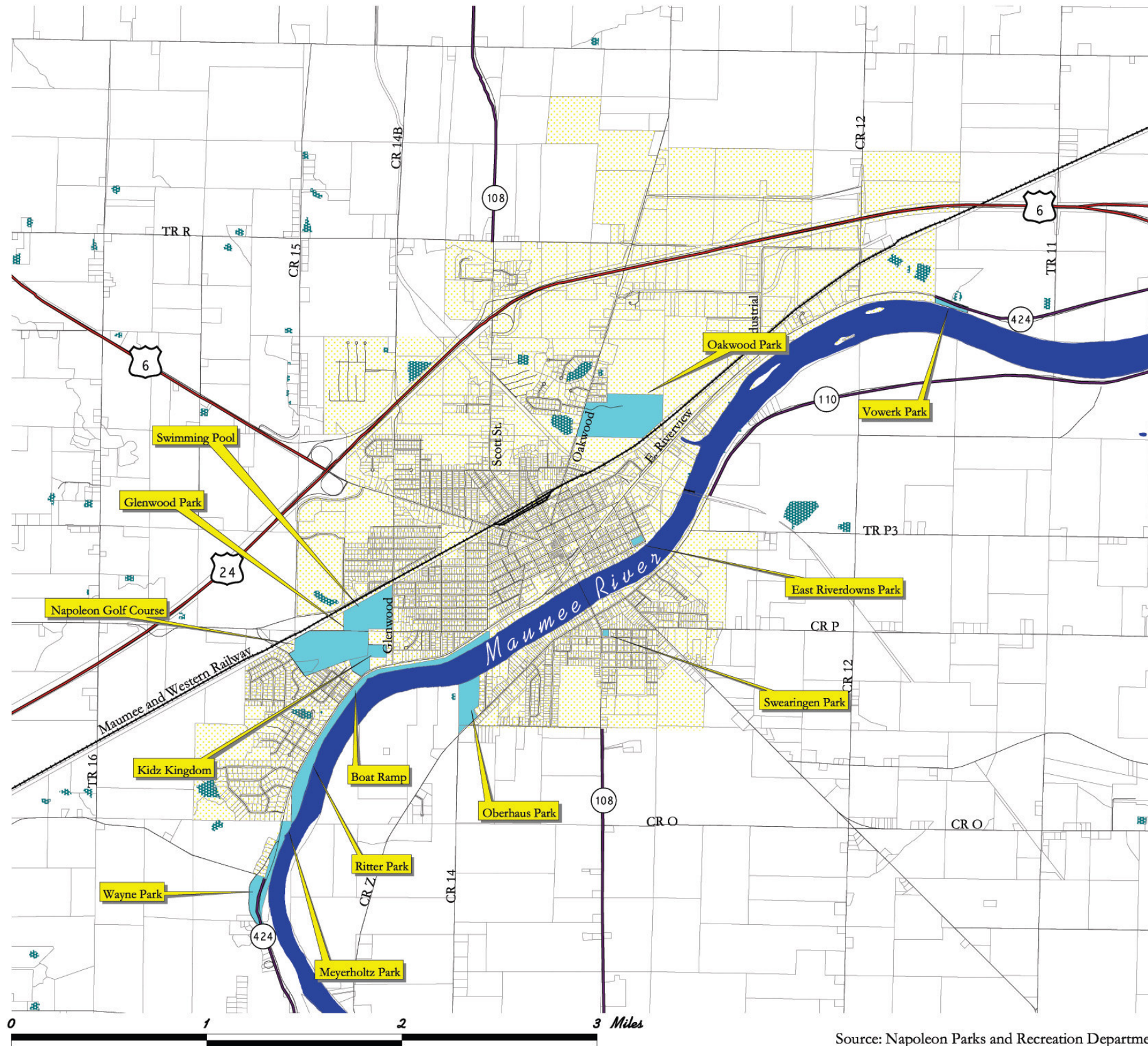
A senior services needs assessment should be evaluated on a regular basis and updated, as appropriate, including the ad-hoc monitoring of senior services and facilities. Although the City may defer most of these services to the County and private sector providers, it can play a strong role in ensuring issues like adult day care, comprehensive care and assisted living facilities, transportation, and recreation are addressed in a proactive manner. The City should coordinate and embrace open discussions with Henry County and other service providers when appropriate.

The City should also consider creating an informal task force to coordinate with the County's Council on Aging in perpetuating a strategy and program in the best interests of its seniors and retirees.

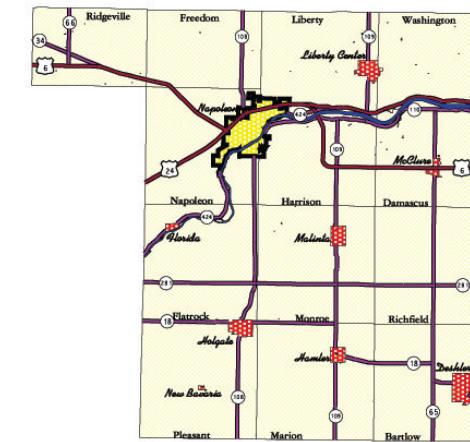
Promote Day Care Opportunities

The need for more day care opportunities for working families is becoming an apparent trend in most communities. This is especially true in the City of Napoleon where survey respondents ranked "day care opportunities" last when asked to rank the city's various community services and qualities (for more information, please see Chapter: Community Survey).

Although largely a basic function of the non-profit and private sectors, the promotion of additional day care opportunities can be encouraged by the City of Napoleon. This can occur through the facilitation of permits for private providers, and working with the Chamber of Commerce to promote day care services to potential businesses and encouraging major employers to provide these services to employees. If necessary and appropriate, City Council should consider appointing an ad-hoc task force in conjunction with the Chamber to develop a strategy (or list of possible incentives and programs) that encourages the development of additional day care services.



Source: Napoleon Parks and Recreation Department



Henry County



Legend

- US Highway
- State Highway
- Local Streets
- Railroads
- Parcels
- Maumee River
- Ponds and Open Water
- Napoleon Parks and Recreational Facilities
- City of Napoleon

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*The City of Napoleon Comprehensive Plan
 Parks and Recreation Sites*



4.0 Economic Development

4.1 INTRODUCTION

The City of Napoleon is geographically located along the Maumee River on main thoroughfare routes of US 24 and US 6. As Henry County's largest and only city,



Napoleon has historically been a prime center of economic activity since the county's earliest beginnings. The city's prime economic posture remains true today, as most residents within Henry County travel to Napoleon to conduct personal business transactions. However, while the primary core of Henry County's commercial and retail economic base, Napoleon is threatened by the proximity and diversity of other established economic hubs, such as those in Bowling Green, Defiance, and Toledo. The proximity of these shopping markets necessitates the need for business merchants and public officials to proactively develop a strategy to retain their resident's shopping dollars.

Remaining competitive in today's global market requires proactive planning. This can be done through developing a clear economic development strategy that is focused, realistic and anticipates the needs of businesses and residents. Economic development in Napoleon and Henry County is facilitated primarily through two organizations: The Napoleon & Henry County Chamber of

Commerce and the Henry County Community Improvement Corporation (CIC). The Henry County CIC is primarily tasked with facilitating the financial and tax incentives programs with the Chamber promoting general business development of all types. The relationship both organizations share is very unique in the arena of economic development. This relationship lends itself to good planning and helps to promote a clear channel of communication that is absolutely necessary when encouraging and guiding development.

Many of the economic development priorities enumerated in the last comprehensive plan update have been accomplished. Since 2002, closer to 40% of the 18 goals have been met, including:

1. The reuse of Oakwood Plaza for use of Henry County offices
2. The completion of North Pointe Industrial Campus
3. The development of Commerce Drive and Commerce Park
4. New South Side 500,000 gallon water tower
5. New Perry Street-Maumee River Bridge
6. Downtown revitalization efforts are currently underway. A new Downtown Revitalization Plan is expected to be developed in the Fall of 2008 or early in 2009.

4.2 PLANNING ISSUES

It is anticipated that the widening of US 24 from Fort Wayne, Indiana to the City of Toledo (otherwise known as the Fort-To-Port) will increase the City's economic livelihood. The City's potential for new economic investments will be determined by how quickly not only needed capital improvement projects are embraced, but how well the

City can promote its comparable advantage in the region, using its affordable and very stable municipal utilities as marketing tool.

During the updated planning process, a variety of issues emerged that may require additional planning over the course of the next five years. These issues are:

Ensuring the city's zoning code is clear, flexible, and adaptable to promote innovative economic growth. The City is currently in the process of updating the codes to provide for this clarity.

Providing for the

Other planning issues that pertain directly to the City's promotion of economic development is that its infrastructure (technology and water and sewer utilities)- is aging and needs constant upgrading to promote and enhance business development.

Economic development officials also believe that railroad improvements and a new fiber optic network would enhance Napoleon's economic competitiveness, as well as the addition of new connector streets in selected areas within the city limits to help promote transportation flow in key areas (Scott Street).

Napoleon is currently in the process of abating several sanitary sewer overflows (SSO) in a variety of locations. Without mitigating these sewer overflows and banking sewer credits, the City may be limited in effectively using sewer services to promote and encourage new business development. The city engineer is currently in the process of handling these issues, as new growth is anticipated to be served by banked sewer credits. However, certain types of new

development could exhaust these credits very fast. It is therefore necessary that additional planning studies examine what types of businesses would best compliment this specific dilemma and provide the most economic feasibility for the City’s new sewer investments.

4.3 GOALS AND OBJECTIVES

Goal: Promote Napoleon’s economic vitality through business retention and economic diversity, by:

- ✓ Nurturing the City’s existing base of businesses and industries;
- ✓ Promoting and marketing the strengths of Napoleon and Henry County’s economic climate;
- ✓ Clearly defining desirable types of non-residential development;
- ✓ Defining areas in and near Napoleon suitable for non-residential development;
- ✓ Promoting the maintenance and continual improvement of Napoleon’s Downtown Business District and other commercial areas;
- ✓ Utilizing federal and state incentives to facilitate healthy economic development;
- ✓ Educating existing employers on financial and tax incentives available for business expansion and improvements;
- ✓ Encouraging small business development and supporting entrepreneurial activities;
- ✓ Developing sound relationships and open communication channels between the Napoleon-Henry County Chamber of Commerce, Henry County Community Improvement Corporation, private and public officials, and residents.

4.4 CONDITIONS AND TRENDS

The economic environment of Napoleon is one akin to most communities of similar size located in Northwest Ohio. Once – and still – based upon the region’s dominance in the agricultural arena, Napoleon and Henry County’s economy is also linked to a strong base of manufacturers, particularly those “tier-two” manufacturers of durable goods for the automotive industry. Over the past several decades, Napoleon residents have also played a large role in the profitability of the Campbell’s Soup Company. As one of the largest employers of local residents, the recent capital improvements undertaken by the famed soup makers have provided an extra assurance of their commitment to the community during the economic uncertainty that disturbs most of the region.

The downsizing of the manufacturing sector, due to advances in technology and other factors, has continued to occur since over the last several years and is expected to continue over the next several years. This downsizing could culminate in not only the realignment of employment opportunities, but also in the slowing of new capital improvements and investments.

4.4.1 Community Survey

The community survey that accompanied the master plan development process revealed a variety of economic development interests on behalf of Napoleon residents.⁶ One specific question on the survey asked residents “things that could be done or are needed in Napoleon.” The question was ranked in ordinal fashion and allowed survey respondents to rate items on a scale of 1 (Opposed) to 5 (Support).

⁶ For more information concerning this survey and its results, please see Chapter Two: Community Survey.

The top ten priorities all had economic development undertones and were ranked as follows:

Priority	Score (1-5) ⁷	Rank
Reduce Traffic congestion	4.07	1
Downtown Business Development and Revitalization	3.97	2
Retain youth and young adults	3.97	3
Recreation programs for youth and adults	3.95	4
Attract service and retail	3.94	5
Attract light industries	3.92	6
Residential Streetscape improvements	3.88	7
Attract Agricultural	3.84	8
Downtown streetscape improvements	3.82	9
Tourism and Festival Development	3.81	10

Of the 22 variables residents were asked to rate on this specific question, only manufactured housing rated as the least preferred “things that could be done or are needed.”

At the present time, city officials and department heads are currently addressing these needs, either directly though current economic development initiatives or programs, or indirectly though long-term policies. To ensure that these unique development interests of Napoleon residents are attained, this Master Plan addresses 18 different economic development priorities that encompass these needs. The economic development projects and priorities can be classified by their level of complexity: Several projects are currently underway, some have been initiated and are at early stages of development (such as the North Pointe campus), and others such as

⁷ A score of 1 means less preferred; a score of 5 means most preferred.

the realignment of the US 24 “Fort-To-Port” project are expected to take much longer to complete.

4.4.2 Economic Development Priorities

This Plan Update identifies and supports 18 economic development priorities. These priorities and projects vary at several levels. Thirteen of the economic development priorities consist of the expansion of Napoleon’s thoroughfare infrastructure.

North Pointe Retail, Technology, and Industrial Campus

Located on the recently annexed 400 acres in northern Napoleon, the site is expected to be the home of several new employers, retailers, and technology-based firms. The city is currently in the process of extending water and sewer utilities and facilitating the development of the necessary infrastructure to ensure the full potential of this new employment center. Currently, two parcels, or roughly 30 acres, have been purchased and will be developed soon.



Oakwood Plaza

As the former location of Wal-Mart and numerous retailers, retail activity at the Oakwood Plaza has diminished and it now used to house Henry County government offices and agencies, and one private business. Additional space could be marketed for commercial and other mixed uses.

Former Heller-Aller Property

Located on Perry Street, the former four acre site used for manufacturing has the potential to be a good location for adaptive reuse. It is currently being marketed by the Henry County CIC as a site for future manufacturing uses.

Scott Street Plaza

Also known as the TG&Y Plaza, this plaza was once home to the former Big Wheel retail store. Since the closure of the Big Wheel in 1992, the plaza has remained vacant and without a major anchor to promote its marketability and use. However, with the development of the new Super Wal-Mart the city and residents are expecting the arrival of new retail tenants. However, until the arrival of new tenants, this plaza will remain an economic development priority for city officials.



Continue the Process of Revitalizing Vacant Properties

Several properties within the city lay vacant as a result of the downturn in the economy over the last few years. City officials should continue to utilize proactive relationships with local economic development officials, in combination with zoning and economic incentives to revitalize and reuse these properties.



Downtown Revitalization Efforts

The City of Napoleon is currently undertaking its first downtown revitalization process (2008). The downtown plan is expect to be completed in end of 2008.

Promoting the downtown is an on-going long term economic development goal for city officials, and many methods for its revitalization have surfaced, such as: Developing new parking areas, using vegetation, planters, and various flower arrangements, increasing merchant marketing efforts, designing new streetscapes and culverts (if resources exist), and improving building façades.



Various Road Extensions

Due to increased traffic congestion on the City’s transportation network, city officials and residents have long discussed the feasibility of additional connector streets that would promote public safety and promote the efficient flow of goods and services.

These planned expansions to the road network highlighted on the *Economic Development Priorities and Transportation Improvement Areas Maps* include:

1. Industrial Drive – C.R. S Extension
2. Independence – Interchange Drive Connector
3. S.R. 110 – Industrial Drive Connector or S.R. 110 – Enterprise Connector. Both options would require a bridge across the Maumee River.
4. Oakwood – Interchange Connector

5. Rohrs Extension
6. Scott – Northcrest Connector
7. Oakwood – Northcrest Connector
8. Seward Extension
9. Twin Oaks Extension
10. Indiana Avenue Extension
11. Glenwood - Trail Connector
12. Glenwood – Scott Connector
13. Scott – Oakwood Connector

Maumee & Western Railroad

Over several decades, the Maumee and Western Railroad has provided Napoleon and Henry County businesses and industries with a tool to help them remain competitive in regional and global markets. Because of the railroad’s importance to economic development, the continued improvement and use of this mode of transportation was identified by city and county officials as a valuable on-going priority, as several industrial prospects believe access to rail is a very important site selection feature when relocating or expanding

“Fort to Port” US 24 Realignment

The State of Ohio and the Ohio Department of Transportation are beginning work on the realignment of US 24, from Napoleon east to Waterville. The realignment of US 24 will increase its capacity to four lanes and ensure the safe and expeditious flow of traffic and goods between Toledo and Fort Wayne, Indiana. This project, which is expected to be completed by 2010-2011, will add tremendous marketability to businesses and industries located in Napoleon, Henry County, and throughout the region.

4.4.3 2002 to 2008 Data Comparison

The following table shows the results of the top ten priorities in the 2008 community survey compared to the 2002 community survey rating a variety of economic development interests, specifically “things that could be done or are needed in Napoleon.” None of the 22 variables the residents were asked to rate changed significantly in the past six years from 2002 to 2008.

Priority	Score 2002	Score 2008
Reduce Traffic congestion	4.13	4.07
Downtown Business Development and Revitalization	3.98	3.97
Retain youth and young adults	4.05	3.97
Recreation programs for youth and adults	4.00	3.95
Attract service and retail	3.90	3.94
Attract light industries	3.90	3.92
Residential Streetscape improvements	3.90	3.88
Attract Agricultural	3.79	3.84
Downtown streetscape improve	3.88	3.82
Tourism and Festival Development	4.13	3.81

4.5 INCENTIVES

4.5.1 Community Reinvestment Areas and Enterprise Zones

A Community Reinvestment Areas (CRA), as authorized pursuant to Chapter 37 of the ORC, is a tax incentive for persons or entities in an area in which housing facilities or structures of historical significance are located, and in which new construction or repair of existing facilities has been discouraged.

These designated areas strive to create a public and private sector partnership that promote and expand conforming uses of the CRA. In 2008, the city updated their incentive areas by expanding CRA#6

and, in May 2008, created another CRA#8 in an area in south Napoleon

The City of Napoleon currently has the following four CRAs:

- CRA #2
- CRA #6
- CRA #7
- CRA #8

These areas can be modified and amended over time. There are currently 8 active post-1994 CRA abatements in the City of Napoleon. For the specific location of these abatement areas please contact the City of Napoleon.

The City of Napoleon, through the assistance of the Henry County Improvement Corporation, also utilizes the Enterprise Zone program that provide qualifying companies a tax abatement on real and personal property investments. However, due to the passage of HB 66 in 2004, beginning in 2008 personal property is no longer taxable in the State of Ohio. It is also no longer a source of revenue for school districts. With the exception of the allowable exemption percentages, this program is now very similar to the CRA program.

There are currently 16 active enterprise zone abatements in the City of Napoleon. For the specific location of these abatement areas please contact the Henry County Community Improvement Corporation..

4.6 STRATEGIES AND RECOMMENDATIONS

1 Nurture Existing Business and Industry

The City's first and foremost economic policy should be to preserve its existing base of businesses and industries. This can be done through several methods, as building a good business climate takes years to develop through a compilation of public and private sector initiatives. Nevertheless, the city of Napoleon has within its ranks several businesses and industries, many of which have had ties to the area for several decades and has benefited from good business



retention and expansion model utilized by city and county economic development officials for years.

The City of Napoleon should assist in perpetuating a formal business retention and expansion (R&E) program. Existing businesses should be contacted on a regular basis by economic development officials⁸ and other city representatives to better understand the issues these firms face in doing business in Napoleon and abroad. Issues such as site selection, utility services, permitting, financial and tax incentives can be identified and responded to through this type of R&E program. It is essential that the City establish a marketing communications component to this program that actively encourages

⁸ Business retention and expansion programs are currently facilitated by the Henry County Community Improvement Corporation, as well as by the Napoleon/Henry County Chamber of Commerce.

existing firms to expand and make appropriate use of City services to facilitate expansion.

One such method to promote business development within the R&E program would be to develop a comprehensive website geared specifically towards economic development. It could be accessed by the existing base of businesses and industries located not only in Napoleon, but located across Henry County as well. Information such as current financial and tax incentives, economic development growth areas, zoning, and city-county infrastructure capabilities would afford current business officials the ease of accessing this information without expending valuable time doing so. Developing the site with an interactive forum would also allow businesses and industries to post information that could help facilitate Business-to-Business (B2B) opportunities and other marketing information. This type of information will be valuable in developing life-long business partnerships.

2 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 Napoleon and its economic base. This analysis should form the basis and the exact suitability of growth anticipated to occur in the growth areas identified in the Land Use component of the Comprehensive 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 comprehensive planning process and highlighted within this Plan's economic development chapter.

The Plan should include the following elements:

1. Specific economic development goals and objectives (should compliment 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 desired;
 - a. 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.
 - b. Will the desired new growth adversely impact upon existing employers?
4. Specific growth 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. Downtown Assessment, to include an inventory of existing businesses and preferred new businesses;

6. Identify existing infrastructure (water, sewer, and thoroughfare) capabilities of these areas, including the downtown area;
7. Identify existing infrastructure (water and sewer, and thoroughfare) constraints of these areas, including downtown area;
 - a. 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).
 - b. If constraints can be mitigated, the capital improvement program should be modified to promote the selective growth desired.
8. Economic Development Strategies (to include marketing and promotion strategies);
9. Inventory of funding sources and economic incentives (see Economic Development Strategy Three); and,
10. Implementation and timing of economic development priorities through the use of the Capital Improvement Plan (CIP).

3 Develop an Economic Development Incentives Program

The City of Napoleon, in conjunction with local economic development agencies, use a variety of financial and tax incentives to encourage and stimulate new business investments, with the promotion of these incentives being handled primarily by the Henry County Community Improvement Corporation or Napoleon-Henry County Chamber of Commerce. To promote the visibility and

awareness of these incentives and tools, the City should consider developing methods to better disseminate this information (booklets, websites such as an “electronic city network”, etc.). In clearly establishing and defining these incentives, the City could better position itself to attract new businesses consistent with Napoleon’s economic base and overall quality of life and character.

Furthermore, all tax and financial incentives should be treated as investments rather than subsidies. These tools should be used in a performance-based manner where costs and benefits honor their job, income, tax, and other commitments. One incentive should be the development of a user-friendly commercial and industrial business zoning code. The City should also define a course of action to take when firms receiving local incentives do not reach their commitments.

4. Promote Tourism Development

Tourism within Henry County is primarily a function of the Napoleon – Henry County Chamber of Commerce. Over the past several years, the chamber has done an exceptional job in promoting Napoleon and Henry County not only regionally, but to statewide travelers as well. The chamber has also “piggy-backed” with marketing efforts of other chambers of commerce and travel offices in order to promote tourism.

According to a report conducted by the Ohio Department of Development's Division of Travel and Tourism⁹, Henry County's direct traveler expenditures totaled \$30.3 million in 2000. Tourism directly supported 700 full-time jobs with wages paid totaling \$9.1 million. Tourist spending in Ohio in 2000 totaled \$25.7 billion, while

⁹ The Napoleon/Henry County Chamber of Commerce was one of 62 county/city convention and visitor bureaus, cities and economic development organizations that took part in the study.

total taxes paid by travelers to state and local governments in Ohio equaled \$391 billion.

Tourism can help Napoleon’s local economy grow by bringing new income into the local market. This income can be expected to purchase several items and services from city merchants such as: entertainment and recreational services, food, antiques, bed & breakfasts, and many other retail items and services. These expenditures will help to stimulate job creation as other service sectors often accommodate the additional needs of tourists. Additional tax revenue will also be created for public services.

Napoleon should adopt targeted marketing strategies to encourage people to visit local historic sites and landmarks, shop, attend festivals and special events, visit relatives, and to do other related activities. Napoleon would also benefit from cooperating with other communities in the region in developing this marketing strategy, as what may be good for northwest Ohio in general may be good for Napoleon. In taking this approach, Napoleon could market itself as a distinct and interesting destination that is part of a larger marketing and visitation package.

5. Promote Entrepreneurial Activities and Enterprises

Napoleon residents have access to various resources to help them pursue entrepreneurial activities should they wish to pursue them. New businesses, including home-based, that meet local market needs should be encouraged. These types of activities could include those that assist already established local and regional businesses in the service, manufacturing, or entertainment sectors, or could be business ventures completed new to the Napoleon service sector.

New start-ups and endeavors¹⁰ that have faired well in other areas similar to Napoleon include:

- Specialty home modification/remodeling and unique repair services (House Doctors, Handyman Connection, Budget Blinds, Inc., Nationwide Floor & Window Coverings, Jet-Black International Inc., and Kitchen Tune-up)
- Carpet, Upholstery & Drapery Services (Chem-Dry and Servpro)
- Commercial Cleaning (Jani-King, ServiceMaster Clean, CleanNet USA Inc., Coverall North America Inc., Anago Franchising, and Vanguard Cleaning Systems)
- Residential Cleaning (Merry Maids and Molly Maid Inc.)
- Business service and support services (sign services, postal services, printing services, and office space business centers)
- Computer and Technical Services (computer repairs, computer and software training, and Internet services)
- Children’s products and support services (new and used kids clothing/equipment and tutoring services)
- Senior Care services (Home Instead Senior Care, Home Helpers)
- Restaurants (Popeye’s Chicken and Biscuits, Churches Chicken, Subway, Quizino’s Franchise Co., Arby’s, Denny’s, Outback Steakhouse, Red Lobster, and TGI Fridays)
- Baked goods stores (Panera Bread and Great Harvest Franchising)
- Hotels & Motels (Choice Hotels International, and Days Inns Worldwide, Inc.)

- Miscellaneous Services (Culligan Water Conditioning, junk removal services)

6. Continue to Revitalize the Downtown Business District

Because of the downtown’s unique feel, the downtown business district may have a comparable advantage over any other shopping area within the City. Although more services and businesses may exist on the Scott Street commercial corridor, several studies indicate that downtown revitalization investments do pay off over time and assist in the overall development and attraction of new residents and businesses. To promote downtown revitalization, the City, with the assistance of the Henry County CIC, hired a consultant to develop the City’s first Downtown Revitalization Plan. When completed, the Plan will assist the City and downtown property owners in leveraging grant dollars for façade and other physical improvements in the downtown.

A method to get a better understanding of residential shopping needs could be through a consumer survey specifically with downtown in mind. In addition to surveying the direct consumption needs of area residents, the survey could also ask residents what types of services they’d like have in the downtown area. This information could be very important in assisting the chamber of commerce, existing businesses, and potential entrepreneurs in reviving the business district. This survey should be crafted in a fashion similar to the one that accompanied this planning process to avoid duplication of labor and questions.

Additional mechanisms should be pursued to encourage retail, commercial, and office development in the downtown business district. These mechanisms should provide additional incentives and city services to those interested in expanding or relocating

downtown, and should not be offered to establishments locating elsewhere. Some additional tools to promote and revitalize the downtown business district could include:

- The creation of a Business Improvement District
- Develop a “Main Street” Program and join Ohio Downtown Inc.
- Pursue the following economic development programs
 - Ohio Department of Development’s Commercial Revitalization Program
 - Downtown Revitalization Competitive Program
 - Microenterprise Business Development Program
- Retool the capital improvement program to allocate funding specifically for downtown improvements
- Educating residents and downtown business owners on the various downtown revitalization best practices and “myths” (see Brief: Downtown Revitalization Myths)

7. Prioritize Capital Improvements

The City of Napoleon should facilitate required utility improvements in designated economic development areas through the use of its Capital Improvement Plan. This Plan should be aligned with the Comprehensive Plan to “time” or schedule future improvements to areas designated as future residential, commercial, or industrial use or as “Concept Areas”. The City must be prepared to make the appropriate water, sewer, and other infrastructure improvements needed to accomplish this planned growth in a timely and cost-effective manner.

8. 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

¹⁰ The franchise and start up costs of these ventures can vary depending upon business type. Some of these proposed business opportunities can be home-based.

downtown will be able to support multi-purpose visits. These communities also benefit from an expanded trade area because their specialization often draws customers from more distant communities. Once a niche is established, other businesses are often attracted to the community as they are interested in selling to the same consumer market. One such method that could be used to target consumers would be through the website “NapoleonMerchants.com,” a site developed and maintained by the Napoleon Pride and Promotion Association.

A niche can be based on a certain type of consumer who works, resides or visits your community. These different and unique types of consumers may demand a wide range of goods and services. All of these consumer types can be found within Napoleon or in close proximity to Napoleon. Examples of these consumer-based niches include:

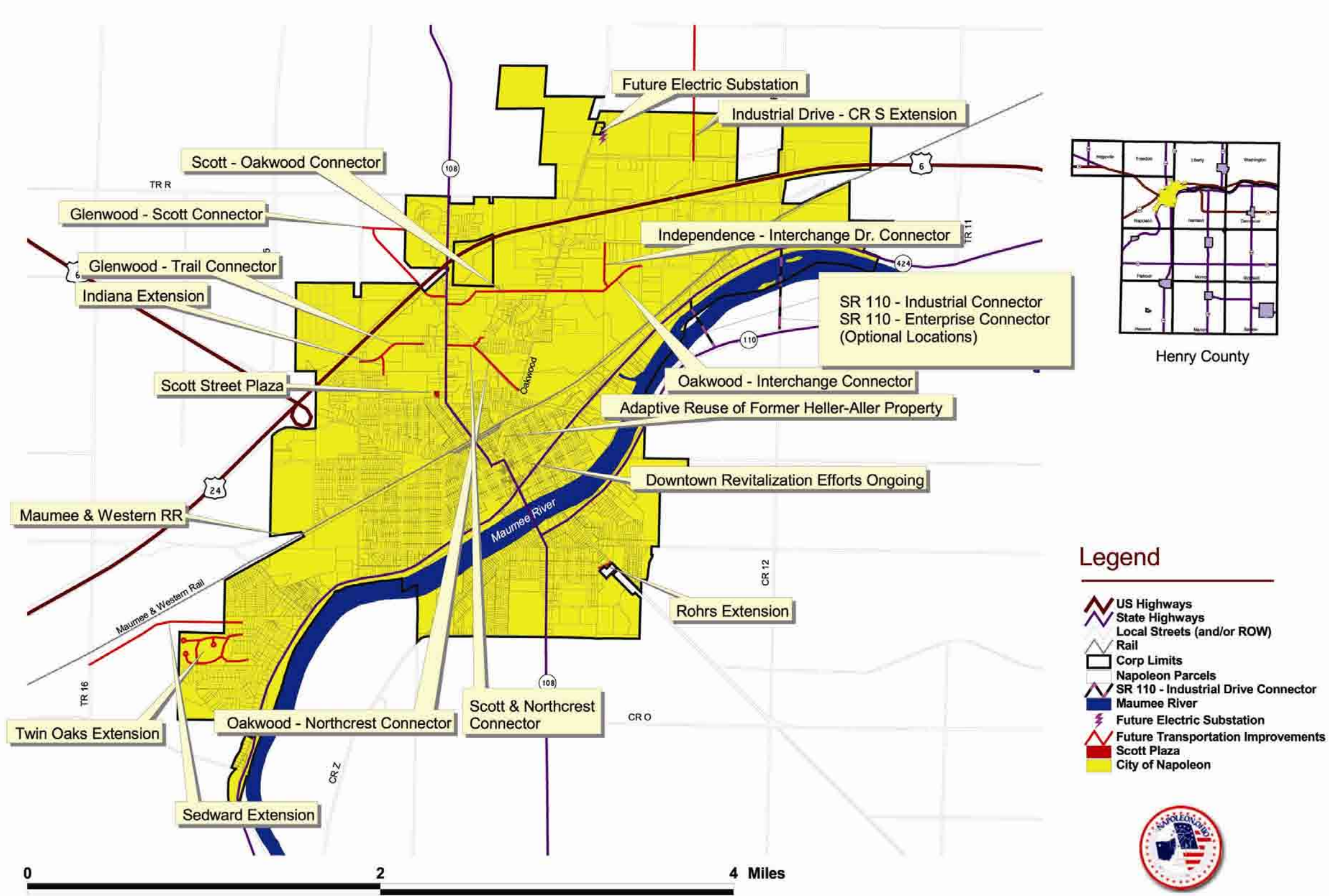
- **College Students.** Some communities with colleges and universities have successfully targeted the student population. Smaller towns and communities with commuter campuses tend to have more difficulty developing this niche. Napoleon can be successful in targeting the students of Bowling Green State University and Northwest State Community College.
- **Retirees.** As the population ages and older Americans gain a larger share of savings and income, attracting retirees has become an economic development strategy for many communities. This sector of the population is expected to grow significantly, and this is especially true for Henry County and Napoleon.
- **Ethnic Groups.** Downtowns in larger cities are increasingly recognizing the tremendous retail demand created by inner-

city consumers. Successful retailers in these communities realize differences in consumer preferences among and within specific ethnic groups. Northwest Ohio has a large population of Hispanic workers that assist the agricultural community, and Napoleon could be successful in tapping into the interests of their specific consumption needs.

- **Tourists and Travelers.** Tourism has become a key strategy of big and small communities throughout the country. The influx of visitors provides demand for retail and entertainment, but also opens up opportunities for other alternatives in the downtowns including festivals, museums, lodging facilities and promotional events.
- **Office Workers.** While many downtown office workers working in Napoleon may prefer to make larger purchases at shopping centers close to their home, many specialty items such as cards, books, CDs, and some apparel are very convenient “lunch-time” purchases.
- **Artists and Crafters.** Many downtowns have recognized that local artists and crafters and those interested in their work provide a unique and active consumer segment to target. Communities serving this niche often have galleries, restaurants and bars, and unique specialty retailers. Their downtowns may include a mix of professional offices and business support services, such as copy shops and office supply stores.
- **County Government Users.** In addition to attracting residents from throughout the county, Napoleon, as the county seat can be successful in meeting the shopping and consumption needs of lawyers, public management consultants and others while in town doing business. The several hundred employees located at the Henry County

Courthouse and the Hahn Center could be an excellent base of consumers to target.

- **Medical Facility Users.** In addition to the visitation of patients and their families and friends, hospitals also attract visiting medical professionals. A mix of medical offices and retail businesses (drug stores, florists, medical supplies, etc.), are often found in business districts serving this niche.



Source: Henry County Auditor, City of Napoleon, and Stantec

The City of Napoleon Comprehensive Plan, 2008

Economic Development Priorities





5.0 Housing

Because of the area's geographical proximity to Bowling Green and Toledo via key transportation routes, housing stock in the area has been in demand over the past several years.



However, due to the recent turmoil in the lending industry and the nation skirting a recession, movement in the housing industry has stalled. Foreclosures are up and the once liberal lending standards have been put on hiatus. Combined, these issues have created havoc on communities that suffered from inflated housing prices and higher costs of living. This is not true for Napoleon where only 18 homes have been placed into foreclosure since January 2008. Of the 18 homes placed in foreclosure all but one was repurchased by the mortgage holder inferring that people are possibly weathering the storm before selling their homes and/or buying into the Napoleon market until better economic indicators surface.

5.1 PLANNING ISSUES

When new housing opportunities surface, it will be imperative for public and private officials to streamline the housing development framework, to include the zoning ordinance. A streamlined process will help to reduce the ambiguity that often exists between the city and the prospective developer(s), and assists in creating an overall atmosphere that's conducive to creative, affordable, and community-oriented residential development.

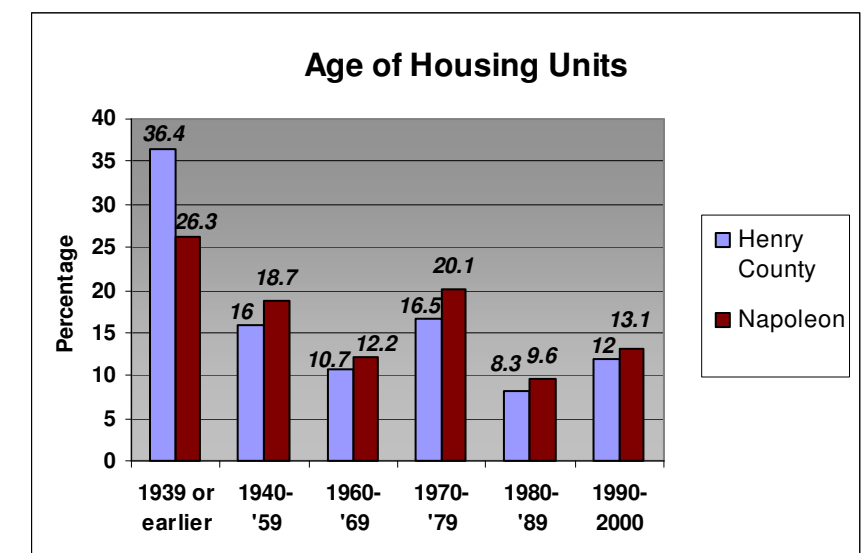
It is expected that the promotion of new housing development may raise several issues as they pertain to the following situations and events:

1. Pursuing the feasibility of revising the zoning ordinance
2. Reviewing zoning, administrative and legal procedures on a continuing basis to overcome barriers that developers may encounter in an efficient processing of their proposals.
3. Encouraging the construction of housing for "starter homes" for new families, and more duplexes and multiple dwelling units to provide a wider choice in housing especially for seniors and young adults and families.
4. Studying possible locations and encourage the infilling of vacant lots where streets and utilities are more readily available.
5. Initiating a continuing program to remove or to rehabilitate blighted houses, outbuildings and commercial structures. Specific attention should be given to vacant homes or foreclosed homes to ensure they do not become eyesores.
6. Utilizing the Capital Improvement Program to monitor the ability of the city to fund special assessments and other financing to support residential development.

5.2 GOALS AND OBJECTIVES

Goal: Promote attractive, safe and quality housing stock by:

- ✓ Pursuing the feasibility of establishing policies, incentives, and programs that promote the availability of a wide range of housing types, densities, and costs, both within existing neighborhoods and in new developments;
- ✓ Encouraging the revitalization of existing homes and neighborhoods;
- ✓ Encourage the "buffering" of residential land uses from industrial and other incompatible land uses,;
- ✓ Promoting the restoration of historic homes or homes with unique historic or aesthetic worth,;
- ✓ Building a rapport with local and area developers and real estate officials;
- ✓ Maintaining and enhancing building and development standards,
- ✓ Utilizing Federal, State, and other available programs to increase homeownership and home affordability.



5.3 CONDITIONS AND TRENDS

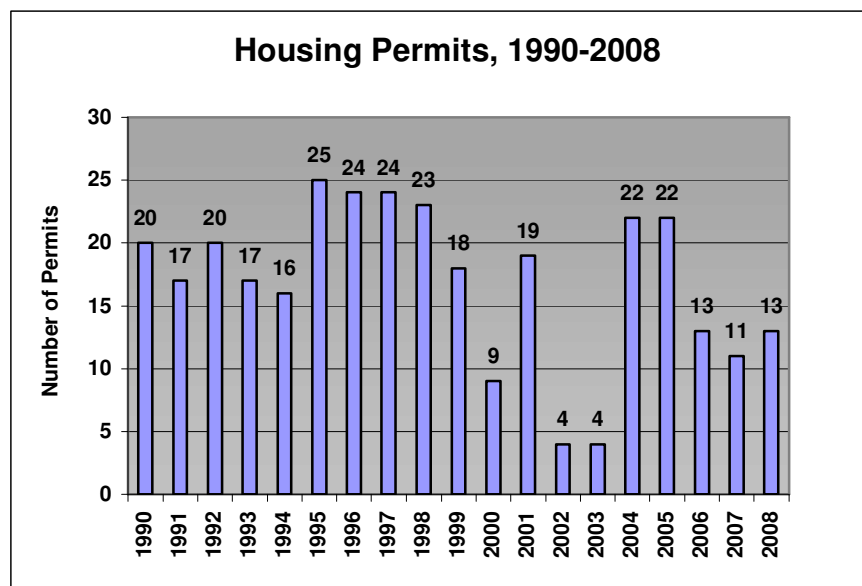
Napoleon’s housing stock is comprised of homes similar in age and style of most homes built in Northwest Ohio. Ages of homes vary. The highest percentage of housing units, 26.3%, was built before 1939. The next two highest percentages for the construction of new housing units were recorded in decades with unique characteristics: the aftermath of World War II and the nesting of veterans, and during the 1970s, the coming of age of the baby-boomer generation. During these unique decades in history, 18.7% and 20.1% of new housing units were built.

The decade that encompassed the 1990s also witnessed the growth of new housing units, as the baby boomers accumulated more wealth and became empty-nesters, and earnings and wealth of American families increased as the stock market grew to new highs. The percentage of new homes in Napoleon during the 1990s (13.1%) is approximate to the percentage of new homes witnessed in the State of Ohio (13.3%).

A vast percentage of Napoleon homeowners (64.5%), as noted in Census 2000, moved into different homes during the 1990s. However, as indicated on the recent survey that accompanied this planning process, a majority of these homeowners have lived in Napoleon for more than 30 years. This indicates that a high trend “home-shifting” does occur in Napoleon – as well as in Henry County, where 52.6% of homeowners moved into other housing units in other locations of the county. This indicates that a degree of satisfaction of “community” does exist among Napoleon and Henry County residents.

The housing market and growth trends of new housing development within the City of Napoleon has fluctuated over the last decade,

averaging roughly 17 new units yearly. The increase of new housing units, however, may not totally correlate into the placement of new residents into the city. While the city’s increase in population may be partially responsible to the building of new units, it is estimated that over one-half or more newly constructed housing units were built for existing residents that “shifted” to other location within the city.



Due to decrease in mortgage interest rates and fueled by several national market conditions, the housing market during the 1990s witnessed a tremendous increase in home values. During the 1990s, median home values in Ohio increased 29% to \$103,700. Median home values across Henry County increased 22.9%, while homes in Napoleon increased 17.5%. While homes in Napoleon – as noted in Census 2000 – increased in value slower than homes in the State of Ohio and Henry County, several indicators highlight their affordability. This affordability should be a major marketing tool when marking Napoleon to potential homeowners, officials of relocating and expanding businesses, and to outside economic interests. New commercial growth is expected to occur in Napoleon over the next several years through several new planned

developments. It is anticipated that residential growth will surely follow this growth (see Chapter: Economic Development).

5.4 STRATEGIES AND RECOMMENDATIONS

The City of Napoleon may have little or no control over many of the factors that affect housing prices, including national and international economic trends, private lending practices, interest rates, labor and materials costs, and other factors that are subject to change. Population growth, migration patterns and shifting demographics can have dramatic affects on the demand for land and housing, but are also matters largely out of the realm of local government’s control and influence.

However, Napoleon can exercise clear control in setting local land use and development regulations which have significant impacts on housing development costs, most notably in the areas of land acquisition, site development and construction costs. These costs, in turn, are reflected in local housing prices. The following strategies have been selectively designed to assist city officials and private developers to attain their own unique interests, and yet be in the best interests of existing and future residents of Napoleon.

1. Establish policies, incentives, and programs that promote the availability of a wide range of housing types, densities, and costs, both within existing neighborhoods and new developments.

Recognizing the links between land use regulation and housing costs, the City of Napoleon can encourage a wide array of housing opportunities by reviewing and updating, where appropriate, land use and development policies contained in the comprehensive plan, zoning ordinance and subdivision ordinance that regulate how land can be used and developed.

To help attain the meet the housing objectives and planning issues stated earlier, a variety of techniques largely tied to zoning and land usage could be examined, such as:

Planned Unit Development

Under Ohio Revised Code (ORC), planned unit development (PUD) regulations provide an increased level of flexibility in the overall design of residential projects in exchange for a higher quality of development. PUD ordinances often allow developers greater latitude in locating buildings on the development site, mixing various housing types and densities (single – and multi-family), and land uses (including some neighborhood commercial uses), and in some cases grant density increases over those normally allowed in the zoning ordinance. With the addition of ORC 519.021, Ohio townships can now use PUD to guide growth and future residential development. This tool may be important to Napoleon’s contiguous townships – Napoleon and Harrison – to guide residential land uses closer to developed areas near the city.

Napoleon current utilizes several planned development codes¹¹ as part of its zoning ordinance. PUDs may be regulated as a separate zoning district, or as a conditional or special use permitted in selected districts (if districts were established). Some political subdivisions also designate PUDs as “floating zones” which do not apply to a particular location until an application is received and approved.

PUDs are generally characterized by:

- ✓ Flexible zoning standards (lot size, setbacks, street frontage, etc.);
- ✓ Focus on overall project design rather than traditional lot-by-lot zoning;
- ✓ Encouragement of innovative site design and housing types;
- ✓ Provision for on-site amenities (e.g., open space and recreational facilities); and,
- ✓ Negotiation between developers and the community for improved design and amenities.¹²

Benefits

The most effective features of PUDs is that they assist to encouraging affordable housing through clustering of buildings and their related savings in site development costs such as for streets and utilities. Design flexibility allows for the concentration of buildings on that portion of the site that is most suitable for building, resulting in a more environmentally sensitive development that preserves open space and other natural features.

¹¹ Four specific planned development codes exist in the Napoleon Zoning Ordinance that pertains to housing development: Planned Unit Development, Planned Apartment Development, Planned Cluster Development, and Planned Residential Development.

¹²Moore, Collen Grogan and Cheryl Siskin, PUDs in Practice: The Urban Land Institute, Washington, D.C., 1985.

PUD ordinances often allow developers the opportunity to build at higher densities, spreading development costs over a larger number of units. PUD ordinances often allow a mixture of land uses in addition to residential. Commercial revenues from mixed-use areas can be used to help subsidize affordable housing in the development.

PUDs allow clustering of homes on small lots and a mixture of uses, including some commercial uses. They reflect not only a desire for more affordable housing developments, but also a response to new lifestyle preferences for efficient low maintenance homes, with easy access to recreation and services. PUDs give communities greater control over design during the permit review process allowing officials to negotiate for public benefits in return for concessions on density, mixed uses, and other development standards.

Key Issues

PUDs require greater attention to a development’s planning and design including detailed reviews by the planning staff, planning commission, and public officials.

If created and adopted, the ordinance should be sensitive to avoid an overly cumbersome approval process which may discourage developers from using this alternative. **Flexibility** is a major key to successful PUD projects. Reducing minimum land area requirements for PUDs can encourage greater use of this development technique.

Cluster Development and Subdivisions

This technique provides for the clustering of housing units (usually single-family detached – or attached-housing) on lots smaller than those normally allowed under existing zoning, usually with the

provision that the land that is saved be set aside permanently as open space.

Cluster subdivisions generally conform to a zoning districts “gross density” requirements (measured by the number of housing units per acre relative to the total area of the site), but may increase the site’s “net density” (measured by the number of housing units per acre relative to the buildable area of the site), by reducing lot sizes and concentrating development on a smaller portion of the available site.

Cluster subdivisions are similar to planned unit developments (PUDs) to the extent that they both involve clustering of homes on smaller lots; however, a cluster subdivision is a narrower concept, limited to residential uses (as opposed to mixed uses allowed in a PUD), usually requiring less stringent review procedures, and which may or may not result in higher overall densities. Cluster subdivisions are more closely related to traditional subdivision development since they generally comply with existing zoning standards governing overall density and land use restrictions.¹³

Cluster subdivision ordinances may include:

- ✓ A statement of purpose (to clarify intent and benefits sought)
- ✓ Provisions permitting transfer of densities within the subdivision (which give flexibility in site designing and allow clustering)
- ✓ Review criteria (to insure conformance with development standards and compatibility with surrounding neighborhoods)
- ✓ Identification of districts where cluster subdivisions will be allowed

¹³Sanders, Welford, “The Cluster Subdivision: A Cost Effective Approach,” Planning Advisory Service Report Number 356, American Planning Association, Chicago, IL, 1980.

- ✓ Minimum size requirements (in terms of total acreage or number of units)
- ✓ Open space requirements (usually requires that total lot reductions allowed equal open space)

Benefits

As in PUDs, clustering decreases development costs by reducing street lengths, sidewalks, utility lines, and other site development costs. This, in turn, also helps to reduce the costs of infrastructure maintenance. Clustering allows for more environmentally sensitive site planning by concentrating development on the most buildable portion of the site while preserving natural drainage, vegetation, and other natural features.

Permitting cluster subdivisions “by-right” in certain zones can provide a relatively straightforward (and therefore, less costly) way of encouraging economical development without increasing overall density. Cluster developments can provide residents with an enhanced sense of community and security within each cluster and among neighboring clusters.¹⁴

Key Issues

Many communities set a minimum size for cluster subdivisions¹⁵. Careful consideration should be given to minimum size requirements and strict development standards so as not to unduly discourage developers from using this option. Napoleon currently allows for cluster developments on a minimum of five acres.

¹⁴U.S. Department of Housing and Urban Development, Joint Venture for Affordable Housing, Challenge and Response (Volume I): Affordable Residential Land Development, A Guide for Local Government and Developers: Washington, D.C., July 1987.

¹⁵ The City’s Planned Residential Development regulations specify that at least 50% of the total number of dwelling units...must be on lots of at least 7,000 square feet.

Consideration should be given to the issue of how much of a reduction in lot sizes will be allowed. Some communities set maximum reduction limits. Cluster subdivisions usually require that the amount of open space must at least equal the total reduction in lot areas. Communities may allow for either public or private ownership and maintenance of open space.

Cluster subdivisions may be permitted as a use “by-right” or as a special permit use, depending upon the level of development review desired by the community.

Subdivision Ordinances

Napoleon could lower the costs of creating affordable housing by reevaluating their subdivision ordinances and updating or modifying regulations where possible. Minimum requirements can often be lowered to reflect actual projected usage and needs.

Most subdivision requirements involve site-improvement standards which are designed to hold down future maintenance and minimize both public and private repair and replacement costs. These standards are also used to prevent flooding, minimize accidents, protect air and water quality, and to preserve or enhance the residential setting.¹⁶

In subdivisions, the frontage, or width, of the lot determines the linear distance of streets, sidewalks and utility lines that must be put in place for each house. Requiring lot widths of 100 feet, when 50 feet would suffice, may almost double the cost of the major site improvements per housing unit. Reducing the minimum lot frontage is a good method by which to reduce housing costs.

¹⁶U.S. Department of Housing and Urban Development, Joint Venture for Affordable Housing, Affordable Housing: How Local Regulatory Improvements Can Help: Washington, D.C., September 1982.

In addition, other site improvement standards include drainage requirements, dimensions and spacing of storm drains or other storm catchments, street construction standards, minimum street pavement widths and cul-de-sac turning radii, parking standards, sidewalk standards, sewer pipe sizes and spacing of manholes.

Cost savings in site improvements allow direct reductions in the cost of new housing. Site improvement costs (including labor and materials) have been found to account for roughly 10% or more of development costs for a new single-family home.¹⁷ Such savings passed on to the consumer, may make the difference between affordable and non-affordable housing.

Affordable housing demonstration projects can also utilize various types of cost reduction methods, like:

- ✓ Modification of street requirements. For example, minimum pavement width (and depth in some cases) of low-volume subdivision streets can be reduced, as well as minimum turning radii of cul-de-sacs.
- ✓ Curbs and gutters can be made optional if less expensive rolled curbs were used.
- ✓ Reduction of sidewalk requirements to allow narrower widths, sidewalks on one side of the street, replacement with pathways, or elimination altogether.

Costs can also be decreased by using methods which reduce water and sewer utility requirements including: running the main lines close to the setback line to reduce house connection distance; common trenching for multiple utilities; shared sewer laterals and water service lines serving two or more dwellings; reduced water and

sewer line sizes; and curvilinear sewers. Grass swales and temporary impoundments may be used in many cases instead of more expensive storm drains and underground systems.

Parking space size and quantity can be reduced based on the size of current compact cars, the actual number of residents in the development, and the availability of transit. Off-street parking on driveways, in carports, or in common areas may be less costly.

Benefits

The money savings in development costs can significantly reduce the cost of housing, particularly when they can be spread over a large number of housing units.

The revision of subdivision standards can help promote more efficient use of labor, materials and time, thus expediting the construction process and saving on total development costs. These savings can also be passed along to the consumer.¹⁸

Key Issues

Care must be taken to avoid site development shortcuts which may prove to be more costly in the long run. Subdivision ordinances that have not been amended in many years and which may contain some out-dated standards, in particular, may benefit from a review aimed at increasing housing affordability.

Infill Development

Infill refers to development that takes place on land within built-up areas that have been passed over for various reasons during previous development phases and have remained vacant or under-

utilized. There are currently a variety of locations in Napoleon that can accommodate infill residential development (please see Map: *Future Land Use*).

Napoleon can encourage infill development as part of a strategy to revitalize and bring new activity to older neighborhoods. This type of development can also provide opportunities for the construction of affordable housing. Infill development can range from construction of single-family housing on one or two adjacent lots, to an entire block containing mixed residential and commercial uses.

Benefits

Infill sites are often already served by utilities and other public services can reduce a developer's up-front costs, and, in turn, may help in reducing the costs of completed housing units. Infill sites in locations well served by public transit (if applicable) can help to reduce traffic congestion by offering housing options that are closer to employment centers. New housing, or mixed-use projects resulting from infill development, can have a revitalizing effect on surrounding neighborhoods.

Encouragement of infill development which seeks to make the best use of existing urban land and infrastructure can also help to reduce development pressures on suburban locations, slowing the tendency toward sprawl and preserving prime soils and agricultural lands.

Key Issues

Where infill sites are located on higher cost urban land, multi-family housing and/or mixed-use projects, with lower per-unit development costs, may be the most appropriate type of development. Where



¹⁷Ibid.

¹⁸U.S. Department of Housing and Urban Development, Joint Venture for Affordable Housing, *Affordable Housing: Streamlining Local Regulations – A Handbook for Reducing Housing and Development Costs*. Washington, D.C., May 1983.

land costs are particularly high, incentives such as density bonuses or allowance of mixed uses, may add to a project's feasibility.

Careful design, with particular attention to enhancing compatibility with surrounding buildings, parking, and traffic problems, will help to increase neighborhood acceptance.

Napoleon could encourage infill development, if and when necessary, by:

- ✓ Preparing an inventory of potential infill sites and making it available to developers, area real estate agencies and residents;
- ✓ Sponsoring a workshop for developers to demonstrate infill development opportunities and tour potential sites. The type of development required on small infill parcels may be unfamiliar to some developers;
- ✓ Adopting flexible zoning and building regulations which allow development of irregular or substandard infill lots;
- ✓ Allowing mixed uses for infill developments which may enhance the economic feasibility of projects;
- ✓ Assisting in the consolidation of infill lots into larger, more easily developed sites. Assembling large parcels can be difficult if there are different owners who may be holding out for higher prices; and,
- ✓ Allowing sufficient density to induce housing development.

Upzoning or Higher Density Zoning

Upzoning is one of the most basic and potentially effective techniques for promoting housing affordability. It involves the selective rezoning of residential land to allow greater density (measured by the number of housing units that can be placed on a parcel of land). Higher density can include both multi-family and single-family housing. Political subdivisions that allow higher

densities may also enact special design requirements to ensure that new higher density developments are compatible with existing housing in the community.

Benefits

Increasing allowable density generally has the effect of reducing land and site development costs for developers, letting them spread these



costs over a larger number of units, and therefore, reducing purchase prices for homes and rents for apartments. Site development costs include the labor, material and equipment expenses for the construction of roads, sidewalks, water and sewer lines, drainage, landscaping, and other on-site work.

Higher density development may help to preserve farmland, open space and environmentally sensitive areas like floodplains by reducing the overall amount of land needed for residential development. Density increases near employment centers and transit stops can help reduce traffic congestion by providing more opportunities for residents to live near their jobs. Higher densities can result in more efficient use of existing infrastructure capacity (assuming it is adequate to serve growth).

Density Bonuses

Many communities have developed programs that offer developers "density bonuses" in exchange for the inclusion of affordable units within a proposed residential project. A density bonus allows a developer to build more units within a project than would otherwise

be permitted under normal density limits. Both zoning and subdivision regulations can be modified to allow density bonuses.

Benefits

By increasing the overall value of a project, density bonuses make the provision of affordable housing units more economical. Density bonus programs allow for the provision of affordable housing that in many cases would not be economically feasible for either the developer or the municipality.

Key Issues

Density bonuses alone may not be sufficient, depending on market conditions, as an incentive to developers. Cities may want to consider additional incentives such as reduced setbacks, street frontages, and other cost reducing inducements.

Public officials may need to consider what level of additional density will be allowed in exchange for a specified number of affordable units. Density bonuses are usually expressed as a percentage of the density allowed under normal zoning regulations.

Density bonus programs must be designed on the basis of a thorough understanding of the real estate market to determine feasibility and to develop appropriate regulations. If current zoning allows enough density to satisfy current market demand, developers may have no interest in using a density bonus.

Attention should be given to the location and design of affordable housing units within proposed projects to ensure project quality. If most new houses in the community are built individually or two and three at a time, density bonuses may not be appropriate. This approach generally works best in larger scale developments.

Performance Zoning

Performance zoning is a type of flexible zoning which determines land use locations and characteristics through the application of a system of performance criteria, which establish basic development standards and limitations, and specify the conditions under which developments will be allowed.

Unlike traditional, “Euclidian” zoning, which separates land uses into distinctive districts based on their presumed compatibility or incompatibility with predetermined permitted and prohibited uses, performance-based zoning systems evaluate proposed land uses on a case-by-case basis according to the merits of each proposal. Projects are evaluated on the basis of their particular “size, shape, location, natural features, and site development concept, rather than according to a predetermined zoning district classification.”¹⁹

Performance zoning is based in part on the model of environmental impact analysis which focuses on identification of a project's physical impacts. Under this model, identified negative impacts must be mitigated before a project can be approved. Under a performance-based zoning system, a proposed land use must be able to show that it can meet the specified performance standards without negatively impacting the community in order to obtain a development permit.

Many communities implement performance zoning through a point system that ties development approval to the ability of a proposed project to qualify for a sufficient number of points. Points are awarded for meeting basic performance criteria.

¹⁹Porter, Douglas R., Patrick L. Phillips, and Terry J. Lasser, et al., Flexible Zoning: How it Works. The Urban Land Institute; Washington, D.C., 1988.

A typical list of performance criteria may include such items as:

- ✓ compliance with density standards
- ✓ traffic generation – capacity of existing streets
- ✓ neighborhood compatibility
- ✓ impact on and capacity of existing utilities
- ✓ proximity to existing infrastructure (water and sewer lines, schools, police and fire stations, transportation facilities)
- ✓ parking
- ✓ noise levels
- ✓ proportion of open space
- ✓ protection of natural features

In theory, under this system, any use could locate next to any other use provided it could satisfy the performance standards in place. For example, a commercial use may be allowed to locate next to a residential area if the proposed use can meet certain conditions, such as landscape buffering and arterial street access rather than access via neighborhood streets. While performance based zoning systems allow considerable flexibility in determining the potential uses of a particular site, proposals must still meet the performance standards which govern actual development.

Benefits

Performance zoning permits all types of housing units, and provides more flexibility for developers to respond to a broader spectrum of the housing market. This added flexibility encourages developers to build a broader range of housing types including affordable units.

By substituting performance criteria for designation of zoning districts as a means for determining land uses, performance systems have the effect of increasing the supply of developable land. The increased land supply can translate into lower land prices and lower

cost development, which can contribute to the development of affordable housing.

Performance-based standards typically allow greater flexibility in site design and project density, which encourages use of cost-saving techniques such as building clustering, mixed-use, and small-lot developments.

Key Issues

This technique involves the establishment of detailed performance criteria to be used for impact measurement and mitigation. A key challenge is to develop performance criteria that will mitigate the negative impacts of developments without unnecessarily restricting developers from applying creative design and use solutions.²⁰

Few communities have developed performance-based systems which have replaced all traditional zoning districts. Most have incorporated performance zoning within a traditional framework, but with fewer zoning districts and more flexible use and density regulations. Performance zoning allows the marketplace to decide how to meet the specified standards that the community sets. It is a conscious legislative attempt to protect the interest of all parties involved while providing the basis for compromise and flexible criteria for development.

2. Promote the restoration of historic homes or homes with unique historic or aesthetic worth.

While the development of a strong stance toward conservation and historic rehabilitation programs will help to upgrade and maintain existing historic properties, such a task will fall upon the hands of the

²⁰Ibid.

zoning inspector and zoning board to determine if a specific project will have a detrimental impact on some structure or site of historic value. In this situation, the respective zoning official could report the impact to the zoning board, which therefore could either deny the building permit or approve it with conditions. In addition, the zoning official could also be tasked with the responsibility to inform the property owner of the available methods and incentives available to promote and preserve the properties historic value.

There are a variety of methods Napoleon could use to promote the preservation of historical homes among its existing housing stock. Some of these methods are:

Heightening enrollment of properties on the National Register

Several criteria are necessary for a historic property to be listed on the Register, with the Ohio Historic Preservation Office being a good advisory and information source for potential historic property owners to consult if they believe their properties retain unique architectural, archaeological, engineering, or cultural significance. The following are the National Register Criteria for Evaluation:



The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

1. That are associated with events that have made a significant contribution to the broad patterns of our history;
2. That are associated with the lives of significant persons in the past;
3. That embody the distinctive characteristics of type, period, or method of construction; or that represent the work of a master, or possess high artistic value, or represent a significant and distinguishable entity whose components may lack individual distinction, or;
4. That have yielded, or may be likely to yield, information important in history or prehistory.

Possible development of historic preservation ordinances

A broad historic preservation ordinance can be a vital tool to assist Napoleon preserve its unique heritage and ensure properties with historic worth are considered during community planning. In general, these ordinances can be established without an extensive review of the area’s historic resources, but largely on the assumption that there is something in the community having historic worth. If adopted the ordinance should provide for the existence of a review board, either a landmarks or historic preservation commission, to oversee the preservation program and to specifically make evaluation and priority decisions. The responsibilities of this local commission or board could include:

- Perform surveys for local historic properties and manage a database;
- ✓ Prioritize which properties should be nominated to a local register of historic places;
 - ✓ Review, amend, and approve changes to designated properties;
 - ✓ Administer financial incentives and preservation grants;

- ✓ Provide technical assistance to property owners on recommended preservation and rehabilitation techniques;
- ✓ Assist local officials and other groups, public or private, on historic preservation topics;
- ✓ Implement recommendations and guidelines of the local historic preservation plan;
- ✓ Educate the public on the benefits of historic preservation.

Coupled with a survey of historic properties, such an ordinance could be instrumental in ensuring the area remains strong with yesteryear’s aesthetics.

Once a historic preservation ordinance is established, Napoleon could seek to become a “Certified Local Government,” and participate in the national historic preservation program under Section 101(c) of the National Historic Preservation Act. As a certified local government, Napoleon could qualify for additional financial incentives and matching grants to perform further preservation projects such as surveys, preservation plans, nomination preparation, and education-related activities.

Creation of historic district ordinances

Historic district ordinances differ from historic preservation ordinances in that they are specifically tied to a particular district – commercial, industrial, rural, or residential areas – within the community. In addition, they are usually more specific in nature insofar as what types of alterations can be done to historic properties within each district, and such ordinances generally define specific boundaries, limit development, or otherwise protect the district, and establish a review board to oversee compliance with the protective clauses. Creation of a historic district can only be established with consent of 51% of property owners within the designated district,

with property owners living in the district involved with the review board in some sort of capacity. The Village of Waterville, OH just recently passed such an ordinance in December of 1999.

Preservation of historic structures and properties through zoning

To help assist preserve historic properties, another good tool to use is zoning, especially when used to back the historic preservation ordinance. Through this procedure, a historic preservation classification must first be established within the zoning code. When established, the ordinance could operate as an “overlay,” with reference to architectural design or modification of existing structures, on the existing zoning of historic districts. To ensure historic continuity in the area, it is important that conflict between zoning and preservation efforts are minimized by ensuring that existing zoning codes do not allow for uses that may injurious to historic properties or the historic “aesthetics” of the nearby environment. Nevertheless, if preservation planning and zoning can be properly coordinated, both can work to ensure a tranquil and historically-pleasing environment.

Using financial and tax incentives

Financial and tax incentives for preservation, rehabilitation, and adaptive uses of historic properties can take shape in many forms, some implemented at the local level, with others requiring a joint collaboration between state and federal agencies.

Tax incentives, such as investment tax credit (ITC) programs like the federal rehabilitation tax credit program, are valuable, largely unknown, tools to help a community promote historic preservation by reducing overall costs affiliated with rehabilitation of properties. This is especially true for the rehabilitation tax credit program which allows owners or developers to receive a 20% rebate on costs

affiliated with rehabilitating income-producing properties listed on the National Register. For example, a \$1 million dollar rehabilitation project would actually cost \$800,000 after the tax credit is applied.

For property owners who undertake rehabilitation projects to qualify for the 20% tax credit, work must conform to the Secretary of Interior’s Standards for Rehabilitation. Standards apply to all types of income-producing historic buildings, in addition to both the exterior and interior of these buildings. The standards are:

A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building, its site and environment.

- ✓ The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
- ✓ Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings shall not be undertaken.
- ✓ Most properties change over time; those changes that have acquired historic significance in their own right shall be preserved.
- ✓ Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
- ✓ Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall

match the old in design, color, texture, and other visual qualities and, where possible, materials.

- ✓ Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
- ✓ Chemical or physical treatments, such as sandblasting, that can cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
- ✓ Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- ✓ New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
- ✓ New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Although this tax credit applies only to National Register income producing properties, nonhistoric income generating properties built before 1936 could qualify for a 10% tax credit, seeing that they also meet the above rehabilitation standards. Both types of projects must undertake a three-part process, with each phase being handled in cooperation with a State Historic Preservation Officer (SHPO). In addition, due to federal tax law changing from time to time, it is

important to consult a SHPO before getting involved with these types of tax programs.²¹

3. Utilize Federal, State, and other available programs to increase homeownership and home affordability.

Beyond specific zoning and other land use techniques that could help foster additional housing opportunities, the State of Ohio and the Federal government offer other programs and specific incentives. Ohio Department of Development offers a variety of home ownership and other home-related programs through its Community Development Division and several of its unique divisions, such as the Office of Housing and Community Partnerships, Office of Community Services, Office of Energy Efficiency, and Office of Homeownership Programs.

²¹For more information, contact the Ohio Historic Preservation Officer, located at Bowling Green State University in the Center for Archival Collections (419) 372-2411.



6.0 Land Use

6.1 INTRODUCTION

The Land Use chapter is a primary component of this Comprehensive Plan. It is based upon an analysis of existing conditions, a review of previous planning policies for community and regional development, results of the community survey, and other issues that surfaced during the two-year development of this entire Comprehensive Plan, and its several components.

The intent of this Land Use section is to provide a basis upon which sound decisions can be made concerning future growth and development, and zoning updates and amendments. To ensure a smooth process of growth, cooperation, collaboration and coordination between the City of Napoleon, its contiguous townships, respective county agencies, and property owners will be needed to attain a successful outcome.

6.2 PLANNING ISSUES

The recently-revisited discussion for more growth and development within and contiguous to the City's boundaries will surely induce the need for further planning. As the county seat of Henry County, and located in the productive agriculture arena in Northwest Ohio, Napoleon has witnessed marginal growth over the last several decades after witnessing an influx of residents during the era of school desegregation and the allocation of new road monies under the Federal Highway Administration programs during the 1950-70s. However, due to the County's prime positioning within the agricultural arena, the lack of growth did not equate to a poor local economy. Over the last century, the farming industry in Henry

County provided stability for schools and ensured a good quality of life. To this end, considering soils when developing a framework for land use and zoning is also very important.

Today, Napoleon and Henry County's quality of life remains good; crime is low, and natural resources are plentiful and unblemished. Nevertheless, the world is simply a different place now. Diversification beyond the agricultural arena is absolutely necessary for a political subdivision to ensure that its local economy is strong. This need for diversification in order to remain strong in today's "Global Village" can only be met by a diverse new methodology on how Napoleon facilitates land usage and promotes economic development. It is necessary, however, that this methodology for growth still retains the principles that made the quality of life that exists in Napoleon today. Nevertheless, growth must become more planned, more calculated, more proactive, less emotional, and much less fearful. Growth is simply a component of nature and may become a factor in the City's future survivability.

6.3 GOAL AND OBJECTIVES

Goal: Promote orderly development and redevelopment throughout Napoleon in a manner that best maximizes land resources by:

- ✓ Clustering new land uses near or contiguous to similar land uses in situations where mixed uses are not feasible;
- ✓ Minimizing incompatible land uses through proper zoning;
- ✓ Concentrating development patterns to minimize sprawl;
- ✓ Modifying the current zoning ordinance to ensure its proper linkages to the future land use map;

- ✓ Identifying land areas of special natural significance within or contiguous to Napoleon and pursue the feasibility of retaining these areas as open space, nature preserves, or recreational areas;
- ✓ Utilizing mixed-use development principles near areas with better traffic flow;
- ✓ Developing mechanisms that contain strip commercial developments within designated areas, while utilizing a variety of design techniques to buffer new residential development from these land uses;
- ✓ Encouraging development in areas best suited to accommodate various land uses through the extension of utilities and infrastructure.
- ✓ Utilizing various methods, incentives, and programs to beautify Napoleon's neighborhoods, commercial corridors, downtown, and overall image.

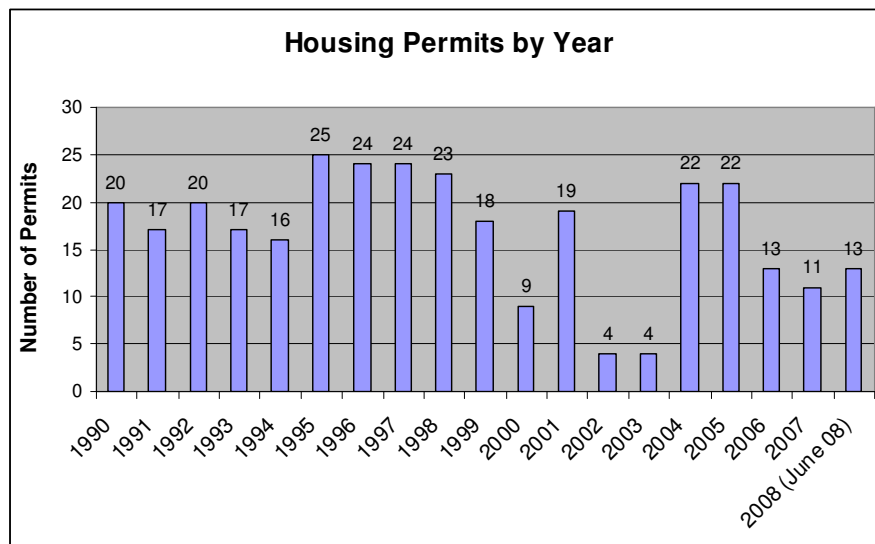
6.4 TRENDS AND CHARACTERISTICS

6.4.1 Growth and Development Patterns

Since 1990, the City of Napoleon has increased in population approximately 4.9%, or 0.5% annually. The City's growth can be characterized as conservative, as it has taken a little over seven decades for Napoleon to double in population. This marginal increase in growth can be attributed to many factors, although all with the expansion of US 24, the City may be positioned to grow in the future.

Napoleon's population could vary over the next decade depending upon various internal and external factors. Over the last decade, Napoleon has exhibited moderate population growth of 0.5% annually. Population projections for the city include this past growth percentage (0.5 annually) as a basis for population growth through 2010 and include growth scenarios for estimated future population at 1% and 1.5% annually as well. If Napoleon develops as it has over the last decade at 0.5% annual growth, it will have an estimated 471 new residents by 2010.

Over the past decade, the intensity of development within and contiguous to the City of Napoleon has been sporadic. New housing starts since 1990 have averaged approximately 17 single-family homes yearly.



Zoning

The City of Napoleon currently utilizes 12 zoning classifications to direct development in a uniform manner and promote public safety and health. Additional information concerning specific conditions inherent within each zoning classification may be found in Part

Eleven, Title Five of the Codified Ordinances of the City of Napoleon. These classifications, with definition, are:

R-1: Suburban Residential District

Provides for the development of moderate and low-density, single family residential development, and is adaptable to urban or suburban locations. It is generally located in the prime expansion areas of the City.

R-2: Low-Density Residential District

Provides to preserve the fine tradition of very stable areas presently committed to moderate-density single family residential development. This District is designed for areas having approved public water supply and sanitary sewer systems.

R-3: Moderate-Density Residential District

Provides for the moderate-density single family and two-family residential development. This District is designed for areas having approved public water supply and sanitary sewer systems.

R-4: High-Density Residential District

Provides for a wide range of dwelling types, including single family, two family, and multi-family dwellings, Planned Apartment Developments, and Mobile Home Parks as special or conditional use. This District is designed for areas having approved public water supply and sanitary sewer systems.

C-1: General Commercial District

Intends to serve as the primary business district of the community, where a full range of goods and services are offered and where the greatest land use intensity is located. This District is the focal point of community identification, highly accessible to the entire trade area, and designed for pedestrian-oriented services.

C-2: Community Commercial District

Intends primarily to accommodate commercial development on a scale less intensive than the C-1 General Commercial District. A lesser intensity of development is achieved through setback, height, and minimum lot size requirements that area more restrictive than those applied in the C-1 zone.

The types of businesses permissible in these zones are generally similar to the types permissible in a C-1 zone, except that additional automobile-oriented businesses (e.g., drive-in banks and restaurants) are generally discouraged. These zones provide a transition in some areas between a C-1 zone and a residential zone or may provide for a smaller scale shopping center that primarily serves one neighborhood or area of the City (as opposed to a regional shopping center).

The dimensional restrictions in this District are also designed to encourage, in appropriate areas, the renovation for commercial purposes of buildings that formerly were single-family residences.

C-3: Local Commercial District

Intends primarily for office uses, personal service uses, and retail services that dispense goods and services directly to consumers. The District is designed to serve residential neighborhoods with a highly varied grouping of outdoor business services that are not generators of heavy traffic.

C-4: Planned Commercial District

Intends to encourage well-planned commercial uses, particularly with respect to unified design, safe ingress and egress, and adequate and properly located parking and service facilities, along with convenient and safe pedestrian accessibility.

C-5: Highway Commercial District

Intends to accommodate commercial activities that draw business primarily from and provide services to highways.

I-1: Enclosed Industrial District

This zone is intended for manufacturing, fabricating, processing, repairing, dismantling, storing, or disposing of equipment, raw materials, or manufactured products conducted entirely within enclosed buildings. Screening or storage, parking, and loading areas is essential in this District as it is usually located adjacent to residential areas and may serve as a buffer between the I-2 Open Industrial District and commercial or residential districts.

I-2: Open Industrial District

The Open Industrial District is intended for the manufacturing, fabricating, processing, repairing, dismantling, storing, or disposing of equipment, raw materials, or manufactured products that may be conducted in the open or within a building enclosure.

FP: Floodplain and Floodway District²²

The FP District is intended for those areas adjoining any waterway which have been or may be expected hereafter to be covered by flood water, as determined by historical and technical engineering studies.

Planned Development Regulations

The City of Napoleon's zoning code also contains five planned development concepts to promote creative development. These five concepts are:

Planned Apartment Development: The Planned Apartment Development regulations provide a safe and desirable living environment characterized by a unified building and site development plan, to preserve natural features of the site, and to provide adequate open space for recreation and other outdoor living purposes.

Planned Commercial Development: The Planned Commercial Development regulations assist in strengthening the economic viability and to enhance the aesthetic qualities of the commercial district through the promotion of larger scale development of unified design; and to increase the total value of commercial property for the benefit of the owner and the community.

Planned Cluster Development: The Planned Cluster Development regulations permit the clustering of single family dwellings on reduced sized lots, in order to achieve more desirable developments by the creation of common open space equal in the area of the reduction in lot size, and thereby increasing the total value of the development for the benefit of the property owner and the community. Cluster Developments are intended to encourage a break from monotonous rectilinear and curvilinear lot and street patterns that are common subdivision practices.

Planned Residential Development (PRD): The Planned Residential Development regulations permit development (s) constructed on a tract of land at least five acres under single ownership, planned and developed as an integral unit, and consisting of single family detached residences combined with either two family residences or multi family residences, or both.

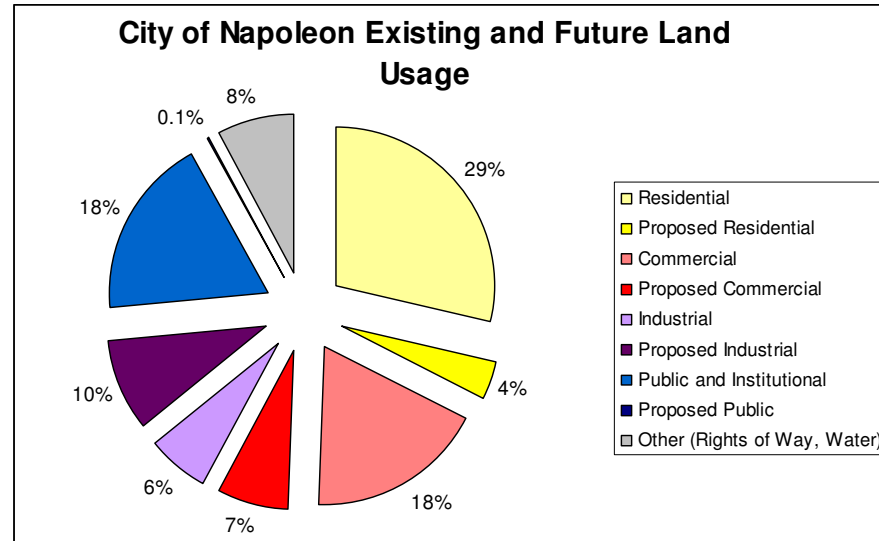
Planned Unit Development (PUD): The Planned Unit Development regulations permit development, constructed on a tract of land of at least five acres under single ownership, planned and developed as an integral unit, and consisting of a combination of residential and nonresidential uses.

6.4.2 Existing and Future Land Use

Land use patterns in the City of Napoleon have been predominately influenced by market conditions and economic activity. As the county seat, Napoleon will continue to be the economic center of the county, and although industrial growth may be less predictable, it will continue to influence land use patterns.

The inventory and analysis of existing land use distribution in Napoleon will allow public and private officials to better understand land use patterns, identify land use conflicts, and provide a basis for establishing future land use (please see Map: *Existing Land Use*). Existing land uses have been categorized into the following categories: Single family residential, multi-family residential, commercial, industrial, public and institutional, and rights-of-ways & open space. Future land use is also categorized in this fashion.

²² This District was established as an "overlay" district, meaning that these districts are overlaid upon other districts and the land so encumbered may be used in a manner permitted in the underlying district only if and to the extent such used is permitted in the applicable overlay district.



Napoleon’s existing land use is comprised as follows: 35.4% is residential. Eighteen percent is commercial use and 6.8% currently in industrial uses. Public and institutional uses comprise another 21%. The remaining 18.7% of acreage within Napoleon’s boundaries is currently in agricultural use, and under this Plan is being highlighted for proposed uses other than agricultural.

The future land use plan²³ proposes the following land uses for the approximate 956 acres of current agricultural, vacant or adaptive reuse lands: Roughly 24% is planned for residential uses, 32% for future commercial uses, and 42% for industrial uses (*please see Map: Future Land Use*). Approximately two percent is being set aside for proposed public and recreational uses (i.e., to expand Oakwood Park to the north, to preserve the natural environment in the flood areas on this property, and to include the development of bike and walking path). These proposed land use activities are currently supported under Napoleon’s existing zoning code, and

²³ The proposed future land usage does not include acreage currently highlighted as “Concept Areas”. Land usage in these concept areas will be planned as development occurs and in a fashion both of the interests of property owners, the market, and in the best interests of Napoleon’s overall Quality of Life and public health and safety.

have been highlighted to assist the City of Napoleon to promote additional economic development activities and promote additional residential opportunities.

It is recommended under this Land Use chapter that all new development be encouraged to comply with the methods and techniques highlighted in the Strategies and Recommendations section of this Chapter.

6.5 STRATEGIES AND RECOMMENDATIONS

To ensure that the nine Land Use Objectives are met, a variety of strategies and recommendations were developed. While the objectives should remain fixed until the next Comprehensive Plan update occurs, the tools that assist in attaining the objectives may change before this update. Therefore, it is necessary that the following strategies are updated though properly planned measures to ensure these objectives are met.

1. Utilize Concept Areas²⁴ to Guide Future Land Use and Development

For the City of Napoleon to properly grow and develop in the future it will surely have to develop beyond its current boundaries. To ensure the overall quality of this development, several concept areas were developed (*see Map: Napoleon Concept Areas*). These areas are located contiguous to the city’s existing boundary. Under Ohio Revised Code, municipalities are encouraged to develop a general planning framework for growth and development in these areas, as it makes clear economic and planning sense to do so. It also assists

²⁴ Only two water lines (6" and 16") provide water to the southern portions of Napoleon. If the 16" water main under the Maumee River were to malfunction, current and future residential, commercial and industrial water demands would be underserved. To ensure the health future growth and development of Concept Areas 3 and 4, these utility concerns will have to be addressed in the future.

Concept Areas by Acreage

Location	Acres
Concept Area One	1618
Concept Area Two	1881
Concept Area Three	941
Concept Area Four	886
Concept Area Five	847
Concept Area Six	1086
Concept Area Seven	634
Concept Area Eight	1110

the City in amending their current utility policies and capital improvement program if quality development is to occur within these areas in the future.

Because development requires that suitable infrastructure be currently available, or at capacity, each Concept Area was given a utility “grade.” The grade was developed upon insight from the Engineer’s office and based upon current information at the time of the development of the Comprehensive Plan. The availability of water and sanitary sewer services (or the proximity of these utilities) is critical in assessing the full potential of these concept areas. Because of constant utility upgrades, these grades should be amended over time to ensure the public boards and city departments tasked with the development of these areas have the most up-to-date information in order to make informed assessments.

In addition, the grades given to the various concept areas should not be used in assuming that development cannot be accommodated in any of these areas, as creative engineering practices may be utilized to accommodate selective, small-scale developments.

Concept Area 1: Industrial and Commercial Growth Area

Preferred Uses: I-1 and I-2 (enclosed and open industrial uses). C-4 and C-5 (planned commercial and highway commercial uses), and other planned development

concepts²⁵. Special studies may be required to substantiate approval of other uses, especially higher density residential uses. Locations near and contiguous to the North Pointe Retail, Technology, and Industrial Campus should be a continuation of land uses compatible with existing uses at this site. Land uses such as higher density residential and other residential uses should be buffered to ensure overall quality of life and safety for residents.

Utility Grade: B. Water available upon extension (with limitations), pump station required for sanitary sewer. Planned water and sewer improvements to accommodate the North Pointe Campus could make utility extensions to this concept area more feasible in the future.

Concept Area 2²⁶: Growth Area (Emphasis on industrial and mixed commercial uses)

Preferred Uses: North of Township Road P3, I-1 (enclosed industrial uses), expansion of existing industrial uses, and planned development concepts. South of Road P3, Planned residential developments should be buffered from existing and new industrial uses. Special studies may be required to substantiate approval of other uses.

Utility Grade: B. Water available upon extension (with limitations), pump station required for larger developments needing sanitary sewer extension.

Concept Area 3²⁷: Future Residential Growth Area

Preferred Uses: Combination of residential and mixed commercial uses. Preferred Uses: R-1 through R-4 (suburban, low-density, moderate-density, and high density residential uses), C-2 and C-3 (community and local commercial districts), and planned development concepts. Special studies may be required to substantiate approval of other uses.

Utility Grade: B. Water available upon extension (with limitations), pump station required for larger developments needing sanitary sewer extension.

Concept Area 4: Growth Area

Preferred Uses: R-2 (low-density residential development) and planned residential developments (utilizing creative subdivision design) located east of County Road Z. 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 in locations west of County Road Z. The current flood district should be expanded upon annexation of these areas.

Utility Grade: B-. Water available upon extension (with limitations); pump station will be required to provide sanitary sewer service to distant areas.

Concept Area 5: Future Residential Area

Preferred Uses: R-1 and R-2 (suburban and low-density residential uses) and planned development concepts pertaining to residential uses. Special studies may be required to substantiate approval of other conditional uses. Conditional non-residential uses should be limited in this planning area. Special emphasis should be placed on preserving or limiting development in the flood zone east of SR 424. Development should be limited to non-intensive uses emphasizing recreation, scenery, and access to the Maumee River.

Utility Grade: B. Water and sanitary sewer may be available upon extension to areas North of County Road M1. A pump station will be required to provide sanitary sewer service to distant areas north of Township Road N.

Utility Grade for areas south of CR M1. C

Concept Area 6: Growth Area

Preferred Uses: R-2 (low-density residential), with special emphasis on R-3, R-4 (moderate and high-density residential uses), and planned residential developments (higher density) with C-3 and C-4 (local commercial and planned commercial district uses) clustered among these residential uses. C-5 (highway commercial uses) should be encouraged along highway frontage. Special studies may be required to substantiate approval of other uses.

Utility Grade: D. Providing utilities to this area (especially sanitary sewer) could occur if physical constraints (bedrock and soils) are achieved, although additional costs may be

²⁵ Planned Developments refer to planned development regulations as highlighted in Section 151.78, Napoleon Zoning Code.

²⁶ This Growth Area is an area of future county interest and likely infrastructure support.

²⁷ Planning Area 3, like Planning Area 2, is also another area of county interest and likely infrastructure support in the future.

incurred. The development of an express sewerage system may be warranted to promote growth in this general location in the future.

Concept Area 7: Future Mixed-Use Area

Preferred Uses: C-4 (planned commercial district) clustered along US 6 frontage and C-5 (highway commercial) clustered along Interchange US6/US 24. Residential uses beyond highways; emphasis on R-2, R-3, and R-4 (low, moderate, and planned residential uses), with continuation of R-1. Special studies may be required to substantiate approval of other uses, especially industrial uses without buffering from residential uses.

Utility Grade: D. Providing utilities to this area (especially sanitary sewer) could occur if constraints (combined sewers and EPA mandates) are achieved, although additional costs may be incurred. The development of an express sewerage system may be warranted. Water services could be provided, as water is currently available on County Road 15. This line is currently under county control and provides water to the Country View Manor. Once the debt service is retired, Napoleon will assume control of this line.

Concept Area 8: Future Mixed Use Commercial and Residential Area

Preferred Uses: C-3 and C-4 (local commercial and planned commercial district) along highway frontage of SR 108; I-1 (enclosed industrial district). Moderate, higher density, and planned residential developments should be encouraged (R-2, R-3, and R-4: low, moderate, and planned residential uses). Special studies may be required to substantiate approval of other uses.

Utility Grade: B-. Water may be available upon extension; pump station will be required to provide sanitary sewer service to distant areas. Additional easements will need to be purchased to provide sanitary sewer service to this area.

2. Encourage Proper Transitions Between Land Uses

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

- ✓ Future residential land uses (primarily single-family) should be discouraged if they are immediately adjacent to intensive commercial and industrial uses, unless adequate buffering techniques are provided.
- ✓ 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 related to or that provide services to in-route truck or tractor-trailer clientele should be located in areas zoned for highway commercial (C-5) and along US 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% to 100% opacity and in height from six feet (fence) to ten feet (landscaping). Screening materials could include mounding with trees or other plantings.

3. Increase Napoleon's Visual Attractiveness

Often at 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 Napoleon's visual attractiveness may require the "tweaking" 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

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. Residential areas also form the basis for broader residential land use designations on the existing and future land use maps. Those designations distinguish general types of

residential areas by their average densities, environmental features, diversity of housing types, and mix of uses. Residential areas of the city 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:

- ✓ 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, special street tree plantings or street pavement treatments that provide a sense of arrival and distinction for individual neighborhoods.
- ✓ Encourage the construction of tradition neighborhood design features (e.g., reduce front yard building setbacks, alleys, garages located to the rear of principal structures).
- ✓ 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.

Revive Building and Maintenance Standards

- ✓ Napoleon should renew efforts to ensure compliance with existing building and maintenance codes.

Signage

The City should explore the acquisition of non-conforming signs through direct compensation or other means. Signage has a great impact on Napoleon'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.

Establish Gateway Points

The City should collaborate with Henry County and other civic organizations to enhance entryways and corridor systems leading into Napoleon. The strategy should include the promotion of key green/open space areas and the use of



landscaping, similar to current initiatives undertaken by the Scenic Riverview Drive Group to beautify the Riverview and Haley corridor.

Revising Landscaping Requirements in the Zoning Code

The City should continue to review the landscaping requirements required in the zoning code to ensure they not only correlate with the goals implied in the Comprehensive Plan but with current trends in the industry. New landscape requirements should provide stricter guidelines for screening

and buffering parking lots and service areas in commercial areas to reduce their visibility from the street and to separate conflicting uses.

4. Encourage the Adaptive Reuse of Selected Properties

Vacant, blighted, and other selected properties not used within the City's borders should be examined to establish the feasibility of possible demolition, purchase, or other means of remediation or repair. Several vacant properties exist in various locations in Napoleon, such as the Brother's Market property located in the South Side, the Scott Street plaza, as well as other residential properties. These areas, especially those properties with commercial and industrial significance, should be designated as "Redevelopment Areas" and prioritized for future repair or marketing efforts.



5. Promote Sound Land Usage through Innovative Techniques and Incentives

A focused pattern of development makes more efficient use of land and natural and financial resources than scattered, "leap frog" development. In contrast to dispersed patterns of development, a consolidated pattern helps to decrease traffic congestion and facilitates the ability of the City to provide needed services and public facilities, such as street maintenance, public transit, police and fire protection, and emergency services.

A more focused land use pattern should be planned to better protect open spaces and natural resources, deliver public facilities and services more effectively, provide a greater range of options for

housing in neighborhoods, preserve the unique character of the community, and make available a greater range of choices in modes of transportation.

Over the past several decades, the location and design of development have created a pattern of isolated, disconnected, single-purpose land uses. An alternative to this type of land use pattern is one that integrates multiple uses, shortens and reduces automobile trips, promotes pedestrian and bicycling accessibility, decreases infrastructure and housing costs, and in general, can be provided with urban services in a more cost-effective manner. A variety of innovative methods to promote sound land use could be:

- ✓ Encourage the development of activity centers designed to include a mix of uses that compliment and support each other, such as commercial, employment-related, institutional, civic, and residential. A walkable, pedestrian friendly environment will tie the mix of uses in activity centers together. Activity centers should vary in size, intensity, scale, and types of uses depending on their function, location, and surroundings. Activity centers should be designed so they are compatible with, accessible from, and serve as a benefit to the surrounding neighborhood or business area.
- ✓ Encourage infill and redevelopment projects that are in character and context with existing, surrounding development. Infill and redevelopment projects in existing neighborhoods make good use of the City's infrastructure. If properly designed, these projects can serve an important role in achieving quality, mixed-use neighborhoods. In some instances, sensitively designed, high quality infill and redevelopment projects can help stabilize and revitalize existing older neighborhoods.

- ✓ Regulatory incentives should be used – or pursued – to expedite the development approval process. Available financial incentives, such as rehabilitation loans/grants if targeted and strategic, should be utilized to support additional investment in Napoleon, as well as to assist existing residents to remain in areas that are redeveloping.
- ✓ Adopt design guidelines and standards to ensure that infill and redevelopment projects are compatible with existing neighborhoods in terms of scale and design. Incorporate them in the development review process for infill and redevelopment proposals.
- ✓ Adopt guidelines to support a range of housing densities in all developing and new neighborhoods. Target higher densities in proximity to open space, major thoroughfares, activity centers, and transit services.
- ✓ Integrate housing that is affordable to a broad range of incomes and households within neighborhoods, whether by location or design. Ensure that affordable housing will complement the formation of a neighborhood and avoid the segregation of affordable housing.

The City of Napoleon should continue to work with property owners in neighborhoods, the downtown, and other existing activity centers and corridors to determine appropriate uses and criteria for redevelopment and infill projects to ensure compatibility with the surrounding area. One prime example of utilizing infill development techniques was the development of the new Commerce Park located off East Riverview Avenue. The city utilized State Issue One monies (for brownfield remediation), county Infrastructure Funds, and general revenue monies to transform property formerly owned by Hogrefe Auto Parts into a commerce park to promote job opportunities.

6. Modify and Update the Zoning Ordinance

The current zoning ordinance used by the City of Napoleon should be modified and updated to ensure that the future tone of development conforms to the implied interests set forth in this Plan Update. The adoption of more flexible zoning standards may encourage more infill and redevelopment projects in the future, and promote proper and unique land development in the several identified "Concept Areas" highlighted in this Plan. In addition, the zoning ordinance should be updated to reduce flexibility in other areas such as conditional uses.

The revision of the current zoning ordinance could include some of the following innovative concepts:

Use a point-based evaluation system to encourage innovative development projects

Napoleon's zoning code, like most conventional zoning codes offer broad guidelines that define the size and use of buildings. A point-based performance evaluation systems for development projects provides a method by which Napoleon can evaluate projects in terms of the creativity and "smart growth" benefits the provide. This type of point system gives developers the flexibility to determine how they will meet the community's development and design goals rather than mandating exactly what amenities are expected.

Reduce the overall number of zoning classifications

Napoleon's current number of zoning classifications, especially for residential and commercial uses, could be streamlined to promote clarity and efficiency in the zoning code. The zoning map could also be updated to separate out all of the incompatible and conditional uses.

Display zoning regulations and design goals with pictures and renderings to better illustrate development goals

Depicting outcomes that should be visual in nature, yet depicted through text can be a challenge. Conventional zoning regulations are often dense documents difficult to understand and sometimes vague. This ambiguity can often lead to confusion and misunderstanding during the development process and create the need for multiple public hearings and the resubmission of plans and proposals. All of these additional steps could constitute significant delays in development and additional costs for developers. To avoid this uncertainty, some developers may avoid proposing creative development proposals and stick to developing building types they know can be built right away. The result of this may be more development that is familiar and conventional and less likely to correlate with the types of innovative designs the City wishes to enhance. To promote this “visual” element in the planning and zoning process, the City should begin to pursue the use of visual renderings in the promotion of its several planned development concepts (see Zoning, under Conditions and Trends).

7. Locate New Employment Activities within Mixed-use Centers

The City of Napoleon has numerous commercial areas that provide the necessary goods and services for visitors and regional, community, and neighborhood residents. The location and design of these areas not only has a profound effect on the financial success of commercial businesses, but also on the quality of life for the residents. Regardless of whether a commercial development is intended to serve neighborhood, community, citywide, or regional

functions, it must be located and designed to balance pedestrian, bicycle, and automobile access. In addition, the location and design of commercial uses must be integrated into surrounding areas, rather than altering the character of surrounding land uses and neighborhoods. Incorporating a mix of uses will increase the diversity and vitality of commercial areas. To promote this concept, the following methods should be pursued:

- ✓ Locate concentrated employment activities within designated mixed-use centers whenever possible. Employment centers will be designed for basic employment uses including light manufacturing, offices, corporate headquarters, as well as other uses of similar character. Include a variety of complementary uses, such as business services, lodging for business travelers, convenience retail, childcare, restaurants, and multi-family housing. Employment activities that cannot be located within mixed-use centers due to large, single employer campuses, or environmental, industrial, and operational constraints, should be planned within the context of complimentary mixed uses in nearby activity centers.
- ✓ Reserve designated areas for future employment centers in order to ensure the availability of sites to meet the needs of new employers, preserve a mutually supportive balance of jobs and housing within different areas of the city, and meet the projected demand for land to support new jobs.
- ✓ Revise the zoning code requirements to accommodate the construction of buildings that are appropriate to the types of industries and major employers locating in Napoleon and throughout the Henry County region. Include design

guidelines and standards for mitigating the impacts of increased building height and bulk in employment centers.

8. Develop a Formal Annexation Strategy

New annexations should be pursued for those areas that are contiguous to Napoleon and most likely to urbanize within the immediate future. Annexation should be considered in light of where the City can adequately and effectively extend municipal services. Annexation should also be encouraged to square off municipal boundaries and to avoid islands within the County that are surrounded by municipal boundaries. The city should also consider requiring annexation of lands that receive public services compliment of the city taxpayers.²⁸

Specific areas for urban growth and development, i.e., Concept Areas, should be property identified and periodically updated.

Future annexation in these Concept Areas should occur with adequate advance notice to individual property owners in accord with Napoleon’s ability to extend municipal services and capital improvements into such areas.

It is important that those areas experiencing rapid urbanization, particularly along arterial roads where the chance of incompatible growth and strip commercial development could occur, fall under the regulatory measures of the City to avoid long-term problems with incompatible land uses and unrestricted points of ingress and egress to properties.

²⁸ Bakies v. Perrysburg, 2006-Ohio-1190. The Supreme Court of Ohio in a 7-0 decision held that a municipality has no duty to supply water or sewer service to a nonresident; and affirmed that a city council has the power to set terms and conditions under which city services will be extended to nonresidents, as long as those conditions fall within pertinent statutory and constitutional limitations.

Annexation Guidelines

Annexation of surrounding land should occur in a manner consistent with the City Comprehensive Plan and other special plans, and use the following guidelines:

1. Properties already receiving water and sewer services from the City.
2. Areas to be annexed should be a logical extension of Napoleon's existing boundary and utilities, except in special circumstances where it is beneficial for Napoleon to do otherwise.
3. A Plan shall be required for all undeveloped areas to be annexed, most specifically for larger annexations.
4. The existing and future development of the annexed areas should be in the best interests of Napoleon and its residents, and shall not adversely impact upon the City's current quality of life and level of services (LOS). Cost and benefits that should be considered shall include the following:
 - a. The short and long-term impact of utility service extension to these areas.
 - b. The impact or detriment that the annexed area will incur if not annexed.
 - c. The impact of needed capital improvements versus anticipated revenue derived from the annexation.
 - d. Business and employment opportunities.
 - e. Expanded residential opportunities.
 - f. Impact upon the current transportation systems and thoroughfare.

- g. Impact upon fire, police and emergency management services and anticipate response time to the annexed area.
- h. Impact on the environment, existing quality of life, and school system.

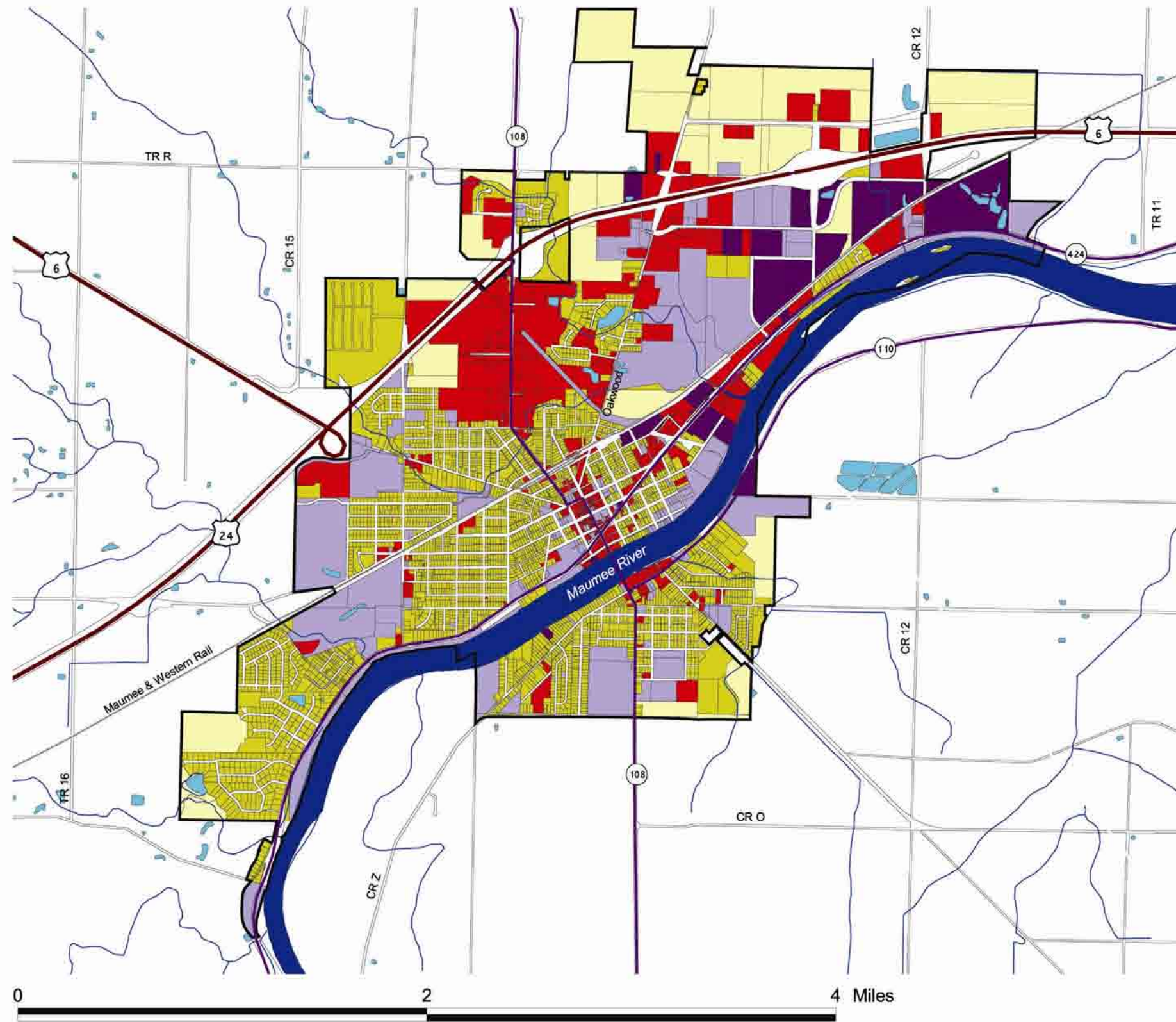
9. Pursue Additional Measures that Promote Better Growth and Land Usage

The City of Napoleon should pursue the feasibility of expanding and utilizing an *overlay zoning district* to guide development along sensitive river corridors, highway corridors and arterial roadways. The City currently utilizes a floodplain overlay district to minimize development impacts upon the Maumee River and its floodways. This same type of approach should be pursued to protect vital natural and other resources on lands in or contiguous to the City, as well as to promote innovative development within areas deemed in the best interests of the City – and others – to develop.

This overlay district is common in areas where additional setbacks may be required in order that specific site design and landscaping regulations can be imposed. The overlay zone could specify that parking areas be landscaped with shade trees and further regulate signs of specific type, height, area, illumination, and other aspects of sign design. Additionally, a site plan review process could be required to set up a procedure by which the Planning Commission would receive information from developers and could shape development throughout sensitive areas.

The tools available to the City of Napoleon for achieving the stated goals and objectives as stated herein include the *Zoning Ordinance* and the *Subdivision Regulations*. Other regulatory measures may be adopted including sign, landscaping, and site plan review ordinances and stated policies regarding the extension of water and

sanitary sewer utility services. All of these regulatory measures should in conjunction with these tools (subdivision and zoning ordinances) if the overall quality growth and development outcomes as noted herein are to be realized. Without these appropriate controls, emerging development on the fringe of the city limits may cause long-term negative impact and a possible deterrent to adjacent new development in outlying areas. In turn, the City will inherit problems associated with incompatibility and substandard development and may suffer the long-term consequences of having to upgrade services and facilities to areas that allow unplanned development to occur.

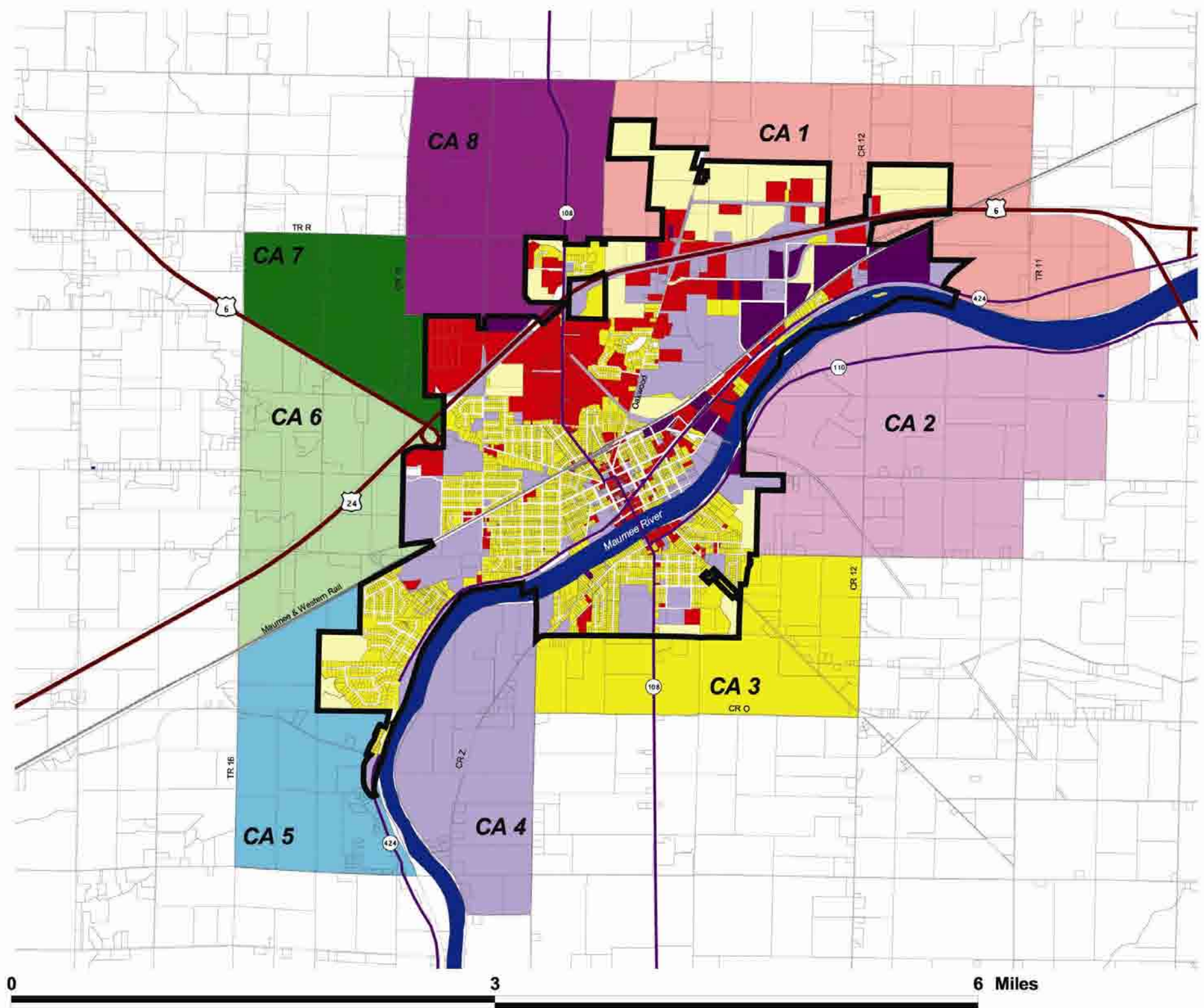


- Legend**
- US Highways
 - State Highways
 - Local Streets (and/or ROW)
 - Rail
 - Corp Limits
 - Maumee River
 - Ponds & Open Water
 - Hydrography-Ditches
 - Agricultural or Vacant Lands
 - Residential
 - Commercial
 - Industrial
 - Public and/or Institutional




 The City of Napoleon Comprehensive Plan, 2008
 Existing Land Use

Source: Henry County Auditor, City of Napoleon, and Stantec. Existing land usage is based upon taxed use and not necessarily the actual use unless modified.



Henry County

Legend

- Corp Limits
- US Highways
- State Highways
- Streets
- Rail
- Maumee River
- The City of Napoleon
- Parcels
- Concept Area 1
- Concept Area 2
- Concept Area 3
- Concept Area 4
- Concept Area 5
- Concept Area 6
- Concept Area 7
- Concept Area 8
- Agricultural or Vacant Lands
- Residential
- Commercial
- Industrial
- Public and/or Institutional

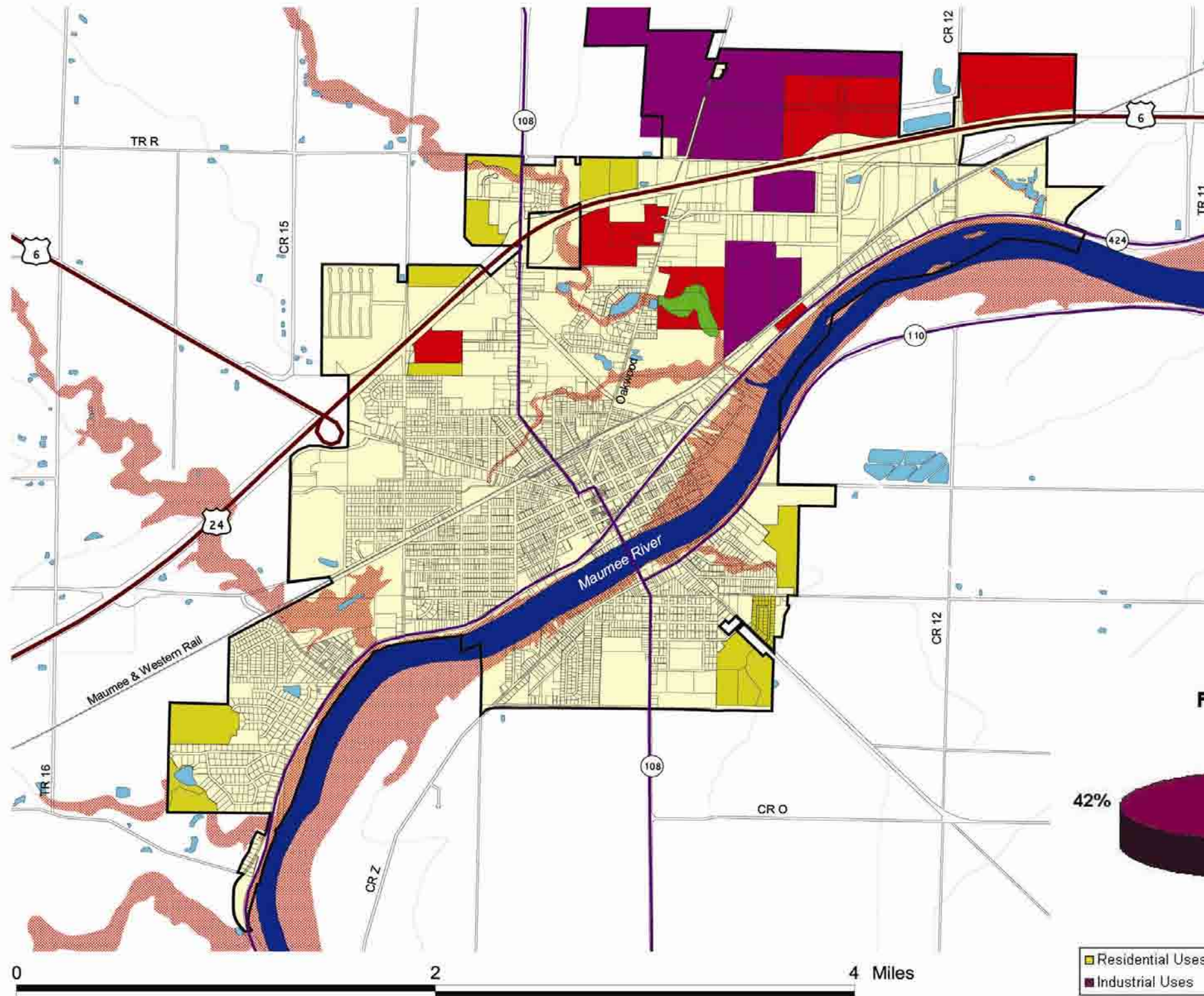


The City of Napoleon Comprehensive Plan, 2008

Concept Areas

0 3 6 Miles

Source: Henry County Auditor, City of Napoleon, and Stantec

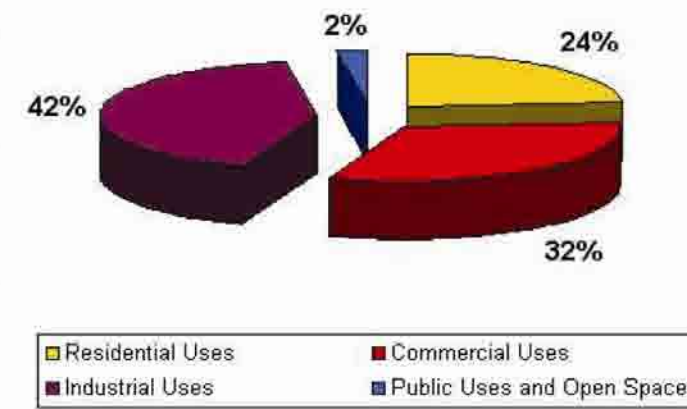


Henry County

Legend

- US Highways
- State Highways
- Local Streets (and/or ROW)
- Rail
- Corp Limits
- Maumee River
- Hydrography-Ditches
- Ponds & Open Water
- Napoleon Parcels
- Future Residential
- Future Commercial
- Future Industrial
- Proposed Green Space
- Floodplains
- Developed-Currently Utilized Lands

Future Land Uses



The City of Napoleon Comprehensive Plan, 2008

Future Land Use

Source: Henry County Auditor, FEMA, City of Napoleon, and Stantec



7.0 Natural Resources

7.1 INTRODUCTION

It is the abundance of natural resources within Henry County and Napoleon that provide the city with its unique setting. The various natural resources that exist in and around the city are important components of the



Napoleon's quality of life. The Maumee River – and the several ecosystems it supports – in particular is an invaluable resource, as well as the various types of prime soils that helped to perpetuate the economic vitality of area farmers. The Natural Resource section within this Comprehensive Plan focuses on further identifying these natural resources and should provide public and private officials a general framework by which to both perpetuate their continued existence and use.

7.2 PLANNING ISSUES

The proper growth and development of Napoleon will require that the several types of natural resources that exist within and contiguous to the city are identified and conserved. Natural resources such as floodplains, wetlands, woodlots, and prime soils all exist in varied amounts in this region. Some types of natural resources, like wetlands and floodplains, have special protections under current legislation that require additional planning efforts take place before development can occur. It is therefore imperative that both private and public officials take the necessary steps to develop a general

framework by which future development can coexist with these vital resources to perpetuate their use for future generations.

One noteworthy issue with future implications on planning is the City's current initiative to utilize State Issue One monies to purchase lands north of Northwood Park that would help in retaining this area's natural and pristine qualities. This area, containing of roughly 19 acres, will be monitored by the Park and Recreation department and provide residents with a unique atmosphere to attain passive recreational opportunities.

7.3 GOALS AND OBJECTIVES

Goal: To identify, preserve and protect the city's vital natural resources, by:

- Pursuing methods that minimize the adverse impacts that future development may have on wetlands, floodplains, prime soils, and other significant natural resource areas;
- Prioritizing those natural resource areas to be preserved or buffered from future development; and,
- Periodically reviewing the environmental considerations map contained within this Plan.

7.4 CONDITIONS AND TRENDS

Floodplains

Floodplains are areas adjacent to bodies of water, which over time, diverse weather conditions, and increased development are prone to flooding. The two floodplain classifications as defined by the Federal

Emergency Management Agency (FEMA) are the 100-year and 500-year flood hazard areas (FHA).

The 100-year FHA has become the national standard. It is defined as any area that has a one percent chance of flooding in any given year, or an area that will be flooded once in 100 years. However, there have been several cases across Ohio where flood disasters have occurred in the same FHAs numerous times in ten years. This is especially true in Napoleon (along the Maumee River), where several floods of differing intensities have occurred over the past decade.

Due to increased rural development in Northwest Ohio, and especially along the banks and tributaries of the Maumee River, the floodplains and the natural function of riparian ecosystems have been altered. In addition to residential development, the removal of streamside forests for agricultural purposes also has encouraged the expansion of floodplains. Furthermore, any development, whatever type, in the floodplains upstream often results in increased flooding in FHAs downstream. If certain portions of the river and tributaries have been cleaned, straightened or "channelized," water runoff flows even faster promoting even more potential for flooding. See Map: *Environmental Considerations* for more information.

Land Use and Soils

Each soil type in Napoleon and Henry County has unique characteristics that may make it better accommodating to specified land uses. Each soil also has features that have moderate or severe limitations to various types of development. These ratings and the limitations are helpful in land use planning, although today's

engineering practices-when used properly – may mitigate any problems affiliated with each of the soil’s limitations. In Henry County, most of the nearly level soils have other properties that are limitations to development.

The ability or inability of soils to support a variety of development types, a recreational park or campsite, or handle on-site sewage disposal are major concerns to address in land use planning and zoning. The purpose of understanding development constraints of each soil type is to encourage development in areas with properly-suited soils, while recognizing that additional construction preparations may be necessary in areas with high water tables or other development constraints (hydric soils, floodplains, wetlands, etc). In sum, developing in areas most suitable for development can offset a variety of health and safety risks that often occur when development occurs on ill-suited soils.

Soil Productivity

Most of the land in Henry County is used for farming. Most changes in land use involve the conversion of farmland to other developed uses. Such changes in land use tend to be irreversible. In Map: *Soil Productivity*, the soils have been rated based upon soil productivity. The rating is based on such limitations as slope, erosion, wetness, and droughtiness. The use of the soils for cultivated crops is rated in this table to aid land-use planners who are considering farming as a sound land use to promote the local and regional economy.

Identifying the most productive soils could also give the Napoleon officials and the trustees of contiguous townships the visual tool necessary to help preserve prime soils and possible guide growth, if and when necessary to less fertile soils (see Map: *Soil Productivity*).

Soils with a productivity index closest to 100 are considered more fertile, and therefore better suited for agricultural use.

Soil Constraints and Development

Any one soil may impose a degree of limitation for a specified land use. However, this same soil property can be more, or less, limiting for some other specified land use. To provide a comparative scale, the estimated degree of limitation for each soil and specified land use is rated as slight, moderate, and severe. A rating of *slight* indicates that the soil presents no important limitation to the specified use. *Moderate* shows that the soil has some limitations to the specified use. The limitations need to be recognized, but they can be overcome or corrected. *Severe* indicates that the soil has serious limitations for the specific use. These limitations are difficult and costly to overcome. A rating of severe does not mean that the soil cannot be used for the specific use, but it suggests that applicable engineering practices (to mitigate future problems) should be used or that an alternative site or sites with slight or moderate limitations be pursued.²⁹ Choice of a site rated severe for a particular use commonly may result in expensive, continuing maintenance and upkeep, especially if the site is without public utilities.

Soils with moderate or severe limitations may be considered for industrial uses as the costs associated with adapting the structures to the soil could be more easily absorbed by an industry rather than owners/developers of single family abodes. While it should be noted that most of Henry County consists of soils poorly suited for development, most soils can accommodate development with the appropriate engineering and construction modifications.

²⁹ Because extensive manipulation of the soil alters some of its natural properties, the ratings for some uses may not apply in areas where there has been extensive cutting and filling (these areas on the soils related maps are labeled as N/A).

Soils and Residential Development

Ratings for homesite location for homes of three stories or less that have a basement also apply to sites for small industrial, commercial, and institutional buildings (see Map: *Soil Constraints for Homesites*). Most of the acreage being converted from farming to town and country uses is in new residential developments. These areas generally surround Napoleon and provide public officials with insight of which homes may have existing or future sanitary septic concerns. Ratings are based on soil properties and related site characteristics, such as slope, natural drainage, and hazard of flooding.

Homes on such naturally wet soils as Hoytville, Napanee, Toledo, Fulton, Granby, and Lenawee are likely to have wet basements if adequate drainage is not provided. In many areas in the county, well-developed systems of tile and open-ditch drains have been installed for cropland drainage. Excavations in these areas for structures, such as homesites, can disrupt the established drainage system and change it back to its natural condition of wetness.

On soils that are subject to flooding, there is a special hazard to life and property if the soils are used for building sites (See Map: *Environmental Considerations*). Buildings on flood plains tend to restrict the flow of floodwater and can result in higher flood crests upstream.

Some of the soils, such as Colwood, Kibbie, and Tuscola soils, have a high content of silt. Such soils are not so favorable for supporting structural foundations as soils that are coarser textured, such as Oshtemo or Haney soils. Soils having a high shrink-swell potential are likely to heave and crack foundations unless special precautions are observed. A high shrink-swell potential also affects the alignment of sidewalks, patios, and rock walls. To minimize this

effect, a subgrade or layers of sandy or gravelly material directly below the structure is desirable. On soils that have slopes of more than 12%, erosion is a hazard and excavating and leveling are difficult.

Soils and Parks and Recreation

Recreation is becoming increasingly important in Napoleon. Potentially, all the soils of the county are suitable for one or more kinds of recreational development. Some soils on flood plains are well suited to some kinds of recreation because they generally occur in long, winding areas along streams and are adjacent to scenic hills. Use of these soils for homes, highways, and other nonfarm uses may be severely limited by flooding, and construction in these areas may hold back the natural flow of floodwater. Among the kinds of recreational facilities that can be developed in some areas on flood plains are extensive play areas. Also suitable are such intensive play areas as ball diamonds, picnic areas, and tennis courts that are not used during the normal period of flooding and are not subject to costly damage by floodwater. Flooding can cause costly damage to recreational facilities. A determination of flooding frequency and duration in a local area is needed to properly evaluate the limitations for recreational uses.

Athletic fields and other intensive play areas are fairly small tracts used for baseball, football, tennis, volleyball, badminton, and other sports. Because the areas must be nearly level, considerable shaping may be needed. Consequently, slopes of more than 2% are a limitation. The texture of the surface layer, permeability, natural drainage, and hazard of flooding are also important.

Parks and extensive play areas can be located on many kinds of soil. Areas consisting of different kinds of soil provide a variety of

wildlife and natural vegetation. Considered in rating the soils for picnicking, related hiking, nature study, and similar uses are degree of slope, texture of the surface soil, natural drainage, and hazard of flooding. Paths in picnic and play areas should be constructed and maintained in a way that helps to control erosion.

Campsites for tents and trailers should be located in areas where the landscape is attractive, the trafficability is good, and the productivity of grasses and trees is medium or high. Soils in which the natural drainage is good or moderately good have less severe limitations than wetter soils. Level areas are better suited than sloping areas. Soils that are firm when moist and non-sticky when wet are most desirable. Among the soils most suitable for campsites are those having a surface layer of loam, silt loam, very fine sandy loam, fine sandy loam, and sandy loam.

Wetlands

There are a variety of areas in and around Napoleon that are wetlands or a variant thereof, and may pose a variety of development-related constraints.

7.5 STRATEGIES AND RECOMMENDATIONS

To ensure the vital collaboration between natural resources and humankind in a manner friendly to both, as well as help accomplish the earlier publicly-defined objectives stated earlier, it is recommended that the following strategies and recommendations be examined:

Floodplains

Because flooding is the largest natural disaster threat in Ohio, the development of a proactive floodplain management program is not

only warranted, but often mandatory in some communities that have had ten or more repetitive losses (to buildings, structures, etc.). Due to the location of Napoleon along the Maumee River, such a floodplain strategy may be very important, especially in areas highlighted as Concept Areas Four and Five, located along the Maumee River to the southwest. Such a plan would be beneficial to ensure development (primarily residential) could occur in these areas with minimal impact to the existing floodplain and other natural resources. For the exact location of Napoleon's flood areas, please see the *Environmental Considerations Map*.

A floodplain program should include a two part strategy, with one component being proactive (to prevent flood damage), and the other component being reactive (to guide post-disaster flood damage). *The primary purpose of this approach, and floodplain regulations, is to promote public health, safety, and general welfare; and to minimize public and private personal/monetary losses due to floods.*

The proactive component of the overall floodplain management program should aim to minimize flood damage and the overall potential for flooding. This can happen a variety of ways, but most importantly, through the development of floodplain regulations that not only require federally – mandated minimums, but combine zoning, building codes, subdivision regulations, or special purpose regulations. Several communities in Ohio have adopted special purpose floodplain regulations which combine both building code and subdivision requirements.

The proactive strategy should also:

- ✓ Keep flood waters away from people by: constructing dams, levees and floodwalls; enlarging or altering stream channels; and decreasing runoff through land treatment.
- ✓ Keeping people and buildings away from flood areas or potential flood areas through: possibly purchasing floodplain lands to discourage development; establish flood warning systems; and promote deed disclosure of flood risk.
- ✓ Coordinate the efforts of federal, state and local agencies involved in flood damage reduction.

The second component of the floodplain strategy is the post-plan, geared toward minimizing damage caused by floods. Immediately after a flood, there may exist a general tendency to try to hurriedly get things back to pre-flood conditions. This pressure often forces floodplain administrators and officials from sticking to the floodplain plan. If this is the case, priority should be given to the plan and treating “like cases alike,” ensuring that all flood damaged structures receive the same priority.

To best rebuild after the flood, the post-disaster plan should be;

- ✓ Determine which structures have been damaged by reviewing the preliminary damage assessments prepared by the county’s emergency management staff.
- ✓ Determine whether or not these structures were in existing FHAs, or newly-made flood areas. If new areas are flooded, contact the contact the Henry County Planning Commission. The planning commission may request a revision or restudy of the floodplain area from FEMA if exigent circumstances exist.

- ✓ Using the damage assessment report, examine each structure damaged and determine the amount of damage by comparing the property owner’s repair cost estimates to the market value of the structure. Rank each structure’s ratio of repair cost to market value to identify those in serious need of assistance.
- ✓ Notify all of these property owners and inform them of the floodplain regulations and requirements.

However, the best prevention to flood damage is a policy of good floodplain planning. There are many planning tools that exist to minimize flood damage. These include methods for floodwater storage and conveyance, water-quality maintenance, groundwater recharge, and protection of habitats and cultural resources³⁰. Some of these tools can either be incorporated into a comprehensive floodplain management strategy or the City’s current floodplain zoning overlay or addressed through other specific means like subdivision regulations, environmental overlay zones, or through broader state and federal programs. These tools, by area, are:

Flood Storage and Conveyance

- Minimize floodplain fills and other actions that require fills, such as construction of dwellings, roads, or other building types.
- Require that structures and facilities near wetlands provide adequate flow circulation.
- Use minimum grading requirements and save as much of the site from compaction as possible.
- Relocate nonconforming structures and facilities outside the flood area.

- Return site to natural contours.
- Preserve natural drainage when designing and constructing bridges and roads.
- Prevent intrusions and destruction of wetlands, beach and estuarine ecosystems, and restore damaged dunes and vegetation.

Water-Quality Maintenance

- Maintain wetland and floodplain vegetation buffers to reduce the build-up of sediments and the delivery of chemical pollutants to the water body.
- Support agricultural practices that minimize nutrient flows into water bodies.
- Control urban runoff and point and nonpoint source discharges or pollutants.
- Support methods used for grading, filling, soil removal, and replacement to minimize erosion and sedimentation during construction.
- Restrict the location of potential pathogenic and toxic sources on the floodplain, such as sanitary landfills and septic tanks.

Groundwater Recharge

- Require the use of permeable surfaces where practicable and encourage the use of detention and retention basins.
- Design construction projects that eliminate, reduce, or hold back runoff.
- Dispose of spoils and solid waste materials so as not to contaminate groundwater and surface water or significantly change the land contours

³⁰American Planning Association, Subdivision Design in Flood Hazard Areas: PAS Report #473; September 1997.

Living Resources and Habitats

- Identify and protect wildlife habitats and other vital ecologically-sensitive areas from disruption.
- require topsoil protection programs during construction.
- Restrict wetlands drainage and channelization.
- Reestablish damaged floodplain ecosystems.
- Manage timber harvesting and vegetation removal.

Cultural Resources

- Provide public access to and along the waterfront for recreation, scientific study, educational instruction, etc.
- Locate historic and cultural resources and preserve them from harm.

Floodplain Regulation

As an incorporated area, the City of Napoleon is able to handle floodplain problems in a more effective manner than the county. As part of the National Flood Insurance Program (NFIP), Napoleon must voluntarily enact and enforce floodplain management regulations. As a condition to enforcing these regulations to reduce future floods risks, the federal government makes flood insurance available to homeowners.

The NFIP also offers participating communities the ability to embrace FEMA’s Community Rating System (CRS) to help reduce flood insurance costs. If a community goes beyond the minimum standards by undertaking additional prevention activities, it qualifies for a discount on flood insurance premiums on flood insurance policies sold within the community. Discounts can range from 5 to 20%.

The CRS is scored on a scale of 10 to 1. The lower the assigned class number the lower the flood insurance premium is for property owners. The more programs and activities a community does to prevent floods, the better score it receives. Credits for these programs are assigned based upon how effective a particular activity was/is to reduce flood damage. Activities credited under the CRS are broken into four categories, with 18 different activities (Table 7.1):

Table 7.1: Community Rating System Credited Activities

Category	Activity
Public Information	Elevation Certificates, Map Information, Outreach Projects, Hazard Disclosure, Flood Protection Library, Flood Protection Assistance.
Mapping and Regulations	Additional Flood Data, Open Space Preservation, Higher Regulatory Standards, Flood Data Maintenance, Stormwater Mgt.
Flood Damage Reduction	Repetitive Loss Projects, Acquisition and Relocation, Retrofitting, Drainage System Maintenance.
Flood Preparedness	Flood Warning Programs, Levee Safety, Dam Safety.

Source: FEMA

Currently, Napoleon goes beyond the minimum standards to minimize flood damage. Although these activities in the past have largely been “public information” related, the village’s floodplain administrator should contact FEMA so that a CRS point assessment can be done, which thereby could reduce insurance costs to homeowners in flood hazard areas.

Soils

The identification of soils and the constraints that these soils have for a variety of uses would seem more appropriate for rural areas, as their constraints pose more of a risk to areas without public utilities (see Maps: *Soil Constraints for Homesites and Soil Considerations for Development*). However, soil constraints – although they can often be mitigated through savvy engineering and design principles –

provide public officials and developers with additional information that could affect the longevity of their investments. Certain soil types pose clear public health and safety risks if not properly developed. This is especially true if public utilities are not present or not scheduled to be present for some time.

Wetlands

The identification and delineation of wetlands are very important. The whereabouts of these natural resource areas are important to both the conservation and development process. The exact location of wetlands is important to the development process, because they are protected under federal regulations and their removal requires that special guidelines be met with wetlands replicated elsewhere. It is imperative those involved in the development and construction process in the City of Napoleon have a general guideline to the estimated location and the guidelines that mitigate their removal. For an estimated location of these natural resources, please see Map: *Environmental Considerations*. If any wetlands are removed and established elsewhere in or around Napoleon, it is important that this map contained within the Comprehensive Plan is updated.

According to the federal Clean Water Act, anyone who wishes to discharge dredged or fill material into the waters of the U.S., regardless of whether on private or public property, must obtain a Section 404 permit from the U.S. Army Corps of Engineers (Corps) and a Section 401 Water Quality Certification (WQC) from the state.

Specific wetland fills and dredging projects of Ohio EPA concern are projects that cause a net loss of wetlands, loss of function or conversion to lower category. Types of these projects include:

- ✓ Dredging a wetland to create a pond

- ✓ Dredging and filling activities in Category 2 wetlands
- ✓ Dredging and filling activities in Category 3 wetlands

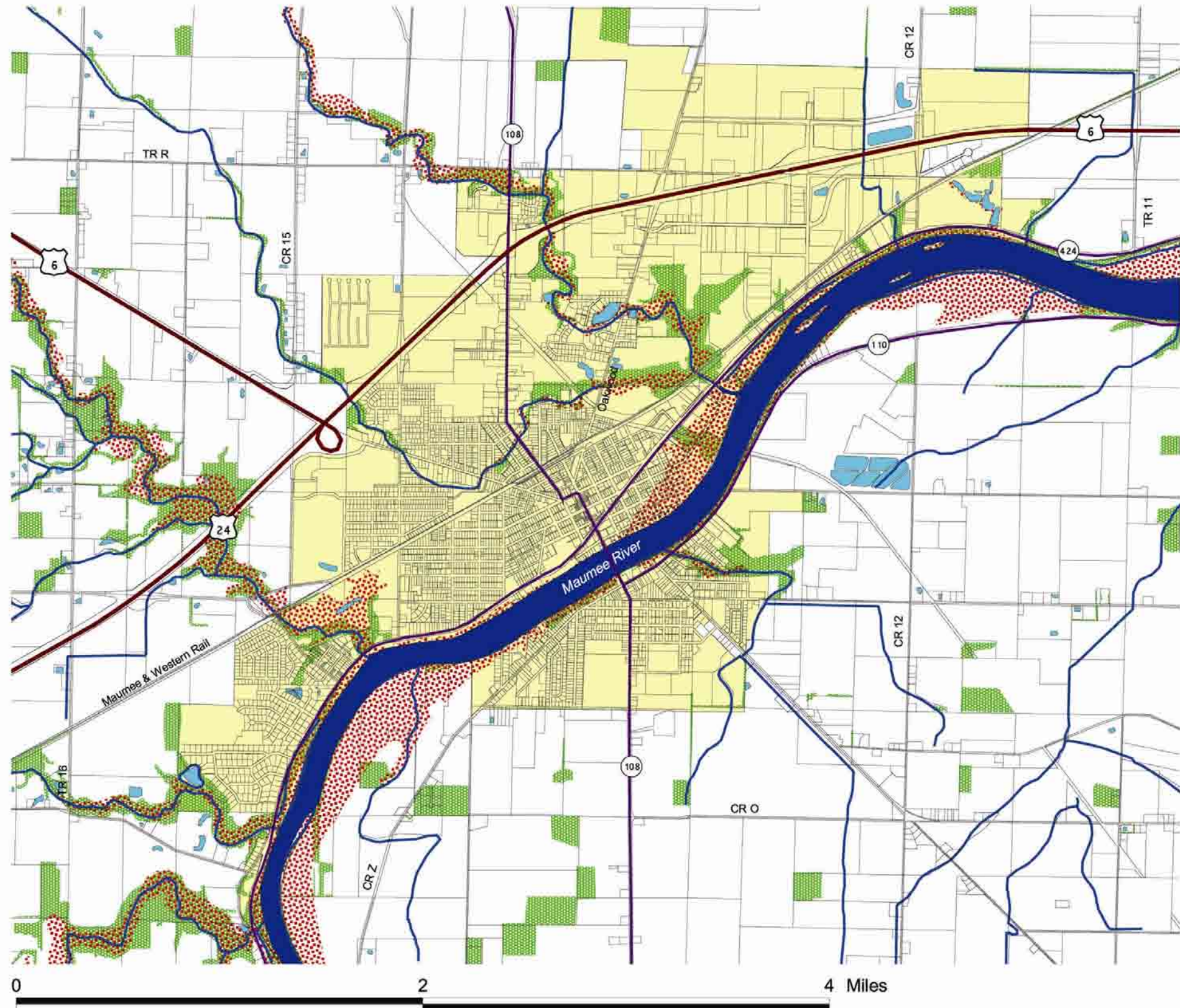
Ohio EPA has pre-granted Section 401 Water Quality Certifications to 404 permits for certain types of projects that are similar in nature and cause minimal degradation to waters of the state. These permits are called Nationwide Permits and substantially expedite the permitting process. To determine if your project qualifies for Nationwide Permits coverage, or requires an individual Section 401 WQC from Ohio EPA, the City or developer should contact the Corps first to discuss the project.

If it is expected that wetlands exist within a specific development area or that wetlands may be impacted by development, it is probable that contact with one or more of the following agencies is likely.

1. U.S. Army Corps of Engineers: This agency administers the day-to-day Clean Water Act program and issues permits and denials of projects involving wetland fills. Contact the Corps when reporting wetland fill violations.
2. Ohio Department of Natural Resources: This agency restores more wetland than any other entity in Ohio and serves as Ohio's largest wetland landowner. Contact ODNR for information about wetland restoration, acquisition and invasive plant removal.
3. Ohio and United States Environmental Protection Agency: Ohio EPA issues or denies Clean Water Act 401 certifications and state isolated wetland permits. They monitor mitigation wetlands and qualitatively assess wetlands. Contact the Ohio EPA regarding wetland dredge and fill violations. The U.S.

Environmental Protection Agency provides comments on individual permit applications and has the authority to veto the Corps permit decisions.

4. U.S. Fish and Wildlife Service: USFWS provides comments on permit applications and manages federally endangered and threatened species, including wetland plants and animals. They also provide technical assistance to landowners.
5. Natural Resources Conservation Service: NRCS administers several programs designed to cost-share with agricultural landowners to protect and/or restore wetlands. They also perform wetland determinations on agricultural lands under the Food Security Act.



Legend

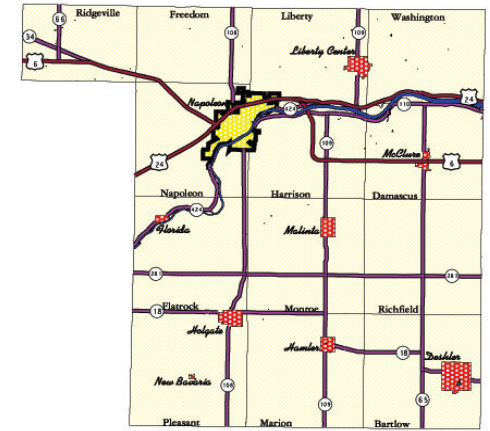
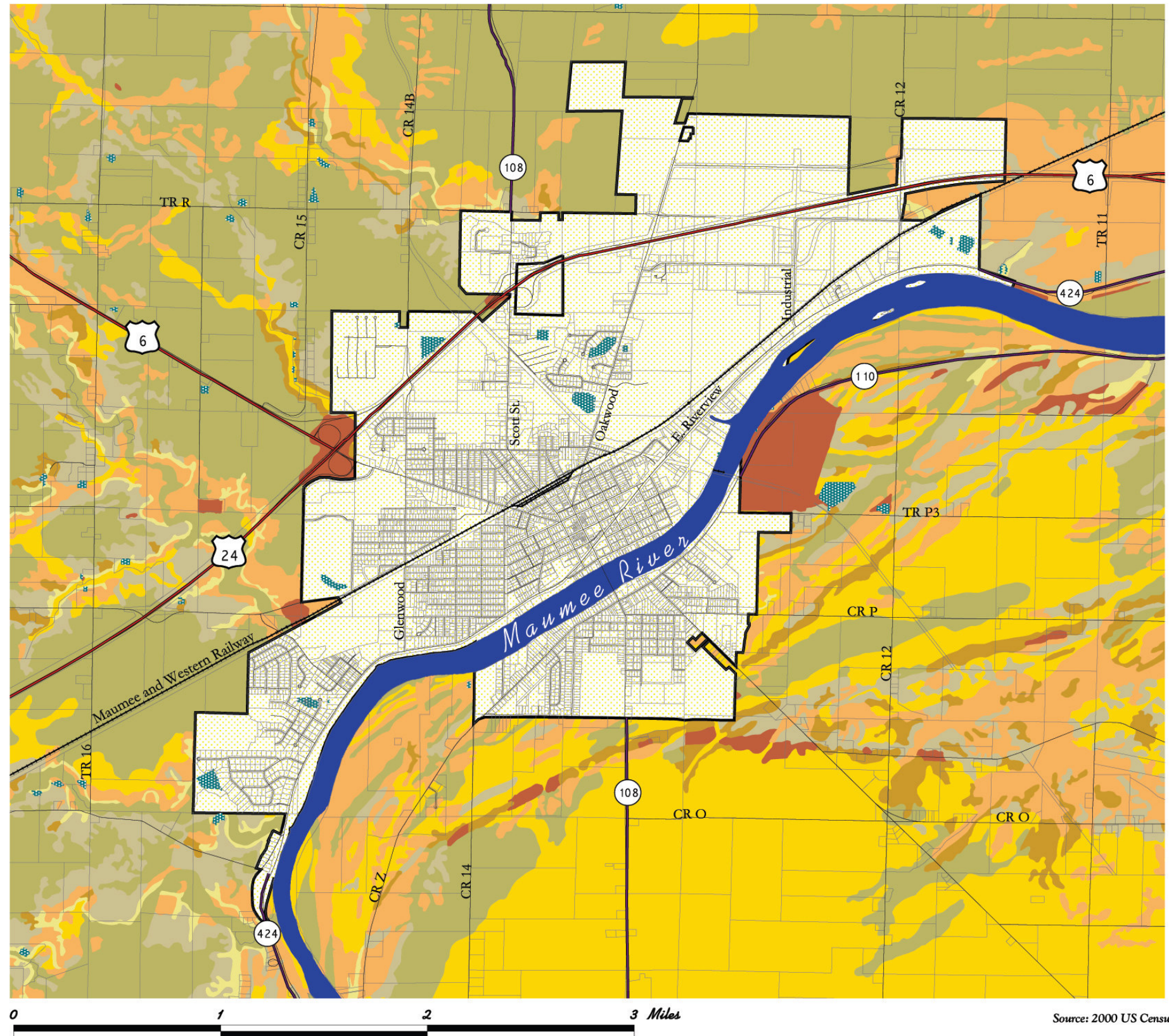
- Parcels
- US Highways
- State Highways
- Local Streets (and/or ROW)
- Rail
- Maumee River
- Hydrography-Ditches
- Ponds & Open Water
- Floodplains
- Woodlands
- City of Napoleon



The City of Napoleon Comprehensive Plan, 2008

Environmental Considerations

Source: ODNR, Henry County Planning Commission, and Stantec.



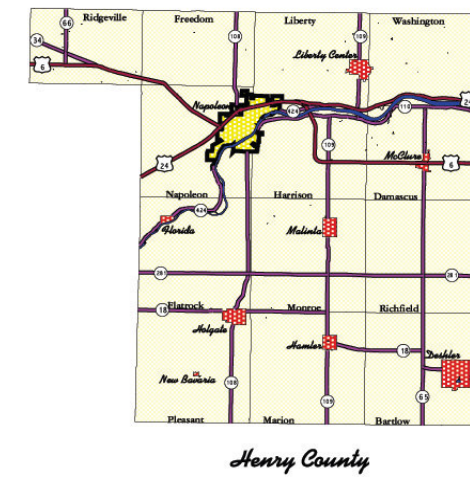
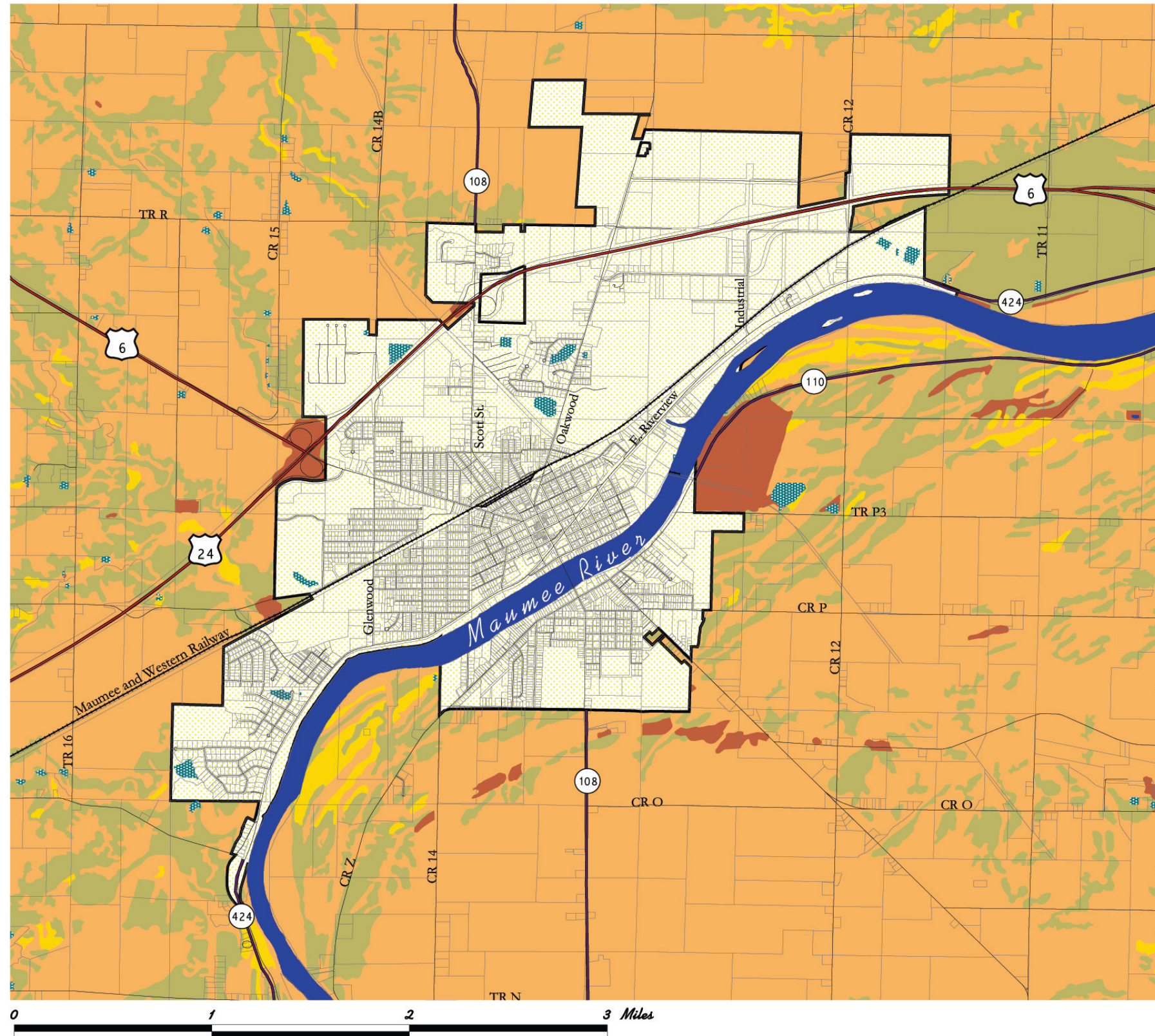
Legend

- US Highway
- State Highway
- Local Streets
- Railroads
- Parcels
- Maumee River
- Ponds and Open Water
- City of Napoleon
- Soil Productivity
 - N/A
 - 90-100
 - 80-89
 - 70-79
 - 60-69
 - 50-59
 - 40-49

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 Bowling Green, OH USA www.comprehensiveplans.com



The City of Napoleon Comprehensive Plan
Soil Productivity



Legend

- US Highway
 - State Highway
 - Local Streets
 - Railroads
 - Parcels
 - Maumee River
 - Ponds and Open Water
 - City of Napoleon
- Soil Constraints for Homesites 3 Stories or Less
- N/A
 - Slight
 - Moderate
 - Severe

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The City of Napoleon Comprehensive Plan
Soil Constraints for Homesites

Source: ODNR, FEMA, and Reville Ltd. Note: Not to be used in lieu of on-site inspection.



8.0 Transportation

8.1 INTRODUCTION

Transportation is a key concern of both residents and employers in the City of Napoleon. Transportation issues may become more relevant over the next decade, especially if the expansion of US 24 promotes additional growth and development to the City and region.

Many residents throughout the city feel overwhelmed by greater traffic volumes, higher speeds, and cut-through traffic. These trends are likely to continue.

This chapter describes a vision for the City's future transportation system that provides residents with a range of transportation choices. While automobiles are expected to continue as the predominant means of transportation, all transportation modes need enhanced standing, and efforts by city officials in the future will be made to ensure mobility across all modes. Access will be maintained to each part of the city by all modes in order to ensure safe and convenient access for all residents, employers, employees, and visitors. By offering a diverse and well-functioning transportation system, Napoleon residents will be offered greater mobility to travel to their destinations.

8.2 PLANNING ISSUES



Integrating land use decisions and multi-modal transportation planning can help reverse or stabilize recent trends. The goal is to

consider where we build, what we build and the kinds of transportation choices we are making. The desired outcomes are less congestion, more livable neighborhoods and more choices in how we move around the City. Increasing the efficiency of the system will increase capacity while minimizing the costs and livability impacts of system expansion. Managing the demand placed on the system will lessen the need to increase capacity. Please see the Land Use Chapter for additional policies regarding land use and transportation.

8.3 GOALS AND OBJECTIVES

Goal: Ensure safe and adequate traffic flow throughout Napoleon by:

- ✓ Improving the quality and availability of collector streets;
- ✓ Studying the existing traffic flows and patterns, and developing mechanisms to alleviate traffic concerns in congested or potentially problematic areas;
- ✓ Pursuing the feasibility of requiring traffic impact studies for selective land use developments and projects;
- ✓ Encouraging alternative modes of pedestrian mobility through the development of bicycle and walking networks, enhancement of existing trails, or other options;
- ✓ Promoting traffic calming mechanisms within existing and future neighborhoods to promote safety, attractiveness, and heighten housing property values;
- ✓ Developing additional studies that focus on the US 24 "Fort to Port" improvement project and its impacts on Napoleon's

existing transportation networks and the economic development arena.

8.4 CONDITIONS AND TRENDS

There are several current or upcoming issues facing the City of Napoleon that could affect transportation policy and the City's overall Thoroughfare Plan.

1. Alleviate traffic congestion at key locations

At times new development may cause additional traffic congestion. As the most widely used commercial corridor in Napoleon, Scott Street has witnessed an increase of congestion over several years, due to new development within this corridor. To improve the flow of traffic on Scott Street, the City should pursue the feasibility of utilizing new methods (beyond traditional traffic calming measures) to relieve congestion. This could entail the development of new connector streets, such as those currently identified in this Plan, and discussed below.

2. Increasing the flow of traffic by developing new connector streets.

The City's is committed to promoting public safety and increasing the efficient flow of residents and goods throughout the community. Over the past several years, studies have been completed that examine the methods for making Scott Street more motorist and shopper-friendly.

Please see the Map: *Transportation Improvement Areas* for the complete location of these planned road extensions.

3. Extending the road network within the new North Pointe and Commerce Park industrial developments.

The City is currently in the process of developing two new areas to assist in promoting its economic vitality. To increase the functionality of these two areas (the North Pointe industrial campus and Commerce Park) new roads have been designed and will soon be developed.

To help increase the flow of traffic and consumers to the North Pointe campus, Industrial Drive is planned to be extended north to link with County Road S. To promote access to the new Commerce Park, Interchange Drive will be extended west from Industrial Drive and connect with Oakwood Avenue.

4. The future realignment of US 24 (to be completed by 2010-11).

After a lengthy discussion of the feasibility and whereabouts of the new US 24 Realignment ("Fort to Port"), ODOT officials announced in March 2002 that its exact location has been established.

Although the realignment – which will increase the flow of goods, consumers, and motorists between Fort Wayne, Indiana and Toledo, Ohio – is not expected to be completed until 2010 or 2011, it will have a profound effect on the existing thoroughfare of the region and the City of Napoleon.

8.5 STRATEGIES AND RECOMMENDATIONS

The following transportation objectives can be attained by the following supportive strategies:

1. Improve the Quality and Safety of Existing Thoroughfare Network

A. Enhance traffic flow and reduce traffic congestion.

A transportation study or additional insight should be given to reducing traffic congestion in key areas around Napoleon.³¹ While some areas may be more prone to traffic congestion at key times during normal working hours, other selective locations – due to their prime commercial use – may require the development of additional connectors to reduce traffic congestion and improve overall safety and traffic flow. One key location is the Scott Street commercial corridor.

Formal and informal traffic count surveys conducted over the past several years, mostly for specific development projects, have illustrated the moderate increase of traffic flows. In addition, the increased desire and use of personal automobiles by city residents has increased traffic congestion and impacted specific neighborhoods with cut-through traffic. Because opportunities for expanding the roadway system within established areas of the City are limited, increased efficiency in the use of the existing road network and an emphasis on increased transportation mode choice and access may therefore be warranted.

B. Promoting and maintaining sidewalks

The City of Napoleon requires sidewalks in all new subdivisions. However, the City should pursue the feasibility of requiring new subdivisions to provide connector sidewalks to contiguous existing subdivisions. These new sidewalks would assist in providing existing and new residents with additional modes of transportation within their neighborhoods and throughout the City. Further plans and cost estimates should be pursued that study the feasibility of connecting existing subdivisions.

C. Requiring traffic impact studies for major developments

The City should pursue the feasibility of requiring developers of major or selective developments to be responsible for traffic impacts that may degrade the level of service, or LOS, on the existing street system. All required improvements that restore the LOS should be completed by the developer. Bonding for such improvements should be required to insure that the necessary improvements comply with City standards and are completed with the negotiated time frame. Adopting this requirement should involve its incorporation into the City's subdivision regulations.

2. Continue to Make Systematic Improvements of all Roads, Sidewalks, and Curbs

A. Update Thoroughfare Plan when necessary.

The City should continue to plan its thoroughfare system to meet the present and future mobility needs of the community in a safe and efficient manner. The main document of focus for thoroughfare-related issues is the Thoroughfare Plan and the transportation chapter in the Comprehensive Plan.

³¹ Reducing traffic congestion was rated by Napoleon residents on the recent survey as a high development priority (see Community Survey chapter).

The Thoroughfare Plan was developed to support the goals and objectives of the Comprehensive Plan. As a component of the Comprehensive Plan, it was designed from the existing inventory of streets and transportation facilities. It identifies problem areas and future needs, and recommends improvements to the existing street network. These recommendations are intended to improve traffic flow and safety, reduce travel time, enhance accessibility, and facilitate economic growth. It should be updated continually to address any changes that may occur in policy, funding, or legislation.

When updating the Thoroughfare Plan the following topics should also be addressed:

Long-term Needs of Napoleon

Identify the major facilities and rights-of-way needed to meet the long-term needs of the City and the most contiguous unincorporated areas of Henry County.

Functional Classification Hierarchy

All existing and future streets should be based upon a functional hierarchy of residential and collector streets, minor and major arterials, freeways and expressways. Decisions concerning speed, delay, and access control should be consistent with this hierarchy. If roads are reclassified in the functional classification system, the Thoroughfare Map should be amended to include these changes.

Travel Forecasts

Use travel forecasts in determining facility and system needs. Coordinate data on a regional basis.

Level of Service Standards (LOS)

Develop level of service standards for pedestrians, bicycles, high occupancy vehicles, transit and freight, and include them in system planning, infrastructure planning, land use decisions and the development review process.

Transportation System Needs

Identify and plan for infrastructure needs, including required facilities, location of appropriate transportation corridors and transfer points, and additional right-of-way to develop a multi-modal transportation system. Utilize the Thoroughfare Plan and Map as the primary tools for this work.

Infrastructure and Service Provision

Insure that all transportation facilities and services are provided within a reasonable time frame of development.

Right-of-way Reservation and Dedication

Advanced right-of-way reservation and dedication for transportation and utility facilities should be made through the land development process.

Street Design Criteria

Street design criteria should be developed to support multi-modal uses, with design elements reflecting the nature and scale of the adjacent land uses. These design criteria should be supported in the subdivision regulations.

Public Participation

Encourage, promote and facilitate proactive citizen participation to help identify long-term mobility needs at the neighborhood, community, city and regional levels.

Regional and Local Transportation Systems

Plan, design and implement a transportation system, including services and facilities that support the integration of the regional and local transportation networks. Facilitate access to the system for vehicles, pedestrians, bicyclists, mass transit services, and persons with disabilities. Incorporate the transportation needs of public and private schools in system planning. Coordinate planning and implementation with federal highway, railroad and air transport authorities.

Other Transportation System Improvement Considerations

- ✓ Traffic demand by mode
- ✓ System mobility
- ✓ Vehicular, pedestrian and bicycle safety
- ✓ Preservation of neighborhood character
- ✓ Ease of traffic operations and traffic circulation patterns including efficient signalization, parking, and access management
- ✓ Protection of natural and historic resources
- ✓ Utility, stormwater, and other facility needs
- ✓ Maintenance costs

4. Promote a Transportation System Consistent with Land Use Patterns and Neighborhood Quality

A well-planned transportation system can be established by developing a link between land use and the transportation facilities and services needed to support growth. The land use vision established in this Plan should help in identifying and developing transportation policies, and strategies. For example, increasing opportunities for mixed land uses may reduce the number or length

of automobile trips for some residents, or provide the choice of walking, bicycling or taking transit to accomplish the same errand.

Future transportation improvements and design should promote a land use pattern and a transportation system that are mutually supportive. The joint planning of land uses and transportation should be promoted to enhance access to housing, jobs, schools, goods and services, shopping, and recreational outlets via transit, bike, foot and car.

A. System improvements should be compatible with other uses to maintain livability.

The possible adverse impacts to the livability of the City should be considered when evaluating changes to the transportation system. The review of development proposals should include the impact of potential development on existing neighborhoods and the transportation system. Future transportation facilities should be designed to achieve visual compatibility with adjacent land areas and to minimize impacts on the natural environment.

B. Link neighborhoods with citywide transportation system.

Plan and design attractive, safe and efficient access and mobility for transit, vehicles, pedestrians and bicycles to link neighborhoods with community planning areas and the city as a whole.

C. Continue to incorporate land use and traffic planning into the development review process.

Traffic issues – either current or expected – should be addressed in selected land use proposals that could be of some detriment to contiguous neighborhoods and businesses. Access to new businesses through established residential neighborhoods should be

minimized when financially possible. Traffic issues should also be resolved prior to granting project approval to specific developments.

The following issues should also be addressed during the development approval process:

- ✓ Noise abatement
- ✓ Neighborhood speed limits
- ✓ Bicycle and pedestrian safety (and other health-related issues)
- ✓ Roadway beautification
- ✓ Neighborhood character
- ✓ Other quality of life issues

5. Prioritize Improvements

In order to maintain and improve the level of service of the transportation system, long-range planning will become increasingly important and new types of stable revenue sources will have to be identified.

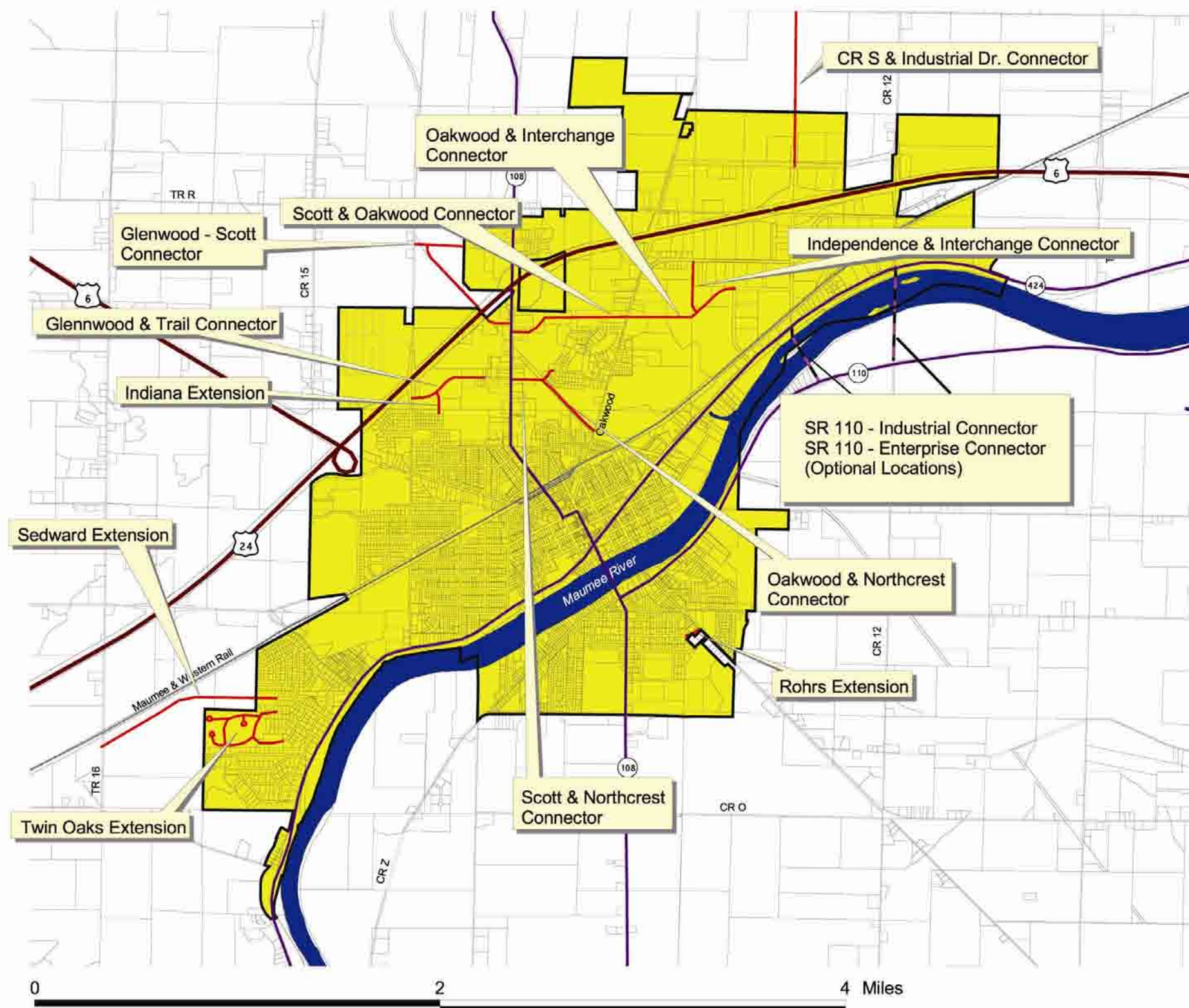
Based upon the 2001 Capital Improvement Report filed with the Ohio Public Works Commission, 54.9 miles of roadways exist within the city's limits. Sixty-nine percent of these roadways are listed in excellent or good condition, with the remaining 31% are listed in fair or poor condition.

The Capital Improvement Program (CIP) and the Transportation Improvement Areas Map should be used to identify, prioritize, and evaluate and prioritize capital needs and financing options to ensure transportation improvements are balanced with long-term mobility needs with fiscal capacity of the City of Napoleon. While priorities can change depending upon unique circumstances, usual priority

should be given to operational maintenance, handicap accessibility (ADA compliance), safety improvements, and capacity improvements that are cost-effective projects (such as signalization and light sequencing upgrades, turn lanes, and signage) and increased level of service.

6. Seek Outside Funding Sources

A variety of outside funding sources for transportation projects should be sought to help reduce the City's overall financial burden. Various Federal and State funding sources exist for the planning and construction of roadways and other transportation-related projects.



Legend

- Parcels
- US Highways
- State Highways
- Local Streets (and/or ROW)
- Rail
- Corp Limits
- SR 110 - Industrial Drive Connector
- Maumee River
- Future Transportation Improvements
- City of Napoleon



The City of Napoleon Comprehensive Plan, 2008

Transportation Improvement Areas

Source: Henry County Auditor, City of Napoleon, and Stantec



9.0 Utilities

9.1 INTRODUCTION

The utility services that the City of Napoleon 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. 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 implications. Utility improvements should also be developed in conjunction with the growth and concept areas enumerated within the Land Use Chapter of this Plan. More importantly, expenditures for capital improvements should be allocated in a planned, proactive manner supportive of the future land use scenarios developed during the planning process.

9.2 PLANNING ISSUES

The planning of utility services is a very important component in the development of proactive and planned growth. The extension and improvement of these systems, primarily water and sewer services, are often the key variables in the equation promoting new growth. Over the next decade, the city of Napoleon will have several planning issues to address when considering its utilities, including:

- ✓ Complying with the Findings and Orders imposed by the Ohio Environmental Protection Agency (OEPA)

- ✓ Looping areas of the water system to provide maximum pressure/flow
- ✓ Developing a storm water management plan
- ✓ Continuing the replacement of aged water lines. According to the 2001 Capital Improvement Report filed with the Ohio Public Works Commission, over 57% of Napoleon's 309,000 linear feet of water lines are rated in fair or poor condition. Five thousand feet are rated in critical condition.
- ✓ Ensuring the current state of utilities is sufficient enough to provide for future growth and allow for proactive development to occur.

Currently, the City of Napoleon has sufficient capacity to handle new growth of varied types, with some exceptions. Residential growth may occur over the next decade with the expansion of US 24.

However, due to current EPA restrictions placed upon the wastewater treatment plan, industrial growth may be limited until future improvements to the plant are made.

9.3 GOALS AND OBJECTIVES

Goal: Provide safe and adequate water supplies and wastewater treatment capacity throughout Napoleon and the region by:

- ✓ Minimizing infiltration into the sanitary sewer system through economically feasible methods;
- ✓ Ensuring existing water and sanitary sewer facilities can accommodate future growth of varied types;
- ✓ Utilizing the capital improvement plan to ensure the continual improvement and upgrading of facilities;

9.4 CONDITIONS AND TRENDS

A majority of Napoleon's utilities are handled through a joint effort between many separate departments. These departments are:

Engineering Department

The City of Napoleon Engineering Department provides services that are essential to the residents of Napoleon to maintain a safe, convenient lifestyle. The Engineering Department is under the leadership of the city engineer and is responsible for the department budget preparation; personnel management of three full-time and one part-time employees; planning, design, plan & plat review, and construction for the maintenance and improvements of the city's infrastructure, including streets, storm sewers, potable water system, and sanitary sewer system.

Building & Zoning Department

The City Zoning Administrator under the direction of the City Engineer provides services related to the issuance of Building permits (electrical, plumbing, mechanical), Sign permits, Zoning permits, Flood Plain improvement permits, and Water and Sewer tap permits. The Building and Zoning Department is also a public information source for the Americans with Disabilities Act (related to City facilities), Community Housing Improvement Program, Community Reinvestment Areas (CRA), City Master Plan, Planning & Economic Development, and Residential, Commercial and Industrial development. The Zoning Administrator acts as the secretary to the City Planning Commission, Board of Zoning Appeals, Board of Building Appeals, ADA Review Board, and Housing Review Board. The Zoning Administrator also acts as the

Building Inspector, Housing Officer, Nuisance Officer, Downtown Revitalization Officer, and ADA Official.

Operations Department

The City of Napoleon Operations Department performs a wide range of “public works” tasks, which vary considerably in application and scope. The Operations Department is responsible for the distribution of water, the collection of waste water, fleet and equipment maintenance, refuse and recycling pick up routes, street maintenance, snow removal, facility and building maintenance, operation and upkeep of the yard waste site, mosquito control and compliance issues dealing with the City’s underground storage tanks.

The Operations Department is currently staffed with 20 highly trained, full time employees, most of which hold one or more state licenses or accreditations. The following are brief summaries of each division of the Operations Department:

Water Distribution Department

The Water Distribution Department currently operates 308,768 feet of water mains, ranging in size from 1 to 20 inches. The pipes in the system are comprised of copper, galvanized iron, cast iron, ductile iron, asbestos cement and plastic. The pipes vary in ages from those installed in 2008 to some that are 110 years old. The distribution system includes approximately 849 valves, 614 hydrants and 3,726 service taps.

The system is maintained by five full time employees who are responsible for a variety of tasks, such as two complete flushings per year of the system, checks for high usage, pro-

read conversions, new meter installations, hydrant repairs, new hydrant installations, turn ons, turn offs, setting of new taps, water line locates, and repair of water main breaks. The distribution crew also assists in the spring and fall seasonal clean ups, snow removal, and yard waste site maintenance.

Street Department

The Street, Waste Water Collection and Construction Departments are sustained by seven employees, including the Streets/Sewer Foreman and the Construction Foreman. This crew performs tasks specific to each department, such as sewer line locates, sign maintenance, televising of sewers, crack sealing and snow removal, and is also vital in mosquito control, leaf collection and disposal, loading and hauling of mulch, operation of the yard waste site, brush grinding, and spring and fall seasonal clean up.

The Street Department currently maintains 55.9 centerline miles of improved streets, 8.57 centerline miles of state highway and 4.7 centerline miles of unimproved streets and roads. The streets are of assorted constructions and age, with most being improved.

The Street Department is also responsible for the maintenance of 242,633 feet of combined and sanitary sewers. The pipes in the system range in size from 4 inch forced mains to a 35” X 45” hand laid, brick elliptical sewer. The pipes in the system are composed of vitrified clay, brick, concrete, cast iron and plastic. The piping extends in age from newly installed to sewers being over 90 years old.

The Construction Department performs many different tasks throughout the City, such as new curb and sidewalk formation and installations, drainage maintenance, as well as catch basin repair and installation.

Refuse and Recycling Department

The Refuse Department services approximately 3,435 customers within the City. In 2007 the department collected 1,877.41 tons of refuse. The refuse and recycling routes are handled by three full time employees; with two operating the refuse route and one operating the recycling route. CCNO trustees or other Operations Department personnel, as required, assist with the recycling route. The Sanitation crew also plays a major role in the maintenance of the yard waste site, as well as helping with the seasonal clean ups.

Currently, the City’s refuse program is run under a system wherein each household is allowed one 30-gallon bag, or approved container, per week as part of their normal refuse. The Sanitation Department also provides a special pick up service for the residents of Napoleon. This service entails the pick up of refuse and materials that either do not qualify for, or are too large for the regular weekly refuse route. The cost for a special pick up is \$5.63 per cubic yard.

The Recycling Department was implemented in 1991 and continues to be a huge success. Currently the City enjoys a participation rate of approximately 61.6%. In 2007, the department collected 970.79 tons of recyclable material.

Maintenance Department

The City of Napoleon operates a two man maintenance crew that is responsible for building and equipment maintenance. The department is fully equipped for MIG, TIG, arc welding and plasma cutting. In addition to the metal working machinery, the department also has large assortment of wood working equipment required for maintenance operations. The Maintenance Department, like many of the other departments, performs a wide range of tasks; some of which include installation and removal of boat docks, City pool maintenance, start up-shut down-and maintenance of the golf course irrigation system, carpentry work, and general building maintenance for all of the City's facilities. The department also assists in snow removal and with the spring and fall seasonal clean ups.

The City's garage is a full service operation responsible for the repair and maintenance of approximately 158 vehicles and/or equipment (not including small miscellaneous items such as weed eaters and lawn mowers). The garage is staffed by two full time mechanics that work on a wide variety of items ranging from weed eaters and golf carts to snow plows, police cars and fire trucks. In addition to their normal duties, the garage staff also assists with snow removal and in the seasonal clean ups.

Other Departments

The City of Napoleon's yard waste site is located at the end of East Washington St., and is designed to accept the following items: grass clippings (to be placed in the appropriate dumpsters), limbs and brush trimmings (to be placed on the brush pile), and bagged leaves (to be placed

towards the back on the leaf pile in the fenced in area).

Residents may deposit these items at the site at no charge. Also available at the yard waste site is mulch. Residents of Napoleon and Henry County may load their own mulch with no limit and no charge. The City will load a privately owned truck, trailer, etc. for a fee of \$5.00. The City will also deliver the mulch at a cost of \$10.00 per small load (approx. 2 cubic yd) and \$15.00 per large load (approx. 6 cubic yd) for residents within the City limits. For those residents outside of the City limits, but within Henry County, the cost is \$10.00 per small load plus \$1.00 per loaded mile; \$15.00 per large load plus \$1.25 per loaded mile.

The City conducts two seasonal clean ups per year – one being the last week of April and the other being the first week of October. These are done in an effort to maintain the City's cleanliness and overall integrity and appearance. Residents, who receive normal City refuse service, may set out any and all items that are contingent with the Seasonal Clean Up Rules and Guidelines. These guidelines are released to all local media approximately two weeks in advance of the clean up. Personnel from all of the Operations Departments are utilized in the performance of the seasonal clean ups.

Water and Wastewater Services

Water Services

The original water treatment plant for the City of Napoleon was designed in 1915. It was constructed and put into operation about 1920. The plant was constructed along with and adjacent to the old power and light plant which was located at the corner of Riverview and Haley Streets. After completion of the new power plant, the

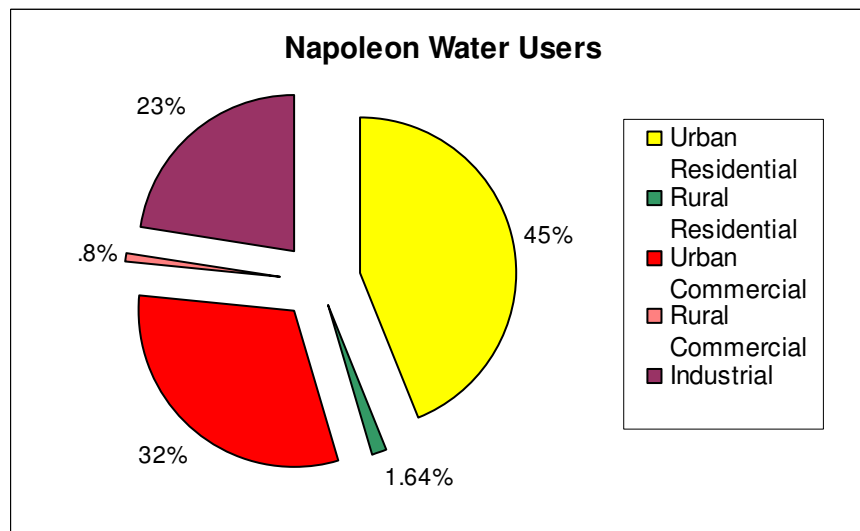
original plant was demolished to make way for extensions of the power plant. The power plant was closed in the mid 70's because of environmental issues and was finally demolished in 1998. The construction of the new water treatment plant was finished late in 1965 and after inspection and testing of the new facilities, the plant went online.

The City is currently constructing a pretreatment facility to comply with the organic carbon standards set forth by the OEPA.

Water Treatment Plant Specifications

- ✓ Rated Capacity: 4.5 MGD with provisions for future expansion.
- ✓ Raw Water Source: Maumee River using present intake facility with a capacity of 9 MGD. Wauseon Reservoir Connection providing 375 MG of additional raw water.
- ✓ Clearwell: Capacity of 1,000,000 gallons of finished water.
- ✓ Filters: 4 Rapid Sand Filters with a capacity of 1.125 MGD at 2 gal./sq.ft./min.
- ✓ Flash Mix Basins: 2 @ 2.25 MGD each – Detention time 0.9 minutes – Parallel flow.
- ✓ Flocculation Basins: 2 @ 2.25 MGD each – Detention time 58 minutes – Parallel flow.
- ✓ Settling Basins: 2 @ 2.25 MGD each – Detention time 4 hours – Parallel flow.
- ✓ Provision for Series Flow through Mixing, Flocculation and settling Basins.
- ✓ Recarbonation Basin: 1 @ 4.5 MGD – Detention time 30 minutes.
- ✓ Chemicals: Bulk storage for Lime, Soda-Ash, Alum, Carbon Dioxide. Bag storage for all others.

- ✓ Chemical Feeders: 2 Lime Slakers, 2 1500 gal. PVC Alum tanks with 2 metering pumps, 2 Soda-Ash feeders, 2 Carbon feeders, 6 Ton Carbon Dioxide System, 2 150 lb. Gas Chlorinators.
- ✓ Wash Water: 176,625 gal. Standpipe with wash water pump for filling and capacity to provide emergency wash water when the tank is out of service.
- ✓ Intake Facility: Includes 2 Traveling Water Screens, 2 Low



Service Pumps @ 4.5 MGD.

- ✓ Standby Emergency Generators: The Water Plant and Intake are equipped with generators for emergency operation of the facilities.
- ✓ Lime Sludge Lagoons: 3 Lagoons with the capacity of 500,000 gallons each.
- ✓ Washwater Basin: 50 foot diameter Basin with 300,000 gal. Capacity for three filter washes.
- ✓

Water Usage

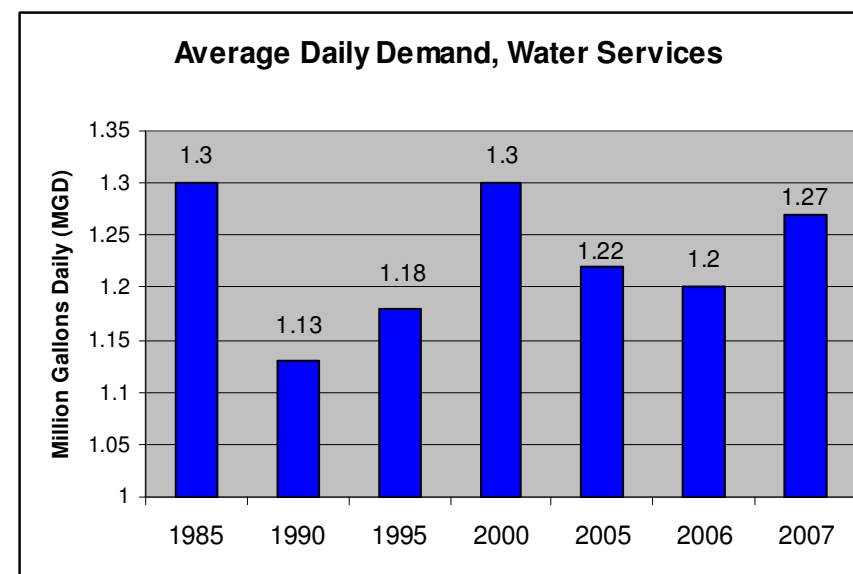
The City of Napoleon provides water services not only to its various residential, commercial, and industrial sectors, but also to the communities of Florida, Liberty Center, and Malinta on a contract

billing basis. Napoleon's water source- the Maumee River- enables the city to have sufficient water supplies during times of peak usage. Average daily demand has continued to increase slowly over time and is estimated to increase from 1.3 million gallons daily (MGD) to 1.8 MGD in 2005. Even with this expected increase in water usage, the expected 1.8 MGD in 2005 would only comprise 40% of the plant's current maximum capacity of 4.5 MGD.

Of the approximate 3,667 water users (excluding contract, bulk, and other users), urban residential customers use approximately 45% of the city's water on an annual basis. The city also provides water to roughly 70 rural residential customers, which use between 333,750 gallons per month (GPM) to 595,000 GPM, comprising only 1.64% of the city's total annual water usage.

Napoleon's base of industrial water users (approximately 26 users) account for roughly 23% of the total annual water usage (industrial water usage is highest during the fall months).

Napoleon provides water to both commercial enterprises both in and



out of the municipal boundaries. The estimated 411 urban commercial users each utilized 578-824 GPD, on average, and account for approximately 32% of Napoleon's total water usage. Rural commercial users account for approximately .8% of total water usage per year.

The City of Napoleon also sells bulk water to four of Henry County's villages: Florida, Liberty Center, Malinta, and Okolona, and the unincorporated area of Grelton. The amounts, listed in gallons per month (GPM) are noted as follows:

Village	Low	High
Florida	1,033,500 GPM	1,637,250 GPM
Liberty Center	2,220,000 GPM	3,775,500 GPM
Malinta	768,000 GPM	1,946,250 GPM

Condition of Water Facilities

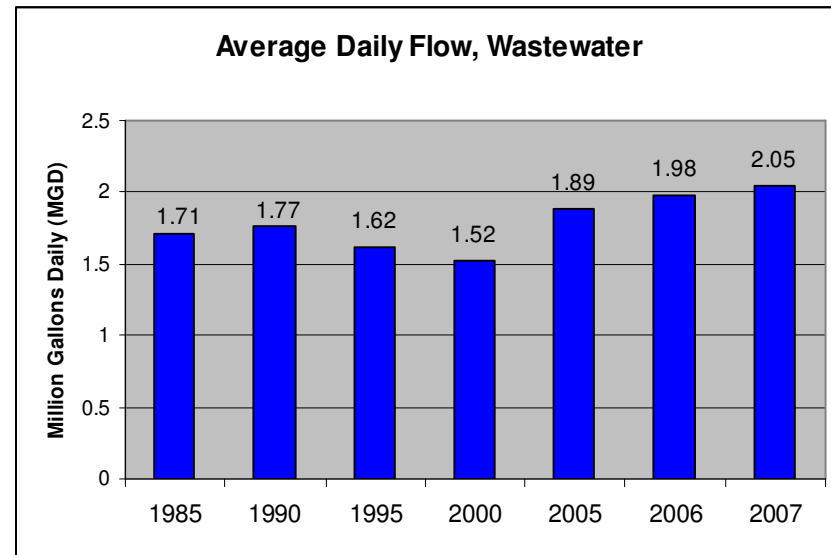
Based upon the Capital Improvement Report filed with the Ohio Public Works Commission, 176,500 linear feet of water lines, or 57%, are rated in fair or poor condition. Four out of five of the City's water supply facilities are rated in good condition, with the remaining facility rated as excellent.

Wastewater Treatment

Wastewater generated in Napoleon is collected by a combined collection system on the West and south sides of town and a separated system in the North, Central, and West sides of town. The wastewater is transported into the treatment plant through a 35-inch by 45-inch brick combined sewer and a 10-inch force main under the river from the Palmer Ditch Pump Station.

The Napoleon Wastewater Plant is a trickling filter plant that includes

phosphorus and grit removal facilities, primary sedimentation, nitrification, reaeration basin, final settling, chlorination, dechlorination and sludge disposal. The sludge disposal equipment consists of two primary digesters, two secondary digesters, sludge



beds and a 258,000-gallon sludge lagoon. Digested sludge is land applied for use as a soil conditioner.

The original plant was constructed in 1958 and was basically half the size of the current plant, which was completed in 1982. The 1982 plant expansion updated plant equipment and doubled the plants capacity with the addition of a new barminutor, one primary tank, a new chlorination tank with building, and a new primary and secondary digester.

In order to meet new NPDES permit requirements, a \$3.8 million expansion and rehabilitation project was started in the summer of 1997 and finished in November of 1998. The project increased the hydraulic capacity of the plant from 6.0 MGD to 7.5MGD to provide more capacity for wet weather flows.

The rehabilitated plant also provides for ammonia removal and dechlorination of plant effluent. The project also included the replacement of mechanical screens with two new traveling screens; the replacement of sludge collection equipment in the two existing primary tanks; and the addition of a third final settling tank and sludge pump, reaeration tanks and a blower building. Facilities for feeding chlorine gas, alum and sodium bisulfate in the process stream were also added. In 2004, Napoleon added a sludge treatment facility building which consists of 21.5 meter belt filter presses and 90' x 186' sledge storage area.

Condition of Wastewater Facilities

Based upon the Capital Improvement Report filed with the Ohio Public Works Commission, the city has 194,000 linear feet of wastewater lines. Approximately 37.8% of these lines are rated in excellent or good condition.



The remaining 62.2% of 194,000 linear feet are rated in fair or poor condition. Of the 8 existing wastewater pump stations, six are rated excellent or good condition, with the remaining two rated in fair or poor condition. Napoleon's stormwater collection system consists of 89,000 linear feet of stormwater lines, of which 58.4% are rated in fair or poor condition. The remaining 37,000 linear feet are rated by the Engineer's office to be in excellent or good condition.

9.5 STRATEGIES AND RECOMMENDATIONS

1. Improve Wastewater Treatment and Disposal

It is the desire of the City of Napoleon, especially in light of current EPA restrictions, to focus on improving clean water standards and continuing methods to address the City's inflow/infiltration problems. By bringing the sewer system into compliance and aggressively eliminating excessive I/I (inflow/infiltration), the City of Napoleon will be placed in a better position to facilitate expanded growth and development in the future. Currently, Napoleon is limited with the types of growth it can support, as it has to "bank" sewer credits so that it can apply them to accommodate new growth. With the credits the city currently banks only residential and limited commercial and industrial growth can occur.

2. Encourage Water Conservation

The City of Napoleon 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 of conserving 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 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

3. Continuing the Long Term Replacement of Water and Sewer Lines

The City of Napoleon should continue to replace aged water and sewer lines throughout the City. The City should consider developing a plan to schedule improvements and line replacements. The Capital Improvement Plan should also be used to develop the appropriate timing and financing method(s) available to facilitate the improvements. In 2005, the City is passed legislation that would increase sewer rates 18% from the previous year effective for the years 2006, 2007, and 2008. The additional revenue collected from the new rates will help the city make the necessary improvements to the sanitary and storm water infrastructure. To ensure these improvements are continued over time, it is beneficial that these rates be updated (if necessary) to provide for the continued infrastructure improvements.

4. Promote the Construction of Water and Sewer Infrastructure in Growth Areas

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.

5. Make the Sewer System OEPA Compliant

Because of the high percentage of combined sewer mains located throughout Napoleon – and most predominately in the Downtown Area – a great deal of infiltration occurs during periods of intense rainfall. To comply with the National Pollutant Discharge Elimination System (NPDES) Permit Limits, the City of Napoleon must take additional measures to limit I/I.

6. Continue to Improve Stormwater Management

By improving stormwater drainage facilities through the implementation of the recently-developed stormwater management plan and stormwater utility charge. Currently, over 58.4% of the existing stormwater lines are rated in fair to poor condition. To help improve the stormwater infrastructure, the city adopted additional charges as part of the sanitary sewer fees. There is a \$9.50 charge (in place of the previous \$5 sanitary only charge) for all residential properties. After that, there is a tiered billing system. The tiers are based on the ERU's (Equivalent Residential Units) for each commercial/industrial property. The current tiers are as follows:

ERU	Charge
1-2.99	\$9.50
3-8.99	\$20.00
9-16.99	\$48.00
17-26.99	\$90.00
27-47.99	\$134.00
48-89.99	\$248.00
90 & Above	\$330.00

This is a monthly fee. ERU's are calculated by taking the total area of impermeable surface divided by 3,009 s.f.³² The stormwater utility rates should be revisited in the future to ensure that fees levied are generally-aligned with the costs affiliated with improving the stormwater infrastructure.

7. Pursue Alternative Funding Sources

Napoleon should continue to pursue all available funding sources, such as the 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 (please see water and sewer funding sources table on following page). 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.

³² 3,009 s.f. was the average area of impermeable surface taken from a random sampling of 100 residential properties throughout the City.



Program/Lead Agency	Grants	Loans	Water/ Wastewater	Criteria	Limits	Terms
Planning Loans Ohio Water Development Authority (614) 466-5822		X	Both	Apply anytime. Loan approval made a monthly meetings	None	Market rate of interest. Maximum 5-year payback.
Village capital Improvement Fund (Planning and Design) Ohio EPA, Division of Environmental and Financial Assistance (614) 644-2832		X	Both	Apply anytime. Loans made quarterly. For sewer projects, villages must have a population of 5,000 or less and have a median household income (MHI) of \$25,375 or less. For water projects, a village must have a MHI of \$40,000 or less	\$25,000 for planning \$50,000 for: -design -sewer system evaluation -detailed engineering -feasibility study	Interest free in first 5 years. Advances are repaid upon financing for the construction of the project or in 10 equal annual payments if the project fails to reach construction.
Water Pollution Control Loan Fund Ohio EPA, Division of Environmental and Financial Assistance (614) 644-2832		X	Wastewater	Apply anytime. Projects are funded based upon readiness to proceed and priority. Loans made at monthly OWDA meetings.		Standard rate is based on Bond Buyers 20 GO Bond Index Rate, reduced by 125 points; short term up to 5 years.
Construction Loans						
OWDA Revolving Loan (Contact listed above)		X	Both	Apply anytime. Loan approval made a monthly meetings	\$75,000,00	Market rate of interest. 5-25 tears of payback.
OEPA. OWDA Low Interest Drinking Water Loan (Contact listed above)		X	Water	Application deadline is Oct.1. Must demonstrated that project is needed to comply with Safe Drinking Water Act/Clean Water Act or to alleviate public health/pollution problems; is cost effective; is not for substantial expansion or development; meets economic hardship criteria.	2% financing is limited by community's needs as determined by economic review.	2% interest rate; maximum 25 year payback.
Ohio Public Works Commission (614) 644-1823	X	X	Both	Apply once yearly. Application must be selected by the local District Integrating Committee for submission to the OPWC; gov. entities with a pop. Of 5,000 or less may have a second opportunity to be considered.	Up to 90% grant for repair or replacement projects; up to 50% grant for new or expanded infrastructure.)% and 3% interest rates; 20 year term.

Water Pollution Control Loan Fund (WPCLF) Ohio EPA, Division of Environmental and Financial Assistance (Contact listed above)		X	Wastewater	Apply anytime. Projects are funded based upon readiness to proceed and priority. Loans made at monthly OWDA meetings. Facilities and detailed plans must be approved before loans are made.	Approx. \$20 million	Long term (up to 20 years).
Water and Waste Disposal Loans and Grants						
Rural Economic and Community Development Services USDA (614) 469-5400	X	X	Both	Apply anytime. Public bodies and not for profits are eligible. Projects must be located in unincorporated areas or incorporated communities with populations less than 10,000. Applicant must be unable to finance project through conventional services.	No maximum dollar amount. Loan and grant to be determined by applicant need, repayment ability, and median household income	Maximum of 40 years. Interest rates range from 4.5% to market rate of tax exempt bonds, depending upon median household income in the project area.
Water and Sewer Rotary Fund Ohio Water and Sewer Commission (614) 466-5863		X	Water and sewer lines only	Apply anytime. Assessment project; agricultural lands; should be related to job creation or retention; and/or pollution abatement.	None, but usually less than \$2 million.	Interest free loans only; indefinite 20 year repayment term.

Source: Ohio Municipal League Economic Development Guide



10.0 Plan Implementation

10.1 INTRODUCTION

The greatest challenge to implementing a Comprehensive Plan occurs when conditions change that existed when the plan was prepared. However, one of the few certainties in developing and using a Comprehensive Plan is that new situations will arise that were not anticipated when the plan was adopted. These may be due to shifts in economic markets, changes in desired community services, or new opportunities that arise. Whatever the reason, the Comprehensive Plan must remain a useful tool in helping the community work toward the goals and objectives it outlines.

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 Napoleon's public 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 and a formal plan.

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.

10.2 GOAL AND OBJECTIVES

Goal: To develop a monitoring system that provides for periodic monitoring, revision, and updating of the Comprehensive Plan by:

Developing measures to solicit continual public involvement and to ensure consistency between public policy decisions and the Plan, and amending the Plan when appropriate;
Planning periodic meetings with City officials, boards, and residents to ensure Plan recommendations are being implemented consistently, and discuss other Plan related or public issues; and,
Developing a communicational link between officials and residents.

10.3 STRATEGIES AND RECOMMENDATIONS

This Plan provides public and private officials with a blueprint to encourage and manage growth- when and if it should ever occur (see Table: Plan Implementation by Objective and Responsible Party). 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 be used during the following situations:

Planning and Zoning Affairs

Land Use and Housing goals and objectives will be affairs primarily delegated to planning and zoning boards. After public approval and adoption, all planning and zoning decisions should be made in

accordance with the comprehensive plan (as well as in accordance with other adopted regulations and ordinances). Rezoning, subdivision plats, variances, etc., should be reviewed and modified based upon their conformity with this Plan and on their specific impact upon the public and the Plan's goals and objectives.

Capital Improvement Projects

This Plan assists in highlighting areas that were identified throughout the planning process as those most preferred or suitable for future development. Whether it is the extension of water or sewerage facilities, the resurfacing of roads, the restructuring of bridges, or any other improvement, it should be done in accordance with the Plan's goals and objectives, especially in specific areas like Land Use.

Economic Development

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 it's 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 (if and where applicable)- should be implemented to help private developers facilitate this growth.

Intergovernmental Relations

The continued amiable relationship between Napoleon and Henry County must occur for this Plan to be properly implemented and for balanced growth to occur in a manner suitable to both parties. It is

recommended that the Plan be used to develop a stance on joint issues and programs, and also be utilized to move forward on programs and initiatives in which both the city and county could mutually benefit from.

Updating the Comprehensive Plan

Because of the ongoing nature of community development, this Plan is not a static document, but one in constant need of revision and review. It is recommended that the Plan, and sections therein, be updated or reviewed in the following manner:

Annual Review

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. A discussion and analysis should identify the Plan's beneficial impacts to the community, and recognize any circumstances where the Plan failed to assist public and private officials in facilitating Plan goals and objectives. Revisions based upon these discussions should occur as needed.

Critical Review

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, new industrial growth, the extension of water and sewer services, increased water and sewer capacity, rezonings, new state legislation

affecting planning and zoning authority, and transportation related projects to name a few.

New Data Development

The Comprehensive Plan should be amended or updated if and when new data, like the 2010 Census or other demographic, population, and economic data, provides new insight important to existing city policies. This data plays a vital role in the development of any comprehensive plan and the public policy decisions that derive from it. For public and private officials to make rational and informed decisions, it is necessary that they utilize current information when making these decisions.

Policy And Project Implementation

The recommendations in the Comprehensive Plan include detailed and specific actions, directives that need more consideration and research, and adjustments to existing activities. This means that some recommendations can be implemented immediately, while others need to be subjected to further scrutiny by public officials and residents. Some recommendations are focused around a one-time action, while others represent ongoing efforts. All Plan objectives are assigned to a public or private body for further consideration and possible implementation. Please see Table: Plan Implementation



SECTION	OBJECTIVE	City Council	Planning Commission	Parks And Recreation Dept.	Engineering Dept.	Operations Dept. & Utilities	CIC & Chamber of Commerce	School Board	Contiguous Townships	Other
Community Services and Facilities										
Learning Services	Encourage partnerships between the City of Napoleon, Napoleon City Schools, and the Napoleon Public Library	X						X		Library
Parks And Recreation	Maintain the level of existing programs, while developing new programs and facilities where applicable	X		X				X		Park board, Local schools
Parks And Recreation	Promote easy access to recreational facilities and services through a policy of selective placement and continued expansion of parking facilities	X		X						
Parks And Recreation	Encourage the use of recreation programs by heightened awareness and the benefits of exercise			X						Park board, local schools
Parks And Recreation	Continue to promote and develop recreational opportunities without increasing the levy or implementing user fees	X		X						Park board, local schools
Parks And Recreation	Ensure the level of recreational services and opportunities increases proportionately with need or population	X		X						Park board, local schools
Parks And Recreation	Utilize federal and state grant sources, if possible, to best maximize fiscal resources			X						Grant Writer
Safety Services	Promote community and neighborhood policing programs	X								Police Dept.
Safety Services	Ensure the effectiveness of police, fire, and EMS through the proper placement of substations, if and when necessary	X								Police/Fire Dept.
Safety Services	Maximize funding resources by utilizing existing federal and state grant programs									Police/Fire Dept. Grant Writer
Safety Services	Maintain the existing level of services during times of economic and residential growth	X								Police/Fire Dept.
Other Services	Promote the City of Napoleon as a full-service community for seniors and retirees						X			Council on Aging
Other Services	Facilitate the promotion of day care services and providers	X	X				X	X		Day care providers

SECTION	OBJECTIVE	City Council	Planning Commission	Parks And Recreation Dept.	Engineering Dept.	Operations Dept. & Utilities	CIC & Chamber of Commerce	School Board	Contiguous Townships	Other
Economic Development	Nurture the City's existing base of businesses and industries	X	X				X			
Economic Development	Promote and market the strengths of Napoleon and Henry County's economic climate		X				X			
Economic Development	Define desirable types of non-residential development	X	X				X			Business Round Table
Economic Development	Delineate areas in and near Napoleon suitable for non-residential development	X	X				X			
Economic Development	Promote the maintenance and continual improvement of Napoleon's Downtown Business District	X	X				X			Business Round Table
Economic Development	Utilize federal and state incentives to facilitate healthy economic development		X				X			
Economic Development	Educate existing employers on financial and tax incentives available for business expansion and improvements						X			
Economic Development	Encourage small business development and supporting entrepreneurial activities	X	X				X			Business Round Table
Economic Development	Developing sound relationships and open communication channels between the Napoleon-Henry County Chamber of Commerce, Henry County Community Improvement Corporation, private and public officials, and residents	X	X				X			Business Round Table
Housing	Pursue the feasibility of establishing policies, incentives, and programs that promote the availability of a wide range of housing types, densities, and costs, both within existing neighborhoods and new developments	X	X							NW Ohio CAC
Housing	Maintain and enhance building and development standards		X							
Housing	Encourage the revitalization of existing homes and neighborhoods	X	X		X					

SECTION	OBJECTIVE	City Council	Planning Commission	Parks And Recreation Dept.	Engineering Dept.	Operations Dept. & Utilities	CIC & Chamber of Commerce	School Board	Contiguous Townships	Other
Housing	Encourage the “buffering” of residential land uses from industrial and other incompatible land uses	X	X							
Housing	Promote the restoration of historic homes or homes with unique historic or aesthetic worth	X	X							Historical Society
Housing	Build a rapport with local and area developers and real estate officials		X				X			
Housing	Provide the resources necessary to enhance building and housing standards	X	X							
Land Use	Cluster new land uses near or contiguous to similar land uses in situations where mixed uses are not feasible		X		X		X		X	
Land Use	Minimize incompatible land use through proper zoning		X							
Land Use	Concentrate development patterns to minimize sprawl		X						X	
Land Use	Modify zoning to comply with the future land use plan		X							
Land Use	Identify land areas of special natural significance within or contiguous to Napoleon and pursue the feasibility of retaining these areas as open space, nature preserves, or recreational areas		X	X						
Land Use	Utilize mixed-use development principles near areas with better traffic flow				X	X				
Land Use	Developing mechanisms that contain strip commercial developments within designated areas, while utilizing a variety of design techniques to buffer new residential development from these land uses		X		X					
Land Use	Encourage development in areas best suited to accommodate various land uses through the extension of utilities and infrastructure	X	X		X	X	X			

SECTION	OBJECTIVE	City Council	Planning Commission	Parks And Recreation Dept.	Engineering Dept.	Operations Dept. & Utilities	CIC & Chamber of Commerce	School Board	Contiguous Townships	Other
Land Use	Utilize various methods, incentives, and programs to beautify Napoleon’s neighborhoods, commercial corridors, downtown, and overall image		X		X					
Natural Resources	Pursue methods that minimize the adverse impacts that future development may have on wetlands, floodplains, prime soils, and other significant natural resource areas		X		X				X	NRCS, ODNR, Soil and Water Cons. District
Natural Resources	Prioritize those natural resource areas to be preserved or buffered from future development	X	X	X					X	NRCS, ODNR, Soil and Water Cons. District
Natural Resources	Periodically reviewing the environmental considerations map contained within this Plan.		X	X						NRCS, ODNR, Soil and Water Cons. District
Transportation	Improve the quality and availability of collector streets;		X		X	X				ODOT
Transportation	Study the existing traffic flows and patterns, and developing mechanisms to alleviate traffic concerns in problematic areas				X					ODOT, County Engineer, Safety Services Dept
Transportation	Pursue the feasibility of requiring traffic impact studies for selective land use developments and projects		X		X		X			ODOT, County Engineer
Transportation	Encourage pedestrian mobility through the development of bicycle and walking networks, enhancement of existing trails, or other options	X	X	X	X					County Engineer
Transportation	Promote traffic calming mechanisms within existing and future neighborhoods to promote safety and heighten housing property values and overall neighborhood attractiveness	X	X		X					Safety Services, Neighborhood Groups

SECTION	OBJECTIVE	City Council	Planning Commission	Parks And Recreation Dept.	Engineering Dept.	Operations Dept. & Utilities	CIC & Chamber of Commerce	School Board	Contiguous Townships	Other
Transportation	Develop additional studies that focus on the US 24 “Fort to Port” improvement project and its impacts on Napoleon’s existing transportation networks and the economic development arena	X	X		X		X			
Utilities	Minimize infiltration into the sanitary sewer system through economically feasible methods				X	X				Area businesses
Utilities	Ensure existing water and sanitary sewer facilities can accommodate future growth of varied types	X			X	X	X			
Utilities	Utilize the capital improvement plan to ensure the continual improvement of facilities	X			X					
Plan Implementation	Develop measures to solicit continual public involvement concerning the comprehensive plan	X	X							City Manager
Plan Implementation	Plan periodic meetings with city officials, department heads, and other parties to ensure Plan successfulness		X							City Manager
Plan Implementation	Develop a communicational link between city, township, and other public officials, and residents/businesses		X				X			City Manager, Business Roundtable