

City of  
Napoleon

# MASTER PLAN

September 2019



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**Acknowledgements**

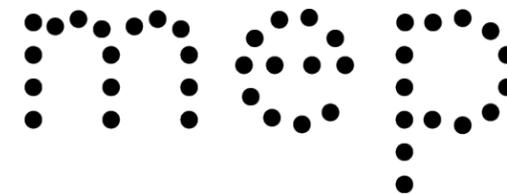
The 2019 City of Napoleon Master Plan was developed under the guidance of department heads, stakeholders and elected officials comprised of the following individuals:

Elected Officials	Council Member
Jason P. Maassel	Mayor of the City of Napoleon
Daniel Baer	Councilperson – Chairperson of the Safety & Human Resources
Joseph Bialorucki	Council President – Chairperson of the Finance & Budget Committee
Jeffrey Comadoll	Councilperson – Chairperson of the Water/Sewer Committee
Ken Haase	Councilperson – Chairperson of the Technology & Communication Committee
Jeff Mires	Councilperson – Chairperson of the Parks and Recreation Committee
Travis Sheaffer	Councilperson – Chairperson of the Electric Committee
Lori Siclair	Councilperson – Chairperson of the Municipal Properties, Building, Land Use and Economic Development Committee

Department Personnel	Department/Agency
Joel Mazur	City Manager
Kent Seemann	Finance Director
Billy D. Harmon	Law Director
Chad Lulfs, PE, PS	Public Works & Engineering Department
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Clayton O'Brien	Fire & Rescue Department Chief
Tony Cotter	Parks & Recreation Department
Dr. Steve Fogo	Napoleon Area School District
Betsy Eggers	Napoleon Public Library
Mary Hoeffel	Napoleon Alive, Inc.

This document was also prepared with the information gathered from numerous public and private organizations.

Consulting Team





## Executive Summary

“I believe the City of Napoleon needs to decide if we want to continue to lose residents to other areas in NW Ohio or whether we need to work with developers to give them breaks in building costs in the beginning and be more accommodating before Napoleon turns into another “dying” community.

Napoleon could be a great bedroom community to the Waterville/Perrysburg/Whitehouse areas, but have no housing, decent restaurants or shopping.

~Survey Respondent

## Executive Summary

This Master Plan is the City of Napoleon’s (the City) official document that outlines a plan of action to implement strategies in several areas such as land use, riverfront and economic development, connectivity, neighborhood revitalization and quality of life. It integrates the ideas presented by over 600 residents that participated in this effort.

The Plan has several roles in shaping the community’s quality of life, by acting as:

- ➔ A reference guide used by City officials, department heads, residents, and local and national investors to coordinate efforts to improve the City’s physical and social environments
- ➔ A scorecard of community progress

This Plan update was developed by reviewing the City’s past two plans (2002 and 2009) for continued relevance, and overlaying them on top of a fresh public outreach component, best practices, and current demographic and economic realities. It was forged over a 9-month period that was guided by residents, City officials and stakeholders.

The Plan will be used to build coordinated efforts to complete major initiatives and tasks, and used by City officials to evaluate development proposals, land use / zoning changes, create and enhance programs, and to make capital improvement decisions.

### Plan Themes and Initiatives

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



#### Improve the Riverfront

As one of the prime assets of Henry County, the river traverses the community’s downtown with uninspiring human connection, and remains vastly underutilized.

The closure of Central Elementary School and the potential adaptive reuse of selected properties could provide an opportunity to stimulate linkages and land uses that are socially and economically profitable.

The recent improvements in the downtown such as the sidewalks and outdoor dining and refreshment areas, along with private sector investments have helped to bring refreshing improvements to both the downtown and riverfront. Based on this planning process, it was realized that much more is desired and needed.

This Plan supports all types of improvements to connect residents to the riverfront. But it is absolutely important that these efforts are coordinated and planned to make the most impact. A grand opportunity exists for a revitalized riverfront area bounded by Perry, West Main, Avon, and Front Street anchored in and around the former elementary school and potential Napoleon Civic Center project.



#### Advancing Growth Opportunities

There is an increasing trend of people working in Henry County and living elsewhere, taking their earnings and spending power outside of the county. According to an economic development report completed in 2015 for the Henry County Community Improvement Corporation (CIC), residents from the 43545 zip code spent approximately \$56,505,787 outside of the

community. To help offset this trend, City officials are desirous of working to unlock new areas of Napoleon for growth opportunities.

According to current demographic trends, the City’s population is aging, yet there are limited newer housing opportunities for seniors. The future of tomorrow’s workforce is dependent upon young professionals, yet the City’s housing market offers few updated housing opportunities for this particular group. Efforts are underway, however, by local and regional developers to help meet these needs.

Many promising areas designated for residential, commercial, or mixed uses are located west of Scott Street and in Northpoint Business Park along US 24. The potential construction of a new river bridge could link Napoleon's two separate industrial areas into one large industrial region opening the door for future development. Joining the industrial area south of the river, which includes the Campbell Soup Plant, to the industrial area north of the river, including the US 24 highway artery, is vital to attract and foster future economic prosperity and development for Henry County.



#### Promote Mixed Land Uses

The City has a notable footprint of land that does not generate property taxes or produces less than average property taxes for its land use type. It is important that City officials take the necessary steps to promote land uses that generate an improved rate of return. To ensure that future tax revenues remain sufficient, the Master Plan recommends adaptive reuse and tactical densification where feasible along the riverfront, in the downtown, and along Scott Street.



Neighborhood Revitalization

City residents have a desire to see their neighborhoods receive additional code enforcement attention to abate property maintenance and nuisance issues. To improve this situation, City officials could pursue the adoption of ordinances that require vacant and/or rental properties to be registered and inspected. Additionally, City officials may want to allocate additional resources to enforce existing property maintenance codes to minimize high grass and junked and abandoned vehicle complaints. Using these tools in unison with the newly formed Henry County Land Bank could be particularly useful.



Continued Infrastructure Improvements

Like most communities incorporated for almost a century, certain elements of the City’s infrastructure are in need of replacement and repair. This would include the dedicating of resources in improving the water and sewer systems to meet Ohio Environmental Protection Agency (EPA) mandates, and systematically improving miles of roads and thousands of linear feet of water, sanitary, and storm sewer lines. All of these activities are increasingly more expensive to repair, all while the City’s resources are tightening.

According to the community survey, one of the most important items on the minds of residents is the continual improvement of City roads and the cost of utilities. City officials should take a coordinated and planned approach to advance a community dialogue on the most effective strategy to improve its infrastructure, either by an income tax increase, temporary levy or by special assessments.

As the City continues to age, City officials will possibly be faced with performing a “return on investment” (ROI) analysis on which areas of the community should be improved. This is a possibility in the future, especially if the community experiences a population loss in the upcoming Census.



Refined Park and Recreational Opportunities

Residents indicated in the community survey a desire for additional land uses for parks and community spaces and for more recreational amenities like an improved community pool facility/splash park and additional active recreational opportunities like a YMCA.

An initiative to build a new aquatic facility was spearheaded by a newly formed pool commission. This commission worked with City staff to develop preliminary plans for a new swimming pool facility and attached golf course clubhouse. The voters approved the property tax bond issue in May 2019 and the estimated \$3.5 million dollar facility is planned for construction beginning in 2020 with completion scheduled for 2021.



Promote Pedestrian Connectivity

To some residents, the key to improving the quality of life is though the improvement of “movement” infrastructure like bike and walking paths / trails. While the City has a codified policy that requires all developments to have sidewalks, some areas of the community still remain disconnected or in need of sidewalk repairs. Connectivity can be improved by repairing existing sidewalks, reducing existing sidewalk gaps, utilizing other multi-use path systems, and by simply providing more bike racks in key areas.

The City should look to develop a pedestrian master plan to help further this activity and to connect the community to key areas like the downtown, schools, riverfront and Scott Street. City officials should pursue the potential to using the abandoned rail right-of-way that connects Scott Street to the Maumee River and to also improve and expand the existing riverfront trail.



Improved Community Planning Resources

There’s a general consensus that many areas of the community are in need of a facelift, whether it be the riverfront, the downtown, Scott Street, or certain neighborhoods. For these issues to be addressed properly, additional resources will be needed to make the planning and zoning department more proactive.

Tools like the already existing Community Reinvestment Area (CRA) program and the Ohio Development Services Agency’s (ODSA) competitive grant programs could be used to encourage these efforts.



Improved Wayfinding and Branding

City of Napoleon is replete with amenities that are unique, and unlocking these assets this way could assist in connecting the community to its true value in the region. City officials should work to introduce residents and its visitors to the unique assets through a series of wayfinding and gateway elements.



# Public Participation

“Thank you for asking residents’ opinions!! It’s wonderful to be heard! Blessings as you go about the task of long term planning for our wonderful community.”

~Survey Respondent

## Public Participation

The City’s Master Plan Update was developed through an intensive public process that consisted of four primary elements: project meetings guided by the public works director, stakeholder interviews, community forums, and a year-long interactive community survey.

### Department / Staff Meetings

Numerous meetings were held at the direction of City staff to help frame the Plan’s development. Information and action items generated from these meetings helped to guide the engagement and data collection process.

### Stakeholder Interviews

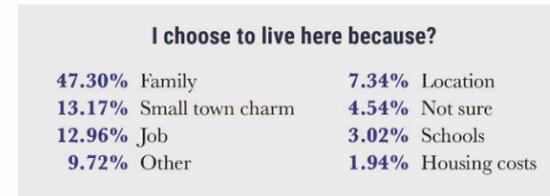
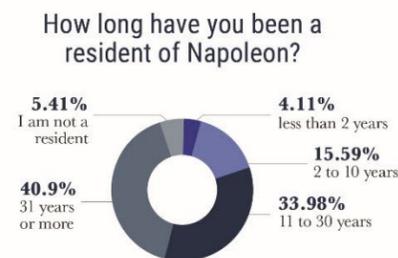
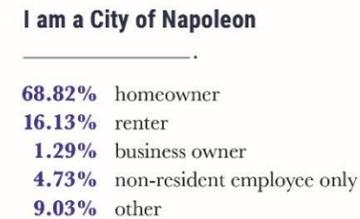
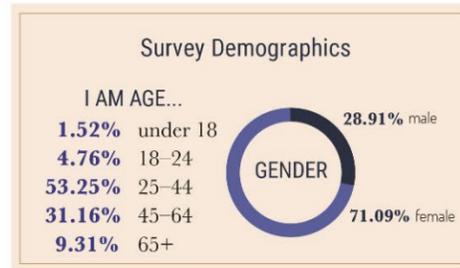
The Plan was developed under the guidance and advice of department heads, elected officials, and key planning and economic development officials. They were active during the process by informing their peers of the survey and events that were scheduled for public participation.

### Community Survey

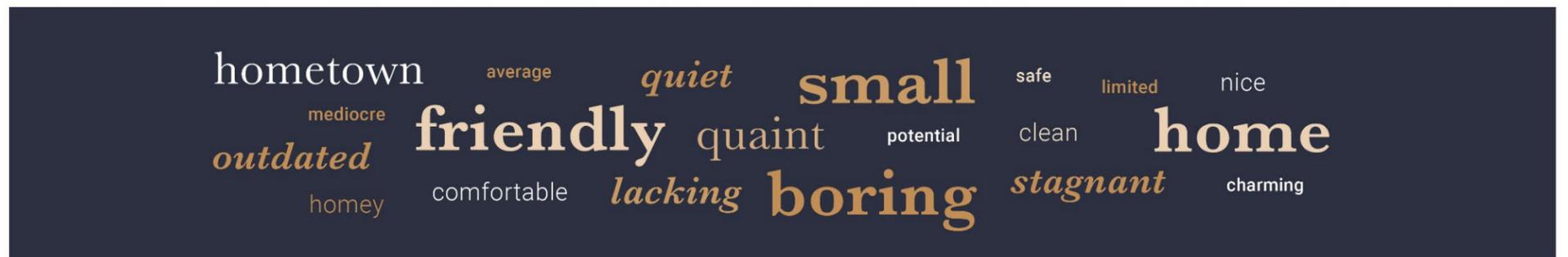
A 17-question community-wide survey was deployed during the planning process. The community surveys were made available online and in hard-copy beginning June 2018 and remained open through April 2019. Over 600 residents completed the surveys. Results from this survey, along with the survey completed in 2016 by the National Research Center, helped to frame many of the recommendations framed in this plan.

The following infographics provide a detailed outline of the results.

## City of NAPOLEON Master Plan Survey



Heartland values,  
flowing opportunities



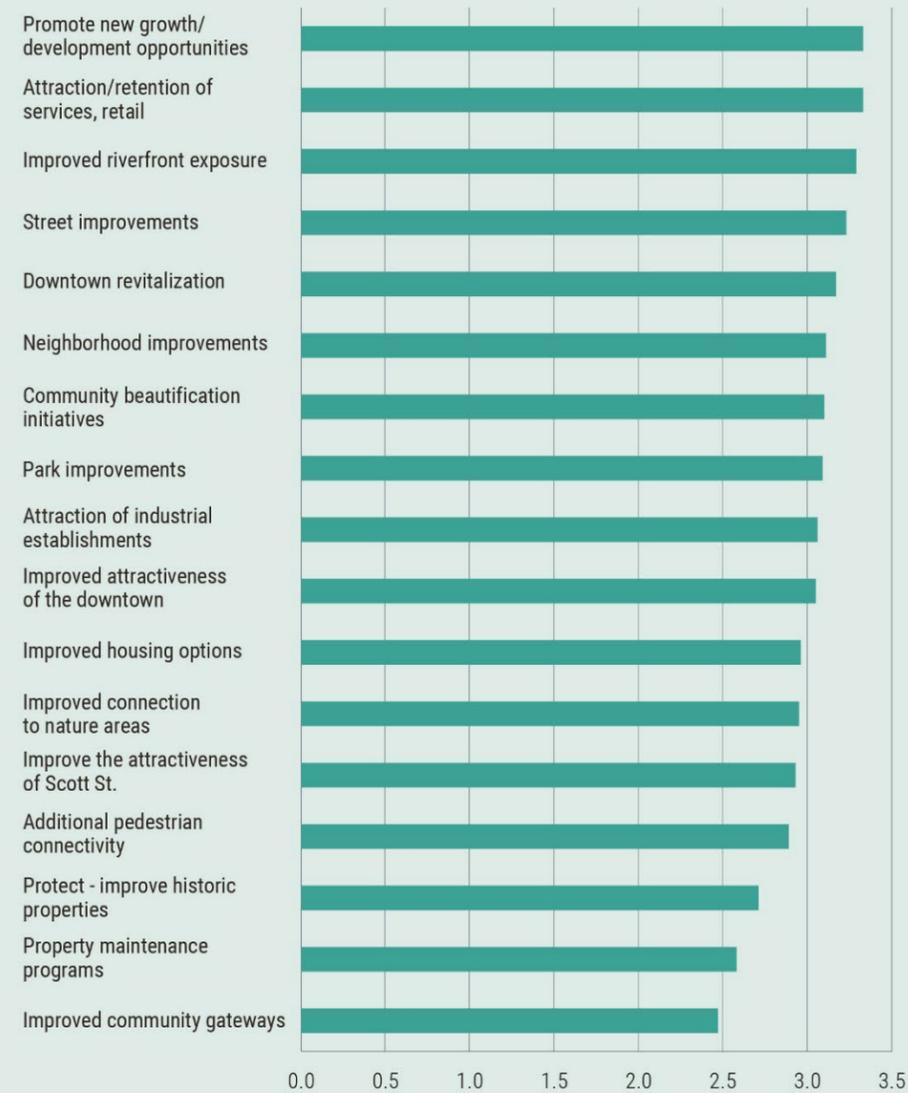
# City of NAPOLEON

## Master Plan Survey

### Future Needs & Improvements

#### Rate your support for the following activities

(1= No Priority 4= High Priority)



If you could improve one area of the community, where would it be?



If you could make one improvement to the downtown, what would it be?



What other businesses or community programs/services are needed in Napoleon?



What land uses would you like to see expanded in the community?

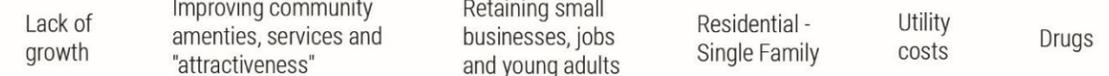
Closer to 1 means in favor of that land use type.



Please list any specific transportation issues or roadway intersections/sections that are problematic?

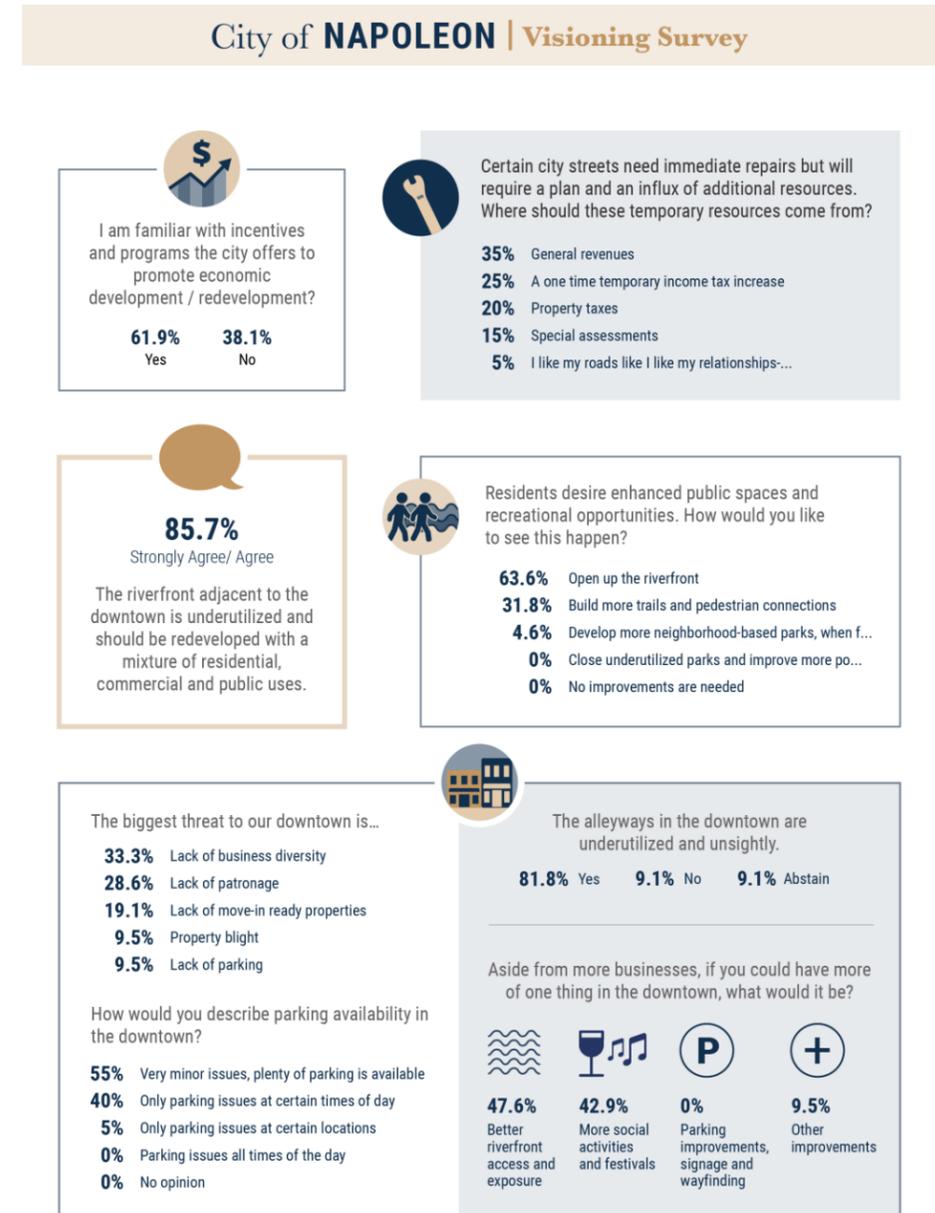
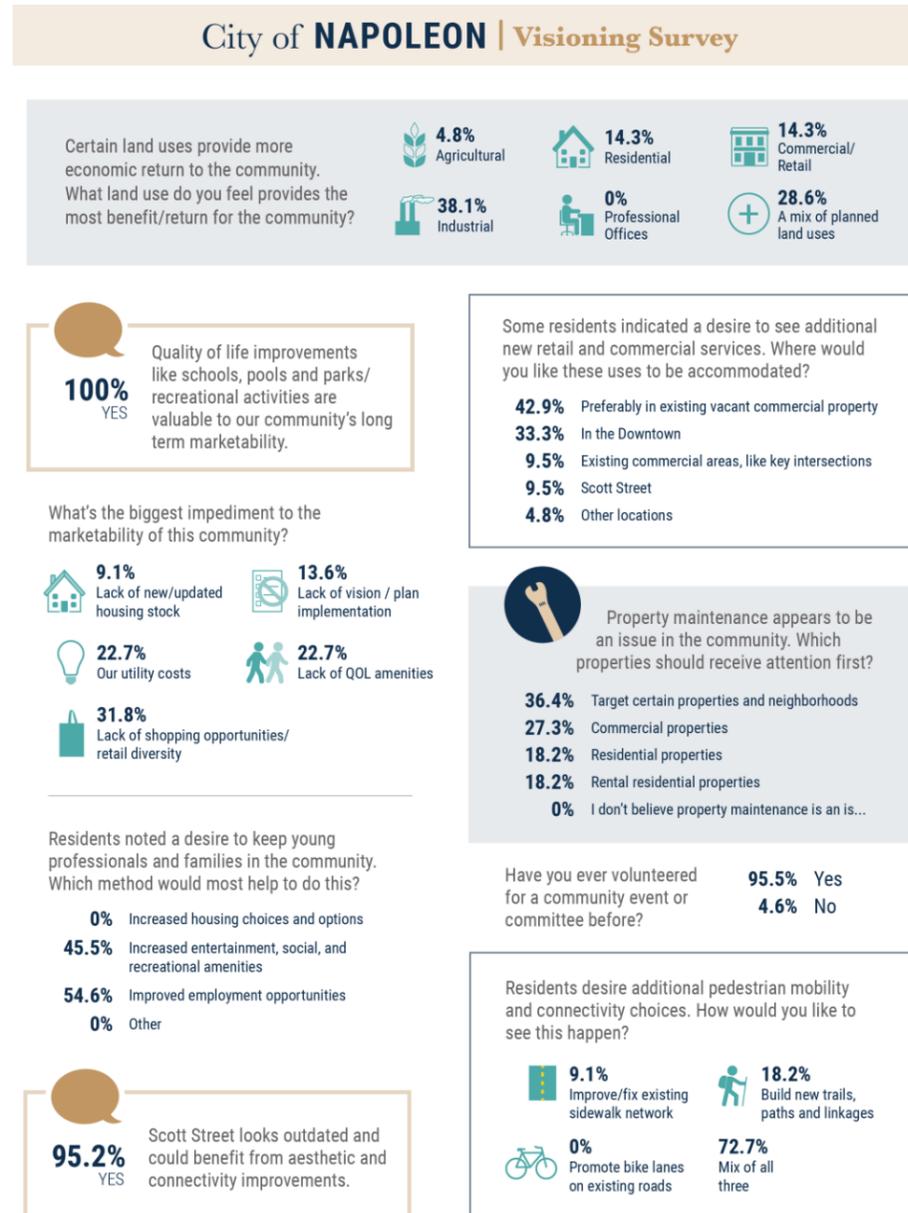


What is your biggest concern about the future of this community?



Community Forum

The community forum held on January 17, 2019 at Oberhaus Park provided residents and community stakeholders with an overview of the planning process, a snapshot of the survey results, and an opportunity to participate in interactive visioning exercises. The audience received anonymous voting devices and was asked their preferences on various questions and ideas. This visioning exercise helped in framing the Plan’s strategies and the implementation table presented in this Plan. An overview of the results of the visioning exercise can be found in the following infographics.





## Planning Conditions

## Planning Conditions

It is important that community officials and stakeholders have a firm understanding of the conditions of the community in which they live...

Some of the key planning issues that affect Napoleon include:

- According to projections prepared by ODSA’s Office of Research, Henry County is anticipated to decline in population through 2040, as is most of Northwest Ohio, however the City’s population is anticipated to remain stable. Residents from outlying areas in the county shop and work in Napoleon.
- Shifting demographics that include an increase of residents since 2000 in age cohorts over 45 while losing residents in cohorts under 45. However, since 2010, the City is benefiting from an uptick of young families in the 35-44 age cohorts, many of which are former City residents that chose to return to the City to raise their children in a safe community with new schools.
- Key elements of the community could benefit from improved wayfinding signage, pedestrian connectivity, bikeways and neighborhood recreational opportunities. Assets like Tow Path Trail remain relatively hidden from the community.
- Almost 40% of Napoleon’s workforce is employed outside of Henry County. While it was anticipated that the improvements to US 24 would be beneficial to Napoleon, it is likely that it could be making it easier for residents to commute somewhere else to work. The survey results indicated that folks shop primarily outside of the community, either in Lucas County (Fallen Timbers / Maumee) or Defiance.



*The neighborhoods adjacent to the downtown have well-kept historic properties.*

- Recent infrastructure improvements in the downtown area and the outdoor refreshment area are helping to build forward progress. However, impediments like the building decay and other nuances like the lack of D-5 liquor licenses, traffic, and hodgepodge land uses as well as poor interconnectedness along the riverfront pose concerns to the downtown’s potential vibrancy.
- Developing innovative funding and timing strategies to repair the City’s aging infrastructure, complying with the Long Term Control Plan and National Pollutant Discharge Elimination System (NPDES) Permit Compliance Schedule

developed in collaboration with the Ohio EPA, and enhancing potable water treatment and distribution to ensure compliance with applicable rules and regulations.

**Demographic Trends**

A portion of this Plan Section is based on a separate Demographics Benchmarks Report that was prepared as part of the planning process. Some notable benchmark indicators that are favorable to Napoleon include:

- Napoleon outshines its regional peer communities in areas of per capita income, households with incomes over \$200K, percentage of residents with graduate degrees, and age of housing, with fewer families in poverty.
- A general uptick in 35-44 age cohorts returning to the community to live and raise children, likely due to affordable housing and good schools.
- A higher percentage of Napoleon’s workforce (26.5%) hold management or professional occupations within their employment sectors. The same percentage of workforce is employed in the manufacturing sector.
- Low housing vacancy which indicates a general need for additional residential housing opportunities. Rental occupied households in Napoleon also have the least household burden. When compared to its nearby peer communities, Napoleon also has a lower percentage of rental occupied households that spend more than 30% of their income on gross rents.

Some demographic areas of concern include:

- Stable but stagnant population trends. Recent estimates prepared by the American Community Survey (ACS) data point to the City’s population increasing 1.9% but other sources from the US Census show a population decline. This Plan was drafted using demographic estimates so it is important that City officials update sections of this Plan in light of the 2020 Census results.

**Economic Snapshot, 2012–2016**

	Napoleon	Defiance	Wauseon	Bryan
Per Capita Income	\$25,486	\$23,883	\$22,434	\$21,939
Median Household Income	\$45,417	\$43,855	\$48,750	\$34,490
% of Households over \$200K	2.7%	2.0%	0.8%	0.8%
Families below Poverty	11.5%	15.7%	13.1%	9.6%
% of Workforce Working Out of County of Residence	38.8%	26.4%	28.2%	19.5%
% of Residents with Graduate Degrees	6.2%	6.2%	4.5%	4.3%
Median Year Housing Structure Built	1964	1960	1963	1961

Source: US Census, American Community Survey, 2012–2016

- Napoleon has fewer single family residential homes built in the community since 2000 compared to Bryan, Defiance and Wauseon. This general lack of liquidity in the market could be aiding is the City’s stagnant growth pattern.
- Napoleon’s population is aging: In 2000, median age of residents was 36.2 years of age. In 2017, mean age was estimated at 40.8, a 12.7% increase.
- Population is more mobile than in peer communities, as 38% of Napoleon’s workforce works outside of Henry County, compared to 28%, collectively, of the workforce in nearby communities. This could be detrimental in that it may assist in population decline as families leave the community to live closer to their employment.
- A decline in young family households headed by individuals in the 25-49 age cohorts.

Age Characteristics and Median Age

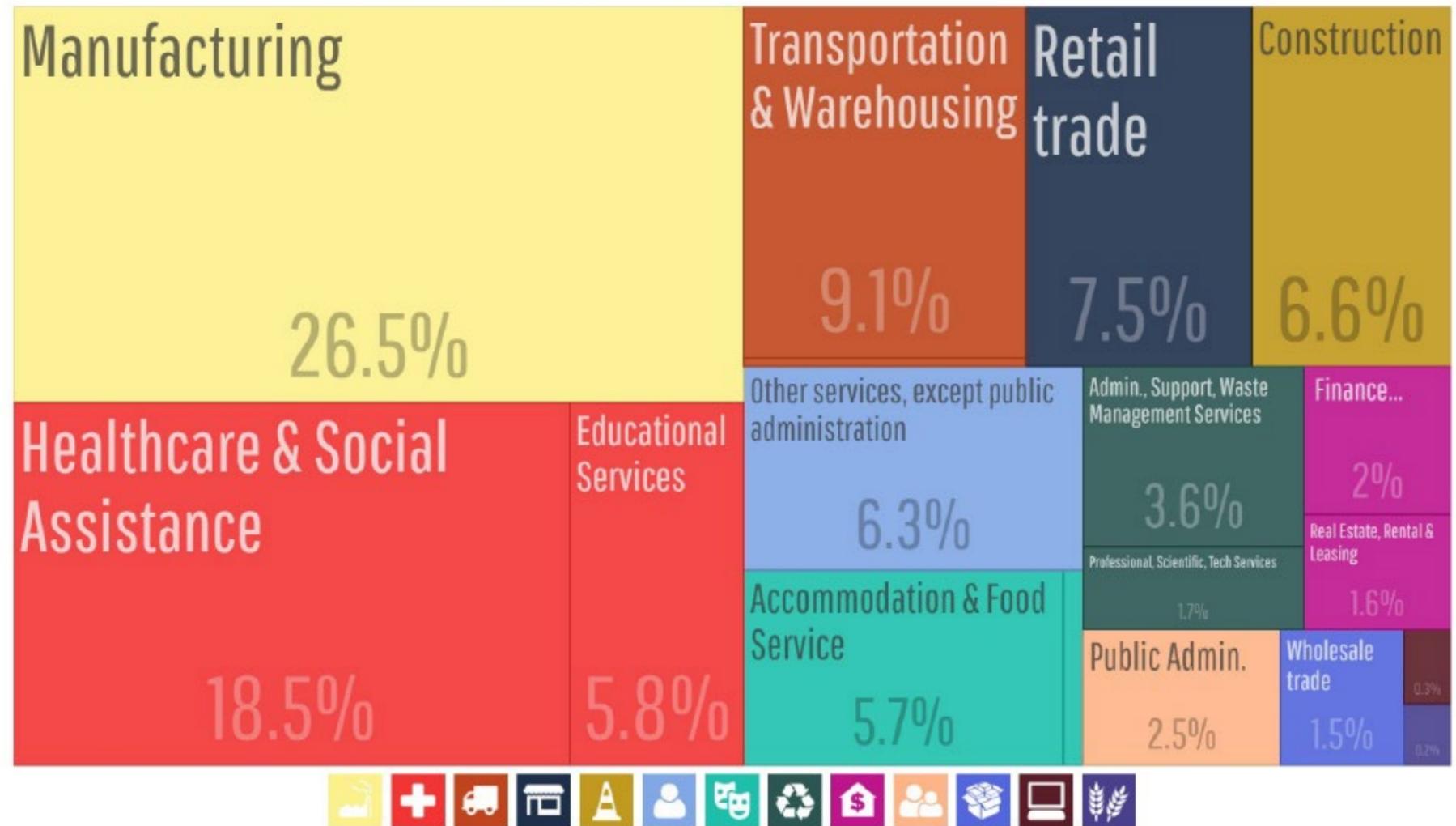
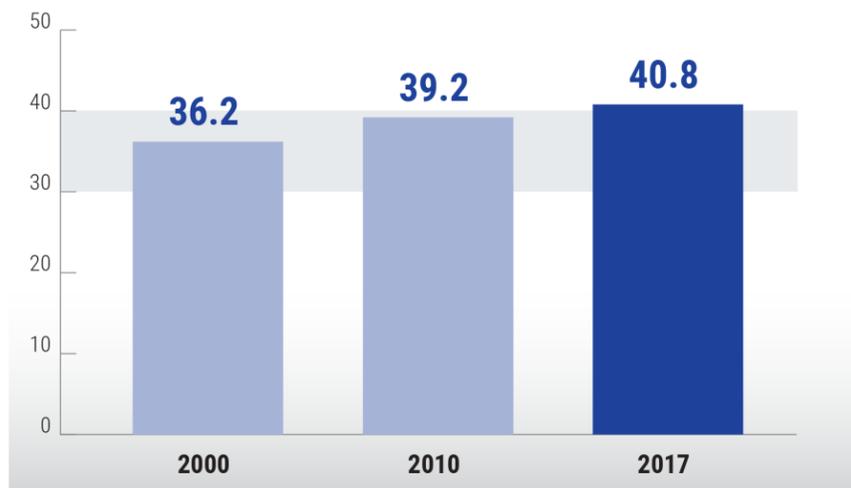
Since 2000, the City has witnessed an increase of residents in the age cohorts over 45 while losing residents in cohorts under 45. However, since 2010, the City is benefiting from an uptick of young families in the 35-44 age cohorts, many of which are former City residents and chose to return to the City to raise their children.

**AGE** Age Characteristics, 2000–2017

	2000	2010	2017
Total Population	9,318	8,501	8,646
Under 18	2,403	1,965	1,872
18–34	2,495	1,983	1,909
35–44	1,361	861	1,112
45–64	1,949	2,171	2,045
65 and over	1,500	1,521	1,708
Percent of Total	100	100	100
Under 18	25.8%	23.1%	21.7%
18–34	26.8%	23.3%	22.1%
35–44	14.6%	10.1%	12.9%
45–64	20.9%	25.5%	23.7%
65 and over	16.1%	17.9%	19.8%

Source: US Census, American Community Survey, 2012–2016

**AGE** Change in Median Age, 2000–2017



In 2017, the median age of City residents was estimated at 40.8 years old, which is 5.5 years higher than state and US averages. Since 2000, median age has increased 13%.

Employment

Napoleon is home to a strong base of residents employed in manufacturing and transportation / warehousing positions, as over 36% of City residents are employed in these industries. Approximately 18.5% are employed in healthcare and social assistance fields, with 7.5% employed in retail sector fields. Within these sectors, roughly 8% hold management positions.

Household Income

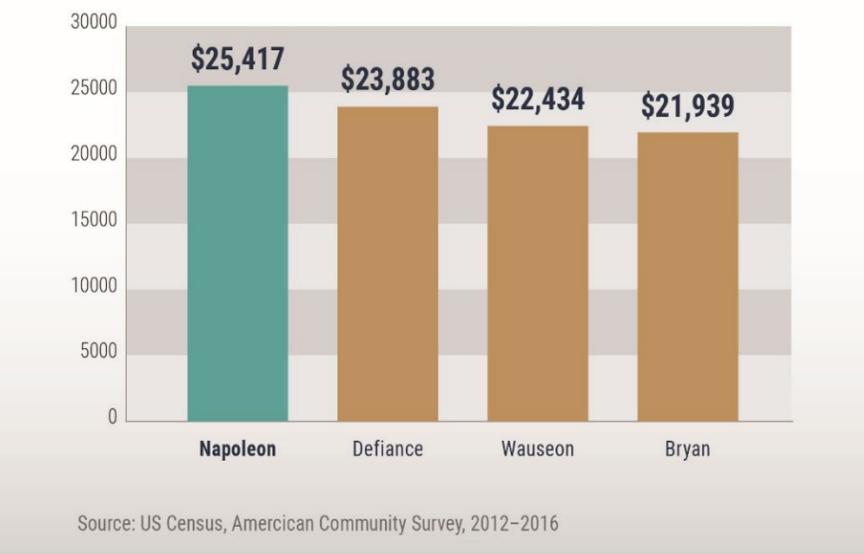
Median income is an important statistic as income may determine what goods and services a household can and cannot afford to purchase.

According to the Census estimates, Napoleon’s median household income in 2017 was \$45,417, generally higher than nearby communities of Defiance and Bryan, but lower than Wauseon. Napoleon’s median household income lags behind the State of Ohio (\$50,674) by \$5,257.

**\$ INCOME** Median Household Income, 2015



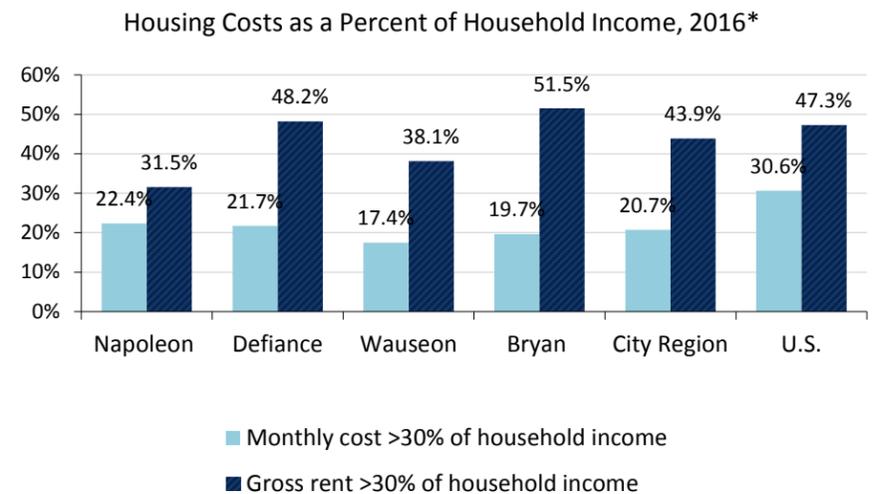
**Per Capita Income, 2015**



Housing Conditions and Trends

Residential growth has been stagnant in the City since 2000, and most especially since 2010. The lack of liquidity for single family homes and apartments, and property maintenance issues in certain neighborhoods has created interesting dynamics. While owners of occupied housing in Napoleon generally pay more of their income towards mortgage costs (22.4%) than their nearby peers, burdens for renters are generally less. Approximately 31.5% of rental households in Napoleon pay more than 30% of

household income towards their gross rents. This could be due to a multitude of conditions including: higher median incomes, lack of newer rental units that can demand higher rents, or for other reasons. Nevertheless, housing and rental costs in Napoleon are more affordable than nationally.



Population / Population Projections

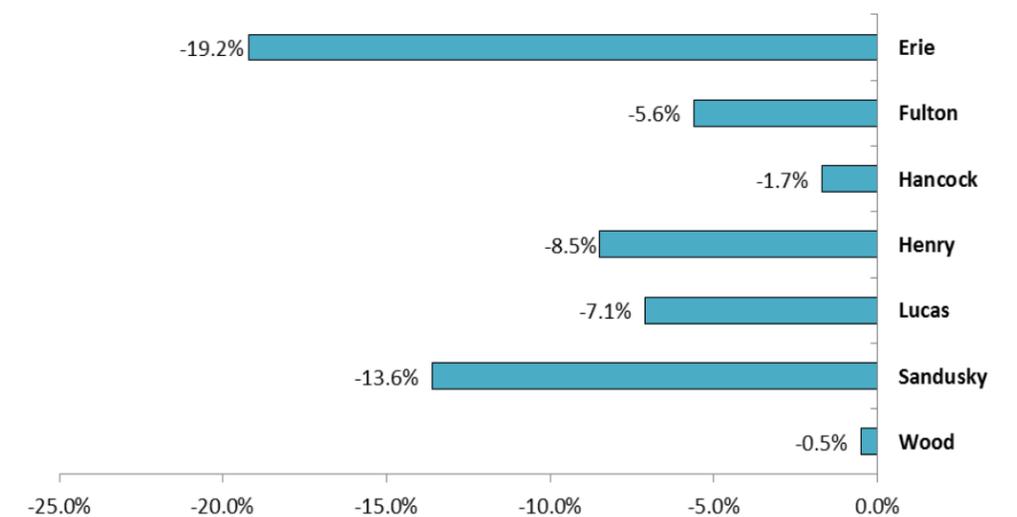
According to the 2010 Census, Napoleon’s population was 8,749, a decrease of 6% since the previous decennial census. Recent estimates prepared by the ACS data have the City’s population at 8,646. However, City officials believe this number does not reflect current conditions due to low residential vacancies and demand for housing.

According to projections prepared by the ODSA’s Office of Research, Henry County is anticipated to decline in population through 2040, as is most of Northwest Ohio. Other counties located in the northwest Ohio footprint are also estimated to witness a decline in population. Wood County’s population is expected to remain the most stable due to an inflow of residents from Henry and Lucas Counties.

**POPULATION** Population Trends, 1900-2016



**Population Projections, 2010-2040**  
Percent Difference



## Environmental Considerations

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), and both areas are present in Napoleon.

Several areas within the 100-year flood zone have experienced flood events of differing intensities over the past few decades. These areas are either adjacent to the Maumee River or the three primary creeks that traverse the City: Garrett, VanHyning or Oberhaus Creeks. Garrett Creek, adjacent to the City's municipal golf course, frequently overflows onto adjacent lands.

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. (see *Map: Environmental Conditions*).



*Most of Napoleon's environmental hazards are flood-related due to the Maumee River levels rising during peak times. Garret Creek, adjacent to the municipal golf course, is adversely affected during these rain events.*

# City of Napoleon Master Plan

## Environmental Conditions



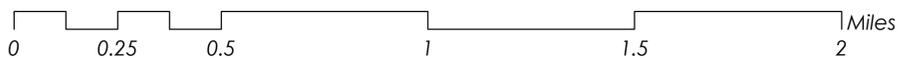
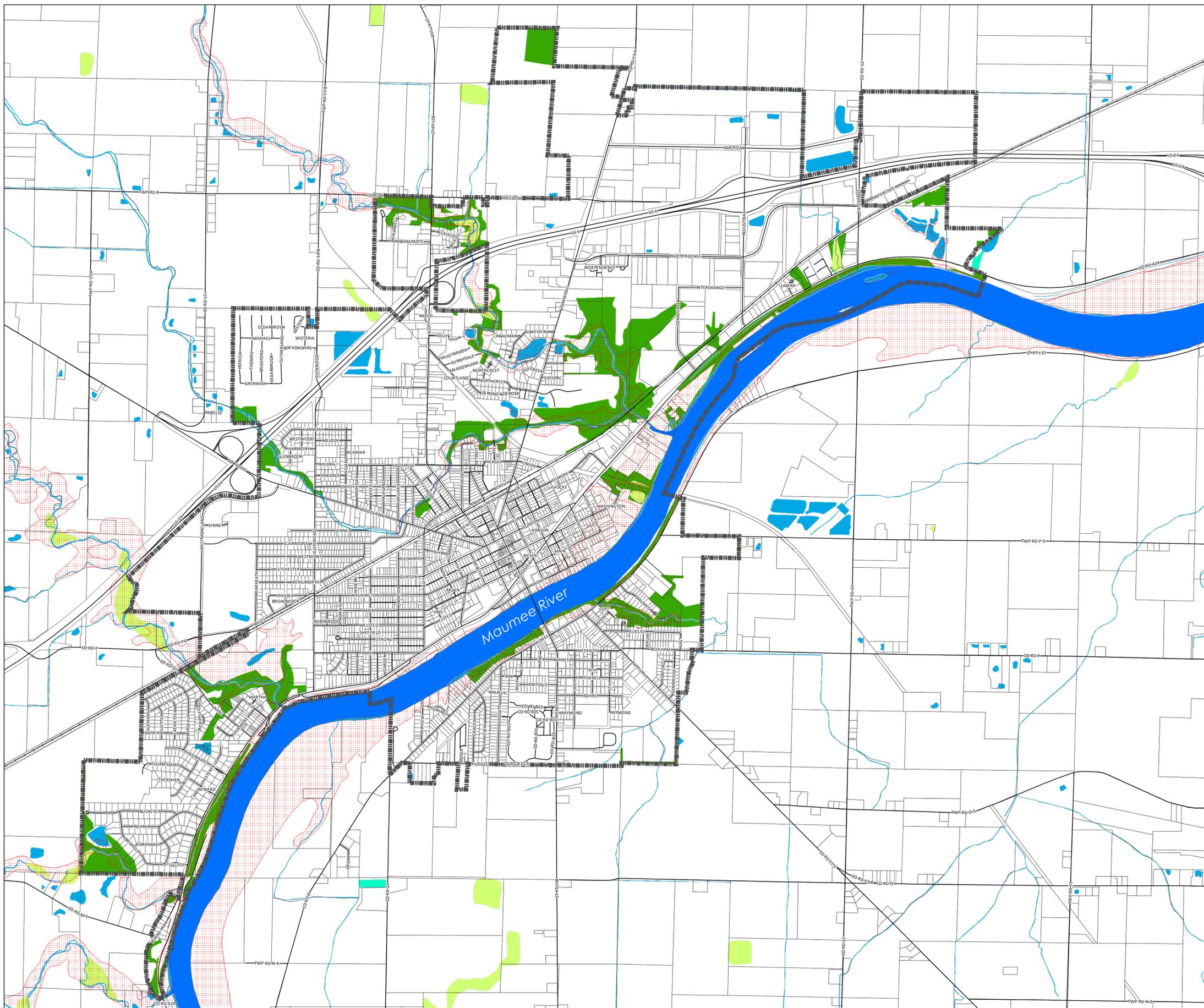
### Legend

-  Napoleon Corp Boundary
-  Streets
-  Parcels
-  Railroads
-  Maumee River / Ponds / Hydrography
-  Floodplains

### Surface Water / Wetland Type

-  Emergent Wetland
-  Forested/Shrub Wetland
-  Pond
-  Creek / Hydrography
-  Woodlands

Note: Map for illustrative purposes only, and should not be used for design and construction purposes.



Source: Henry County Auditor, Engineer, Napoleon, US FWS



## Economic Development

City officials 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.

The City has two main business park areas, Commerce Park (south of US 24/6) and the “Northpointe” Business Park (north of US 24/6).

Commerce Park is located on the east side of Napoleon north of the Maumee River but south of US 24 and has over 260 acres of site ready land. The Park is fully supplied with all utilities and zoned properly. The park also has many parcels served by the Napoleon, Defiance and Western Railroad.

Northpoint Business Park, located north of US 24, is the largest industrial park in Henry County with over 350 acres of commercial and industrial-zoned site ready property. This park is fully supplied with all utilities and has approximately 300 acres of undeveloped land. Future road upgrades and extensions are currently being planned, and the 2<sup>nd</sup> river bridge tentatively planned for 2022 will help to link this business park to southerly destinations in the community.

The primary incentives that the City utilizes for economic development include property tax incentive programs (CRA and Enterprise Zone [EZ]), revolving loan and micro loan funds, and jobs grant (income tax refund) programs. The City, as of 2018, also benefits from having a good portion of its area included as an Opportunity Zone, which provides investors with a variety of tax deferral and other advantages.



*In 2018, City officials kicked off a three-year improvement program of the downtown including the development of an outdoor refreshment area and wider sidewalks that provide for outdoor dining areas.*

At the present time, there are four CRAs in the City limits (CRA Zones #2, #6, #7, and #8) where property tax incentives can be authorized by City council to encourage new construction or the revitalization of residential, commercial and industrial properties (see *Map: Economic Incentive Areas*).

In 2018, the City updated their incentive areas by expanding CRA #6 for a housing project at the former West Elementary School. These areas can be modified and amended over time. There are currently nine active post-1994 CRA abatements.

The City of Napoleon, through the assistance of the Henry County Improvement Corporation, also utilizes the EZ #123 program that provides qualifying companies property tax abatement on real property investments. There is currently one active EZ abatement in the City.

# City of Napoleon Master Plan

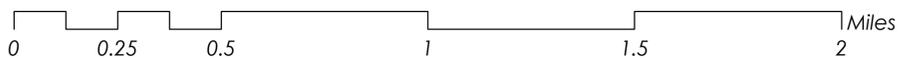
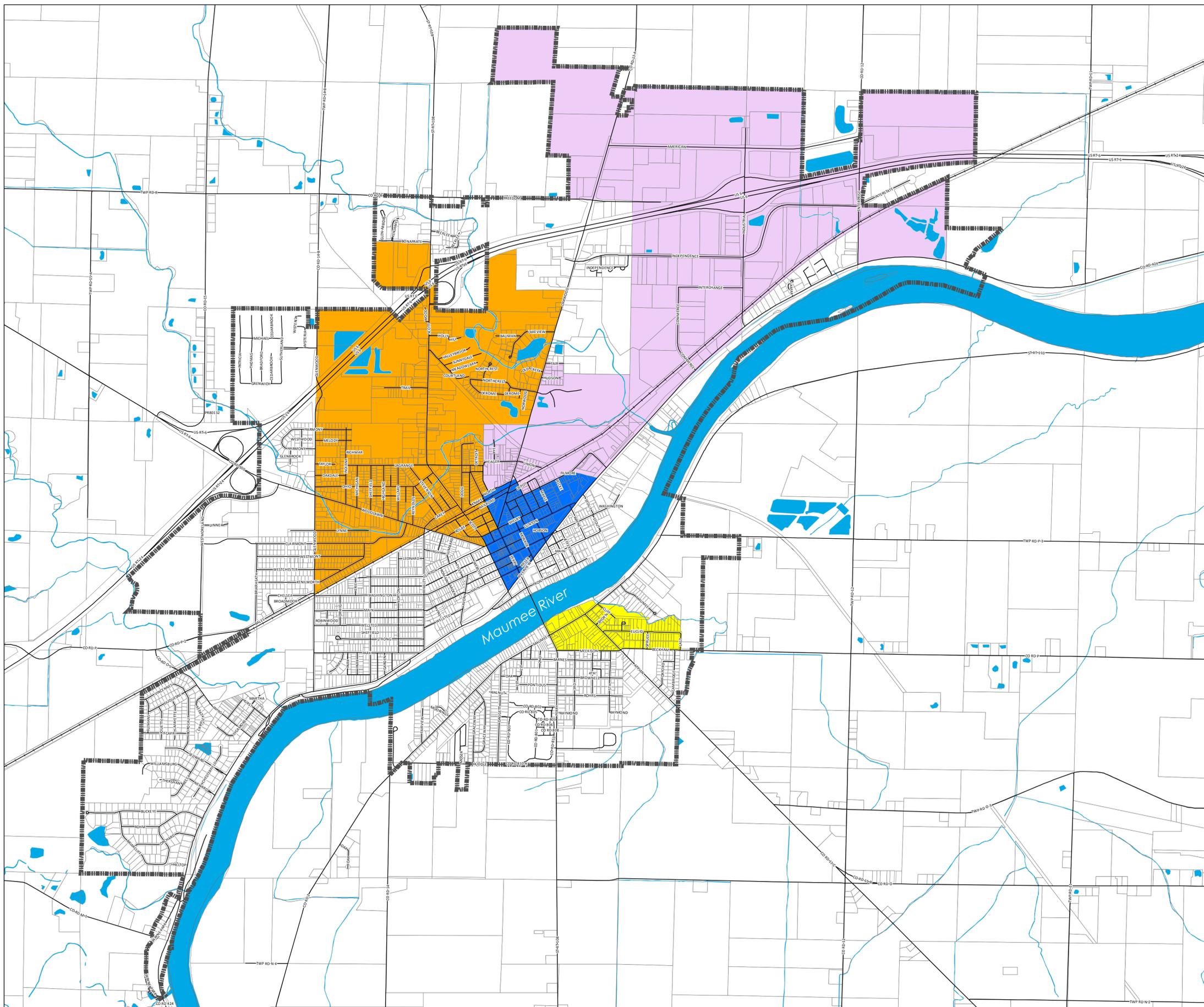
## Economic Incentive Areas



### Legend

-  Napoleon Corp Boundary
-  Streets
-  Parcels
-  Railroads
-  Maumee River / Ponds / Hydrography
-  CRA 2 (Pre-94)
-  CRA 6
-  CRA 7
-  CRA 8

Note: All areas in the city are part of Enterprise Zone #123 that provides for commercial and industrial property improvements contingent upon approval by the Henry County Commissioners.



Source: Henry County Auditor, Engineer, Napoleon, Reville

## Existing Land Use and Zoning

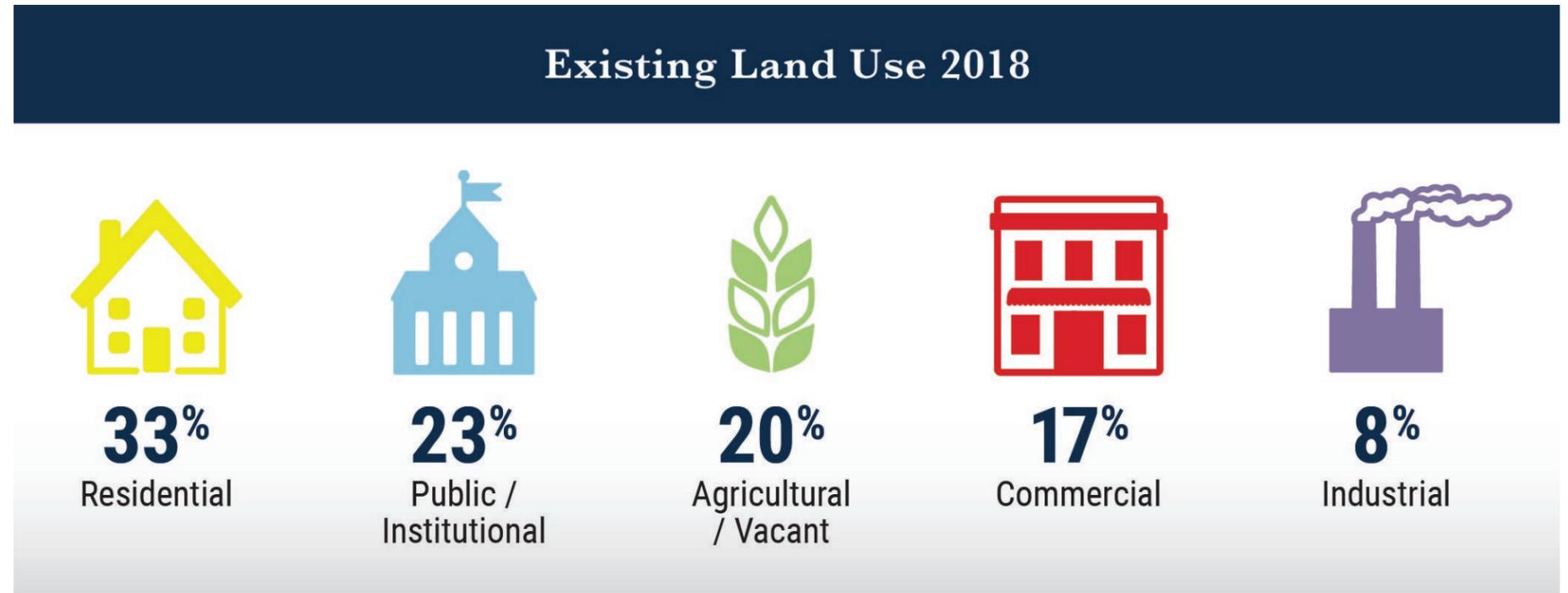
### Land Use Conditions

The existing land use in the City includes a mix of residential (primarily single-family), commercial, industrial, public/institutional and agricultural/vacant land (see *Map: Existing Land Use*).

The most prevalent land use is residential (33% of total land uses). The residential development includes a mix of older residential areas adjacent to the downtown area, established residential areas near Glenwood Avenue and on the south side of the river, with newer suburban-like residential areas near West Riverview Avenue. Smaller residential areas are located near Oakwood Avenue and East Riverview Avenue away from the downtown area. Several small apartment complexes, multi-family developments, individual multi-family buildings, and mobile home parks are located in the City. Most of the new single-family residential development is occurring in the subdivisions abutting West Riverview Avenue near the river, and west of Glenwood Avenue near the school complex. A small newer subdivision is also located on the south side near Appian Avenue. A new villa style residential development is currently being constructed for the former West School site.

In terms of commercial land uses (17% of total land usage), the City’s primary commercial corridor is located along Scott Street from the US 24 interchange to Lagrange Street. National and local retailers and restaurants are located in this corridor, drawing from City residents as well as from travelers and residents from nearby communities.

The downtown area remains a hub of commercial activity as well, with more local and specialized shops and restaurants as well as professional services, offices, and government functions.



Smaller commercial nodes are located along East Riverview Avenue, East Maumee Avenue, South Perry Street on the south side of the river, and at the intersection of Woodlawn Avenue and Glenwood Avenue. Henry County Hospital, the largest office/professional service use in the City, is located in the far-east side of the City on East Riverview Avenue.

There are a few office uses (primarily government-related) in the area near Oakwood Avenue and Independence Drive, and some professional services/office uses in the area along Westmoreland Drive near the Woodlawn Avenue interchange with US 24. There are several undeveloped parcels zoned for future commercial development adjacent to the US 24/Industrial Drive interchange (roughly 20% of land uses are vacant or utilized for agriculture).

Industrial uses (8% of total land uses) in Napoleon are concentrated in the area east of Oakwood Avenue, between

US 24 and the Maumee River, centered on the Industrial Drive interchange and Enterprise Avenue. This area is easily accessible by highway and rail and includes several large factory complexes as well as industrial parks with a number of smaller industrial/warehousing operations and “shovel-ready” lots available for development. A small industrial area is located on the south side of the Maumee River, adjacent to the large Campbell Soup complex located outside the City.

The City of Napoleon includes a fair amount of public and institutional land uses (23% of total land uses) that includes city and county owned lands, municipal parks (Glenwood, Oakwood, Ritter, and Oberhaus) and small parks offering ball fields, play areas, recreational trails, a fishing lake, boat launches, and scenic views of the Maumee River. The City’s park system also includes an outdoor swimming pool and golf course.

The City’s green space includes several cemeteries, the county fairgrounds, and some woodlands. Public and institutional land uses include the county courthouse, the school complex, the library, the water treatment plant (WTP) and wastewater treatment plant (WWTP), and other public utilities.

Land Use Valuations

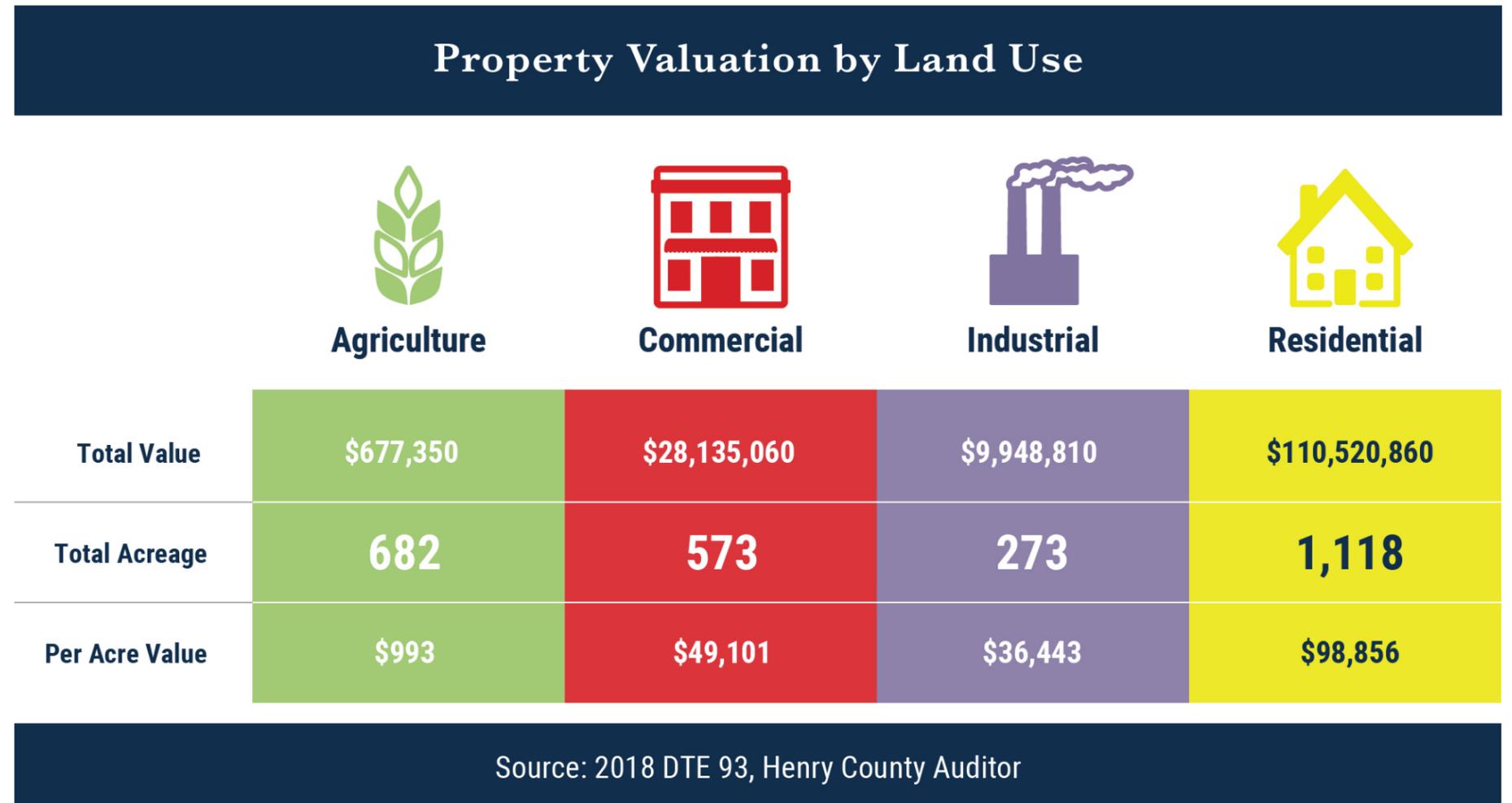
Residential land uses occupy 1,118 acres and comprise 33% of the City’s total land use. However, its taxable assessed value comprises almost 74% of its total valuation. Residential land uses yield the most property valuation at \$98,856 per acre.

Commercial land uses occupy 573 acres, or 17% of assessed land usage. Its taxable assessed value comprises 19% of the City’s total valuation. In 2018, commercial land uses generated \$49,101 per acre.

In 2018, land utilized for industrial purposes consumed 8% of the City’s acreage or approximately 273 acres. Its taxable assessed value comprised only 7% of the City’s total valuation. Industrial land uses yield \$36,443 per acre.

Approximately 682 acres or 20% of the City is occupied by agricultural land uses, most of which are enrolled in the Current Agricultural Use Value (CAUV) program. Its taxable assessed value comprises less than one half of one percent of the City’s total valuation. Agricultural land uses generated \$993 per acre in property valuation in 2018.

Napoleon has a notable footprint of land utilized for public and institutional uses. Land dedicated to these uses amounts to roughly 23% of the City’s total land usage. These land uses, although taxable value is recorded, do not pay property taxes, but do pay special assessments in certain situations.



# City of Napoleon Master Plan

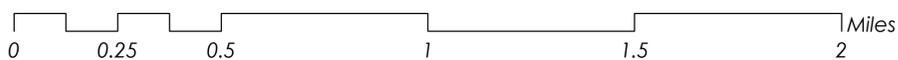
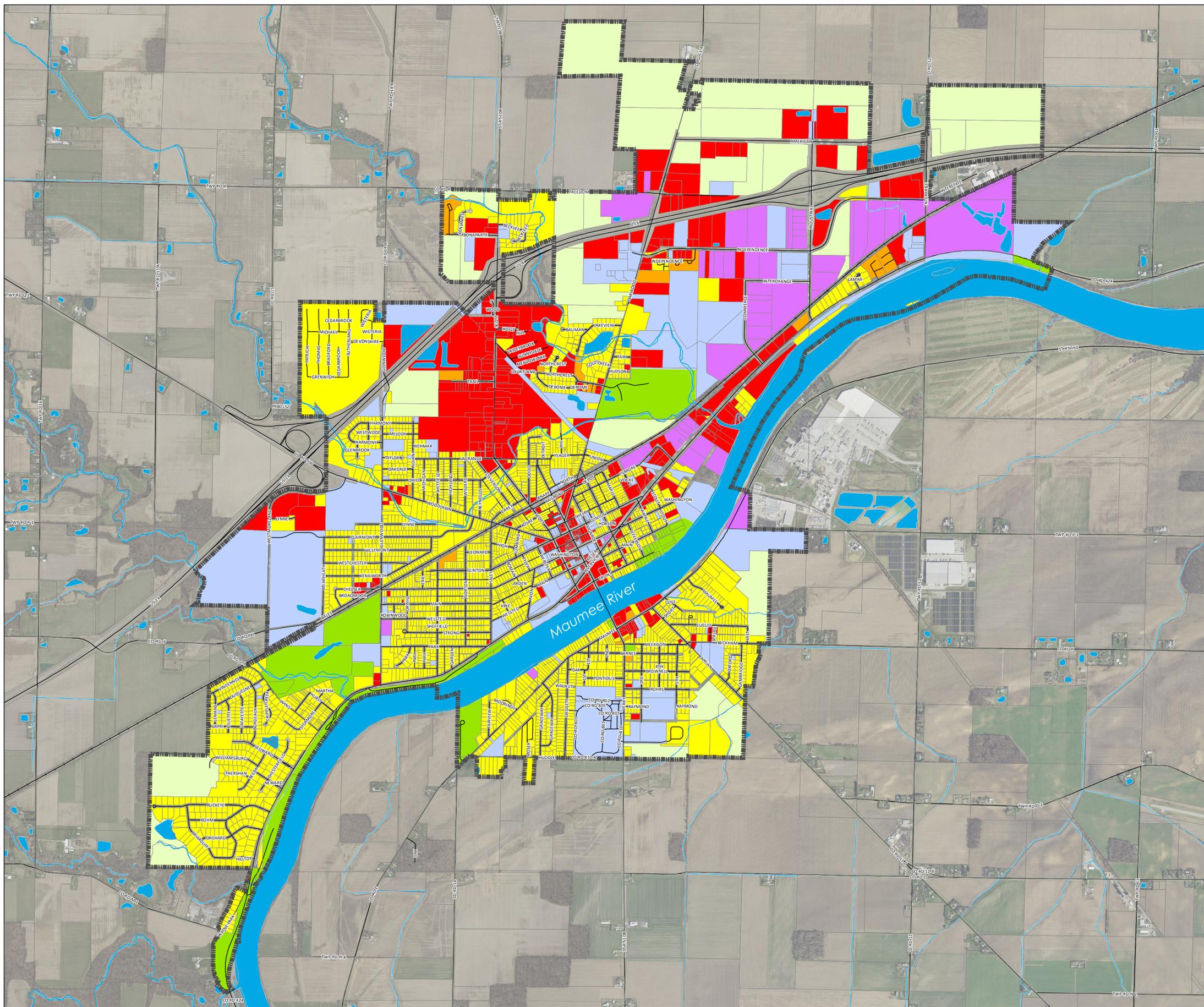
## Existing Land Use



### Legend

-  Napoleon Corp Boundary
-  Parcels
-  Streets
-  Railroads
-  Maumee River / Ponds / Hydrography
-  Parks
-  Agricultural / Vacant
-  Industrial
-  Commercial
-  Multi-Family Residential
-  Residential
-  Public / Institutional

Note: Land Uses as determined by the landowner and County Auditor for tax purposes. As Of January 2019.



Source: Henry County Auditor, Engineer, Napoleon, Reville

## Zoning Conditions

The Napoleon Zoning Ordinances includes four residential zoning districts ranging from “R-1” (suburban residential) to “R-4” (high-density residential) with varying minimum lot sizes. One and two family dwellings are permitted in all residential zoning districts, although the R-1 and R-2 zoning districts are intended primarily for single family residences, while multiple family dwellings are permitted only in the R-4 zoning district.

The Zoning Ordinances include five commercial zoning districts (general, community, local, planned, and highway).

The C-1 general commercial district serves as the downtown commercial zoning district, the C-2 community commercial and C-3 local commercial districts are intended for less intense commercial uses, and the C-4 (planned) and C-5 (highway) are intended for more intense and/or large scale commercial uses. The Zoning Ordinances also include two industrial zoning districts (enclosed industrial and open industrial) and two overlay districts (floodplain and floodway district and preservation district). Historic design review and preservation guidelines are applicable to non-residential structures in the preservation district.

The Napoleon Zoning Map (*see Map: Zoning*) shows the zoning classification for every parcel in the City, with about half of the City zoned residential and the other half zoned commercial or industrial. The residential zoning is concentrated on the west and south sides of town, near scenic portions of the riverfront and the school complex, while the commercial and industrial zoning is concentrated on the east and north sides of town, near US 24 and the rail line. Areas with high density (multiple family) zoning are located in the perimeter of the downtown area, near Oakwood Avenue, near Scott Street north of US 24, near

Woodlawn Avenue east of US 24, and on scattered sites on the south side of the City.

The largest concentrations of commercial zoning are located along the City’s primary commercial corridor on Scott Street, extending from US 24 to Lagrange Street, and in the downtown area (including both sides of the river). There are also areas of commercial zoning along East Riverview Avenue, on Oakwood Avenue near US 24, and in several small commercial nodes such as along South Perry Street south of Barnes Avenue and at the intersection of Woodlawn Avenue and Glenwood Avenue. The golf course, school complex, and a large mobile home park are also zoned commercial.

Most of the industrial zoning is located between Oakwood Avenue and the Maumee River, centered on the US 24 interchange at Industrial Drive. There are smaller industrially zoned areas located around the City’s water treatment plant at Haley Avenue and West Riverview Avenue as well as on East Maumee Avenue adjacent to the Campbell Soup complex.

The Napoleon Zoning Code does not currently have a zoning district classification for public and semi-public uses (schools, parks, cemeteries, public utilities, municipal facilities, etc.), so

these uses are located in a number of different zoning districts. Most of the undeveloped area within City limits is located near US 24 and is zoned for commercial or industrial development, although there are undeveloped areas zoned for residential development on the west and south sides of the City.

All of the City’s public and institutional land uses are currently allowable in each of the City’s zoning districts. It is recommended that the zoning code be updated to create a special or institutional zoning classification to minimize incompatibility conflicts. At the present time, Oakwood Plaza is predominately utilized for public and institutional uses but located in a C-5 zoning district.



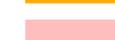
*Oakwood Plaza is predominately utilized for public and institutional uses but located in a C-5 zoning district.*

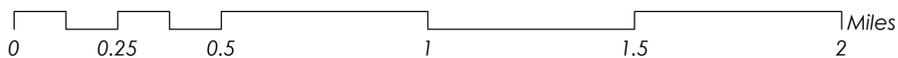
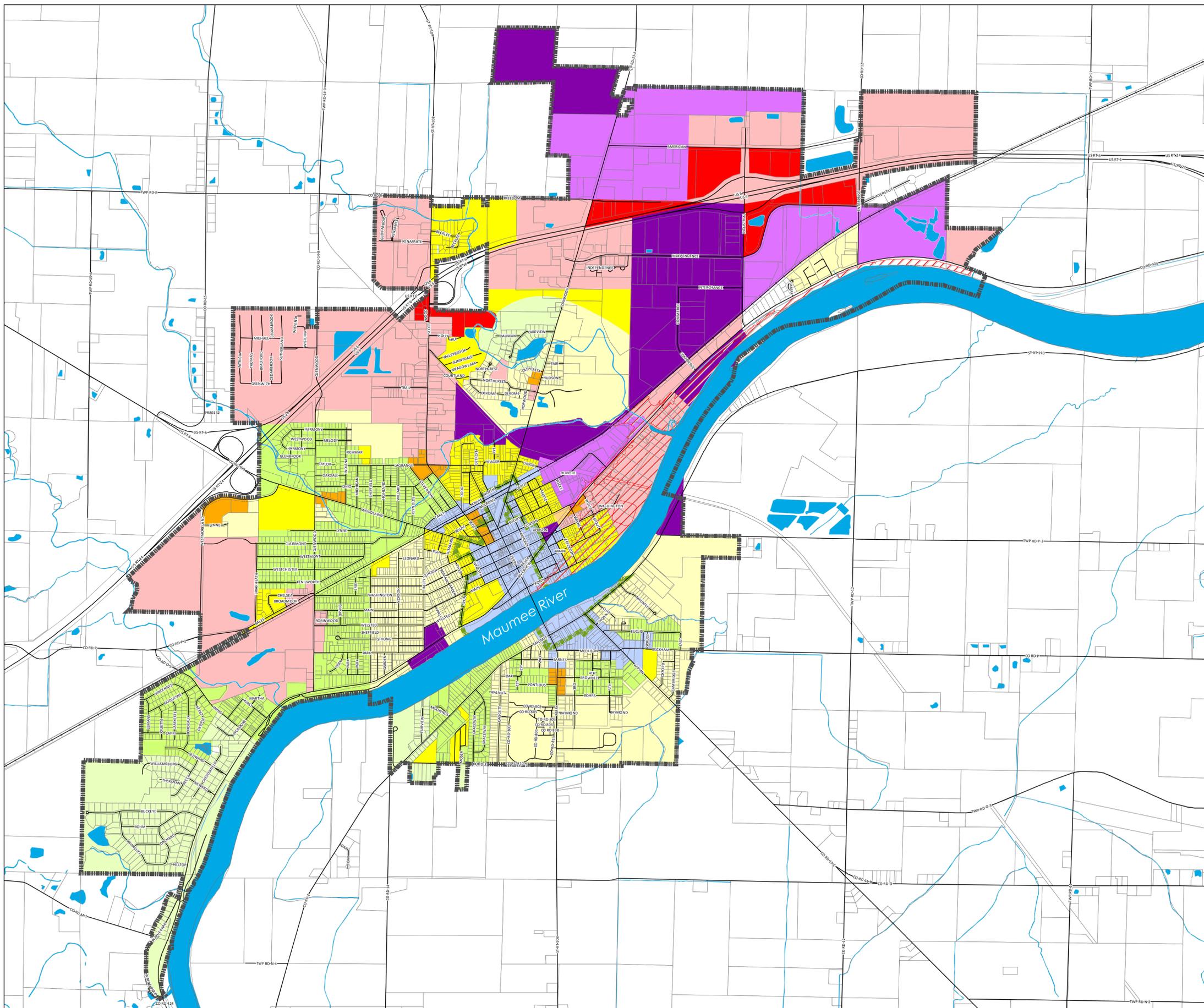
# City of Napoleon Master Plan

## Zoning



## Legend

-  Napoleon Corp Boundary
-  Streets
-  Parcels
-  Railroads
-  Maumee River / Ponds / Hydrography
-  R1 - Suburban Residential District
-  R2 - Low Density Residential District
-  R3 - Moderate Density Residential District
-  R4 - High Density Residential District
-  C1 - General Commercial District
-  C2 - Community Commercial District
-  C3 - Local Commercial District
-  C4 - Planned Commercial District
-  C5 - Highway Commercial District
-  I1 - Enclosed Industrial District
-  I2 - Open Industrial District
-  FP - Floodplain District
-  POD - Preservation Overlay District



Source: Henry County Auditor, Engineer, Napoleon, Reville



**Parks and Recreation**

With a current staff of six full-time and 30 part-time employees, Napoleon’s Parks and Recreation Department (Parks Department) oversees numerous seasonal and non-seasonal recreational programs and maintains ten parks, two cemeteries, and a community pool and golf course. Total department budget in 2018 was \$1,050,000, with \$93,000 allocated for yearly capital improvements. The Parks Department operates on a 0.2% income tax, generated by a permanent levy passed in 1985 and renewed by voters every half-decade since then. In 2017, the levy generated \$615,000 and accounts for 66% of the department’s budget.

The Parks Department currently collaborates with groups such as the Napoleon Diamond Boosters, the Soccer Club, Lady Cat Softball club, the Buckeye Trail and others to help provide recreational opportunities in the community. Service organizations including the United Way, the Rotary and Lions Clubs. The Henry-Wood Sportsman Alliance also partner with the Parks Department.

Additional guidance is provided to the Parks Department by the mayor-appointed Parks and Recreation Board. The duty of this board is to review park policies and fees. These recommendations are passed to City Council where final decisions are made.

One of the more immediate needs of the community is the replacement of the City’s aging swimming pool. An initiative to build a new aquatic facility was spearheaded by a newly formed pool commission. This commission worked with City staff to develop preliminary plans for a new swimming pool facility and attached golf course clubhouse. To fund the project, a property tax bond issue was placed on the May 2019 ballot and was

approved by the voters. An estimated 3.5 million dollar facility is planned for construction beginning in 2020 with completion scheduled for 2021.



*Top: The Parks Department has a visible presence on the Maumee River with water markers along the river in selected locations informing boaters of their specific location.*

*Over the past several years, City residents have expressed an interest for additional river-related and riverfront activities and the private sector has helped to accommodate this desire.*

*Right: Restaurant goers can utilize the docks at Azul Tequila along East Riverview Avenue.*



**Infrastructure**

The planning and investments in the City’s infrastructure 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 to promote new growth. Over the next decade, the City will have several planning issues to address when considering its infrastructure and utilities, including:

- ➔ Completing the construction of the 2nd river bridge. The bridge will reduce truck miles traveled by over 500,000 miles per year and offset over 700 tons of greenhouse gas emissions annually.
- ➔ Developing innovative funding and timing strategies to repair the City’s aging infrastructure. According to reports filed with the Ohio Public Works Commission, 54% of the City’s roads, 57% of water lines, 57% of storm water collection lines, and 59% of wastewater collection lines are in fair, poor or critical condition.
- ➔ Complying with the Long Term Control Plan and NPDES Permit Compliance Schedule developed in collaboration with and issued by the Ohio EPA.
- ➔ Enhancing potable water treatment and distribution to ensure compliance with applicable rules and regulations.
- ➔ Replacing areas of the water system to provide enhanced system reliability and improved water quality.
- ➔ Developing a storm water management plan.
- ➔ Ensuring the current state of utilities is sufficient to provide for future growth and allow for proactive development to occur.

City of **NAPOLEON** Infrastructure

● Excellent ● Good ● Fair ● Poor ● Critical



Wastewater Systems

Wastewater generated in the City is collected by a predominantly separated collection system, with a combined collection system serving the Central Business District and the residential areas immediately surrounding the downtown. The wastewater is transported into the treatment plant through multiple significant connections, including:

- ➔ Shelby Street Interceptor, a 35” by 45” brick combined sewer collecting flows from the northerly portions of the Central Business District, as well as the East Riverview Interceptor that collects flow from the residential, commercial and industrial areas along East Riverview and north of US 24. The East Riverview Interceptor also serves the North Pointe Pump Station that collects flows from north of US 24. The Shelby Sewer currently has two

combined sewer overflows (CSOs) located at Dodd & Lagrange and at Oakwood & Union.

- ➔ East Washington Interceptor, a 24" vitrified clay combined sewer serving the southerly portions of the Central Business District, as well as conveying flows from the residential areas served by the Haley Avenue Interceptor. The East Washington system currently has two CSOs located at the former Central School and on Monroe Street near Riverview, as well as one sanitary sewer overflow (SSO) located at Haley & Riverview.
- ➔ Front Street Interceptor is an 18" gravity sewer serving the westerly portions of the City, north of the Maumee River. This sewer conveys flows from the residential area tributary to the West Riverview Interceptor and West Lift Station on Riverview. One SSO is currently located on the West Riverview Interceptor, near the boat ramp.
- ➔ Palmer Ditch Force Main is a 10" force main under the Maumee River from the Palmer Ditch Pump Station. This pumping station serves the entire separated collection system on the south side of the river and is prone to very high volumes of inflow and infiltration (I/I) during rain events. All known CSOs and SSOs located on the south side are currently closed.
- ➔ VanHyning Force Main, a 14" force main from the VanHyning Pump Station is located on East Riverview Avenue, near the VanHyning Creek. This pumping station collects flows from the Oberhaus and VanHyning Interceptor Sewers and Williams Pump Station that service the residential areas in the northwesterly portions of the City, as well as the commercial developments along Scott Street.

Average daily flow for wastewater has continued to decrease slowly over time due to continued improvements within the collection system and is anticipated to stay in the range of 1.7 to 1.8 million gallons per day (MGD) for the foreseeable future. The WWTP has a rated capacity of 2.5 MGD and can handle continuous peak flows up to 4.5 MGD and up to 6.0 MGD for short durations. Peak flows exceeding 30.0 MGD may occur during wet weather events and are handled by diverting flow to the equalization basin completed in 2008.

Currently, the City has sufficient capacity to handle new growth of varied types, with some exceptions. Residential, commercial and industrial growth may occur over the next decade with the regional accessibility provided by US 24. However, due to the age and condition of the current facilities and anticipated EPA effluent limitations placed on the WWTP, growth may be limited until future improvements to portions of the collection system and the WWTP are made. It is anticipated that significant improvements to the WWTP to enhance treatment and solids handling capabilities and improve hydraulics will occur by 2029.

Improvements made over the past several years within the City's collection system have resulted in significant reductions in clean water entering the system and, in turn, activity at the remaining CSO and SSO outfall locations. However, additional capital projects to continue the elimination of public and private sources of I/I to ultimately eliminate the SSO outfalls and continue to improve conveyance capacity to the WWTP will be required. Scheduled improvements to the system include the closure of the Haley SSO Outfall by 2022. Replacement and rehabilitation of sanitary and storm sewers in the westerly portions of the City tributary to the West Riverview Interceptor and Pumping Station (i.e. Anthony Wayne Acres and Riviera Heights Subdivisions) will be required to facilitate closure of the Glenwood SSO outfall by 2030.

Replacement of the existing Williams Pump Station and redirection of the existing force main discharge will enable residential development to occur on properties north of US 24, along Glenwood Avenue. This project will cost approximately \$1.4MM and should be completed by the end of 2019. The new pumping station and gravity sewers will provide capacity for growth as far north as County Road R. Most of the properties in this area along Glenwood Avenue are predominantly outside of the City corporation boundary and will require further extension of the potable water supply and sanitary sewers for development to occur.

Through continued collaboration with the Ohio EPA, the City has been able to negotiate and develop a refined plan that integrates the needs of the community's full wastewater and water infrastructure rather than just focusing on the collection system. These improvements will enhance the City's ability to convey and treat wastewater collected and include:

- ➔ VanHyning Pumping Station Replacement. Replacement of an existing facility that is located in a flood-prone area with a more resilient facility of greater capacity. (Estimated Cost: \$1.5MM; Estimated Completion: 2021)
- ➔ Meekison & Third Street Sewer Improvements. Replacement of existing brick and vitrified clay sewers that are prone to significant I/I, street reconstruction and removal of direct sources of inflow will reduce wet weather flows and improve service to existing customers on the south side of the River. (Estimated Cost: \$2.7MM; Estimated Completion: 2025)
- ➔ East Washington Sewer Replacement. Replacement of existing vitrified clay combined sewer that is prone to root intrusion and other obstructions to enhance conveyance to the WWTP and provide opportunity for re-aligning other tributary sewers in advance of future

WWTP improvements. (Estimated Cost: \$3.0MM; Estimated Completion: 2030)

- ➔ WWTP Improvements – Phase 1. Replacement of existing WWTP headworks and grit removal systems and rehabilitation of solids handling facilities. Enhanced preliminary treatment will reduce solids generated during secondary treatment and improve the longevity of remaining equipment. (Estimated Cost: \$8.0MM; Estimated Completion: 2025)
- ➔ WWTP Improvements – Phase 2. Replacement of existing treatment processes to meet anticipated effluent limitation and increase the continuous peak capacity of the WWTP. (Estimated Cost: \$12.0MM; Estimated Completion: 2030)

Once completed, the above improvements will enable the City to close all SSOs and continue to see reduced activity at all CSO outfalls to remain in compliance with the requirements of the Ohio and US EPA and aid in protecting the water quality within the Maumee River. The improvements will also enhance the City’s ability to accept and treat additional flows and variable loadings to the WWTP to facilitate residential growth and economic development.

Water Systems

The City of Napoleon provides water services not only to its various residential, commercial, and industrial sectors, but also to several communities and the Henry County Water & Sewer District 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 remained relatively flat at approximately 1.0 MGD over the past 20 years and is not currently anticipated to increase significantly within the City in the near future due to the current water rates.

The current water demand within the system comprises less than 25% of the plant’s current rated capacity of 4.5 MGD.

Based on 2017 data, the City serves 3,662 total water customers, including all residential, commercial, industrial and interdepartmental customers. Urban residential customers are the largest single category of customers at 3,165, representing approximately 41.5% of the total billings and nearly 33% of the annual consumption. The City also provides water to 61 rural residential customers, generating about 1.2% of total billings and consuming less than 1% of the water on an annual basis. The City provides water to commercial enterprises inside and outside the municipal boundaries. The 392 urban commercial users are generally not large individual water consumers and account for approximately 22% of the City’s total water billing and usage. Rural commercial users (10 total) account for less than 1% of total water billing and usage per year.

The City’s base of industrial water users has decreased from the data presented within the prior 2000 Comprehensive Plan from 26 to 20 customers. Likewise, the industrial users currently account for roughly 14.5% of the annual consumption, versus the prior 23%. The decrease in consumption is consistent with cost-saving practices to reduce water consumption at the various facilities. The majority of the commercial and industrial usage for the Napoleon water system is for restrooms and drinking water and not typically due to water-consuming processes due to the higher than average charges for local water rates.

Five of Henry County’s villages (and Grelton) receive Napoleon water either directly from the city or through the Henry County Regional Water/Sewer District on a contract/wholesale basis. The City also sells water to 27 residential customers within unincorporated areas of the County through the Henry County

Water & Sewer District. The contract/wholesale customers account for about 25.6% of the annual consumption and 21.2% of annual billings.

A \$19.0MM capital investment for reconstruction and rehabilitation of the WTP facility was recently completed to enhance the potable water supply for the City and its satellite customers and ensure compliance with current and anticipated drinking water regulations. Minor improvements within the water distribution system to improve water quality and enhance reliability have also occurred generally concurrently with larger sewer improvement projects throughout the City. Additional efforts to replace sections of the distribution system, such as on Ohio Street from Glenwood to Stevenson, to improve service to the local residents have been undertaken. However, additional significant sections of the water distribution system are well beyond a typical 50-year useful life, including the westerly 16” Maumee River crossing from Haley Avenue to the South Side.

The City’s raw water supply is typically directly from the impoundment within the Maumee River that starts at the dam at the Mary-Jane Thurston State Park in Grand Rapids, roughly nine river-miles downstream, and reaches past the City of Napoleon to Independence Dam. An agreement reached with the City of Wauseon whereby the City of Napoleon pumps raw water to the Wauseon Reservoir for treatment and consumption by Wauseon. During periods of poor water quality in the Maumee River, Napoleon is able to draw water back from the City of Wauseon. The WTP Improvements that were undertaken by the City include a significant modification of the treatment processes and techniques to greatly improve the City’s ability to treat the variable raw water quality from the Maumee River, including harmful algae blooms (HABs) that frequently occur within the River and within the City of Wauseon reservoir. The WTP also consistently needs to account for removal of widely

varying amounts of organics entering from the raw supply. These organic materials can react with the chlorine disinfection to cause the formation of disinfection byproducts such as trihalomethanes (THMs) and haloacetic acids (HAAs).

The WTP was formerly a conventional lime softening facility that provided pretreatment for removal of organic materials, coagulation, sedimentation and sand filtration prior to disinfection and distribution. A modified pretreatment process continues to aid in the removal of solids. The coagulant for the raw water has been modified to aid in the removal of clay fines and colloidal solids that cause turbidity within the water and the sedimentation basins have been modified to include inclined plate settling for enhanced sedimentation. The existing sand filters were rebuilt with new underdrains and an improved media. New membrane treatment processes, including nanofiltration and reverse osmosis (RO), enable the WTP to provide a barrier for algal toxins that may be caused by HABs when they occur, as well as removal of calcium carbonate for softening. A new ultraviolet (UV) disinfection system has been added to enhance the destruction of other potential contaminants and the chlorine disinfection system was improved to ensure residuals are maintained within the distribution system. In all, the renovated WTP will enable the City to provide a consistently safe, potable water supply meeting or exceeding the requirements.

Additional recent rules and regulations promulgated by Ohio Legislature and Ohio EPA are related to potential lead and copper corrosion within distribution systems. Chronic, long-term exposure to such materials can be a health risk. Based on a recent survey of the distribution system, the City has reported 111 suspected private lead service connections throughout the older portions of the system.

While the City’s WTP produces a “depositing water” that is not corrosive, upsets in the distribution system caused by water main breaks or local construction, as well as long periods of limited use through older fixtures, may cause materials to be released. As such, the City will be required to provide public education and outreach to help engage the local customers on the need to maintain their own private portions of the water system. The City will also be required to provide water filters for use by residents and businesses should an upset occur within localized areas of the system.

Continued maintenance and capital improvements to the City’s water systems will be required for the future. The following is a snapshot of the anticipated efforts:

- WTP Operation & Maintenance (On-going). Continue on-going, day-to-day operations, inspections and maintenance of the newly renovated WTP. The new facility will require continuous monitoring and upkeep to ensure long-term reliability.
- Elevated Tank Inspections & Maintenance. Continue annual internal and external inspections and maintenance of the City’s two elevated storage tanks. The larger (0.75MG) north tank on Vocke Street was painted in 2018. The smaller (0.2MG) south tank on South Scott Street should be repainted and coated by 2020 at an estimated cost of \$500,000. (Estimated Cost: \$25,000-\$30,000 annually).
- Distribution System Operation & Maintenance (On-going). Continue the semi-annual hydrant flushing program, utilizing uni-directional flushing methods. Retain a stock of water filtration pitchers and/or faucet-mounted systems for distribution to residents and businesses should an upset occur.

- City-Wide Water Main Replacement Program. According to the 2018 Capital Improvement Report filed with the Ohio Public Works Commission, about 30,000 feet of Napoleon’s 333,000 linear feet of water lines are rated in fair or poor condition and 4,000 feet are rated in critical condition. An annual investment should be undertaken throughout the City to complete water distribution improvements to replace old water mains. The above investment would enable the City to replace the system at a rate of 1.5%-2.0% per year. (Estimated Cost: \$300,000-\$500,000 annually).
- Targeted/Coordinated Water Main Improvements. Replacement of existing water mains in areas where other proposed capital improvements, such as street resurfacing or reconstruction and sewer improvements are slated to occur. A new water main should be included with the proposed Maumee River Bridge from State Route 110 on the south to East Riverview Avenue and Industrial Drive on the north to greatly improve reliability and capacity for the water system on the South Side of the river.
- Water system maintenance and capital improvements will enable the City to continue to provide safe, reliable drinking water and fire protection for all of its customers within the City, as well as the satellite systems serviced by the City. The improvements will also provide opportunity for new residential growth and economic development.

Storm Water Systems

The City of Napoleon collection system is generally fully separated as a sanitary and storm sewer network, with the Central Business District bounded by Riverview Avenue, Scott Street, Yeager Street and Monroe Street served by a combined

sewer system. Separated storm sewers are provided throughout roughly three-fourths of the City. An extension of the storm water drainage includes the local creeks, ditches and culverts throughout the City that serve as the outlet points for local runoff. Effective elimination of I/I from the separated sewer areas, pavement maintenance and general surface flooding issues are fully contingent upon maintaining a serviceable storm water conveyance system.

In 2007, the City implemented an Overflow Abatement Charge that provides funding for capital projects to improve storm water conveyance to aid in removing clean water from the sanitary sewer system and provide effective drainage to help protect existing roadways, residences and businesses during significant rain events. In addition, the City has local rules and regulations requiring storm water runoff controls for all new developments and significant modifications to existing commercial/industrial sites.

Much of the City’s existing storm sewer system is aging and is moderately undersized in many areas to carry runoff from significant rainfall events, resulting in small areas of localized flooding from time to time. As the City progresses with the implementation of capital improvement projects throughout the City, an evaluation of the local storm water systems should also be undertaken and considered for additional improvement. Specific areas of concern include:

- ➔ Anthony Wayne Acres Subdivision.
- ➔ Riviera Heights Subdivision.
- ➔ Derome and Northcrest Circle.
- ➔ East & West Graceway and Daggett Avenue, including Henry County Fairgrounds (South Side).

The implementation of storm water system improvements will extend the useful life of local pavements and aid in removing clean water from the sanitary collection system. Such projects will also enhance the resiliency of the City to withstand large rainfall events and the safety of the community by improving accessibility for safety-services equipment and staff. Additional economic benefit will also be seen by keeping key corridors open for employees and deliveries to pass.

Roads

The City currently maintains 56 centerline miles of local streets and 3.5 centerline miles of state highway. The streets are of assorted constructions and age, and it is estimated that roughly 35% or more of roads are unimproved. Pedestrian connectivity throughout the community is provided predominately by the City’s sidewalk network, as the City has a requirement that all subdivisions have sidewalks. Within the past few years, a growing segment of residents have expressed a desire to improve connectivity via bike lanes and trails, and the City and county recently partnered on a project to improve connectivity to the schools and the downtown via bike lanes.

Public Works

A majority of the City’s utilities are overseen by the Public Works and Operations Departments handled through a joint effort between many separate subordinate departments.

- ➔ The City’s Public Works Department provides services that are essential to the residents of Napoleon to maintain a safe, convenient lifestyle. The Public Works Department is under the leadership of the Director of Public Works and is responsible for the Operations Department, which is tasked with maintaining and improving the City’s infrastructure, including streets, storm sewers, potable water system, and sanitary sewer

system. The planning/zoning responsibilities that are administered by the zoning administrator, also fall under the responsibility of the public works department.

- ➔ The City’s 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 wastewater, 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.

## Safety Services

### Fire/Emergency Management Services Department

The City’s Fire and Emergency Management Services (EMS) Department is staffed by 8 full-time and 18 part-time employees. Within its 53 square mile service area, it services Florida, Freedom, Flatrock, Napoleon, and Harrison Townships through yearly contracts. The remaining townships in Henry County also have mutual aid agreements with Napoleon to provide on-call services. The EMS component of the Fire Department has the same service area as the fire department, with the addition of Flatrock Township and the Village of Florida.

The department has witnessed an increase in service calls over the past several years. Over the past two years, service calls average roughly 1580 calls annually. This is a 42% increase in calls since 2010 (1116 service calls). Average times for fire calls are close to 7 minutes, while EMS calls are under 5 minutes.

To help augment its budget, the Napoleon Fire and Rescue Association holds yearly events to raise monies, such as a Chicken BBQ and Pancake Breakfasts. The department also promotes several volunteer initiatives and often holds CPR, Lifeflight, AED, Fire Extinguisher, and other classes for interested parties.

Fire department leadership noted the following planning issues and trends:

- A potential need to pursue the feasibility of updating or building a new fire station. Built in 1976, the building is insufficient in design and space.
- The City’s aging population could increase the level and types of service calls.
- Difficulty in finding qualified local part-time staff.

- Ensuring the fire station is maintained at optimal staffing levels. At the present time, overlapping service calls may leave the fire station insufficiently staffed. In 2017, 268 calls were overlapping.
- The desire to become decentralized in other locations around town to provide more timely services throughout its service area. At the present time, Glenwood Estates and areas on the south side of town have longer response times.
- The desire to reduce the City’s current Insurance Services Office (ISO) rating to lower fire insurance costs to local businesses (the current ISO rating is 4). Fire officials believe that staff levels may be the reason why an ISO Rating of 3 cannot be attained.
- The need to ensure that its contracts with participating parties remunerate the fire department for the full value of the services performed.

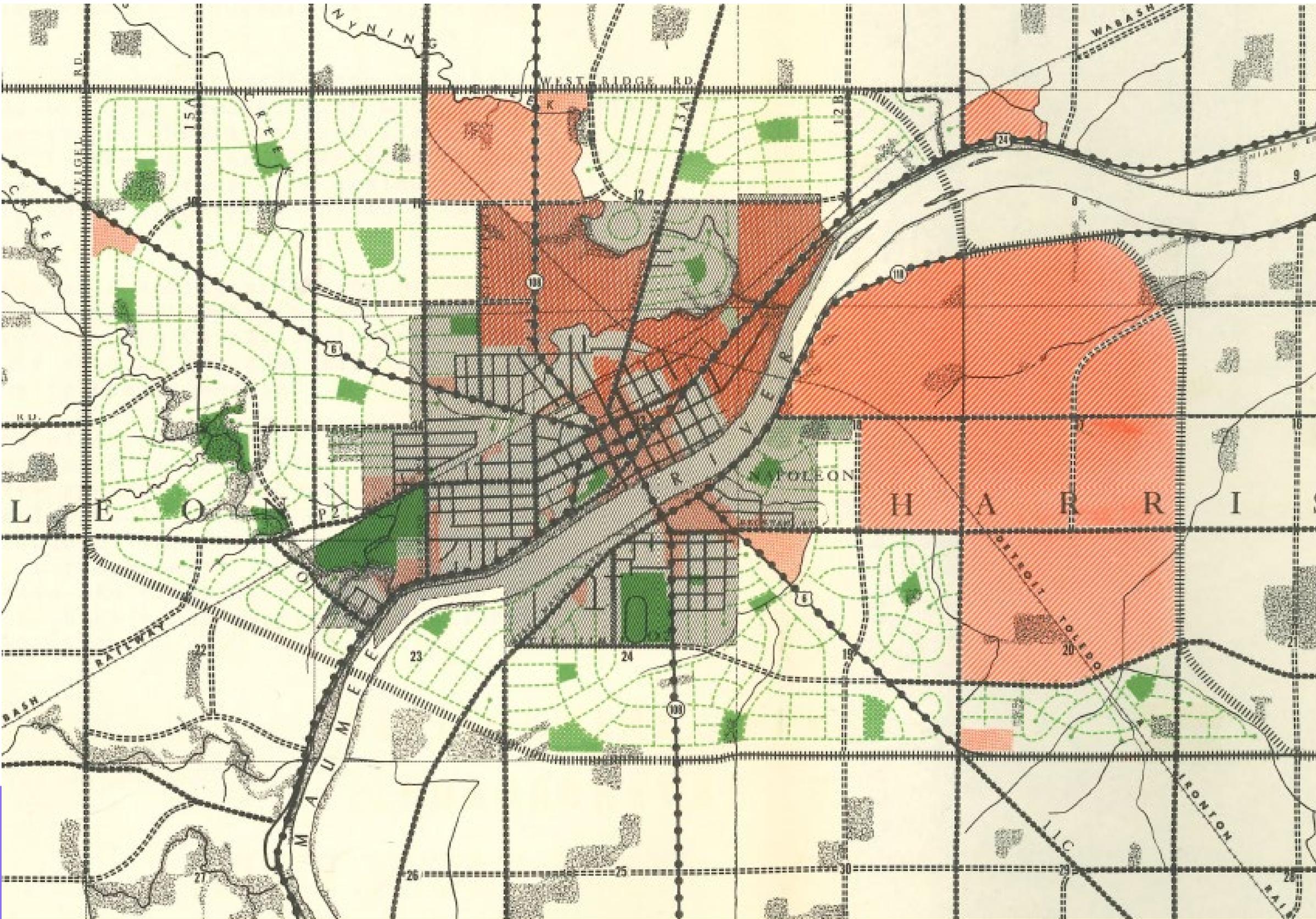
### Police Department

The police department of three command officers oversees a budget of \$1.6MM, eleven patrolmen, five dispatchers, and eleven auxiliary officers.

In 2018, approximately 15,302 calls were responded to by officers. The number of calls represented an 18% increase from 2017 (13,003 calls), and a 44% increase in calls since 2016 (10,601). In 2010, 13,495 total calls were responded to by officers.

The City’s police department has indicated several current trends and issues that are impacting the department and its staff. These issues are:

- A general increase of mental health calls and community policing requests, especially for school events, armed response training events, and calls requiring Spanish translators, are placing additional burdens on the police staff and resources. Public works projects and traffic control episodes have also placed additional pressures on police resources.
- Since the construction of the new K-8 school facility along Westmoreland, traffic issues around the school during peak times are more noticeable.
- Property maintenance and enforcement issues are becoming noticeable in certain neighborhoods.
- Staffing levels within the command ranks of the police department and Dispatch Center may need to be reviewed and adjusted accordingly. Additionally, more School Resource Officers may be needed in the future.
- The current police facility is at the end of its useful life and outdated.
- The need to deploy additional technology in the field, including car, body, and security cameras, and 700 MHz radios.
- A diminishing pool of qualified applicants for entry level police officer and dispatch center positions.



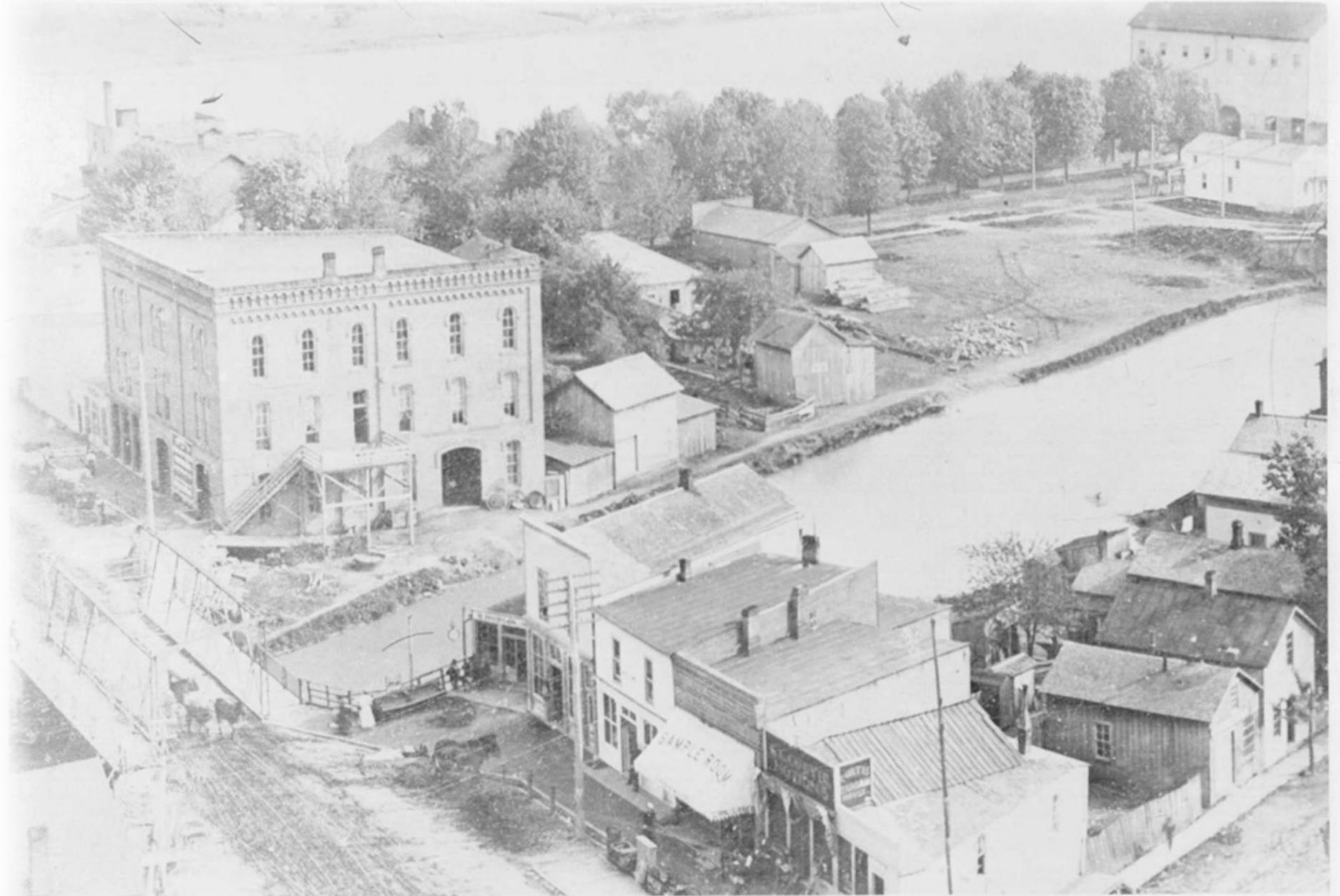
*Napoleon's 1957 Master Plan called for increased density along the riverfront and for many of Napoleon's neighborhoods to be set along curvilinear grids.*

## Planning Area Issues and Recommendations

## Planning Area Issues and Recommendations

The planning team divided the City into ten "planning areas" to make it easier for residents and community officials to relate to the Plan, identify and address issues specific to particular areas, and organize/manage recommendations.

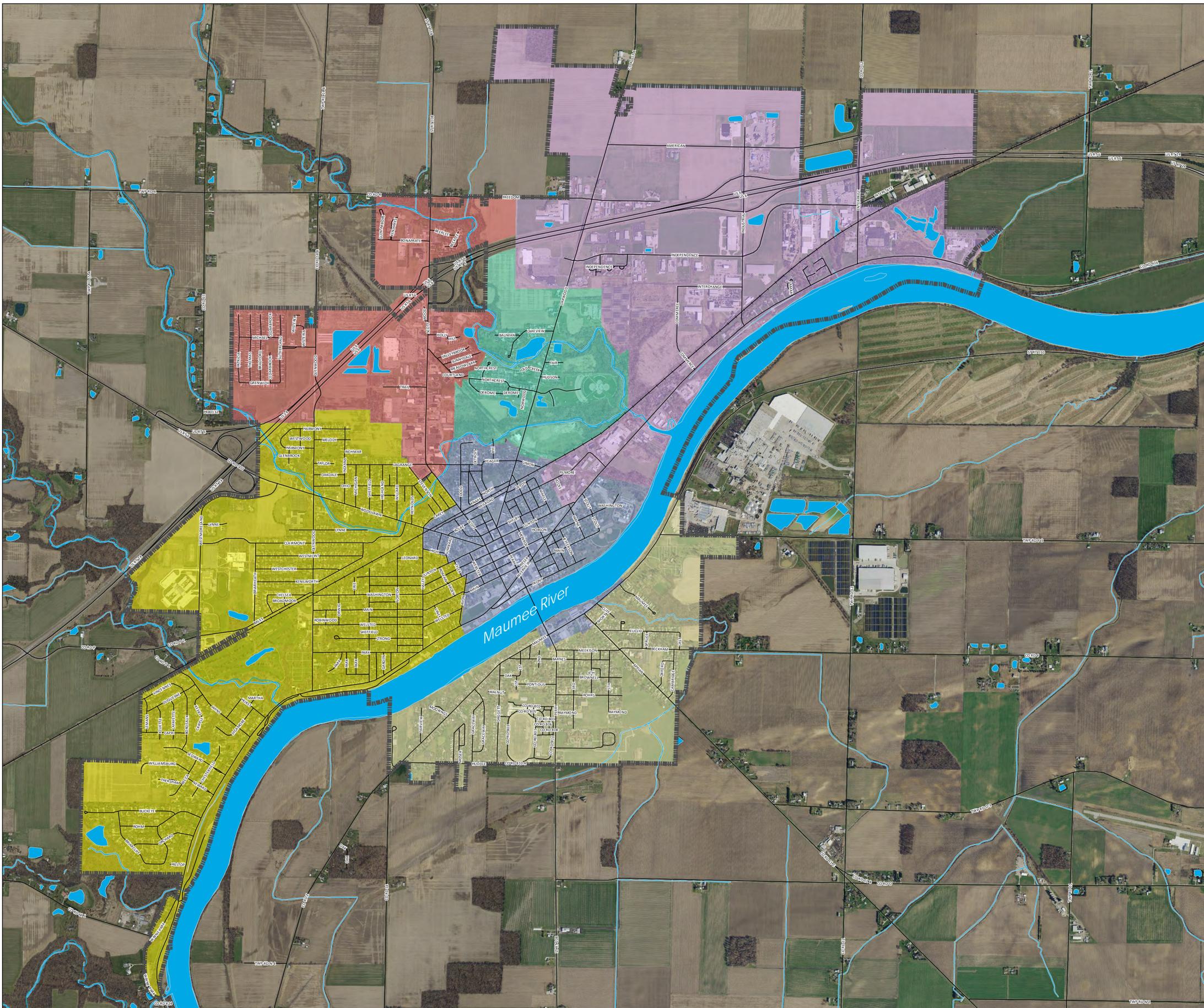
The *Planning Areas Map* can be found on the following page. It is meant to be used in conjunction with the planning issues narrative, and used as a reference when confronted with development proposals, zoning changes and amendments, and when planning for capital improvement projects.



*West Riverview Avenue is currently located along the former canal that abutted the Maumee River and downtown area. Today, the only building that remains is on Perry Street and a hodgepodge of land uses consume some of the best areas along the riverfront.*

# City of Napoleon Master Plan

## Planning Areas

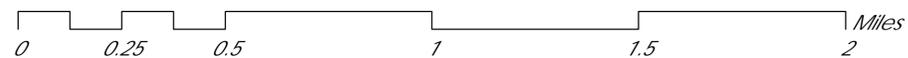


### Legend

-  Napoleon Corp Boundary
-  Streets
-  Railroads
-  Maumee River / Ponds / Hydrography

### Planning Areas

-  US 24 Commerce Planning Area
-  Oakwood Planning Area
-  Scott Street Corridor Planning Area
-  Glenwood Planning Area
-  South River Planning Area
-  Downtown Planning Area



Source: Henry County Auditor, Engineer, Napoleon, Reville

1) US 24 Commerce Planning Area

Overview

This planning area represents the community’s largest area, in terms of acreage, dedicated to industry and commerce. Its location relative to US 6/24 makes it valuable to economic interests seeking excellent logistics between Toledo and Fort Wayne with affordable and plentiful utilities.

This planning area is home to the city’s solar field and two business parks: Commerce Business Park, located south of US 6/24 along Industrial / Independence / Enterprise drives and NorthPoint Business Park, located north of US 6/24 on the City’s northern corporation limits. Approximately 411 acres of undeveloped land is zoned for industrial and highway commercial uses in NorthPoint, a third of the acreage is owned by a single entity. Over 88 acres of undeveloped site-ready land exists in the Commerce Business Park, home of a new industrial facility built on spec, but recently leased to JAC Products.



*During the development of this Master Plan the spec building built by a local developer was leased to Jac Products, creating over 300 employment opportunities.*

Planning Issues

- Plans for a second river bridge crossing linking the US 6/24 interchange to SR 110 via Industrial Drive. Roundabouts will be located at Riverview Avenue (formerly SR 424) and SR 110, and the existing pedestrian connectivity elements will be enhanced (e.g., existing tow path will be placed under bridge approach). The projected completion date for the bridge is 2022.
- Continual adaptive reuse of the Oakwood Plaza. The Henry County Commissioners and other non-profit groups currently own and occupy most of the plaza with the exception of the former Wal-Mart. Since the closure of the interchange to US 6/24, marketing the plaza has been difficult. Out lots on the plaza footprint, however, have been sold to area social service nonprofits which have plans to build facilities.
- Aesthetics along US 6/24 are poor due to land uses with outdoor storage and other maligned land uses.
- This area suffers from limited wayfinding and gateway signage at the Riverview Avenue-Industrial Drive interchange (current signage includes references to the location of the Henry County Hospital and Humane Society but to no other locations).
- Brownfield sites remain in this planning area in/near Commerce Business Park (Hogrefe sites).
- Formalizing pedestrian connectivity opportunities utilizing existing right-of-way along the river beginning at the City’s eastern limits at Vorwerk Park.
- Determining the exact boundaries of the Northpoint Business Park to codify buffering, lighting and landscaping requirements that minimize land use conflicts.

- Potential annexation of properties along Interstate Drive that currently receive city utilities.
- This planning area abuts three townships (Napoleon, Freedom, and Liberty) which may require additional planning and zoning coordination in regards to minimizing incompatible land uses along the periphery.
- A majority of this planning area is located in CRA #7, which provides for up to 100% 15-year abatement for residential, commercial and industrial development.

Existing Land Uses and Zoning

Primarily industrial and highway-related commercial land uses. Limited residential land uses include R-1 single family residential and Riverview Estate apartments along East Riverview Avenue. Larger undeveloped agricultural lands zoned for highway commercial or industrial land uses are primarily located along American Road and Enterprise Avenue north of US 6/24, but undeveloped parcels 10 acres or less in size are scattered along Independence, Interchange or Commerce drives.

Zoning classifications include: R-1, R-3, C-2, C-3, C-4, I-1 and I-2.

Environmental Considerations

- Woodlands and floodplains exist on parcels along the VanHyning Creek on City owned parcels west of Commerce Drive and along East Riverview Avenue. Emergent wetlands are also present west of the City’s electrical substation on Enterprise Avenue.
- Although most of the footprint of the Hogrefe junkyard was remediated with Clean Ohio funds more than a decade ago, making way for Commerce Business Park and the solar facility, environmental issues still exist on

parcels located in Commerce Business Park and along East Riverview Avenue (west of Commerce Drive).

Transportation and Connectivity Considerations

- ➔ Plans for a second river bridge crossing linking the US 6/24 interchange to SR 110 via Industrial Drive. Roundabouts will be located at East Riverview Avenue and SR 110.
- ➔ Pedestrian connectivity, to include sidewalks, bike lanes and trails, is lacking throughout the planning area with the exception of areas along Oakwood Avenue and Independence Drive. As part of an Ohio Department of Transportation (ODOT) requirement, sidewalks will be added along Industrial Drive from Independence to the railroad tracks.
- ➔ An unimproved trail exists on city or state-owned right-of-way along the river between Vorwerk Park and 601 W. Riverview Avenue, currently Azul Tequila. The trail, in its current condition, is underutilized and would make a great connectivity element to improve.



*The river trail should be extended south and trailheads exposed with signage.*

- ➔ ODOT closed the US 6/24 rail crossing and worked with Michigan Southern Railroad officials to add a rail spur and transfer station in Commerce Business Park. The rail line going northeasterly towards Lucas County could be used to promote pedestrian connectivity and used to link up with the southern fork of the Wabash Cannonball trail that ends at County Road 6C in Liberty Center.
- ➔ Two road extensions are planned within Northpoint Business Park. Industrial Drive is planned to be extended north to link with County Road S within the North Pointe Business Park. The extension of Freedom Drive is possible in the future, and could be extended north to connect with American Road.

Utility Considerations

Utilities are sufficient to service this planning area. Areas north of US 6/24 and the Northpoint Business Park are served via 12” water/sanitary line and a sanitary sewer pump station, with the cost of the infrastructure paid for through property assessment, or deferred assessments (tap fees). Information on tap fees can be attained by contacting the finance department.

Future Capital Improvements

- ➔ Second Maumee River bridge (Industrial Drive to SR 110). The anticipated date of completion is 2021-2.
- ➔ Waterline improvements include an 8” waterline across the new bridge to link up with the waterline along SR 110, which will help in looping the water system by eliminating the dead-end water main, and providing additional water capacity to Campbell’s Soup.
- ➔ Resurfacing of Independence Drive from Oakwood Avenue to Industrial Drive.

- ➔ To help promote the long term economic development potential for the City’s industrial parks, the following improvements may be necessary:
  - Reconstruction of American Road (from Industrial Drive to Oakwood Avenue) to help promote long term economic development. The current condition of the roadway may be unable to handle continual truck traffic.
  - Reconstruction of Oakwood Avenue from Freedom Drive to American Road.
  - Reconstruction of American Road from Industrial Drive to Enterprise Avenue.
  - Reconstruction of Enterprise Avenue from Overpass to W. Riverview Avenue.

Preferred Future Land Uses

- ➔ Commercial and industrial land uses, with higher density residential land uses where suitable along key corridors and properly buffered.
- ➔ Future residential land uses (primarily single-family) should be discouraged if they are immediately adjacent to intensive commercial and industrial uses, unless adequate buffering is provided.
- ➔ Buffering between conflicting uses should include additional setbacks and screening to protect residential uses. For example, additional setbacks could range from 10 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.
- ➔ Opportunities to improve property valuations exist in various locations along the riverfront.

Recommended Solutions

- ➔ Increase landscaping and screening requirements for certain land uses located along main thoroughfares (US 6/24, Industrial Drive, etc.) and those businesses with outdoor storage.
- ➔ A majority of this planning area is located in CRA #7, which provides for up to 100%-15 year abatement for residential, commercial and industrial development. The program should be utilized to incentivize the various elements of private development in this area.
- ➔ The Parks Department should continue to collaborate with the Henry County Park District and other regional stakeholders to expand the trail infrastructure that begins / ends at Vorwerk Park.
- ➔ City officials should pursue tax increment financing to complete infrastructure projects in this planning area that promote economic development and growth (e.g., American Road, Freedom Drive, etc.).



*Pedestrian connectivity opportunities exist along East Riverview Avenue to connect the river trail to destinations to the south east including the downtown. Right of way is sufficient enough along most of the roadway to be improved with a dedicated bike lane.*

“I have not had a decent meal anywhere in Napoleon that would bring me back at this time. If you get a decent place to eat you would have people coming into town from all the surrounding towns such as Ridgeville, Wauseon, Archbold, Holgate, New Bavaria, Defiance, Liberty Center, etc. It takes a place where good food is known and at this time Napoleon does not have one decent place to eat out.”

~Survey Respondent

## 2) Oakwood Planning Area

### Overview

The Oakwood Planning Area is a primarily residential area located east of the Scott Street commercial corridor and west of Oakwood Park, clustered around woodlands and environmental challenges posed by Oberhaus and VanHyning creeks.

### Planning Issues

- ➔ Outstanding connectivity issues and challenges exist in this planning area, such as:
- ➔ Determining the best method to connect Oakwood Avenue to Scott Street.
- ➔ Determining the best use of the City-owned easement (former rail line) to improve connectivity within the City and between Scott Street and the riverfront.
- ➔ Formalizing the connection between Northcrest and Cortland, at a minimum for health and safety reasons (to assist with fire evacuations).
- ➔ Improving the taxable land value through infill development and tactical densification of properly buffered land uses, being cognizant to environmental constraints and woodlands.
- ➔ Annexation of a pocket of land at interchange property (16.29 acre Gilson property, 500 class-residential) has environmental challenges (floodplains/wetlands) best suited to be handled under City zoning if developed.
- ➔ The improvement of buffering tools between residential and commercial land uses.
- ➔ I-2 area (Gerken property and 25 acre reclamation site) should be rezoned and made a non-conforming use to promote residential infill development due to its location

next to the park, woodlands, and riverfront that can be linked via an abandoned right-of-way.

- ➔ Adaptive reuse of under-utilized multi-family residential land uses located along the south side of Derome Drive.
- ➔ This entire planning area is located in either CRA #6 or #7, which provide for up to 100%-15 year abatement for residential, commercial and industrial development.

### Existing Land Uses and Zoning

Single family/multi-family residential (Northcrest Apartments), commercial and industrial uses (Northcrest Rehab and Nursing Center, Moose Lodge, Gerken), and public uses (Oakwood Park, city solar farm and reclamation site).

Zoning classifications include: R-1, R-2, R-3, R-4, C-3, and C-4.

### Environmental Considerations

Woodlands, floodplains, and potential wetlands located around VanHyning and Oberhaus Creeks.

### Transportation and Connectivity Considerations

- ➔ Connecting Scott Street to Oakwood Avenue by extending Northcrest Drive to align with Trail Drive, which if extended could link to Glenwood Avenue. Northcrest Drive was reconstructed in 2004 with the sole purpose of making this connection but it has yet to be formalized.
- ➔ Determining the best use of former rail right-of-way that extends from the Maumee River northwesterly to First Federal Bank of the Midwest along Scott Street.
- ➔ Sidewalks are absent in several neighborhoods in this planning area, with the exception of Northcrest Drive and Northcrest Circle. The sidewalks that exist along the west

side of Oakwood Avenue stop at Independence Drive. Pedestrian connectivity elements north of Independence Drive to the City's northern corporation limits are non-existent.

- ➔ Extension of Fair Street to support future development.

### Utility Considerations

Other than continual capital improvements, the utilities in this planning area are sufficient to support planned future uses.

### Future Capital Improvements

- ➔ Reconstruction of Oakwood Avenue from US 24 to the downtown, to include the sidewalks, water/sewer/ storm infrastructure. Grant dollars may be available.

### Preferred Future Land Uses

Residential land uses, properly buffered and connected to public and limited neighborhood commercial land uses. Existing industrial land uses should be phased out through zoning and future industrial land uses should be prohibited.

### Recommended Solutions

- ➔ A majority of this planning area is located in either CRA #6 or #7, which provide for up to 100%-15 year abatement for residential, commercial and industrial development. The program should be utilized to incentivize the various elements of private development in this area.
- ➔ City officials should be innovative in developing adaptive reuse solutions for the former Walmart.
- ➔ Pursue state and federal recreation trail grants to utilize the rail right-of-way to connect this Planning Area to the Maumee River and Scott Street.
- ➔ Increase additional property and nuisance abatement enforcement to minimize issues stemming from the multi-family developments along Derome Drive.
- ➔ Develop a solution to formally connect Northcrest to Cortland to provide for vehicular and pedestrian connectivity.



*Pockets for new growth opportunities exist along Oakwood Avenue. City officials should modify the zoning code to stimulate residential development on land south of Oakwood Park. The land is presently used for construction debris storage.*

### 3) Scott Street Planning Area

#### Overview

Clustered primarily along Scott Street and US 6/24, the Scott Street planning area represents the City’s primary commercial shopping corridor.

#### Planning Issues

- The corridor suffers from poor aesthetics, excessive impervious surfaces, access management issues (too many curb cuts), vacancies, inappropriate land use setbacks, and pedestrian connectivity issues.
- Infill opportunities exist on the backlots of many parcels that front Scott Street but site accessibility is limited.
- Commercial vacancies like the former Scott Street Plaza that has remained vacant since 1992. It is currently being marketed by the Henry County CIC. Increased use of zoning and regulatory tools, and incentives and other financial / grant resources will be required to revitalize the corridor.
- Determining the appropriate use for City-owned parcels. The City is in ownership of a 17 acre parcel along Glenwood Avenue at the City’s northern-most corporation limits that they acquired in 2012 for future utility purposes (future water treatment plant) but the project stalled when wetlands were discovered on the property. They also own two parcels west of Wood Drive along US 6/24.
- Lack of pedestrian connectivity elements in the northwest areas of the planning area (Glenwood Estates, etc.) to other areas within the planning area, which includes the commercial areas along Scott Street and the school facilities to the south. Roundhouse Road, a platted

drive not yet constructed, could be extended west from Scott Street under US 6/24 to City-owned property to the north using existing easements but the cost to remediate the wetlands issues on their property may be cost prohibitive. Pedestrian connectivity north from Taco Bell/Burger King under the US 6/24 interchange is not existent. A grant was attained in 2012 (\$1.297MM from the ODOT Transportation Enhancement Program) to promote a \$3MM connectivity along Scott Street in this area but City officials eventually passed on the resources.

- This area has a lack of public and green spaces.
- No evacuation shelter area (basement / sturdy building) nearby Glenwood Estates.
- A portion of this planning area is located in CRA #6, which provides property tax abatement for up to 100%-15 year abatement for certain types of development that meet applicable zoning guidelines.

#### Existing Land Uses and Zoning

Primarily commercial land uses, with scattered single, multi-family residential uses and manufactured housing land uses along Scott Street and Glenwood Avenue. Glenwood Estates and Valleybrook Estates manufactured housing communities and Glen Arbors apartments exist within this planning area, as do large agricultural lots along the overpass at Glenwood Avenue and US 24.

Zoning classifications include: R-4, C-3, C-4, C-5, and I-2 south of Wood Drive.



## Environmental Considerations

- ➔ Emergent wetlands exist on the 16.65 acre City-owned parcel along Glenwood Avenue that was originally purchased for a location of the water treatment plant. The future use of the site is unknown at the time, but City officials are considering using a portion of it for passive recreation.
- ➔ Forested lands, floodplains, and emergent wetlands exist along VanHyning Creek on parcels along the City's northern corporation limits near County Road R, and also on parcels along VanHyning Creek directly south of US 24 and the Scott Street (SR 108) interchange. Scattered woodlands are present on parcels adjacent to the former Scott Street Plaza near Trail Drive.

## Transportation and Connectivity Considerations

- ➔ Scott Street-Oakwood Avenue connector.
- ➔ Scott Street-Northcrest Drive connection, using Cortland or a portion of the former rail right-of-way owned by the City.
- ➔ Trail Drive – Indiana Avenue connector.
- ➔ Pedestrian connectivity improvements needed along Glenwood Avenue linking Glenwood Estates to southerly destinations like St. Paul Lutheran School and the City's unified school complex.
- ➔ Traffic and Safety issues exist along Scott Street at US 6/24 and County Road R. To address these issues, ODOT has discussed the feasibility of a roundabout at US 6/24.



*Pedestrian connectivity on Scott Street should be improved to minimize safety issues. Grant funding from the State of Ohio may be available.*



- ➔ Other transportation considerations noted by residents include:
  - Traffic congestion issues along Scott Street that make unsignalized left turns difficult.
  - Congestion issues at US 24 and SR 108.
  - Safety issues (line of sight and traffic speed) at County Road R and SR 108.

## Utility Considerations

- ➔ Other than continual capital improvements and storm sewer capacity improvements along Scott Street, the utilities are sufficient to service existing land uses within the planning area.
- ➔ Water service expansion in the planning area north along SR 108 is available upon request. However, a pump station and additional easements may be required to provide sanitary sewer service to distant areas. In 2019 the City will upgrade the Williams sanitary sewer pump station near Glenwood Estates to improve the sewer capacity in this area.
- ➔ Providing utilities (especially sanitary sewer) to areas west of Glenwood Avenue (west of Glenwood Estates) could occur if constraints 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 city control and provides water to the former Country View Haven.

## Future Capital Improvements

- ➔ A force main on the north side of US 6/24 is being planned to compliment the new sanitary pump station placed on the north side of US 6/24 along Glenwood Avenue. The improvements will help promote growth in the City's northern areas.

Preferred Future Land Uses

- ➔ Moderate to higher density planned residential land uses should be encouraged, along with planned commercial uses along highway frontage of Scott Street (SR 108) and Glenwood Avenue. Developments should be interconnected to provide for pedestrian connectivity opportunities.
- ➔ Industrial uses should be limited in this area due to the sufficiency of these land uses in other areas of the community.

Recommended Solutions

- ➔ An overlay district should be created for Scott Street to help promote improved property values, corridor aesthetics (signage and landscaping), site accessibility and pedestrian connectivity.
- ➔ City officials should increase awareness and visibility of incentives (the City’s CRA program) along the Scott Street corridor, as well as determine an end use for the two City-owned parcels immediately west of Taco Bell.
- ➔ Pedestrian connectivity to areas north of US 6/24 should be expanded utilizing federal, state and local resources, including ODOT Safety Funds.
- ➔ Pursue the feasibility to expand public green spaces.

“Our "strip" looks horrible compared to neighboring towns. It is all electric polls and it just looks run down compared to towns such as Defiance.”  
 ~Survey Respondent



*City officials should take a long term approach in working with Scott Street property owners and businesses to improve the City’s main shopping corridor. Tools like tax increment financing, special improvement districts, and the City’s CRA program are all potential tools to help the corridor. The east side of Scott Street is part of an area recently designated as an Opportunity Zone that offers investors significant tax and capital gain advantages should they invest in the area.*

- ➔ Updates to the zoning map should include:
  - Sole I-2 zoning along Scott Street near Roundhouse Road is an incompatible land use along the corridor and should be made non-conforming and rezoned to commercial uses.
  - Residential / commercial buffering techniques could be improved. Currently, commercial projects that abut residential land uses are only required to have a 7 foot setback.

#### 4) Glenwood Planning Area

##### Overview

This planning area is comprised primarily of residential and supportive public and institutional land uses. A majority of the City’s residential land valuation and public riverfront access is located here.

##### Planning Issues

- ➔ The redevelopment of the former elementary school property footprint (approximately 9 acres) located along Clairmont Avenue. A local developer is working with City and school officials to deploy a planned residential development on site. The planned development would include 34 townhouses.
- ➔ Limited neighborhood commercial land uses in the planning area may force vehicle trips to other parts of the community.
- ➔ A greater portion of the planning area is dedicated to public and institutional land uses than any other planning area in the community. All of these public land uses are guided by residential and commercial zoning, which could create undue impacts to surrounding neighborhoods like lighting, traffic generation, etc.
- ➔ Sanitary sewers are available to promote residential growth on undeveloped lands north of Lagrange, east of Indiana Avenue (extension of the Brickyard Subdivision).
- ➔ Certain elements of the Anthony Wayne neighborhood, such as street lighting, were the responsibility of a homeowners association that expired a decade or more ago. Street lighting is now in need of replacement and not up to public code.



*New investments in this Planning Area include a new K-8 school along Westmoreland adjacent to the high school complex. Residents are desirous of additional pedestrian connectivity improvements that help improve access from their neighborhoods to this footprint and to other locations like the downtown and riverfront.*

- ➔ Pedestrian connectivity along Glenwood Avenue could be improved. Pedestrian connectivity elements between the Twin Oaks, Riviera Heights, and Majestic Heights neighborhoods do not exist.
- ➔ The potential repurposing of the 13-acre Wayne Park to higher and best uses. The park is currently the most underutilized park in the City’s inventory.
- ➔ Flooding along the portion of Garret Creek in the municipal golf course.
- ➔ A portion of this planning area is located in CRA #6, which provides property tax abatement for up to 100%-15 year abatement for certain types of development that meet applicable zoning guidelines. This zone was expanded in 2018 to help incentivize infill residential development on the former West Elementary school footprint.

## Existing Land Uses and Zoning

Primarily residential land uses with supportive public and institutional land uses. The Napoleon high, middle, and elementary schools, St. Paul Lutheran School, police station, and several publicly-owned facilities (municipal cemetery, golf course, and Glenwood, Ritter, Wayne, and Meyerholtz parks are all located in this planning area). Neighborhood commercial uses are extremely limited and confined along Glenwood Avenue. Most of the City's newer residential properties / neighborhoods are located in this Planning Area.

Zoning classifications include: R-1, R-2, R-3, R-4, C-3, and C-4.

## Environmental Considerations

- ➔ Woodlands, floodplains, and potential wetlands are located around Oberhaus and Garrett creeks, and the Maumee River.
- ➔ A significant portion of the municipal golf course located along Garrett Creek is in a floodplain that limits full use of the course during wet weather events or when the Maumee River is engorged.

## Transportation and Connectivity Considerations

- ➔ The City received \$750,000 in grant funds in 2018 to improve pedestrian connectivity along Jahns Road and West Riverview Avenue. These improvements are part of a broader initiative to promote local and regional pedestrian connectivity.
- ➔ Improved pedestrian connectivity elements are needed along Glenwood Avenue linking Glenwood Estates to southerly destinations like St. Paul Lutheran School and the City's unified school complex.

- ➔ School and City officials created a school travel plan that seeks to increase opportunities for K-8 students to walk and bike to the elementary and middle school. Some of the improvements include filling in the sidewalk gaps along Glenwood and Westmoreland Avenues and installing timed crosswalks in specific locations adjacent to the schools.
- ➔ A Miami-Erie Canal trailhead for the "Renegade" leg going southbound past Girty's Island and into Defiance County is located just south of Meyerholtz Park and has poor signage.
- ➔ Other transportation considerations include:
  - Survey participants indicated a strong desire for the intersection at Woodlawn and Glenwood to be signalized due to school traffic. Other issues with traffic were noted along Westmoreland Avenue.
  - Congestion issues at the Bales, Glenwood and West Washington intersection during school times.
  - Line of sight issues at Bales and Westmoreland pose safety risks.
  - Lighting improvements desired by residents at US 24 and Woodlawn.

## Utility Considerations

- ➔ Other than continual capital improvements, the utilities in this planning area are sufficient to support planned future uses within the corporation limits.
- ➔ Water and sanitary sewer may be available upon extension to areas north of County Road M1, however a pump station will be required to provide sanitary sewer service to distant areas north of Township Road N.

- ➔ Providing sanitary sewer utilities to growth areas west of this planning area is possible but may be costly because of physical constraints (bedrock and soils). The development of a force main / pump station may be warranted to promote growth in this general location in the future.

## Future Capital Improvements

- ➔ 8" waterline improvements along Glenwood Avenue.
- ➔ Water and sewer upgrades along Park Street.
- ➔ Continual WTP improvements.

## Preferred Future Land Uses

- ➔ The extension of Williamsburg Avenue west onto the 34 acre parcel should be R-1 or R-2 single family residential, with planned connectivity to parcels to the north that should be linked to Capri Drive.
- ➔ Future residential uses could be accommodated with the extension of the Brickyard Subdivision (phase two), east onto the 19 acres north of Lagrange Street.
- ➔ Preferred land uses for growth areas outside of the City's limits north of County Road N and Township Road 16 include a mixture of residential land uses at various densities. Development adjacent to the Maumee River should be limited to non-intensive uses emphasizing recreation, scenery, and access to the Maumee River.
- ➔ Residential development at various densities and planned neighborhood commercial uses are preferable along the City's western boundaries (adjacent to US 6/24) along the highway frontage of County Road P.

Recommended Solutions

- ➔ Enforcing the subdivision regulations to encourage (or requiring) developers to connect future residential neighborhoods.
- ➔ Overall connectivity between the Maumee River, city parks, and river trail, and Twin Oaks / Anthony Wayne neighborhoods should be formalized with public infrastructure. Likewise, pedestrian connectivity along West Riverview Avenue can be improved.
- ➔ Pursue the repurposing of Wayne Park, but keeping lands east of West Riverview Avenue along the river for future public uses like the expansion of the existing bike path/trail.
- ➔ Update the City’s Safe Routes to School Plan for resources for non-infrastructure and infrastructure solutions like filling in the sidewalk gaps along Glenwood and Westmoreland avenues and installing timed crosswalks in specific locations adjacent to the schools.
- ➔ Work with developers to help revive the stalled Twin Oaks subdivision that was preliminarily approved by the planning commission some time ago. Although the project would require the extension of the road and all utilities, it remains a promising area to promote additional residential development opportunities. If incentives are needed, City officials could create another community reinvestment area zone.



*Top/Bottom: Additional residential development opportunities exist along Williamsburg Avenue and on adjacent properties to the west.*



*Top: West Riverview Avenue could benefit from additional pedestrian connectivity improvements.  
Below: Public infrastructure investments along West Washington Street helped to spur additional property investments from homeowners along the corridor.*



“The parks are great, but could be better. Sidewalks need improvement... Riviera Heights doesn't even have them - people walk in the streets. Jahns Road doesn't have sidewalks. Sidewalks need to be connected to the beautiful city walks along the river.”

~Survey Respondent

5) South River Planning Area

Overview

As one of the City’s most challenged planning areas, it consists primarily of residential land uses of varied densities, neighborhood commercial land uses clustered along E. Maumee Avenue and public / institutional land uses like the Henry County Fairgrounds, Henry County Senior Center, and the Lutheran Home complex. While many parts of this planning area fronts along the Maumee River, public access and views are generally limited to Oberhaus Park. Campbell’s Soup is situated immediately to the east in Harrison Township.

Planning Issues

- Limited riverfront views and accessibility.
- This planning area has a variety of incompatible zoning and land use issues, neighborhood revitalization needs and blighted single family and multifamily residential structures, many of which are rentals and suffer from intermittent vacancy. Many roads are without curbs/gutters and sidewalks (Oak, Barnes, Last, Spruce, Euclid, Cliff, Short, First, Second, Third, Fourth, Fifth streets).



*The placement of the new Henry County Senior Center along Rohrs Street is helping promote neighborhood revitalization and potential new residential housing opportunities.*

- City officials are working with the Henry County Commissioners and the Maumee Valley Planning Organization to attain grants from the ODSA for various infrastructure improvements in neighborhoods east of State Route 108 between Rohrs Street and south to the Genacross Lutheran Services Campus.
- Traffic, noise and other issues that surface in the neighborhoods that abut the Henry County Fairgrounds. Currently, the lack of buffering causes disturbances.
- City officials are currently working with developers for a senior housing project on parcels east of Fifth Street, which will culminate in the extension of Raymond Street.
- Lutheran Services has future plans to expand the footprint of their assisted living facility, Alpine Village, onto the roughly 17 acres they own to the east.
- The placement of the Henry County Senior Center at the former CD Brillhart Elementary School site should help to ignite new development and neighborhood revitalization efforts. The center was built using levy funds and opened in 2018. The school district currently utilizes the undeveloped areas as soccer fields, with the City maintaining them.
- Gaps in pedestrian connectivity remain in many sections of the planning area and along main thoroughfares like South Perry Street (south of Raymond), West Maumee Avenue and Huddle Road.
- A portion of this planning area is located in CRA #8, which provides property tax abatement for up to 100%-15 year abatement for certain types of development that meet applicable zoning guidelines. This zone was created to help stimulate commercial infill development in areas along E. Maumee Avenue, with Subway being the first project to utilize the incentive.

Existing Land Uses and Zoning

Various low and medium density single and multi-family residential land uses (Parkside Apartments, Maumee Valley mobile home park), limited commercial and industrial use, and various public and institutional land uses (Oberhaus Park, Forest Hill Cemetery, Henry County Senior Center, and churches).

Zoning classifications include: R-1, R-2, R-3, R-4, C-1, C-3, and I-2. Large industrial uses (Campbell’s Soup) in adjacent Harrison Township north of County Road P-3.

Environmental Considerations

Floodplains and woodlands exist along the Maumee River and Palmer Ditch (Hog Creek). Creeks are located west of Oberhaus Park outside of the corporation limits, as well as on lands located on undeveloped lands in the southeast region of the City.

Transportation and Connectivity Considerations

Several street extensions have been recorded but not constructed. This includes Teeple Street, Williams Street, and the extension of Rohrs Street to Appian Avenue. Many roads are without curbs/gutters and sidewalks, and are dead-ended without cul-de-sacs.

- Other transportation considerations include:
  - Speed reductions along Maumee Avenue going east from Campbell’s (55 to 25 mph reduction). A traffic study will be required to do lower the speed to 25 as the current regulations are set by Ohio Revised Code.

Utility Considerations

- Other than continual capital improvements, the utilities in this planning area are sufficient to support existing and planned land uses within the corporation limits.
- For growth areas to the east, west and south, water and sewer is available upon extension. A pump station may be required for larger developments needing sanitary sewer extension.

Future Capital Improvements

- Repaving of South Perry Street from the river bridge to the corporation limits.
- Reconstruction and widening of Meekison Street, from South Perry Street to Apian Avenue, to include sanitary and storm sewer improvements.
- Reconstruction of Third Street from Meekison Street to the Genacross Lutheran Services property, to include sanitary and storm sewer improvements.
- Reconstruction and widening of Raymond Street, east from Fifth Street. Private developers have plans to extend Raymond Street further east for a senior housing project.

Preferred Future Land Uses

- Future residential infill is likely to occur on undeveloped parcels (former Kimdale subdivision) east of Fifth Street that abut the corporation limits.

“Clean up the Fairgrounds area. The chain link fences need to go!”  
 ~Survey Respondent

- Preferred land uses north of Township Road P3 would include 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.
- For future growth occurring south of County Road P, preferred land uses would include planned residential and complimentary neighborhood commercial uses.
- Water and sewer is available in these areas upon extension (with limitations), and a pump station may be required for larger developments needing sanitary sewer extension.

Recommended Solutions

- The area along E. Maumee Avenue from S. Perry Street to Cliff Street should be master planned to include increased riverfront and mixed use development opportunities.
- Expand CRA #8 to new areas in the planning area to help stimulate residential reinvestments and new residential development.
- Updates to the zoning map include:
  - Pursue the feasibility to adjust the C-1 zoning. Currently, many single family residential uses are located in the zone.
  - All areas zoned R-4 should be rezoned to encourage low or medium residential land uses.
  - Residential / commercial buffering techniques could be improved. Currently, commercial projects that abut residential land uses are only required to have a 7 foot setback.



*Certain neighborhoods in this planning area have capital improvement needs that include road reconstruction, and sanitary and storm sewer improvements.*



*Pedestrian connectivity could be improved in this Planning Area. Sections of South Perry Street, West Maumee Avenue, and most of Huddle Road could be improved with sidewalks and additional bike signage/shared bike lane markings.*

6) Downtown Planning Area

Overview

This planning area represents the City’s earliest development underpinnings and is comprised of the oldest and most historic neighborhoods and properties in the community.

Planning Issues

- Some neighborhoods surrounding the downtown are showing signs of disinvestment and may require additional property/nuisance abatement enforcement.
- City officials and private investors have invested millions of dollars into the appearance of the downtown to improve its functionality and marketability since 2008. These investments include the sidewalk widening of two 700’ city blocks to promote outdoor dining, the replacement of waterlines and curbs, new public parking areas, and the renovation of properties that include the former city armory building and Lumberyard Winery. Two more phases of improvements, including sidewalk widening and street reconstruction/resurfacing, is planned through 2023.
- Promoting riverfront access and redevelopment. At the present time, the riverfront in this planning area is unsightly and littered with inappropriate land uses. There are multiple parcels along the W. Riverview/W. Front Street, and E. Maumee Avenue to Cliff Street that are either vacant or underutilized.
- The use of the Downtown Outdoor Refreshment Area to help promote downtown events in a manner that does not affect surrounding residential neighborhoods.
- The revitalization of several properties to encourage upper floor residential uses.

- Truck traffic along N. Perry Street can be problematic at times. Residents, according to the Plan Survey, are desirous to remove truck traffic from the downtown.
- Underutilized alleys and undersigned public parking, and minimal wayfinding, directional and informative signage.
- The proper administration of the preservation overlay district to protect historic commercial properties. At the present time, residential properties are exempted from the district regulations.



Top: Storage units sit along the riverfront.

Below: Pockets of residential disinvestment are scattered throughout the neighborhoods in this Planning Area.



With the help of local investors and city incentives, The Armory is a thriving Arts and Event Center. At the present time, efforts are underway to improve the adjacent property, the former senior center.

Existing Land Uses and Zoning

Primary land uses include higher density residential land uses with historic homes, and historic commercial and public buildings to include the City municipal complex, Henry County Courthouse, Armory, St. Augustine Catholic Church, Emanuel Lutheran Church, St. Paul United Methodist Church, Presbyterian Church, and the former Napoleon Middle School that includes the John L. Johnson Auditorium.

Zoning classifications include: R-4, C-1, C-2, C-3, and C-4.

Environmental Considerations

Floodplains, woodlands, and wetlands exist along the Maumee River in the neighborhoods south of East Riverview Avenue, and along Oberhaus Creek north of Yeager / Lagrange Street.

Transportation and Connectivity Considerations

City officials plan to expand the Citywide bike / trail system with two options that include sharrows or “Share the Road” signage along East Riverview/East Washington/Avon or along East Front/West Riverview. This connectivity option would require additional resources to develop and utilize City easements.

- ➔ Other transportation considerations include:
  - Perry and Clinton Street intersection, according to survey respondents, is often congested. City officials should pursue the feasibility of rerouting SR 108 to minimize traffic in the downtown (Perry Street). A roundabout at Scott Street and West Riverview Avenue could be pursued, but would require property acquisition and significant subgrade analysis.

Utility Considerations

The age of infrastructure exceeds 100 years in many sections, and requires continual capital improvements and I/I reduction efforts. Sanitary sewers are combined and deep, and often cannot be replaced without interfering with building foundations in some locations. However, the capacity of this infrastructure is generally sufficient to support existing land uses.

Future Capital Improvements

- ➔ City officials have future plans to spend in excess of \$3MM to upgrade the sewer line from the WWTP to the downtown along East Washington Street to help address treatment issues at the plant.
- ➔ Sidewalk widening along Front Street.
- ➔ The reconstruction/resurfacing of East Washington Street, Front Street, and Scott Street.
- ➔ Continual long term utility repairs.

Preferred Future Land Uses

A mixture of higher density residential land uses and planned mixed uses that integrate residential, office and commercial uses. Riverfront connectivity and riverfront views should be required and maximized in all future developments that abut or occur within 100 feet of the river (*see Map: Land Use Diagram – Riverfront Target Area*).

Recommended Solutions

- ➔ The area along the West Riverview / Front Street from Avon Place to Perry Street should be planned to promote riverfront revitalization and increased riverfront and

“Retail space – there is so much available -on the second floors!! Would love to have all that space renovated and brought up to code so that it could be turned into apartments or offices or loft space for artists”  
 ~Mary Hoeffel (Napoleon Alive, Inc.)

mixed use development opportunities. (*see Map: Downtown Planning Area*).

- ➔ Update the Preservation District boundary, guidelines and procedures. At the present time, the guidelines are being used inconsistently.
- ➔ Capital improvements should be linked to community development block grants (CDBG) and other resources from ODSA and ODOT.
- ➔ A downtown parking study may be warranted to address either actual or perceived attitudes.
- ➔ Minimizing and rerouting truck traffic off North Perry Street. The most appropriate solution appears to be utilizing Scott Street to Riverview Avenue.
- ➔ City officials should work with property owners and Napoleon Alive to encourage building repairs to maximize occupancy, promote upper floor residential opportunities and encourage higher density infill development. Notable areas include the former school complex and the former Heller-Aller property at the corner of N. Perry / Oakwood Avenue.
- ➔ Improve the wayfinding signage to include potential “Interpretive” signage that could accentuate the downtown’s historic assets and linkage to the riverfront.

- Revisit the downtown master plan that culminated in two CDBG downtown revitalization grants and the renovation of several properties (building façades and removal of code violations) and opening of businesses like Brick and Brew.
- Continue to create additional public spaces like those recently created on West Washington.
- Improve the alleyways that lead from downtown parking areas from behind the buildings.



**CITY OF NAPOLEON  
INTERPRETIVE SIGNAGE**

Sign stand examples

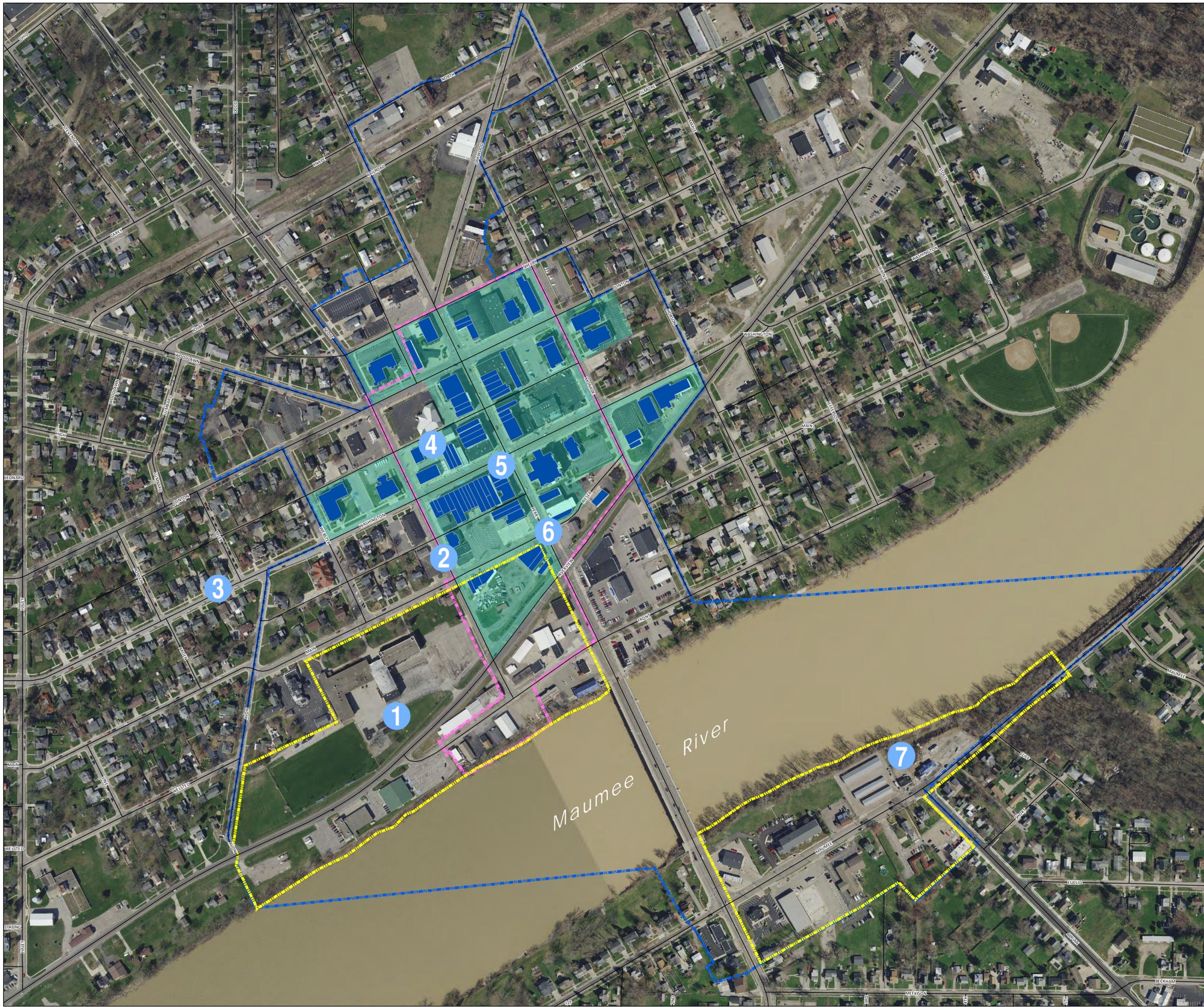


*Many opportunities exist within the downtown planning area to improve redevelopment opportunities that residents desire.*

- Napoleon officials should target properties best suited to participate in potential redevelopment efforts and begin a dialogue with property owners. Napoleon should create an inventory of parcels that would be ideal for infill development, including publicly owned parcels, and rezone them according to planned future development. The City controls some land along the riverfront that can accommodate increased densities and it can go beyond looking at only publicly owned land by exploring the feasibility of assembling land for a developer. Ultimately, the City could issue a request for proposals (RFP) to develop a site and include things the public sector would be willing to contribute to the site.
- Updates to the zoning map include:
  - Pursue the feasibility to adjust the zoning to remove the lone C-2 zoning.
  - Pursue zoning modifications to maximize density and the potential for upper floor residential uses in downtown properties.
  - Revisit the permissible use chart to adjust the permitted and conditional uses allowable in the downtown.
  - Residential / commercial buffering techniques could be improved. Currently, commercial projects that abut residential land uses are only required to have a 7 foot setback.

# City of Napoleon Master Plan

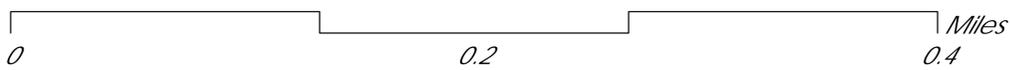
## Downtown Planning Area



- 1** Redevelopment Area: Encourage coordinated efforts that promote dense mixed uses that maximize river access. Extend CRA #2 to this area to incentivize private sector efforts and update the zoning code to guide efforts. See the Land Use Diagram for ideas for this redevelopment area.
- 2** Pursue the feasibility of shifting truck route to Scott Street to remove it from the downtown along Perry Street. Consider a roundabout at Scott and W.Riverview Avenue to promote traffic flow. Seek grant funding for improvements.
- 3** Ensure the vitality of historic neighborhoods through increased property maintenance / code enforcement and public infrastructure investments.
- 4** Improve aesthetics, connectivity, and wayfinding, especially in areas behind downtown buildings. Consider developing a Special Improvement District to fund these improvements.
- 5** Continue to work with Napoleon Alive and Chamber to promote revitalization efforts. Focus on building renovations and zoning code adjustments to encourage upper floor residential opportunities and offices.
- 6** Improve the Downtown "experience" by improving wayfinding signage and adding interpretative signage that highlights Napoleon's past.
- 7** Redevelopment Area: With some of the best sightlines in the city with views of the courthouse, a coordinated effort should be pursued to remove incompatible land uses from the river, while maximizing riverfront access through mixed uses that include restaurants with boat docks. Design elements from the downtown footprint should be expanded here. This area is part of CRA # 8 which can be used to stimulate private sector investment through property tax incentives.

### Legend

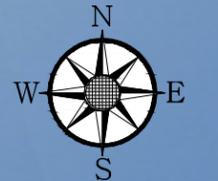
-  Streets
-  Historic Building
-  Riverfront Revitalization Area
-  Napoleon Outdoor Refreshment Area
-  Existing Preservation District Overlay
-  Proposed Preservation District Overlay



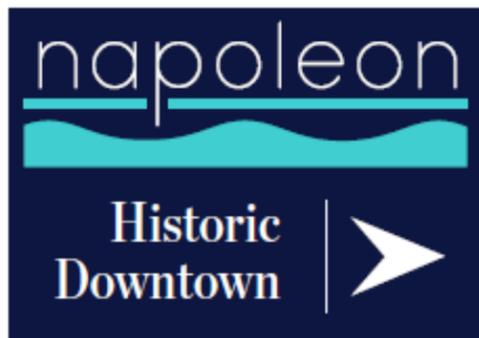
Source: Henry County Auditor, Engineer, Napoleon, Reveille



**LAND USE  
DIAGRAM**  
City of Napoleon  
**RIVERFRONT**  
Target Area



- Civic Space: Indoor Theater, Great Lawn, River's Edge
- Proposed Residential
- Proposed Non-Residential
- Mixed-use



“We decided to move back to Napoleon 5 years ago. We missed the small town charm & being close to our families. However, ever since we have moved back, I have had a concern every single year and finally this year, I came to the conclusion that nothing will happen if people don’t start voicing their thoughts & ideas, so I decided to do something about it.”

~Survey Respondent

# General Recommendations

## General Recommendations

The General Recommendations outlined in this Section of the Master Plan are to be utilized by City officials and community stakeholders either community wide or targeted within one or many of the Planning Areas. These strategies are clustered by main themes of Connectivity, Community Growth and Revitalization, Utilities, Quality of Life, and Land Use and Zoning.

### Connectivity Solutions

#### 1. Improve the pedestrian connectivity infrastructure

The community survey and public input from residents indicated a strong desire to improve existing pedestrian/bicycle facilities as well as to develop more facilities that enhance linkages within the community. The *Pedestrian Connectivity Map* shows existing multi-use path locations as well as conceptual planned pedestrian and bicycle connectivity routes that should be explored within the City. These future facilities involve incorporating pedestrian/bicycle facilities into existing roadways as well as on potential future roadway connections.

Additional planning and outreach efforts should be combined with recreational planning to help build a unified approach in planning and funding road improvements. Additional planning initiatives that should be embraced to implement this strategy are:

1. Develop a transportation master plan to address vehicular, bicycle and pedestrian mobility, as well as the long-term capital improvement planning of the City's road and riverfront infrastructure.
2. Prepare a sidewalk inventory identifying sidewalk condition and areas where gaps exist in the network.



*The Tow Path bike trail located along the Maumee River adjacent to Vorwerk Park is a gem of an asset, but it is generally hidden and unknown in the community. The further refinement of a pedestrian or bikeway connectivity plan would help to generate additional ideas to promote and expand these opportunities in the community.*

- |   |   |
|---|---|
| <ol style="list-style-type: none"> <li>3. Develop a phased repair and replacement plan utilizing a combination of local, CDBG, and private funds from participating homeowners. Some neighborhoods are located in Census Block Groups that are designated as low-to-moderate (LMI) and eligible for grant funding.</li> <li>4. Work with Henry County Park District to expand and improve the trail system along the river. These assets are</li> </ol> | <p>severely underutilized and could be accentuated with signage and better linked. In May 2019, the city was declared a designated "Trail Town" for their collaboration with the Buckeye Trail Association.</p> <ol style="list-style-type: none"> <li>5. Team with local schools in updating the School Travel Plan and participating in ODOT's Safe Routes to School Program. This program will provide up to \$500,000 in funds for improvements that assist K-8 students bike and walk to school. Target areas could include: Glenwood</li> </ol> |
|---|---|

Avenue (link school facilities to neighborhoods to the north and south). Possible grant resources include: ODOT SRTS grants. Consider timed “walk” signals in key locations, especially new public facilities and schools.

- 6. City officials should coordinate with the County Engineer to place additional “Bikes May Use Full Lane” signs along key routes identified by key stakeholders.

- ➔ **Timeframe: Medium Term**
- ➔ **Lead Party: Public Works and Parks Departments**

**2. Explore the feasibility of adopting a Complete Street Policy**

Residents and stakeholders that completed the community survey and attended the community forum expressed a desire to see a comprehensive approach towards improving pedestrian connectivity, as they believe connectivity could be improved in certain neighborhoods, along key corridors, and adjacent to key community destinations. Complete streets are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages. A Complete Street Policy does not have to include all modes, it can simply evaluate what can feasibly be incorporated into a roadway when improvements are being planned (resurfacing, rehabilitation, etc.) and abilities within the context of their location when feasible.

- ➔ **Timeframe: Short Term**
- ➔ **Lead Party: Public Works and Parks Departments**

**3. Establish a dedicated capital improvement fund to finance future road and pedestrian connectivity improvements**

At the present time, capital improvements for road infrastructure and related assets are funded out of the general fund. During the planning process, the City’s leadership concluded that the implementation of transportation planning

efforts and the improvement of the City’s thoroughfare systems might best be served by the establishment of a dedicated capital improvement fund (see *Map: Planned / Proposed Thoroughfare Improvements*).

- ➔ **Timeframe: Short Term**
- ➔ **Lead Party: City Council and Public Works Department**

**4. Pursue the use of tax increment financing for roadway improvements**

City officials may want to consider using tax increment financing as a means to improve these assets especially for economic development projects where the potential for immediate or near term increased property valuation is high. City officials are allowed to divert 75% of the property taxes generated from the project for ten years without school board approval, and may utilize 100% of the new property valuation tax for up to 30 years with school board approval.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: City Council and Public Works Department**

**5. Optimize traffic circulation and parking opportunities**

Traffic, especially truck traffic, moving through the downtown along Perry Street can be problematic at times, and may reduce the ambiance of outdoor dining. In addition, traffic congestion at key downtown intersections (Woodlawn/Scott/Clinton/Perry) will continue until thoroughfare improvements are made at other locations. It is anticipated that the construction of the 2<sup>nd</sup> river crossing bridge will help to alleviate truck traffic in the downtown.

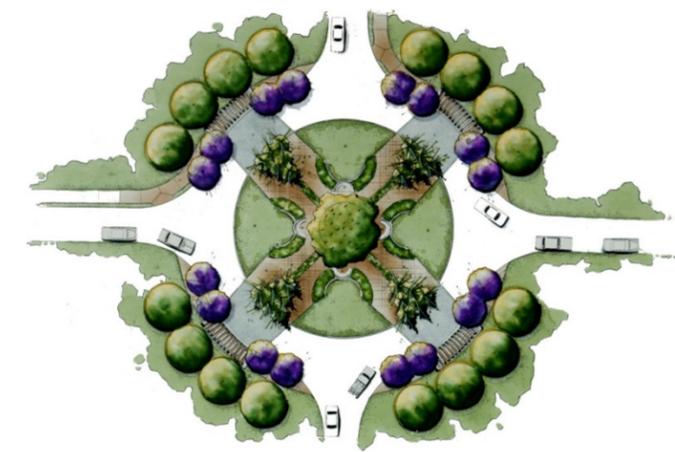
- ➔ **Timeframe: Medium Term**
- ➔ **Lead Party: Public Works Department, Chamber of Commerce, Napoleon Alive**

**6. Evaluate the feasibility of utilizing roundabouts**

Roundabouts are circular intersections with specific traffic control features such as channelized approaches, appropriate geomantic curvature to slow speeds (typically less than 30 mph), and yield control of all entering traffic. Notable benefits of utilizing a modern roundabout instead of a traditional signalized intersection include improved safety, increased vehicle capacity, and improved aesthetics as roundabouts are natural focal points. The potential 2<sup>nd</sup> river bridge will include two roundabouts, one at East Riverview and one at SR 110.

The community officials should also consider the feasibility of additional roundabouts within the City to address existing and future traffic congestion, high crash intersections, and air quality issues. Potential new locations for roundabouts could be: Scott Street and US 6/24, and Scott Street at West Riverview Avenue. However, such a task will require additional planning and acquisition of additional right-of-way and/or property at locations that are considered.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Public Works Department**



**7. Improve bicycle infrastructure**

City officials should continually expand the city’s current on-street bike routes to additional corridors and locations. This would provide an expanded bike route system to access parks and other recreational places, especially if it connects with the downtown, schools, and key assets like the Maumee River (see *Map: Pedestrian Connectivity*). Often roadway diets can be utilized to provide for these pedestrian connectivity solutions. Various types of pedestrian & bicycle facilities are briefly described below:

Sidewalks

Sidewalks are usually a 4-foot wide concrete surface along one or both sides of a public street for the purpose of providing for pedestrian circulation. Walkways are normally separated from the street by a buffered distance of 6-10 feet or more when right-of-way allows for such a separation. If a sidewalk is to be

utilized for both pedestrians and bicycles, it should be enhanced to a 10-foot wide facility. Sidewalks should be utilized for all new developments and redevelopment areas.

Multi-Use Paths

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

Bike Lanes

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



Share the Road Signs & Sharrow Pavement Markings

On roadways where existing pavement width and limited right-of-way prohibits designated bike lanes from being incorporated into the roadway, the use of “Share the Road” signs and “Sharrow” pavement markings can be utilized on designated pedestrian and bicycle connectivity corridors. These types of treatments are not as desired as an actual designated bicycle lane or separated multi use path, however they still provide enhanced notification to motorists that the roadway facility is a designated bicycle corridor.

Trailheads

A trailhead is the point at which a trail begins, where the trail is often intended for hiking, biking, horseback riding, or off-road vehicles. For the trailhead to be functional and utilized, it should be signed appropriately and have information about the trail’s features and linkages.

- **Timeframe: Ongoing**
- **Lead Party: Public Works / Parks Department**

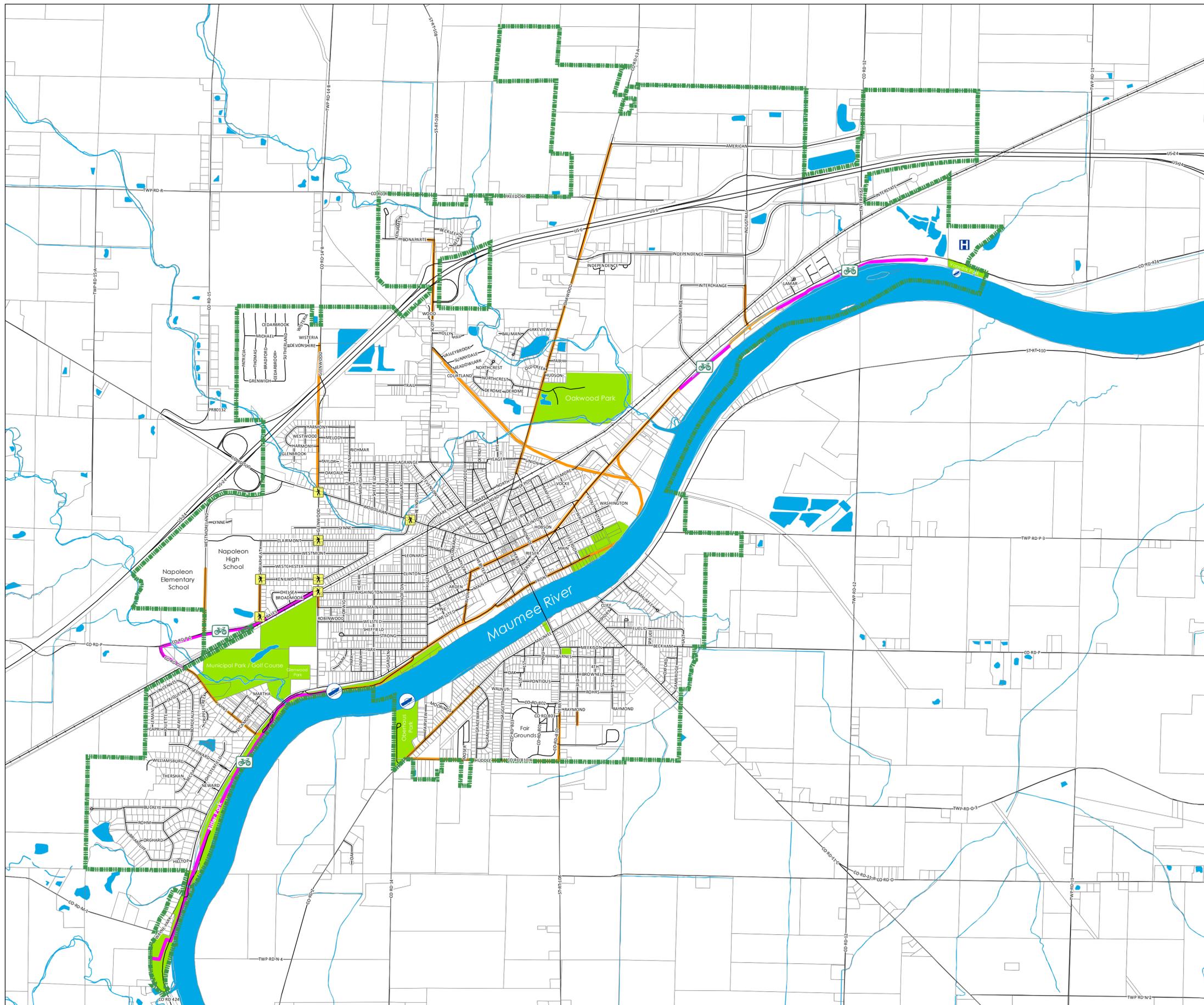


*The Tow Path River Trail exits unto East Riverview Avenue at this unmarked location. A formal trailhead or trail signage should be utilized here.*



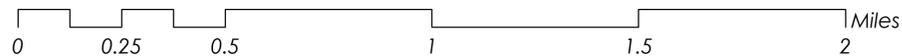
# City of Napoleon Master Plan

## Planned / Proposed Pedestrian Connectivity Improvements



### Legend

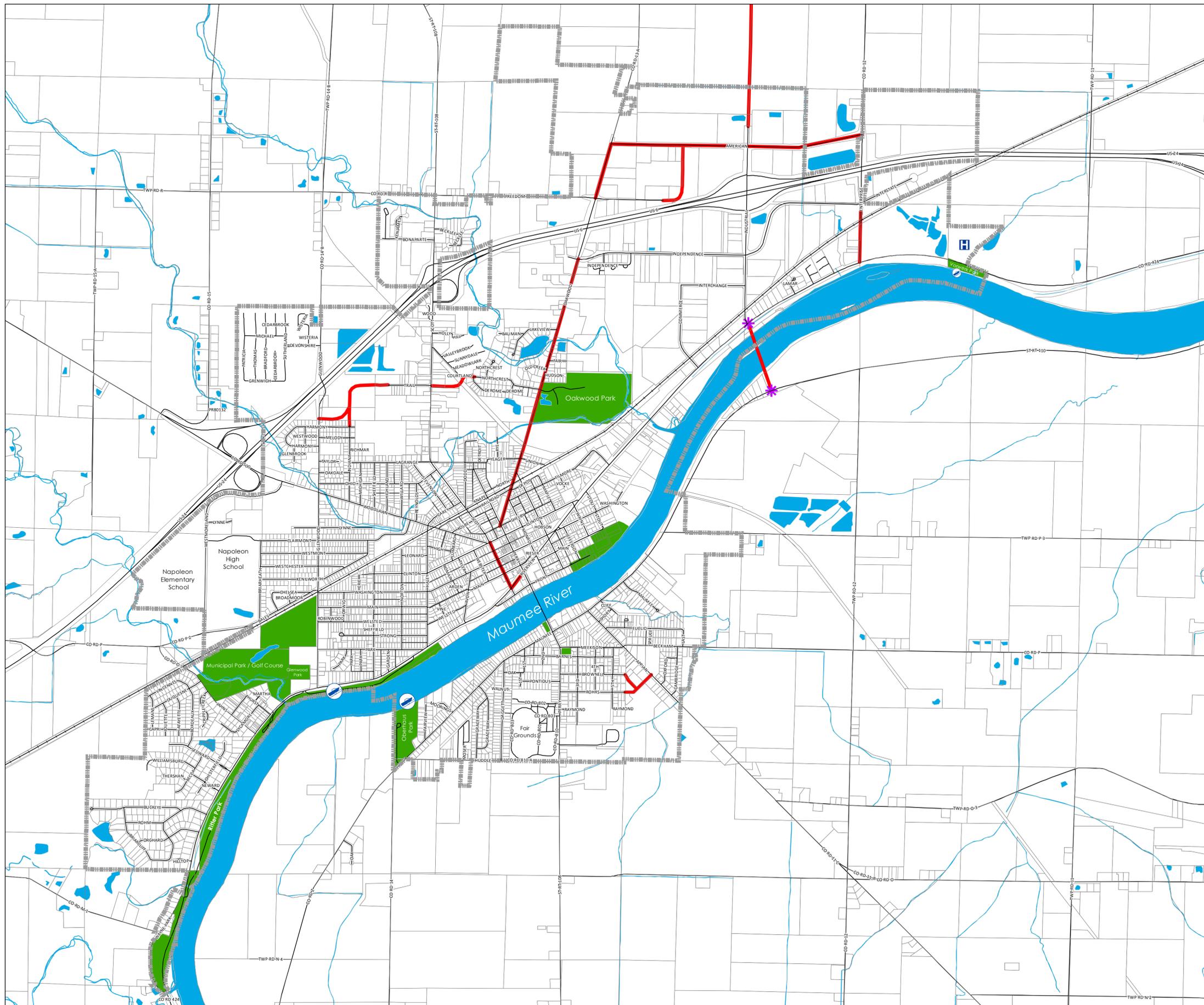
-  Napoleon Corp Boundary
-  Parcels
-  Crosswalk Improvement
-  Streets
-  Railroads
-  Maumee River / Ponds / Hydrography
-  Existing Bike Path / Trail
-  Connectivity Improvement
-  Parks



Source: Henry County Auditor, Engineer, Napoleon, Reville

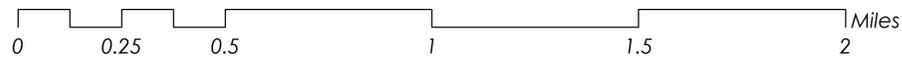
# City of Napoleon Master Plan

## Planned / Proposed Thoroughfare Improvements



### Legend

-  Napoleon Corp Boundary
-  Parcels
-  Streets
-  Railroads
-  Roundabouts
-  Road Improvement
-  Maumee River / Ponds / Hydrography
-  Parks



Source: Henry County Auditor, Engineer, Napoleon, Reville

**Community Growth / Revitalization Solutions**

**1. Develop effective nuisance and property maintenance standards**

Several residents and City officials noted during the planning process a desire to reduce neighborhood nuisances and property blight. Certain neighborhoods in Napoleon are showing signs of distress, and rental housing is preeminent in many of these areas.

A variety of downtown buildings are suffering from a lack of maintenance, and some- like the former “Brick N Brew”- are vacant. City officials should work with chamber, Napoleon Alive, Preservation commission, and other stakeholders to develop a thoughtful plan of action to help ensure a suitable base of “move-in” ready properties.

A variety of tools will need to be either developed or properly staffed to help improve the taxable value of the City’s greatest assets- its residential properties. It is estimated that millions in dollars of lost revenue that would otherwise be used to fund the school district and fund community infrastructure has evaporated due to declining property standards. Poorer kept properties, in the simplest terms, cost everyone more.

To improve this situation, City officials could pursue the adoption of ordinances that require all vacant and/or rental properties to be registered and inspected. Many communities in Ohio effectively use these tools to protect their neighborhoods

“It’s time to change....”  
~Survey Respondent

and downtowns. Using these tools in unison with Henry County’s new Land Bank should be useful. City officials could simply adopt the International

Property Maintenance Code as many communities in Ohio have done, or work with the planning commission to adopt a hybrid form of this code. Another tool officials should pursue is the development of a vacant property registration ordinance that could work to minimize neighborhood issues arising from distressed properties.

- ➔ **Timeframe: Short Term**
- ➔ **Lead Party: Planning Commission, City Council, Public Works and Police / Fire Departments**

**2. Leverage incentives and tools for the improvement of housing and public infrastructure in targeted neighborhoods**

City officials should continue to tap into additional grant resources to address property blight and promote neighborhood revitalization. Additional effort should be placed on targeting specific eyesore properties, working in cooperation with the recently established Henry County Land Bank.

Although not typically utilized in the past due to eligibility issues, City officials should pursue CDBG resources from Ohio’s Development Services Agency (DSA) for specific neighborhoods, where feasible. Household surveys would be required to determine whether or not the target area is LMI eligible. If eligible, grant resources could be attained to improve public infrastructure and other assets. In 2018, City officials worked with Maumee Valley Planning on a DSA PY18 CDBG Neighborhood Revitalization Grant for improvement on the south side of town.

- ➔ **Timeframe: Long Term**
- ➔ **Lead Party: Planning Commission / Public Works Department, City Council**

**3. Pursue the expansion of the CRA Program**

City officials could pursue the development of new CRA zones to encourage new residential development, revitalization and redevelopment. Target areas could include aging neighborhoods / commercial corridors, or to promote new residential opportunities in the Glenwood Planning Area (Twin Oaks Subdivision). The program could be advertised and marketed better to provide awareness to potential investors and property owners.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: City Council and Planning Commission**

**4. Pursue the feasibility of improved gateway locations**

While City officials over the past few years have added monument signage along key corridors, more areas of the City could benefit from additional gateway markers. These areas include:

- Bridge enhancements along Woodlawn Avenue and Enterprise Avenue, e.g. “Welcome to Napoleon”.
- Enhanced landscaping amenities at US 6/24 – Woodlawn Avenue interchange.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Public Works Department**

**5. Improve the Public Realm**

In an effort to help better market and brand the community, City officials should work with interested stakeholders to link and connect community assets through branding, beautification and wayfinding techniques. A wayfinding signage system would allow for residents and visitors to easily locate parks, bike paths, recreational facilities, shopping centers, schools, libraries, public offices, key industries/businesses, etc.

The public spaces in the downtown could also be accentuated and improved with interpretive signage to provide visitors with a better understanding of Napoleon’s historical significance within Northwest Ohio. These low cost additions to the current downtown improvements will provide an added touch. At the

present time, the City of Perrysburg utilizes these types of signage in their downtown.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Planning Commission, Public Works / Park Department**

**6. Utilize special improvement districts to revitalize and improve the Downtown and Scott Street**

The City and downtown / Scott Street property owners should consider the potential benefits of creating a Special Improvement District (SID). The Ohio Revised Code (Chapter 1710) states that an area of a community may, subject to petition by property owners, assess itself for the costs of planned services (such as planning, maintenance, security, marketing, promotion, business attraction, and management)

and physical improvements which directly benefit the district. An important advantage of a SID is the ability of property owners to determine how assessment funds are spent.

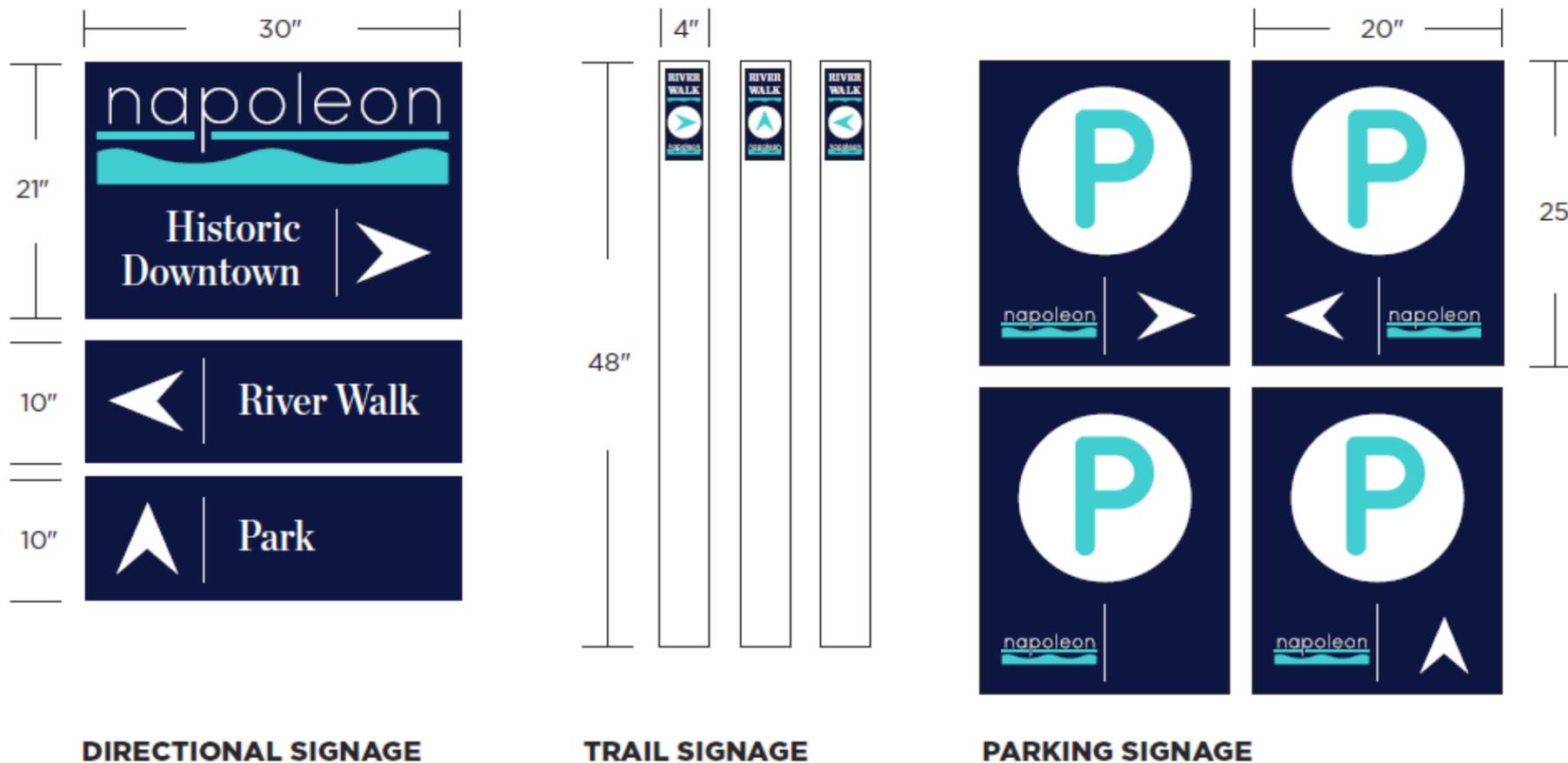
Improving the aesthetics of alleyways and parking areas behind downtown buildings could be beneficial, while consolidating and screening trash containers, delivery truck entrances and drop-off/pick-up zones, and other necessary features to maintain daily business operations. These issues, if handled via a SID can be dealt with as “one project” and be less expensive to implement as well as more efficient. Providing proper lighting and landscaping standards will also help make these areas welcoming and pedestrian-friendly.

- ➔ **Timeframe: Medium Term**
- ➔ **Lead Party: City Council, Public Works Department**

**7. Revitalize the Scott Street Corridor**

As the main commercial corridor in Henry County, Scott Street would benefit from design improvements and visual elements that will create a perception of Scott Street being a destination distinct from other communities. According to the survey that accompanied this Plan, a majority of respondents indicated that they primarily shop in other locations (Maumee / Defiance).

The community’s investment in the Scott Street Corridor and the riverfront will reinforce the perception that the community is vibrant, encouraging new investment in Napoleon to help capture the millions of dollars each year in consumer leakage to other retail areas. This image improvement should begin immediately when exiting US 24 where visitors and residents are greeted with an updated and lighted City of Napoleon Gateway Sign.



Streetscape elements should have continuity in design characteristics, including shape, ornamentation style and finishes. Streetscape elements include, but are not limited to, signage, sidewalks, decorative streetlights, decorative traffic signal poles, benches, trash receptacles, and landscaping.

Improving the appearance of the streetscape will be vital to attracting new development to the corridor and to recruiting new land uses to the undeveloped lands adjacent to Scott Street. It may be possible to construct streetscape improvements in coordination with new development, but the City may also wish to consider installing the streetscape improvements as an enticement to attract new businesses.

The choice and placement of streetscape elements could be done through a corridor streetscape plan to ensure that design alternatives are evaluated and supported by the community. This streetscape plan will help to build public and business support and identify preferred streetscape elements, appropriate locations for specific improvements, and construction phasing.

Other solutions to help improve the Scott Street Corridor include creating an overlay zoning district that could improve the following areas:

Addressing Signage

An overabundance of signs, particularly signs that are oversized for their location or that do not support the visual character of the surroundings, are one of the key reasons why commercial corridors are often perceived as visually cluttered. This would include limiting the use of A-Frames and other temporary signage. By lowering the permitted height of ground-mounted signs and requiring commercial signs to incorporate architectural elements of the site’s

buildings, Napoleon can reinforce the unifying characteristics of the Scott Street Corridor.

Reducing the Minimum Parking Requirements

Scott Street suffers from too much impervious surface due to an excess of parking. Not only is much of the parking unused throughout the year and visually unpleasing, excess parking affects surface water runoff, reduces green spaces and artificially raises the temperature along the corridor.

Improved Landscaping and Buffering Features

Additional landscaping and buffering features will help to make the corridor more appealing to pedestrians. Heightened perimeter and interior landscaping of parking areas should also occur.

Improved Access Management Requirements

Promoting better access along Scott Street will help balance the needs of pedestrians and motorists while improving the flow of traffic on the roadways and lessening the opportunities for traffic access.

➔ **Timeframe: Medium Term**

➔ **Lead Party: Planning Commission, Public Works Department, City Council**

**8. Business Park Beautification**

There is a need to create more physical definition for the City’s industrial areas including the Commerce Business Park and Northpoint Business Park. Using signage, gateway features, and other design elements can help set the industrial areas apart and establish a “brand” for each of these areas for marketing and business recruitment. These areas could also be better planned using a new zoning overlay district or the development of an architectural review committee specific to each park.

➔ **Timeframe: Medium Term**

➔ **Lead Party: Planning Commission, Public Works Department, City Council**

**9. Revisit Annexation Policies**

The future growth of the City depends on generating enough resources to maintain and improve its infrastructure and public realm. While these discussions are never easy, the time may be now to embrace efforts to discuss the annexation of parcels that abut the City’s borders. As the City’s largest employer, Campbell’s Soup is adjacent to the City, and has benefited from the City’s infrastructure and its residents’ productivity for decades. City officials should pursue the feasibility of discussing formal annexation with the company’s leadership. Other businesses adjacent to Commerce Business Park could also be included in these conversations.

➔ **Timeframe: Short Term**

➔ **Lead Party: City Council**

## Utility Solutions

### 1. Improve Wastewater Collection, Treatment and Disposal

It is the desire of the City of Napoleon, especially in light of current EPA restrictions, to focus on continuing efforts to address the amount of I/I entering the City’s collection system to enable the closure of the two remaining SSOs and reduce activity at the CSOs. By bringing the sewer system into compliance and aggressively eliminating excessive I/I, the City of Napoleon will be placed in a better position to facilitate expanded growth and development in the future.

Currently, Napoleon is limited in the areas where growth may occur. The current Williams Pump Station Replacement Project will enable opportunities for residential development in the northwesterly portions of the City, as well as expansion to the north along Glenwood Avenue. Capacity for residential growth also exists in the southeasterly portions of the City, along Appian Avenue. Commercial and industrial growth may occur within the industrial park located near the interchange of US 24 and Industrial Drive.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Public Works / Operations Department**

### 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.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Public Works / Operations Department**

### 3. Continuing the Long Term Maintenance of Water, Storm and Sewer Systems

The City of Napoleon should continue to replace aged water and sewer lines throughout the City. Based on the 2018 Capital Improvement Report filed with the Ohio Public Works:

- ➔ 47.2% of Napoleon’s 333,000 linear feet of water lines are rated in fair condition. 34,000 feet, or 10.2%, are rated in poor to critical condition.
- ➔ The WTP has been recently reconstructed to update all facilities and is in excellent condition.
- ➔ The elevated water tank on Vocke Street was re-painted in 2018 and is in good condition, while the smaller tank on South Perry Street is in fair condition.
- ➔ 53.3% of the City’s storm water collection lines (104,000 linear feet) are rated in fair condition. 3.6% of the storm water collection system (7,000 linear feet) is rated in poor to critical condition.
- ➔ 54.4% of 248,000 linear feet of wastewater lines are rated in fair condition and 4.8% are rated as being in poor or critical condition.
- ➔ Of the seven existing wastewater pump stations, three are rated excellent or good condition, with three rated in fair or poor condition and one, the Williams Pump Station, rated as critical condition.
- ➔ The existing WWTP was originally constructed in 1954, with treatment modifications completed in 1980 and 1998. Much of the original equipment and structures are

still in use and are rated in poor to critical condition. Modification to the treatment processes will likely be required to enable the facility to meet future discharge permit limits. Significant improvements to the WWTP should be undertaken within the next five years.

Annual investments should be continued throughout the City to complete improvements within the water distribution, storm drainage and wastewater systems. The City should consider developing a formal 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 necessary improvements.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Public Works / Operations Department**

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

When appropriate, utility lines should be nominally deepened and 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.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: City Council, Public Works Department**

**5. Make the Sewer System Ohio EPA Compliant**

Because of the combined sewer mains located predominately in the Downtown Area, as well as significant sources of public and private I/I, CSOs and SSOs remain active during periods of intense rainfall. To comply with the NPDES Permit Limits, the City of Napoleon must take additional measures to limit I/I and eliminate all SSOs on the collection system.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Public Works Department**

**6. Continue to Improve Storm water Management**

City officials should continue improving storm water drainage facilities through the implementation of the recently-developed storm water management plan and storm water utility charge. Currently, nearly 58% of the existing storm water lines are rated in fair, poor or critical condition.

To help improve the storm water 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 monthly billing system. The tiers are based on the Equivalent Residential Units (ERUs) for each commercial/industrial property. ERU's are calculated by taking the total area of impermeable surface divided by 3,009 s.f.<sup>1</sup> The storm water utility rates should be revisited in the future to ensure that fees levied are generally-aligned with the costs affiliated with improving the storm water infrastructure.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Public Works / Operations Department**

<sup>1</sup> 3,009 s.f. was the average area of impermeable surface taken from a random sampling of 100 residential properties throughout the City.

**7. Pursue Alternative Funding Sources**

Napoleon should continue to pursue all available funding sources, such as the Water Pollution Control Loan Fund (WPCLF), Water Supply Revolving Loan Account (WSRLA), Ohio Water Development Authority (OWDA), ODOT, Ohio Public Works Commission (OPWC), Economic Development Administration (EDA) – Public Works Program, and CDBG, to fund utility projects. 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.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Public Works / Operations Department**

**8. Promote Green Infrastructure**

An additional resource that City officials may consider to aid in mitigating the adverse impacts of storm water events and enhance the aesthetic character of the area is to consider “green infrastructure.” Green infrastructure planning and design approaches may help to reduce the demands on the City’s aging infrastructure and provide a cost-effective and sustainable solution that conserves and protects water resources.

Other methods to minimize storm water problems include:

- Promote shared parking and land banking;
- Incorporate compact parking spaces as a means of reducing impervious cover;
- Setting maximum parking space dimensions, rather than specifying minimum dimensions (a minimum stall size of 10' x 20' or 9' x 18' are the most commonly

cited dimensions) could also reduce impervious areas as can decreasing driveway widths;

- Incorporation of bioretention or rain gardens into existing requirements for landscaped islands and revising landscaping requirements to require a set percentage of landscaping of the total paved area can help to offset some of the impervious surfaces;
- Incorporation of storm water best management practices such as sand filters and filter strips into perimeter and interior landscaping can also help in offsetting impervious surfaces; and
- Incorporation of porous pavement in overflow parking areas can reduce the runoff generated by parking lots as well as decrease impervious surfaces.

The Ohio EPA’s Surface Water Improvement Fund grant program and the Ohio Public Works Commission are both candidates for funding assistance for green infrastructure projects.

- ➔ **Timeframe: Medium Term (developing Plan); Ongoing for Implementation**
- ➔ **Lead Party: Public Works / Operations Department**

**9. Promote Energy Efficiency and Increase Renewable Energy Resources in Portfolio**

City officials should continue to promote energy efficiency for customers of the electric system. Additionally, city officials should continue to improve the use of renewable energy resources in the City’s electric portfolio. The use of energy efficiency programs can help promote a lower cost of living for residents and can help in promoting the City’s priorities of making it cheaper for businesses to operate in the City of Napoleon. Increasing the City’s use of renewable energy resources can also provide a cost-effective way of providing energy to the City’s electric system, which could help attract and retain businesses that have high values for environmental protection and sustainable development.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Electric Department, City Council, Board of Public Affairs**



*The Napoleon Solar Phase I Project is a 3.54 Megawatt capacity solar installation in the City limits that covers approximately 24 acres. The project debt is paid off, which provides a net positive value to the customers of the Napoleon electric system served by Napoleon Power and Light. The project benefits customers by providing very low cost electricity from a renewable resource. The project also reduces Napoleon’s peak demand, which helps to keep transmission and capacity costs lower.*



**Quality of Life Solutions**

**1. Continue to pursue the feasibility of a new community pool facility**

A discussion to replace the aging community pool surfaced during the planning process. City officials, working in conjunction with the Parks Department and school boards, should continue to advance the importance of an improved community pool facility / splash pad.

- ➔ **Timeframe: Short Term**
- ➔ **Lead Party: City Council, Parks Department / Parks Board, interested stakeholders / residents**

“I love Napoleon, its community, and everything else we have here. I don't take it for granted, but just see so many areas for potential growth by taking this time to seriously consider the City pool area.”  
~Survey Respondent

**2. Develop a Parks and Recreation Plan**

During the planning process, citizens expressed a desire for additional recreational opportunities including improved pedestrian connectivity, bike lanes, a “face-lift” to some existing parks, and additional programming for youth, teens, and seniors.

The City does not have a formalized parks and recreational plan. The Parks Department has been working off of different park plans for Ritter, Oakwood, and Oberhaus over the last decade. A Parks and Recreation Plan could 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. This Plan will be extremely valuable especially if a new community center / pool facility is approved by City voters in the future, as well as provide the public with the ability to discuss their desire to refine the amenities, programs and services at the City’s parks.

- ➔ **Timeframe: Short Term**
- ➔ **Lead Party: Parks Department / Parks Board**

**3. Maintain quality and cost-effective safety services**

To maintain proper and safe response times, the City’s safety service providers should continue to discuss how to best maintain and stabilize response times while retaining the same high quality level of service. Safety services and the public service/utilities departments should continue to be part of growth-related discussions. Continued growth of housing and businesses in certain areas in the City are likely to make construction of replacement and/or additional facilities necessary for effective safety and utility services.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Police / Fire Departments**

**4. Communicate to residents on how their tax dollars are being spent in the community**

Further efforts should be made to communicate the impact of the City’s tax and credit rates on its ability to deliver community services at a level expected by residents. Because of the City’s high utility rates, there is often a reluctance to increase taxes in other areas. However, the City’s relatively low millage rates generally translate directly into lower revenue stream and an inability to meet the demand for services.

Lowering the income tax credits could also help reduce the outflow of revenue resulting from the community’s commuter rates.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: City Council, Finance Director**

**5. Update the City’s website**

A website update is needed to help improve the flow and dissemination of information. The current condition of the website is not user friendly.

- ➔ **Timeframe: Short Term**
- ➔ **Lead Party: IT Department**

“Focus on family friendly fun and charm but you need to give a 20 something grad a reason to move back besides the fact that their parents live in Napoleon. It's an exponential effect. The more people move back will result in even more people moving back.”

~Survey Respondent

**6. Encourage cultural & entertainment opportunities**

There is an opportunity to build off of anchor arts, cultural, and/or entertainment venues in order to help establish Napoleon as a destination that attracts consumers from outside of the immediate area. Cultural, entertainment and recreational facilities could take the form of either commercial enterprises or civic facilities and programs sponsored by the City or by local non-profit organizations like the Armory Arts and Events Center and the Napoleon Civic Center (NCC) that developed adaptive reuse plans for the vacant Central Elementary School.

The NCC has plans to establish a state of the art community center with cafeteria and reception hall space, meeting rooms, a visual and performing arts auditorium, and gymnasium areas. The center, NCC officials hope, would serve as a gathering place for the residents of Henry County and any community organizations offering such amenities as a cafeteria, studio and meeting places, as well as an auditorium and gymnasiums.

- **Timeframe: Short Term**
- **Lead Party: City Council, Schools, Local Organizations, Parks Department / Parks Board**

“For me Napoleon is a great place to live--small enough yet it provides the essentials, friendly, easy to get around, also enough churches to satisfy different faiths.”

~Survey Respondent



*The Napoleon Civic Center foundation was started in 2012, out of a grass roots desire to save the auditorium and part of the elementary school from the wrecking ball and create a civic center for use by the residents of Napoleon and greater Henry County, Ohio.*

**Land Use and Zoning Solutions**

**1. Improve property valuations in key areas**

Start thinking creatively to increase property valuations in underutilized and special areas of the community. In some cases (with residential parcels) 89% of property taxes go to either the schools or community services organizations (MRDD / Mental Health organizations). The current corporation millage is low at \$3.93 per \$1,000 of property valuation.

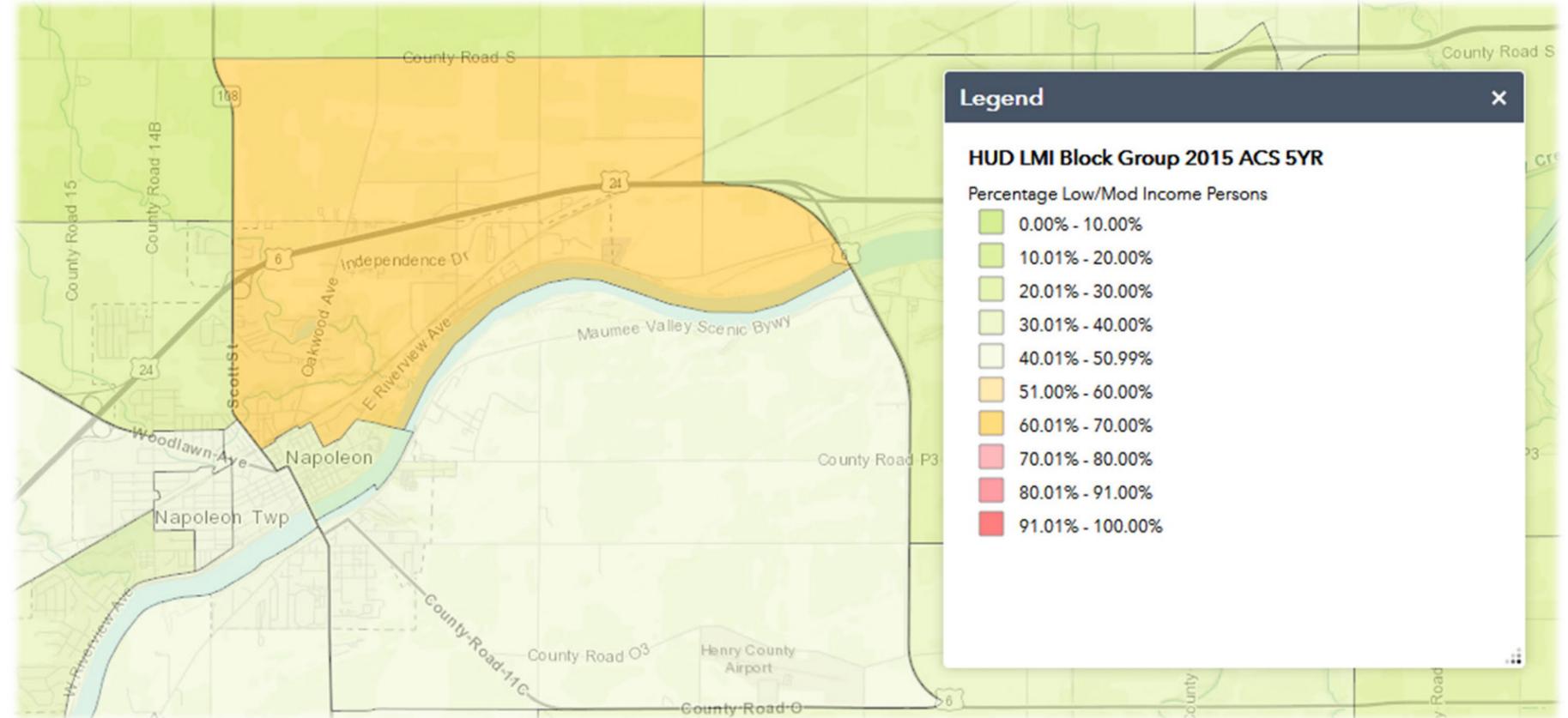
City officials should be diligent in creating strategies that place the most optimal land uses along the riverfront to increase property valuations, and therefore the tax base. City officials should pursue the feasibility to relocate their municipal footprint off the riverfront.

- ➔ **Timeframe: Ongoing**
- ➔ **Lead Party: Planning Commission, City Council**

**2. Improve neighborhood revitalization efforts**

City officials indicated a desire to adopt additional tools that promote housing reinvestment, while reducing property blight and nuisance issues pertaining largely to rentals. This could include the use of CRA property abatement incentives, increased enforcement of existing regulations, and the adoption of additional property maintenance regulations and tools. While the total number of housing units has remained generally the same since 2000, owner-occupancy has declined. The number of rentals in Napoleon is now estimated at 41% or more.

- ➔ **Timeframe: Short Term**
- ➔ **Lead Party: Planning Commission, Public Works Department, City Council**



*Neighborhood revitalization efforts could coincide with eligible CDBG target areas including: Census Tract 3, Block Group 2 (50.92% LMI) and Census Tract 4, Block Group 1 (64% LMI)*

**3. Update the zoning ordinance**

The City’s zoning ordinance should be updated to reflect ideas discussed in the Plan. Some of the areas in need of updating include, but are not limited to:

- a. Create an agricultural zone to help with the annexation of undeveloped parcels. Currently, parcels that annexed are required to be zoned for residential, commercial or industrial uses.
- b. Reduce the overall number of zoning districts (C-3: Community Commercial District is represented on the zoning map but not discussed in the zoning resolution).
- c. Create an institutional or public zoning classification and rezone all public and institutional land uses. Currently all government-owned parcels or institutional land uses like churches and schools are zoned either residential or commercial because they are allowable uses in these zoning districts.
- d. Review the existing permitted and conditional uses allowable in zoning districts for issues. The City’s zoning code was updated in 2009 to include a permissible use table.
- e. Update the parking regulations to provide for best practices for landscaping, storm water management, and in other areas.

- f. Pursue the feasibility of creating a Mixed Use Zoning District to promote higher density residential and commercial uses in one streamlined process
- g. Pursue the feasibility of creating a Planned Business Park (PBP) zoning district that encourages mixed highway commercial / industrial uses and the use of architectural review committees that can make decisions internally on certain issues which is otherwise the jurisdiction of the planning commission. Consider rezoning areas north of US 24 as PBP instead of I-1 or I-2.
- h. Modify the Floodplain Overlay District so that it aligns with FEMA flood boundaries.
- i. City officials should utilize overlay zoning within their zoning ordinance to improve aesthetics, access management and other development aspects. Key areas to deploy the overlay zones should be:
  - Scott Street Overlay District (to encourage better aesthetics/landscaping, manage curb cuts, etc.).
  - Create a Riverfront Overlay District.
  - Hold required annual plan review meetings to track progress and develop corrective actions.

➔ **Timeframe: Short Term**

➔ **Lead Party: Planning Commission, Public Works Department, City Council, Law Department**

**4. Promote growth opportunities**

There is an increasing trend of people working in Henry County and living elsewhere, taking their earnings and spending power outside of the county. According to an economic development report completed in 2015 for the Henry County CIC, residents from the 43545 zip code spent approximately \$56,505,787 outside of the community.

To help offset this trend, City officials are desirous of working to unlock new areas of Napoleon for growth opportunities. There are a few areas with the necessary utilities to accommodate residential development. Existing capacity exists within the Picket Fences Subdivision, off Appian Avenue, for less than ten new homes, while the expansion of the Twin Oaks subdivision (although preliminarily approved by the planning commission) would require the extension of the road and all utilities. Other promising areas designated for residential, commercial, or mixed uses are located west of Scott Street and would be unlocked by road extensions like Trail Drive and Indiana Avenue.

➔ **Timeframe: Ongoing**

➔ **Lead Party: Planning Commission, Public Works Department, City Council**

**5. Plan the Riverfront**

Increasing the accessibility of the Maumee River was identified as a major goal by countywide and Napoleon stakeholders engaged during the planning process. The development of the riverfront is seen as being central to continued revitalization and prosperity of Napoleon’s downtown business district, as well as the economic livelihood of Henry County. To address current issues, challenges and opportunities confronting the riverfront, the City should pursue the development of a Downtown Riverfront Plan in the target area identified within this Plan. The community is at a unique point due to a culmination of events including the current or likely availability of commercial and school-owned properties in the designated riverfront target area and current initiative to save and renovate the historic J.L. Johnson Auditorium. Additional items to discuss could be the development of additional boat docks in the downtown area.

Napoleon officials should, as part of the downtown riverfront planning process, determine how best to establish a target for

“Napoleon has progressed with the downtown area, but we really should focus on improvement of the riverfront. We need green spaces, dockside restaurants, and activities to make our town look progressive, fun, and active.”

~Survey Respondent

adding new mixed uses and higher density housing units within walking distance of the Downtown core. By adding housing within the core, there will be more opportunities for people to walk to purchase basic goods and services, enhancing the overall pedestrian connectivity of downtown and alleviating some of the traffic pressures generated by new housing.



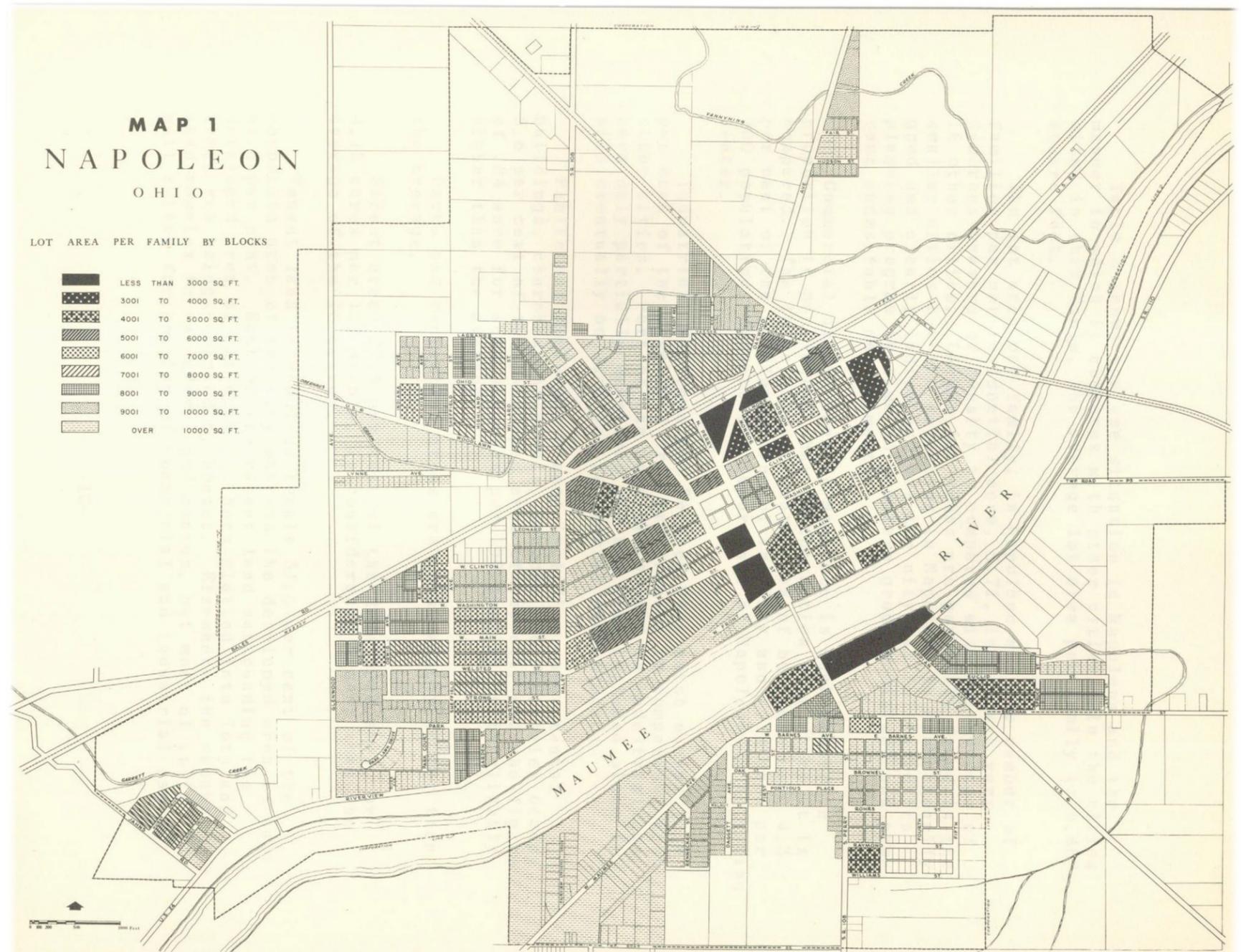
Street Fair in Napoleon, corner of Perry and Washington Streets, in the 1910's.

During the planning process, residents expressed concerns over the lack of housing within Napoleon to accommodate those current residents that will gradually age out of their homes but want to remain in the City. This downtown riverfront “target area” provides an excellent opportunity for mixed-use development that can incorporate higher density housing for active adults as well as young professionals.

- **Timeframe: Short Term**
- **Lead Party: Planning Commission, Public Works Department, City Council**

“Utilize riverfront property. I can’t believe Napoleon has storage units taking up riverfront space on the south side.”

~Survey Respondent



*Napoleon’s 1957 Master Plan recommended that density is maximized in certain areas of the community, especially along the riverfront adjacent to the downtown.*

## Future Land Use Plan

The existing and proposed future commercial and industrial land uses are heavily concentrated on the east and north sides of Napoleon, while the existing and proposed future residential land uses are heavily concentrated on the west and south sides of town. While in large part this is due to the location of the old and new US 24 roadways, rail lines, and previous industrial uses, it provides for scenic existing and future residential areas, near the riverfront on the west side of town and in other areas, that are not impacted by nearby industrial uses. The future land use map builds on this historical pattern and most of the areas designated for residential development are located on the west and south sides of town, with small areas shown along a portion of Oakwood Avenue and along the Maumee River east of downtown.

Based on existing and planned land uses, Napoleon appears to have more commercial zoning than needed, particularly on the south side, around the perimeter of the downtown, and in the K-12 school campus area. This commercial zoning should be scaled back over time to focus on, and strengthen, the downtown commercial area and the neighborhood commercial nodes shown on the future land use map. Neighborhood commercial nodes identified in the primarily residential areas on the west and south sides of town are centered on existing commercial uses. These nodes are shown with only a very limited amount of expansion beyond existing commercial uses due to Napoleon's relatively small size, emphasis on downtown revitalization, and extensive primary commercial area along Scott Street.

The future land use map retains Scott Street as the primary general commercial corridor but also designates areas along US 24 near the Industrial Drive interchange for future planned

commercial development. Most of this area is already zoned for planned commercial and highway commercial uses.

The downtown area, including the area on the north side of the river as well as several blocks on the south side, is currently primarily a commercial area with some office and government uses. The future land use map expands this area somewhat to include the former school complex on West Main Street and designates this area for future downtown mixed uses. This designation broadens the range of uses envisioned for this area to include residential uses, both stand-alone and above commercial/office uses, and perhaps some park and open space uses to create a more lively area that takes advantage of the riverfront setting. The creation of a mixed-use zoning district would encourage this type of development.

The hospital's location on the far eastern side of the City is somewhat isolated and removed from residential areas. However, there may be future opportunities for the development of medical-related office uses near the hospital site.

The City's primary existing industrial area is located on the east side of town between US 24 and the Maumee River, centered on the Industrial Drive interchange with US 24. The future land use map shows industrial uses in this area as well as in nearby undeveloped areas to the north of US 24. The Campbell Soup Plant and several other industrial operations are located just outside the City limits on the south side of town near the Maumee River, but if the Industrial Drive bridge is completed the area abutting the plant to the east and south (also outside the City limits) would likely be prime industrial property.

Future Land Use Map Legend

 **FLOODPLAIN DISTRICT OVERLAY**  
Area within the City’s Floodplain District Overlay subject to applicable floodplain regulations.

 **PRESERVATION DISTRICT OVERLAY**  
Area within the City’s Preservation District Overlay subject to historic design review guidelines intended to preserve and enhance historic buildings and resources.

 **RESIDENTIAL**  
One-family and two-family dwellings and related uses (schools, churches, parks, etc.) permitted or conditional. Related uses and multi-family dwellings may be appropriate only in higher density residential areas.  
**Corresponding zoning districts: R-1, R-2, R-3, R-4.**

 **NEIGHBORHOOD COMMERCIAL**  
Office uses, personal services, and retail businesses that dispense goods and services directly to consumers. Smaller scale businesses designed to serve nearby residential neighborhoods that are not generators of heavy traffic. Typically located at neighborhood activity nodes such as major street intersections or in transition areas between more intense land uses and residential areas.  
**Corresponding zoning districts: C-2, C-3.**

 **DOWNTOWN MIXED USES**  
Area intended to serve as the primary business, entertainment, government and civic center for the community. Intended to provide functions serving the entire community, including a full range of goods and services, dining and entertainment, government and business offices, and public amenities. Designed as a pedestrian-oriented focal point for the community with a mix of land uses, including commercial uses, public uses, and high-density residential uses such as apartments above commercial/office uses or in stand-alone buildings.  
**Corresponding zoning districts: C-1, R-4.**

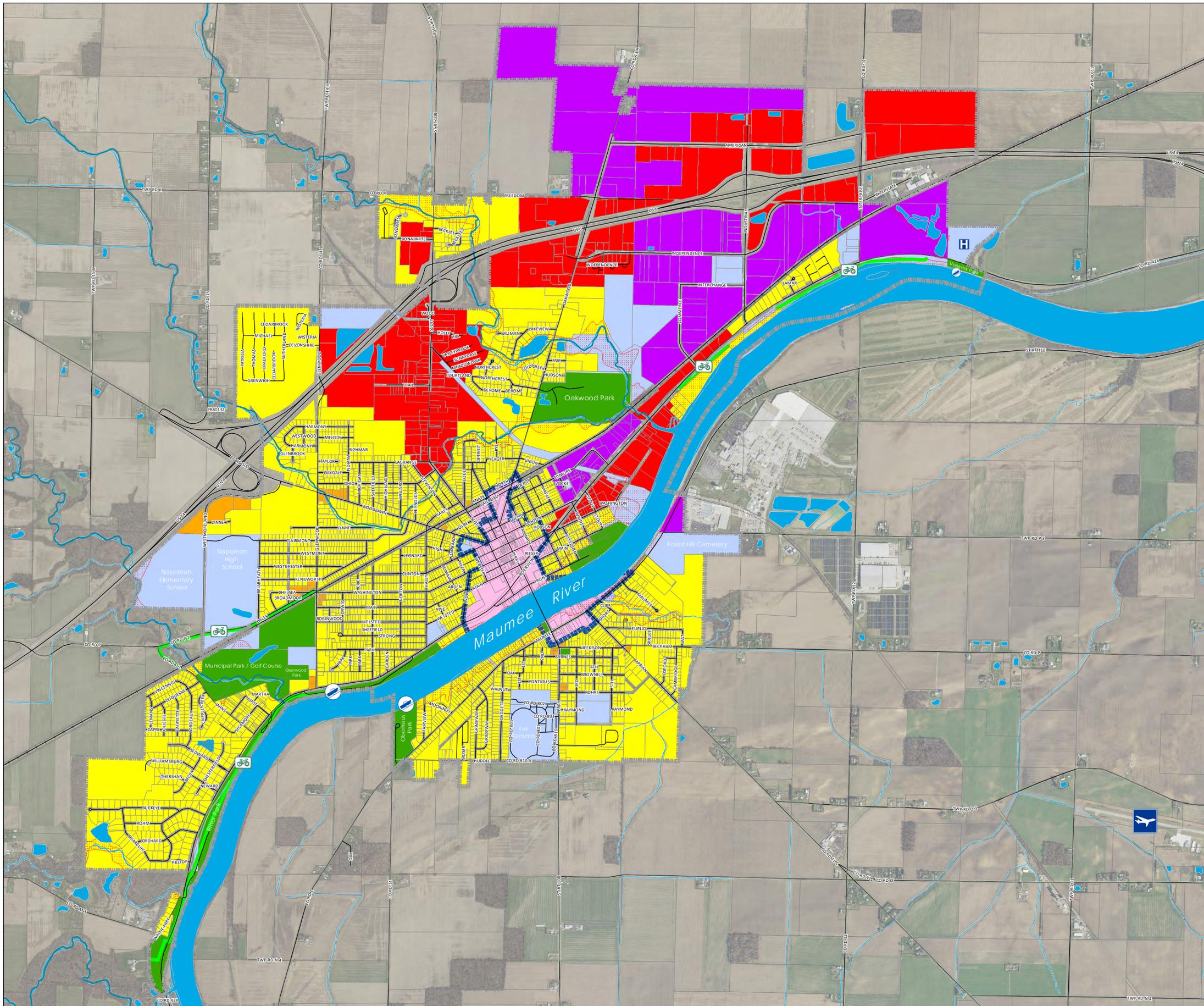
 **INDUSTRIAL**  
Manufacturing, research/laboratories, warehousing, wholesale businesses, transport and trucking businesses, and supportive uses (motels, outdoor equipment sales, etc.) permitted or conditional. Uses with activities taking place in the open or requiring screening may be appropriate only where adequate buffering or separation can be provided.  
**Corresponding zoning districts: I-1, I-2.**

 **PLANNED COMMERCIAL**  
Generally larger commercial uses along major highways or thoroughfares, including sales, eating and drinking establishments, services and professional offices oriented to customers from a larger area. Includes shopping and commercial centers with a unified design and/or intended to accommodate commercial activities that draw business from and provide services to highways.  
**Corresponding zoning districts: C-4, C-5.**

 **PUBLIC/INSTITUTIONAL**  
Schools, large church campuses, community facilities, utilities, parks, golf course, fairgrounds, cemeteries, etc.  
**Corresponding zoning districts: none currently but new district proposed.**

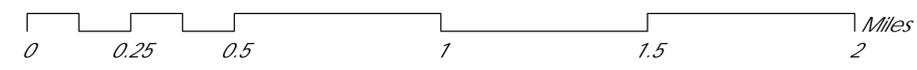
# City of Napoleon Master Plan

## Future Land Use



### Legend

-  Napoleon Corp Boundary
-  Parcels
-  Streets
-  Railroads
-  Maumee River / Ponds / Hydrography
-  Existing Bike Path / Trail
-  Parks
-  Floodplain Overlay District
-  Preservation District Overlay
-  Residential
-  Neighborhood Commercial
-  Downtown Mixed Uses
-  Industrial
-  Planned Commercial
-  Public / Institutional



Source: Henry County Auditor, FEMA, Engineer, Napoleon, Reville





“Although I am not a resident of Napoleon, I have worked in Napoleon for MANY years, and my kids attend Napoleon schools as open-enrolled students and participate in almost every parks and rec sports. We love this community, but when looking at swimming options, we go to Defiance because there are things to occupy my kids at their pool. There are also more eating options and shopping options. Although I would LOVE to shop local, my options are limited!!”

~Survey Respondent

## Plan Implementation

## Plan Implementation

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 issues. Over time, each strategy may need to be revised or amended to reflect the current planning environment, and removed when accomplished. Some strategies are defined by a short, medium or long term timeframe, while other strategies are ongoing. Some of these strategies will need additional consideration and research, and possibly be subjected to further scrutiny by public officials and residents.

### How to Use the Plan

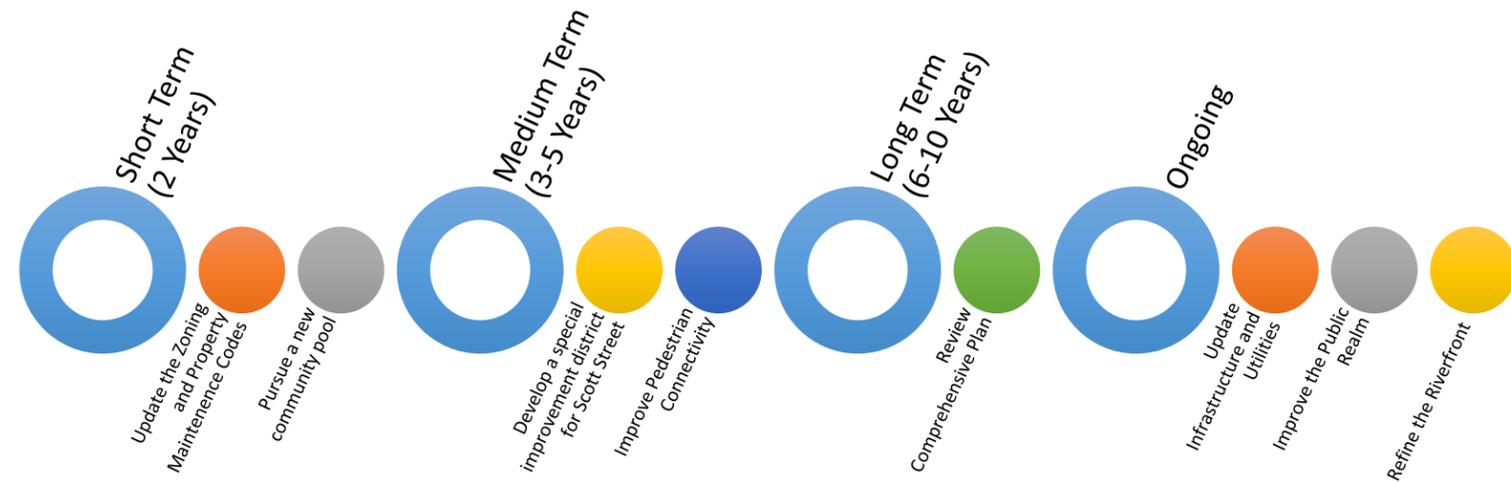
This Plan provides City officials, residents, and other stakeholders with visions and strategies to help build a more perfect union. To this end, the Plan should be used in the following situations:

#### 1. Planning and Zoning

Land Use and Housing strategies are primarily delegated to the Planning Commission, Public Works Department, and ultimately to City Council to support. After public approval and adoption, all planning and zoning decisions should be made in accordance with this Plan.

#### 2. A Reference Guide to Community Building

Consistency is especially important with land use issues, as a majority of any community’s growth and financial well-being often occurs through private sector investment decisions that involve property transactions, either for agricultural, residential, commercial, or industrial development. Consistency with planning and zoning decisions will help to incrementally rebrand the community into one most desired by residents and City



officials. Land use decisions should be made in conjunction with the most current information possible and be decided broadly rather than daily.

#### 3. Neighborhood and Capital Improvements

This Plan assists in highlighting areas that were identified throughout the planning process as those most preferred to promote the quality of life. Whether it is the extension of pedestrian connectivity elements, the extension of infrastructure, or any other neighborhood improvements, it should be done in accordance with the Plan’s vision.

#### 4. Intergovernmental Relations

This Plan should be used to develop a stance on joint issues and programs, and also be utilized to move forward on programs and initiatives in which City of Napoleon and other entities could mutually benefit from.

#### 5. Plan Review

It is recommended that this Plan be reviewed annually by the Planning Commission, City Council and every city department to ensure progress is being made. This discussion should identify the Plan’s beneficial impacts and recognize areas where the Plan may not have assisted in facilitating the visions and strategies. To further assist discussion, planning stakeholders can assign a “percentage complete” to each plan strategy (See: *Plan Implementation Table*).

#### 6. Progress Report

Although master plans often have a heavy slant towards the built environment, this plan recommends other important tasks to be completed like updating the website and promoting cultural and entertainment opportunities to retain and attract new consumers and residents to the community. Using this plan and tracking its progress through the Implementation Table will be important.

Plan Implementation Table

Plan Element	Strategy	Collaborating Entity or Organization ◆ = Strategy Lead						Time Frame S=Short (Less than 2 yrs) M=Medium (3-5 yrs) L=Long (6-10 yrs) O=Ongoing	Percent Complete
		City Council	Planning / Zoning Commission	City Departments	Schools	County Organizations	Local/Other Organizations		
Connectivity	Improve the pedestrian connectivity infrastructure	X	X	Public Works	X	County Engineer, Henry County Park District		M	
	Explore the feasibility of adopting a Complete Street Policy	◆	X	Public Works	X	Henry County Park District		S	
	Establish a dedicated capital improvement fund to finance future road and pedestrian connectivity improvements	◆		Public Works				S	
	Pursue the use of tax increment financing for roadway improvements	◆		Public Works		County Commissioners		O	
	Optimize traffic circulation and parking opportunities	X		Public Works*				O	
	Evaluate the feasibility of utilizing roundabouts	X		Public Works*		County Engineer, ODOT		O	
	Improve the bicycle infrastructure	X	X	Public Works Parks	X	County Engineer, Henry County Park District		O	

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<i>Community Growth &amp; Revitalization</i>	Develop effective nuisance and property maintenance standards	◆	X	Public Works, Fire/Police			Neighborhood Groups, Henry County Health Department, Wood County Building Department	S	
	Leverage incentives and tools for the improvement of housing and public infrastructure in targeted neighborhoods	X				County Commissioners, Henry County Planning	MVPO, Neighborhood Groups, Napoleon Alive	O	
	Pursue the expansion of the CRA Program	◆	X	Law	X		Developers, property owners	S	
	Pursue the feasibility of improved gateway locations	X	X	Public Works*			Chamber of Commerce	S	
	Improve the Public Realm	X	◆	Public Works		County Commissioners, Henry County Planning	Napoleon Alive, interested stakeholders	O	
	Utilize special improvement districts to revitalize the Downtown and Scott Street	◆	X	Public Works			Chamber of Commerce, Henry County CIC, property/business owners	M	
	Revitalize the Scott Street Corridor	X	◆	Public Works			Chamber of Commerce, Henry County CIC, property/business owners	O	
	Business Park Beautification	◆	X	Public Works			Henry County CIC, property/business owners	O	
	Revisit Annexation Policies	◆	X	Law			Property/business owners	S	

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<i>Utilities</i>	Improve wastewater collection, treatment and disposal	X		Public Works* Operations				O	
	Encourage water conservation	◆		Public Works Operations				O	
	Continuing the long term maintenance of water, storm and sewer systems	X		Public Works* Operations				O	
	Promote the construction of water and sewer infrastructure in growth areas	◆	X	Public Works Operations		County Commissioners County Engineer		O	
	Make the sewer system Ohio EPA compliant	X		Public Works* Operations				O	
	Continue to improve storm water management	X	X	Public Works* Operations				O	
	Pursue alternative funding sources	X		Public Works* Operations			Ohio EPA, OWDA, USDA	O	
	Promote green infrastructure	X	X	Public Works* Operations		County Engineer		M	
	Promote Energy Efficiency and Increase Renewable Energy Resources in Portfolio	X		Electric Department Board of Public Affairs			Toledo/Lucas County Port Authority, Property Assessed Clean Energy / ESID Programs, Private Sector	O	

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Quality of Life	Continue to pursue the feasibility of a new community pool facility	◆		Parks, Public Works				S	
	Develop a Parks and Recreation Plan	X		Parks, Public Works	X	Henry County Parks District, Henry County Health Department, County Engineer, Senior Center	Interested stakeholders, private sector recreational providers	S	
	Maintain quality and cost-effective safety services	X		Police / Fire*				O	
	Communicate to residents on how their tax dollars are being spent in the community	◆		Finance, Public Works	X	Senior Center	Chamber of Commerce	S	
	Update the City's website	◆		All				S	
	Encourage cultural & entertainment opportunities	◆		Parks			Chamber of Commerce, Napoleon Civic Center, Napoleon Arts, private sector recreational providers	O	

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<i>Land Use and Zoning</i>	Improve property valuations in key areas	X	◆	Public Works		Henry County CIC	Chamber of Commerce, Napoleon Alive, property/business owners	O	
	Improve neighborhood revitalization efforts	X	◆	Public Works			Neighborhood groups, Preservation Commission	O	
	Update the zoning ordinance	X	◆	Public Works, Law Department			Chamber of Commerce, property/business owners	S	
	Promote growth opportunities	◆	X	Public Works		Henry County CIC, County Commissioners	Chamber of Commerce, property/business owners	O	
	Plan the riverfront	X	◆	Public Works		Henry County CIC	Chamber of Commerce, Napoleon Alive, NCC, property/ business owners	S	