

WAVERLY SUBAREA PLAN



Holland
MICHIGAN

JULY 2019

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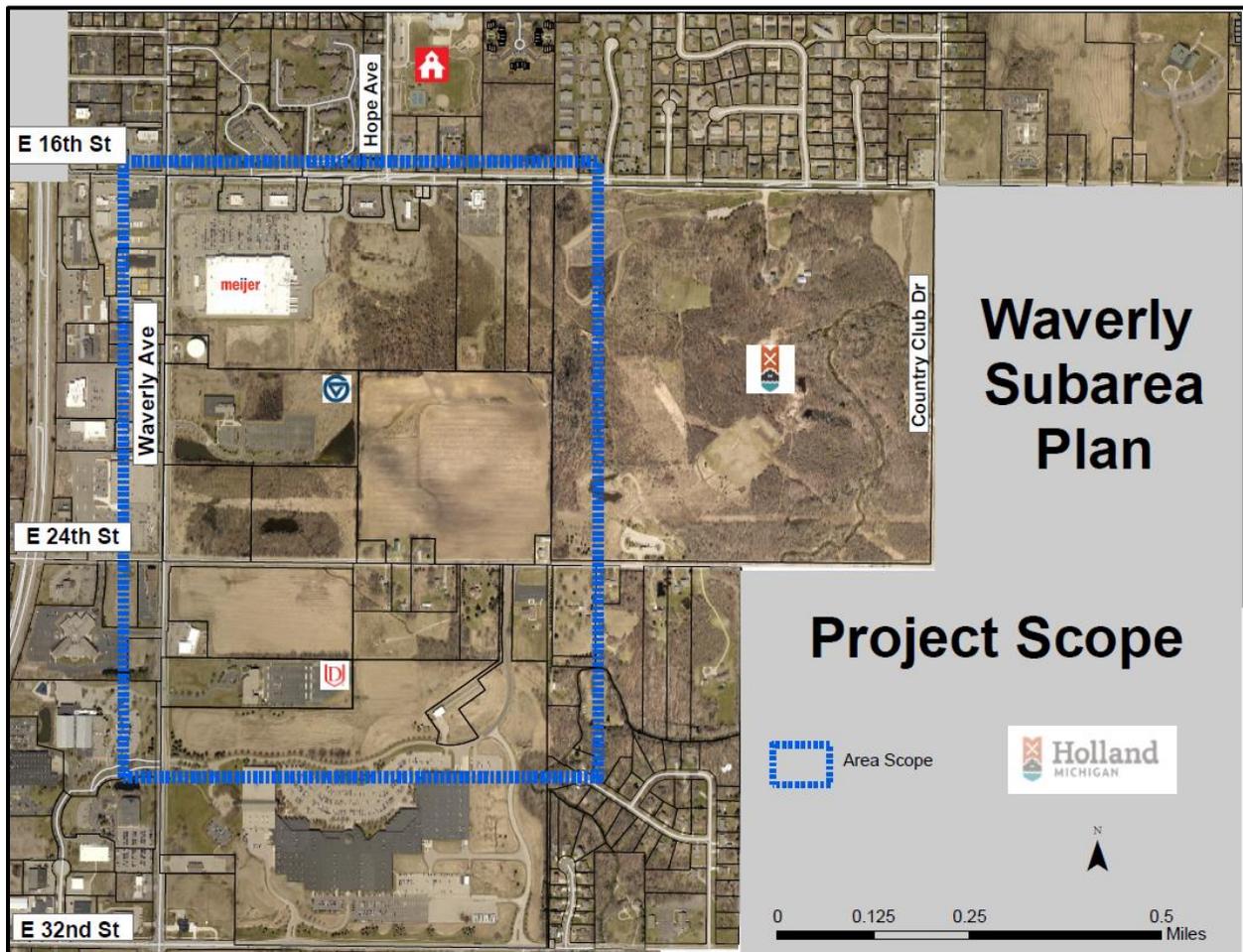
Purpose

The intent of the Waverly Subarea Plan is to 1) identify goals and 2) offer strategies for development in the Subarea. With a finite amount of vacant and developable land now available in the City of Holland, it is imperative for the City to be proactive rather than reactive in its development approach to reach best planning practice goals and action steps set forth in the 2017 Master Plan.

As developers become interested in these private properties, City staff and the Planning Commission are dedicated to working with them to meet their and the City's development goals. This Plan will provide developer guidance.

Figure 1 illustrates the project scope for this Waverly Subarea Plan. The vicinity around the area scope is considered in determining City goals and connection strategies.

Figure 1: Project Scope



Importance of Subarea

The Waverly Subarea is unique and important because:

1. Seven (7) adjacent properties are greenfield and vacant sites;
2. The average acreage of these properties is roughly 15 acres;

3. Large acreage sites with limited existing public infrastructure in the form of utilities & streets;
4. Current zoning of these properties varies;
5. The proximity of the Subarea to a major park, shopping, and transportation amenities;
6. The proximity of the Subarea to the City of Holland's extensive industrial production area;
7. The proximity to post-secondary educational facilities and K-5 educational facilities;

Waverly Subarea Goals

Due to the existing and unique conditions of the Subarea, the City wants to be proactive to ensure important connections are made and land use coordination occurs as development happens. The four (4) major goals for the Waverly Subarea are to:

1. Connect public infrastructure;
2. Coordinate site design and land uses and encourage Low-Impact Development (LID);
3. Expand mixed-use and high or mixed - density development on each property;
4. Highlight next steps within the City's Unified Development Ordinance (UDO) context and its expected neighborhood planning endeavors.

Each of these goals and the strategies to achieve them are described in detail through the rest of this plan.

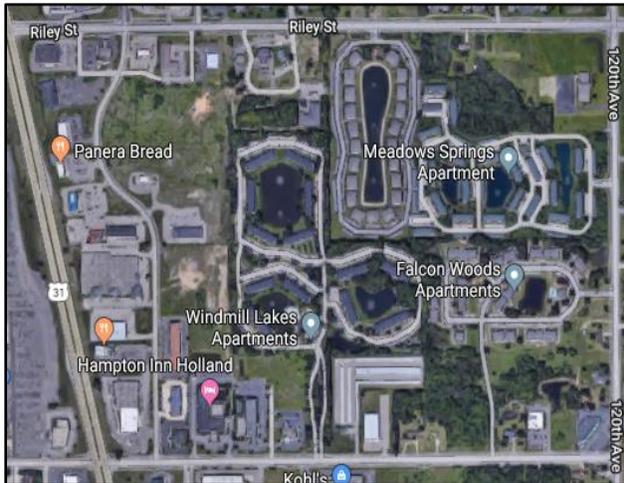
Goal #1: Connect Public Infrastructure

Public infrastructure includes streets, sidewalks, multimodal paths, stormwater mains, and transit. To meet the 2017 Master Plan goals of connectivity, sustainability, and resiliency, it is paramount that developments connect rather than be allowed to develop as individual island communities. Although a tight grid network is not necessary or desired in this Subarea, traditional suburban developments without connections are also not desired.

Street Infrastructure

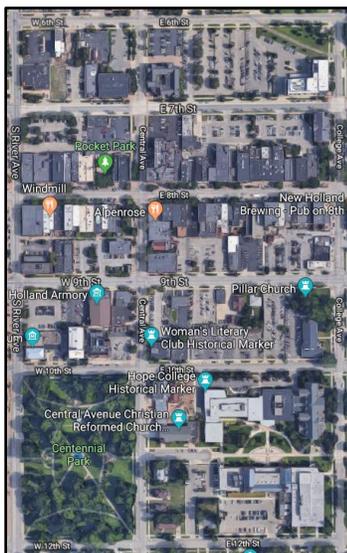
The following depicts nearby examples of these two (2) undesirable Waverly Subarea development types:

Traditional Suburban



- 3 adjacent multifamily apartment developments that are not connected by streets, sidewalks, or multimodal paths.
- Puts stress on the primary public thoroughfares due to substantial amounts of traffic on the arterials rather than dispersing traffic across a connected network.
- Commercial uses located near residential developments, but no connections other than on busy roadways; must drive.

Urban Grid



- Mixed uses are connected via multiple street, sidewalk, and multimodal path connections.
- Large sites provide internal multimodal connections to buildings and a variety of streets (I.e. Centennial Park and Hope College).
- Density is varied.
- Traffic stress is much less of an issue.

Figures 2 and 3 depict the possible street network. Note how this street network is not traditional suburban where each property is an enclave and it is also not proposed to be an urban grid with 300 to 900 ft blocks.

Instead, the possible street network for the Waverly Subarea would provide approximately 1,300 ft blocks instead of the existing 2,500 ft blocks. The purpose is to provide limited connections between sites while still providing connections to surrounding amenities, and to take the existing and future traffic burden off arterial streets.

Note: Other than the vertical, midblock street that follows the existing sanitary sewer main (highlighted in Figure 4 below), the other streets are approximate in location, but deemed necessary for north/south and east/west connections.

Figure 2: Existing and Possible Street Connections and Land Uses

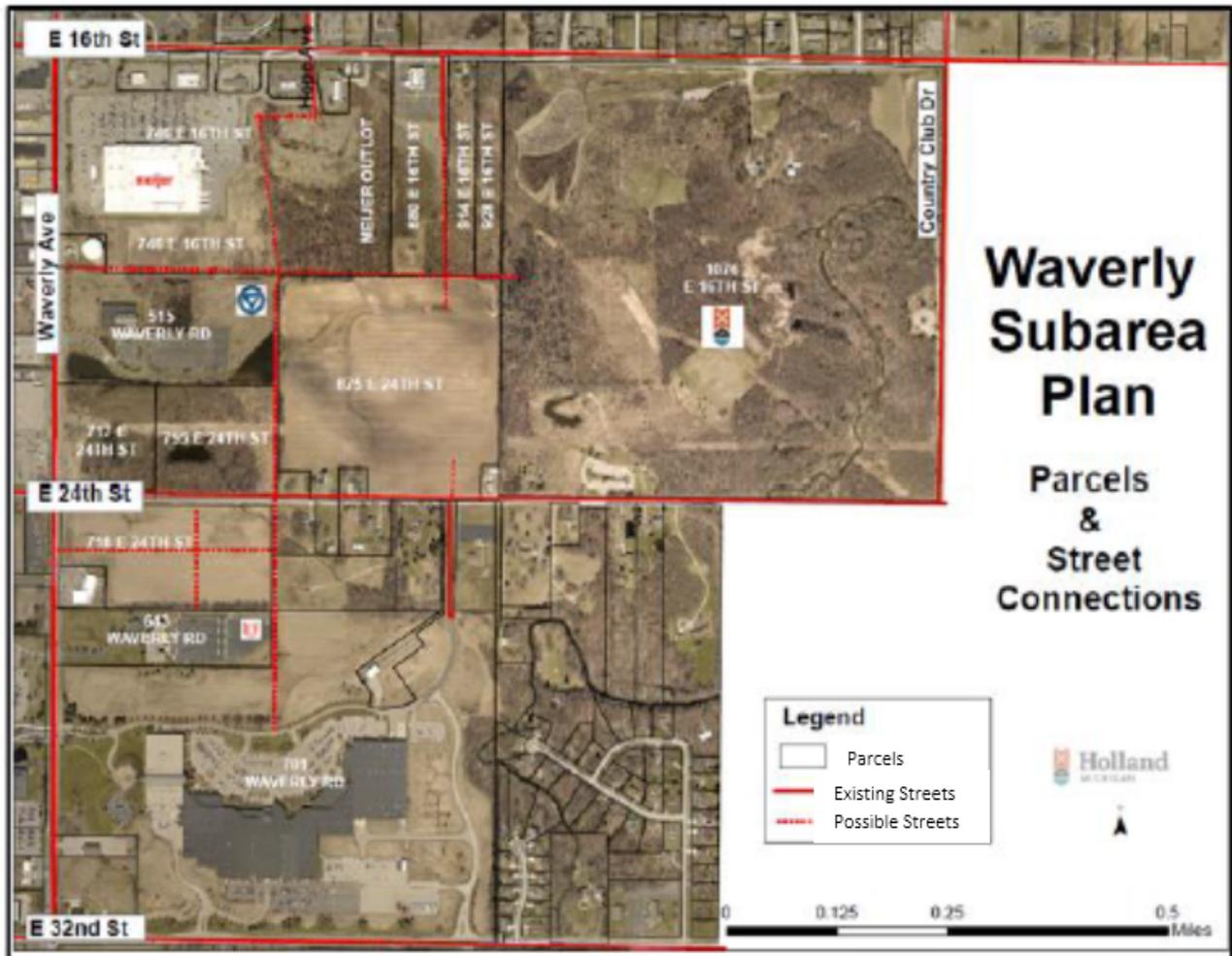
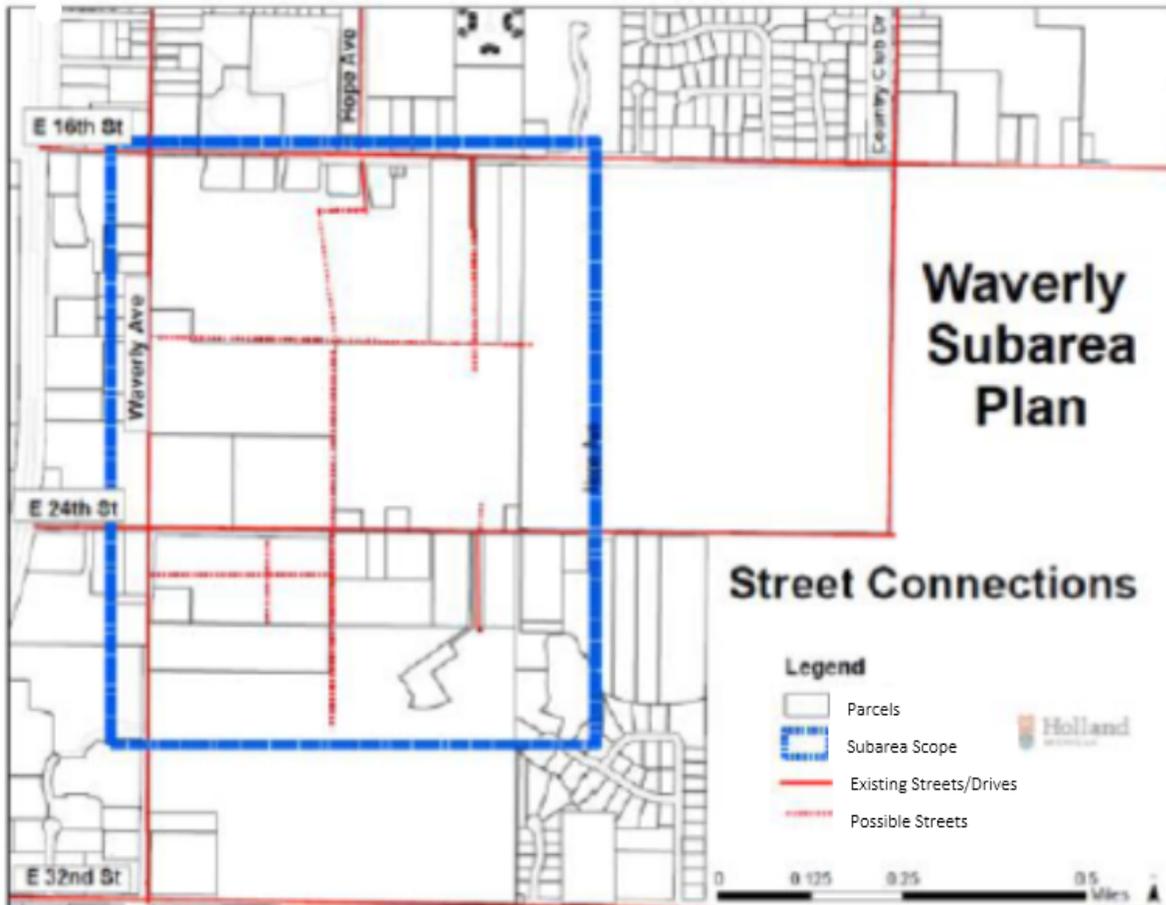


Figure 3: Existing and Possible Street Connections



Public Streets

All newly constructed streets will be public streets barring an extraordinary reason why it needs to be a private street. The responsibility of constructing the street will be on the developer. The City may be able to assist in cost with Tax Increment Financing (TIF). Details of these incentives will need be worked out with the City Manager and approved by City Council.

Utility Infrastructure

The placement of the street network also takes existing utility easements into consideration. Holland Board of Public Works' goal is to generally run utilities along streets. This ensures they can get to them quickly in case of problems and for annual maintenance, rather than having to drive cross-country.

Figures 4 and 5 show the location of the sanitary sewer and how the possible street network would coordinate. It has long been HBPW's goal to place public street along the 30-foot-wide sanitary sewer easement depicted in the circle below, aligning with planning and traffic goals as of all the possible street connections, this one would be the most beneficial.

Figure 4: Street Connections and Sanitary Sewer and Land Uses

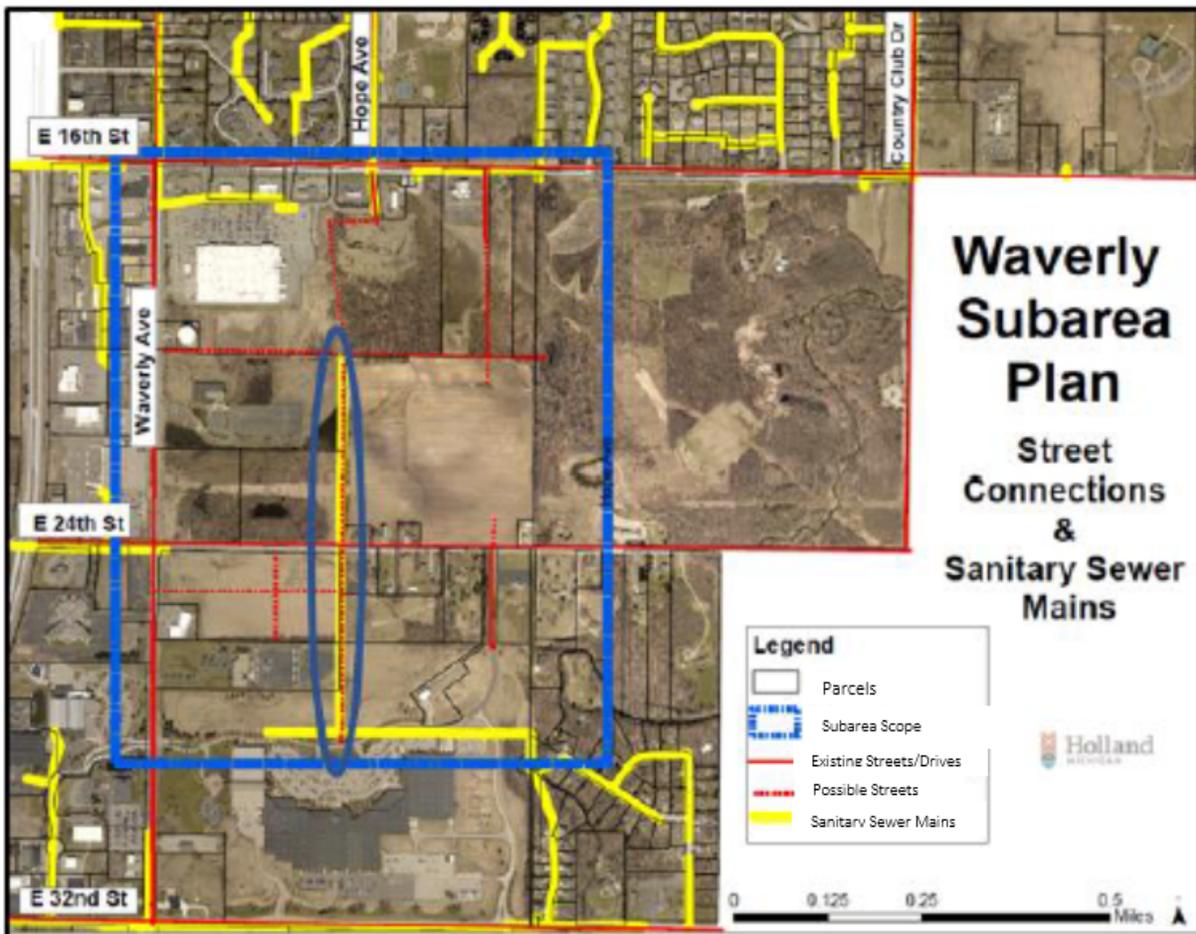
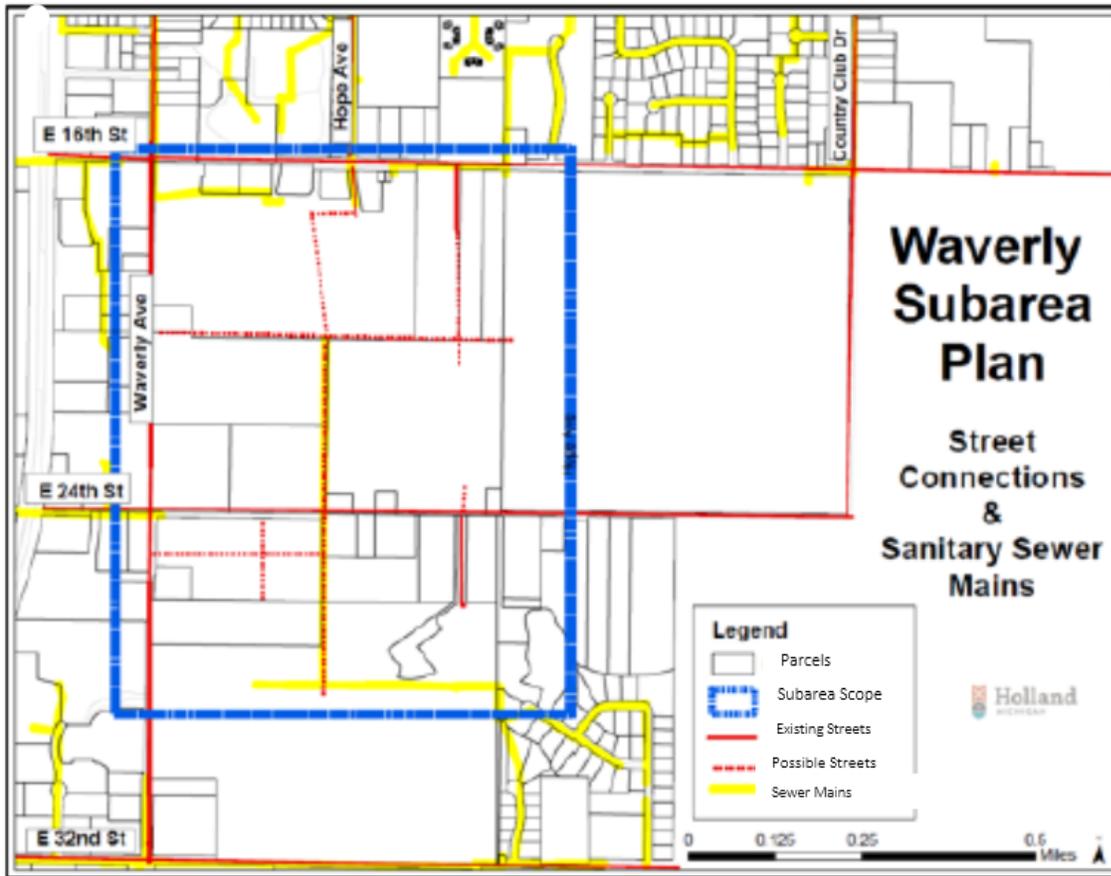


Figure 5: Street Connections and Sanitary Sewer



Overlap between the possible street network and storm main locations also exist in the scope area. **Figure 6** illustrates this overlap. Easements will need to be provided on the properties for this public infrastructure. It makes sense then to construct streets where these easements are located while meeting connection goals.

Figure 6: Street Connections and Storm Mains

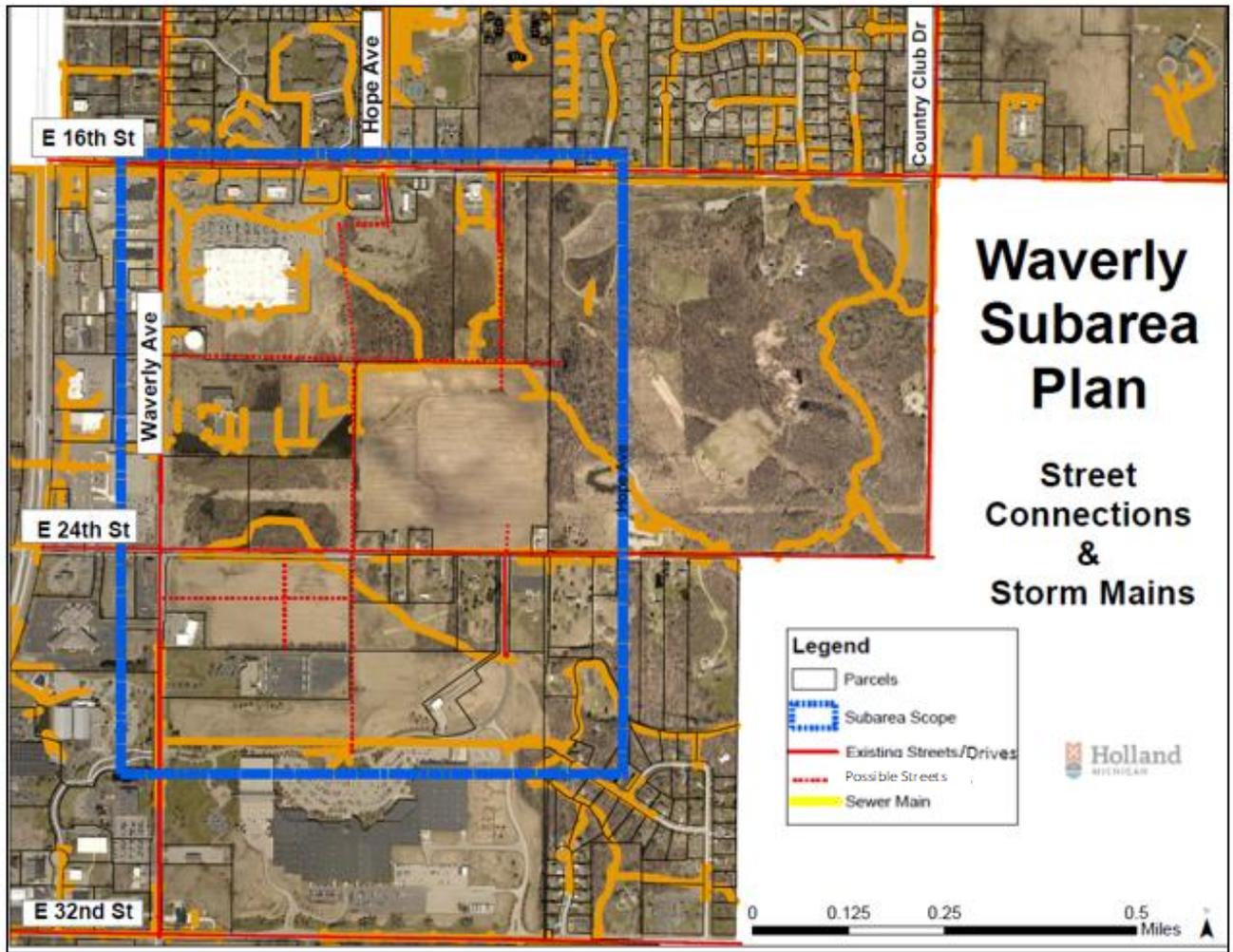


Figure 7: Street Connections and Utilities

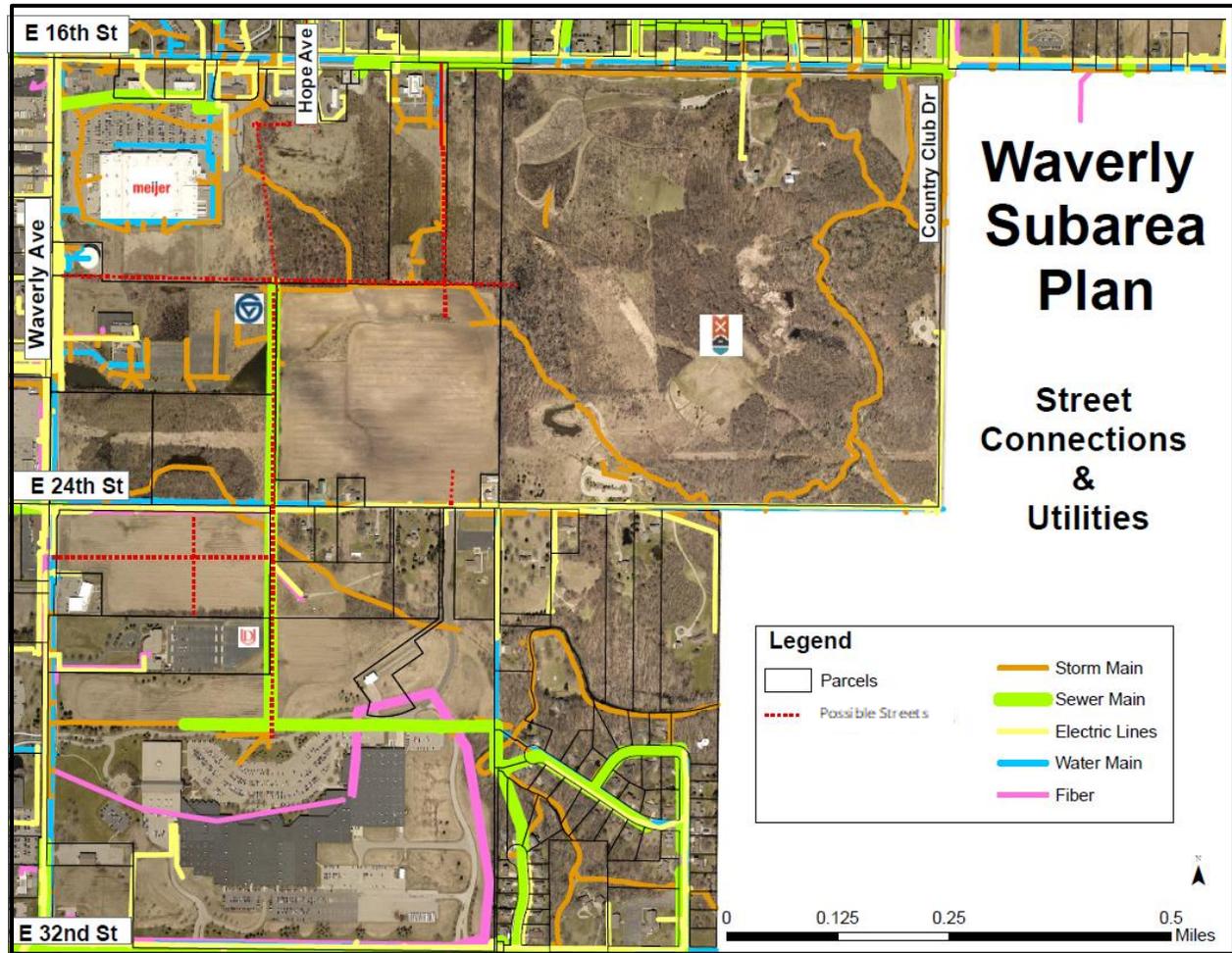


Figure 7 shows all utilities and their overlap with the existing and possible street network in the Waverly Subarea and vicinity.

Non-Motorized Infrastructure

In addition to streets and utility connections, non-motorized connections are also essential in the Waverly Subarea. **Figure 8** illustrates the existing non-motorized infrastructure. It is currently sparse without any paths or trails or street connections. In fact, sidewalk is only provided on the east side of Waverly Ave, only between 16th and 24th streets and only on the south side of 16th street. An on-street bike lane is shown on 24th St, however, it is not well-striped and sharrows (share the road) for bicyclists are located only along Country Club Dr. and 32nd St.

Figure 8: Existing Non-Motorized Infrastructure and Possible Street Connections

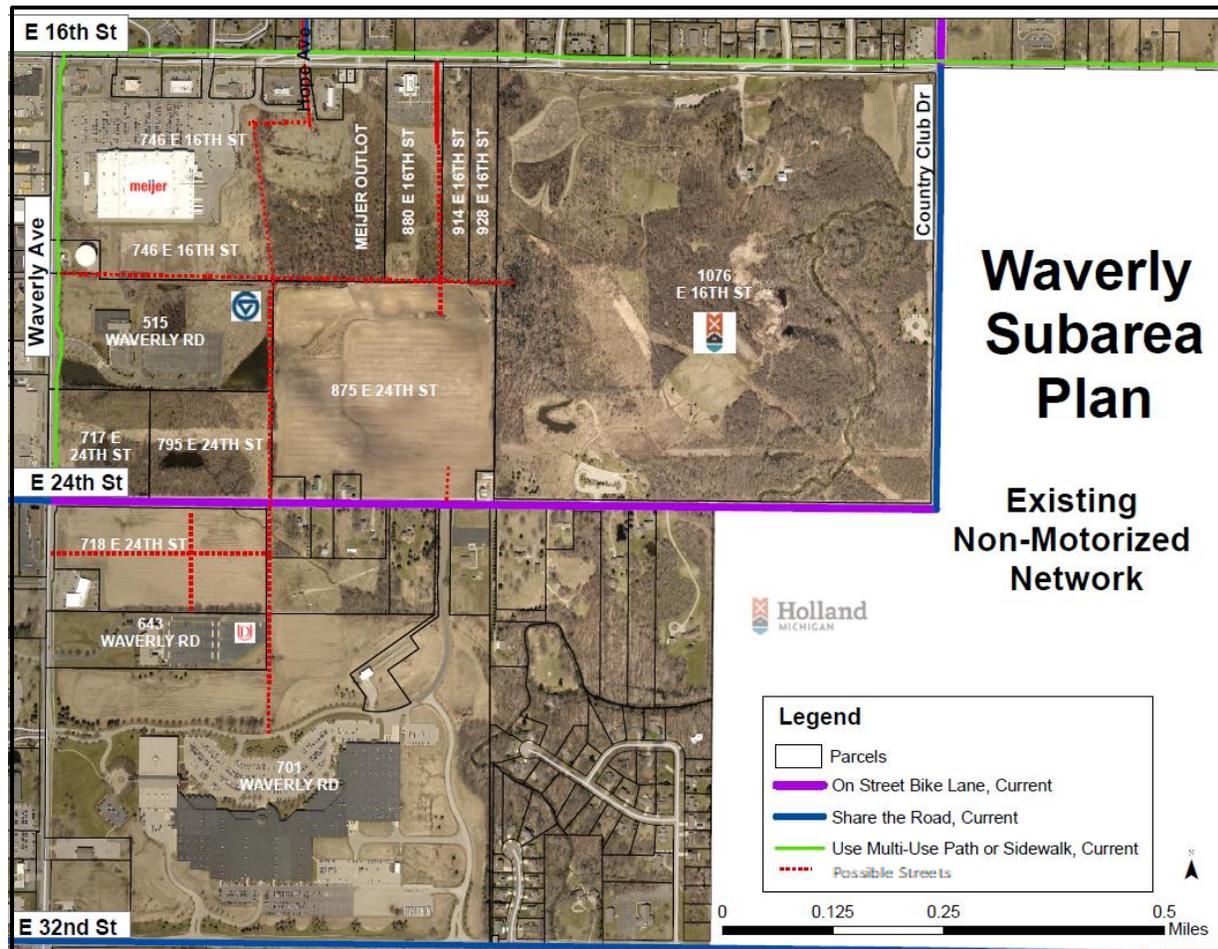
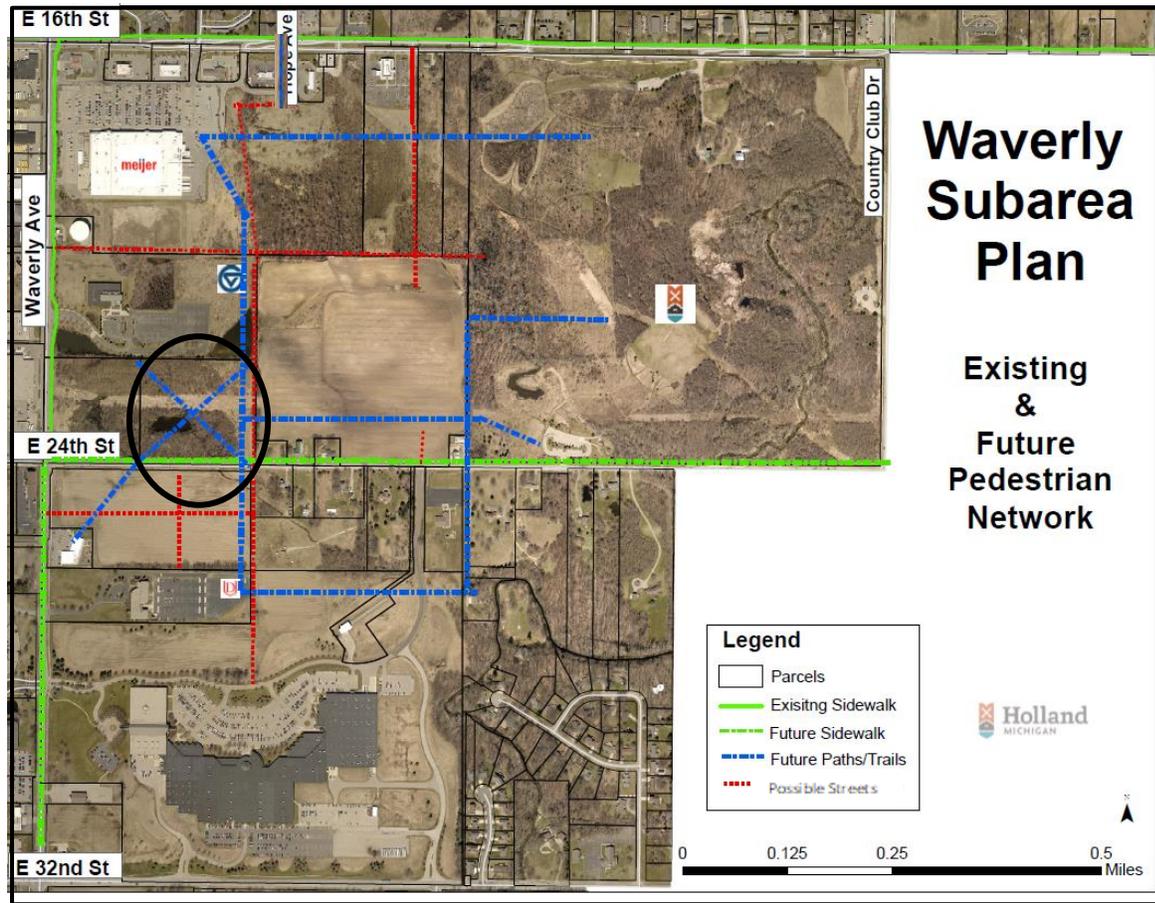


Figure 9 shows possible non-motorized paths and sidewalks and the existing sidewalk. The best-case scenario would be for at least 10-foot-wide bicycle and pedestrian use paths and trails be constructed whereby both users have a comfortable space. If 10-foot-wide paths or trails are not constructed, the minimum use would be for pedestrians requiring a 6 feet width. These connections are shown in blue dashed lines in Figure 9. The green solid lines represent the existing sidewalk along streets and the green dashed line shows proposed continuation of sidewalk and proposed new sidewalk.

Figure 9: Existing and Future Pedestrian Network



Note how the future paths and trails would provide north/south and east/west connections to important vicinity amenities such as Meijer, without having to traverse the less walk-friendly Waverly Ave and E 16th St, Davenport University, Grand Valley State University, and Van Raalte Farm.

The intent of the possible public street connections is to have sidewalk as well. If that is the case, some of the blue connections can be eliminated. They are depicted, however, in **Figure 9** to show the importance of the non-motorized connections. For example, note how the possible Hope Ave on the south side of E 16th St extends north out of the scope area and across the street to continue with the existing Hope Ave. Both streets and non-motorized paths are illustrated because connecting the Waverly Subarea with the nearby Holland Heights public school is critical, especially when considering traffic signalization at Hope Ave and E 16th St. Note the circled property proposes crisscross paths/trails. This property is known to have a lot of wetland and topography issues. Therefore, it may be best suited as an open space property with non-motorized paths rather than being developed.

Public Easements for Non-Motorized and Cross-Property Paths

The City's expectation is that non-motorized paths and trails will provide public access across properties and the City will therefore require an easement agreement from each developer for the extent of the path on each property as a required condition of site plan approval.

Transit

Another imperative infrastructure connection needed in the Waverly Subarea and city-wide is a more robust transit network. Existing and future transit stops must be considered while planning street and non-motorized infrastructure connections. **Figure 10** shows existing transit stops, and **Figure 11** provides the existing MAX Route Map.

Figure 10: Existing Transit in and Around Subarea

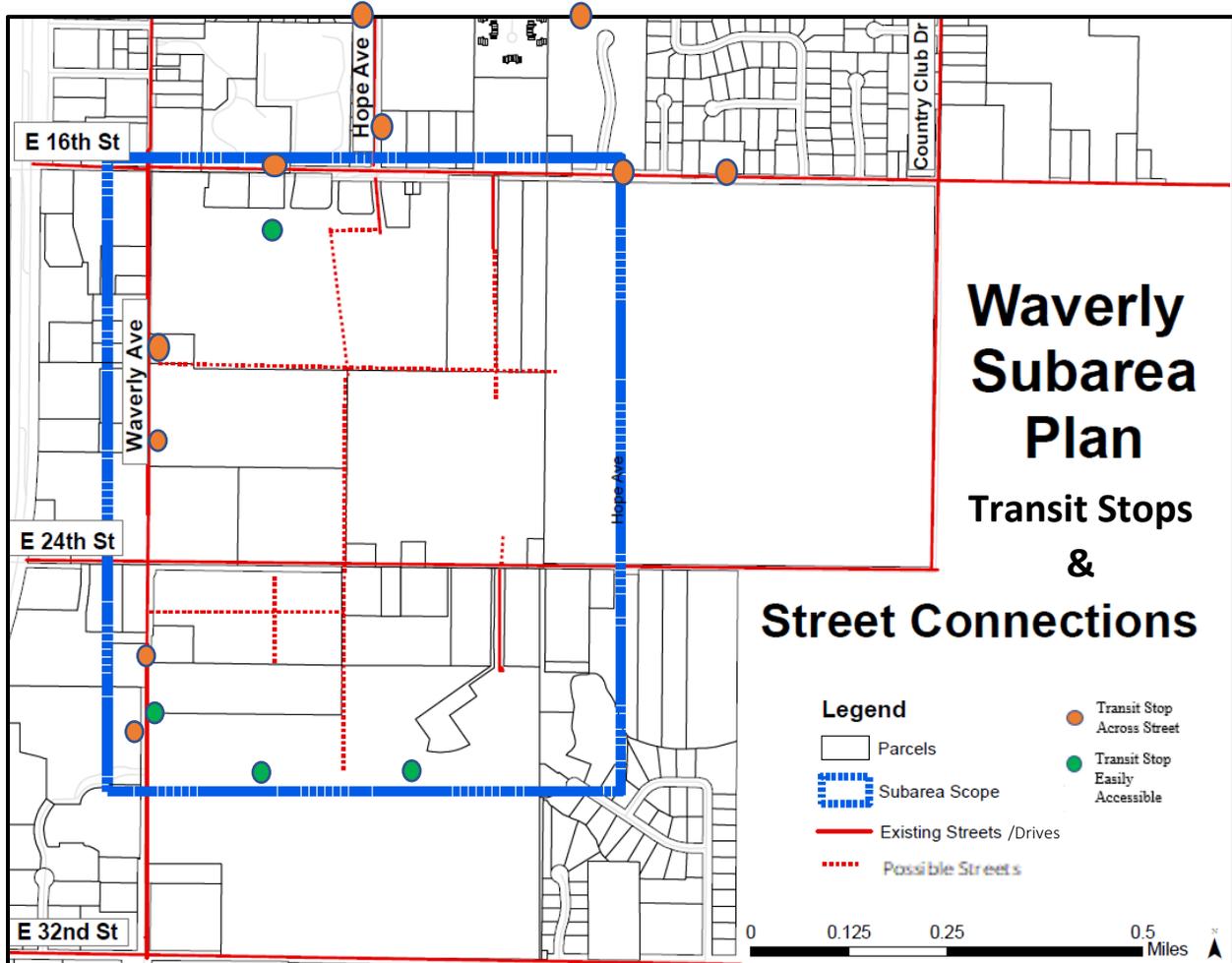


Figure 11: Macatawa Area Express (MAX) Bus Route



Goal #2: Coordinate Site Design and Land Uses / Encourage Low-Impact Development

In addition to coordinating street and non-motorized connections throughout the Waverly Subarea, it is also imperative that site design and land uses be coordinated whenever possible. If the City is aware of multiple potential developments in the Subarea, as is the case at the time this was written, staff will encourage cross-site meetings to coordinate site design and land uses to ensure the Subarea is planned for, not a sole property, to the greatest extent possible.

Coordination of site design and land uses includes the actual use/s of the property, for instance, low-density residential or high-density residential; commercial; live-work; etc. This coordination also pertains to the site design of stormwater management, ponds, and water features. While some ponds and water features are a nice addition to a site, they need to be maintained well, should be offered as a feature with a path around it, rather than a completely non-accessible pond, and should be designed with the maintenance of the aesthetics in mind.

Low-Impact Development (LID)

Low-Impact Development is a planning term used by planners and engineers to describe a design approach to manage stormwater runoff to protect water quality and to preserve natural features.

The five principles of LID are to:

1. Conserve natural areas wherever possible by minimizing pavement;
2. Minimize the development impact on water and its relationship to land;
3. Maintain runoff rates and duration from the site using natural and unnatural detention processes and minimize runoff into the gutters and City system;
4. Scatter best management practices (BMPs) throughout your site – BMPs are decentralized, microscale controls that infiltrate, store, evaporate, and/or detain runoff close to the source; and
5. Implement pollution prevention, proper maintenance and employee/visitor/ and residential education programs.

Stormwater Management

It is the City's desire to see more stormwater connections across properties within a master stormwater management system rather than many individual stormwater ponds. This is a best practice that cities are adopting to 1) maintain better water quality since open ponds gather sediments and pollutants that are then carried to Lake Macatawa and 2) for aesthetics. Cities, such as Grand Rapids, MI are implementing System Development Charges to develop master stormwater management plans. The City of Holland has not yet adopted these policies, but they are mentioned to provide a platform for what may be implemented in the future.

System Development Charges

Connection fees are currently charged to City of Holland properties wishing to connect to a water or sanitary sewer system so that they may buy into the infrastructure and its future expansion already built by the City. The connection fee is generally calculated based on how much demand the property will potentially place on the utility.

System Development Charges act similarly for stormwater master systems except that the fee calculation is often based on the size of the new property wishing to connect and the fee would compensate the initial developer for providing the facilities rather than the public utility. These fees would be in addition to applicable City application or permit review fees.

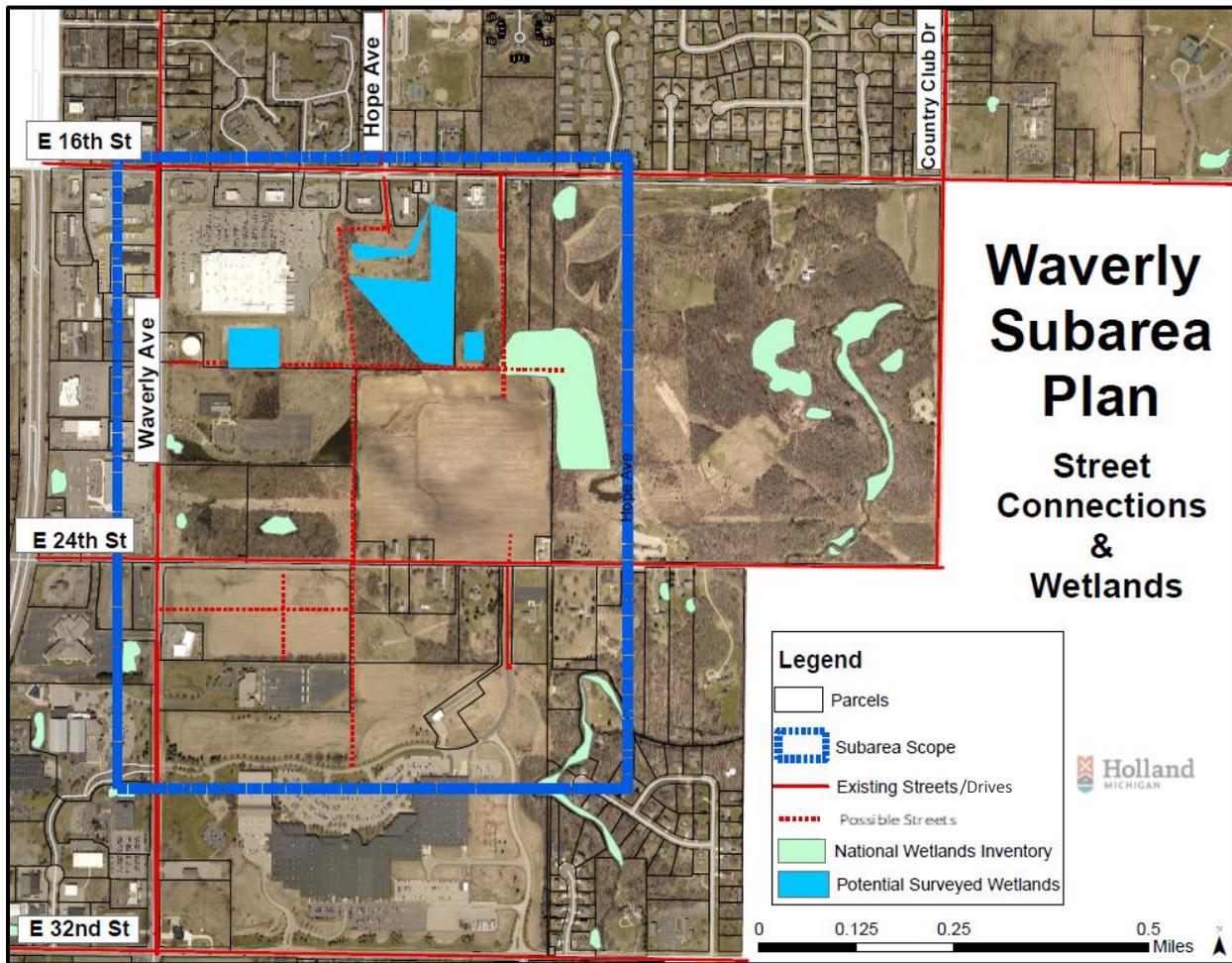
The intent of this stormwater management master system is to enable more density on properties with less land needing to be used on every site for water retention, to make certain areas are more aesthetically pleasing, and to enhance water quality initiatives. Pond water retention allows sediments and pollutants to collect adversely affecting the water quality. Detention is a best practice in water quality and stormwater management and one that also needs to be seen more in new development areas. These include curb inlets, rain gardens, bioswales, green roofs, and dry detention. The City of Holland's future Unified Development Ordinance (UDO) will address green infrastructure techniques and will potentially activate zoning incentives to meet these best practices. It will also summarize the City of Holland's 2019 Stormwater Ordinance and Standards and the State of Michigan's MS4 requirements.

Wetlands

One of the most significant challenges to development in the Waverly Subarea is the extensive wetland in the area. **Figure 12** depicts both the National Wetland Inventory (NWI) locations and the wetlands that have been determined by an area environmental engineer as potential wetlands. The City recommends developers assess this early-on as it's a known challenge in the area.

Options for mitigation are to contact Outdoor Discovery Center (ODC) and inquire about how you may be able to purchase wetland credits from them and to speak with the City's Parks and Recreation Department to determine if land is available at Van Raalte Farm for mitigation at 1 acre to 1.5 acres. The City will also discuss Tax Increment Financing tools to assist in the mitigation and additional infrastructure.

Figure 12: Known Wetlands



Goal #3: Expand Mixed-Use, High-Density or Mixed-Density Developments

Possibly the greatest best practice planning approach that resurfaced in the 2000s after a 50-year hiatus, and has become a standard in cities nationwide, is the necessity to build mixed-use developments. This is contrary to the sprawl planning approach that surfaced post WWII building our cities with a strict separation of uses, which resulted in the reliance on vehicles to access our daily amenities, entertainment, and recreation.

Originating in the beginning of city planning and continuing until WWII, mixed-use planning promotes walkability and other non-motorized modes of transportation at least in addition to vehicle access if not exceeding vehicle access. Walkability is determined by the proximity of amenities, entertainment, and recreation to a residence.

Existing conditions: Vertical Mixed-Use vs. Horizontal Mixed-Use

There are no existing mixed-use developments, often called vertical mixed-use, or horizontal same property developments in the Waverly Subarea. However, there is limited horizontal mixed-use in the greater Subarea. Whereas vertical mixed-use means having mixed-uses, i.e. commercial and residential, in the same building, horizontal mixed-use means having mixed-uses next to each other on the same site or in a greater area. This is one of the primary advantages of site design and land use coordination, as discussed in Goal #2, to encourage a mixture of uses, to encourage walkability and eventually neighborhood cohesion, which can occur even in a more suburban context.

High-Density or Mixed-Density

The City of Holland envisions this Waverly Subarea to be developed in a high and/or mixed-density context. The City is currently working on its Unified Development Ordinance (UDO) where additional zone districts and changes to current zone districts will be proposed. Although not yet approved, the City is currently looking at the Waverly Subarea to be a new zone district. It will be proposed that this plan will be referenced in the UDO to guide applicant development in this subarea.

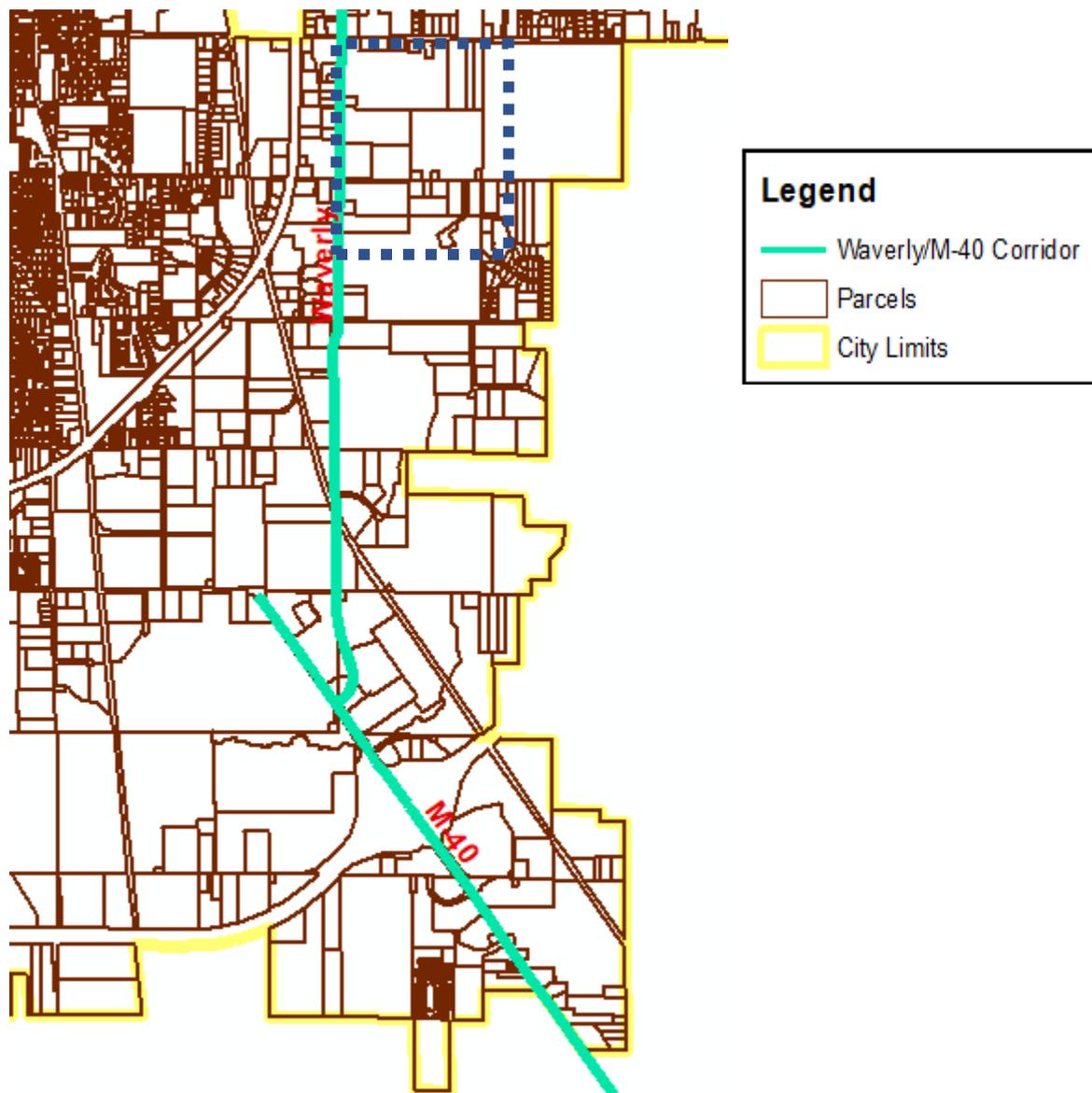
The zone district will promote mixed-use and mixed-density development by permitting either by right or by special use, projects that incorporate housing units as small as 400 sq. ft. with no maximum densities if building height and setbacks are met. The ability for a developer to construct a pocket neighborhood, garden style apartment, or smaller, higher density residential, will enable the developer to have space for commercial uses as well. The new zone district will also require a minimum density to prohibit single building development on large sites and/or solely low-density development within the Waverly Subarea.

Goal #4: Next Steps

Unified Development Ordinance (UDO) and Industrial Properties

Waverly Ave continues south beyond the Waverly Subarea (dashed blue box below) to the Waverly/M-40 Corridor (sea-green line below). Due to the Waverly Subarea's proximity to the City's industrial employment base, this corridor is vitally important to consider within the development of the Waverly Subarea and potential development within the greater corridor.

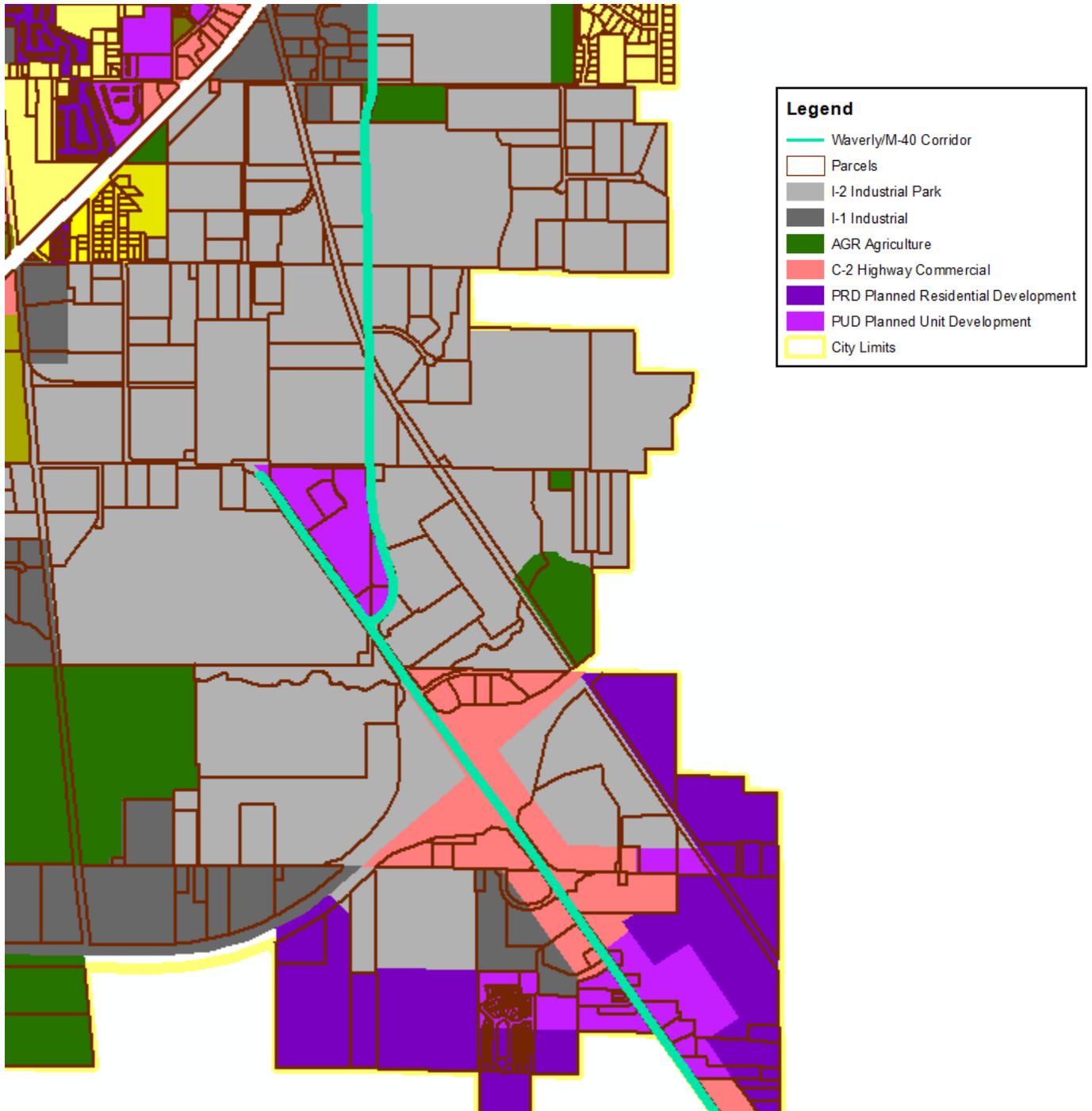
Figure 13: Waverly/M-40 Corridor Street Segments and Parcels



Like the Waverly Subarea, the Waverly/M-40 Corridor contains large acreage parcels developed with primarily I-2 Industrial Park zoning. Although some of these Industrial Park properties have developed most of their sites, many have not.

A next step will be to approach these industrial property owners to determine if they would be interested in splitting their lands to sell to other developers to increase density of industrial and possibly residential uses near employee bases. This expands on the notion of horizontal mixed-use discussed in Goal #3. The City will also find out what the businesses along this critical corridor would like to see modified and what they would like to see stay the same in terms of future development approaches and how the City can best respond to their needs.

Figure 14: Waverly/M-40 Corridor and Use Considerations



Neighborhood Plans

Following the City's Unified Development Ordinance process, the Planning team is expected to focus on neighborhood planning endeavors citywide. Neighborhood Plans allow for a deep dive into an area to determine its strengths, weaknesses, opportunities and threats (SWOT analysis) by reaching out to residents and other neighborhood stakeholders.

Another next step for the City within the context of the Waverly Subarea, will be to conduct public outreach to write a Neighborhood Plan using this Waverly Subarea Plan as its foundation.

Stakeholders

Stakeholders will be engaged at this point. Their comprehensive feedback will be essential as the City continues to focus on the Waverly Subarea, the Waverly/M-40 Corridor, and adjacent areas.

These will include, but will not be limited to:

- Residents
- Commercial/Office owners
- Meijer
- Davenport, Grand Valley State University, and Grand Rapids Community College
- Industrial employers

Holland Township Connections

Waverly Ave connects the City of Holland and its industrial hub to Holland Township and one of its residential hubs. It is therefore imperative that another next step be to work closer with the Township and the Ottawa Road Commission to determine ways to enhance Waverly Ave and ensure these connections incorporate both a vehicular and multimodal context.

Conclusion

The Waverly Subarea's development is extremely important to the City of Holland and the City will continue to work closely with developers to ensure mutual gains are met. Planning staff encourages developers to meet with staff early-on to work on developing plans together. Once a concept plan is available, a Preliminary Meeting is arranged for the prospective applicant to meet with those staff members responsible for site plan review. This provides the developer with feedback prior to having engineered plans drawn-up. Feedback for the Waverly Area will include the goals of this report but may also include other technical issues.

When they are ready, the developer is invited to a free Study Session meeting with the Planning Commission to present a concept plan and to gain feedback from the Planning Commissioners who will ultimately be voting on the plan. The Planning Commission is likely to at least in part provide the applicant feedback based on this Waverly Subarea plan. The initial partnership between the developer and the City is therefore critical as is the understanding of this Plan.

The City of Holland views the Waverly Subarea as a tremendous opportunity for best planning practice development and growth. The area is unique with its proximity to great amenities and large properties. The connections of which are critical within the City context to seamlessly connect land uses vehicularly and multimodally; a goal aligned with the City's 2011 Complete Streets Resolution and the 2017 Master Plan.

To enhance livability, the development of mixed-uses is imperative so that less people must always rely on a vehicle. Vertical and Horizontal mixed-uses are appropriate in the Waverly Subarea context. High- and Mixed-Density development is also desired by the City to add vibrancy and to help pay for infrastructure costs. Additionally, achieving the goals to implement master stormwater management practices and to construct streets above utility easements are imperative to enhancing livability and sustainability in the City of Holland.

This Waverly Subarea Plan is a foundation to the future planning efforts the City will undertake in and around the Waverly Subarea. The Waverly/M-40 Corridor will also be looked at and conversations will be had between the City and the industrial property owners about potential land availability and development patterns. Holland Township and the Ottawa County Road Commission will also be approached to discuss connections between the City and the Township along Waverly Ave. Neighborhood planning efforts will also occur, which will reach out to area stakeholders and residents. The culmination of these planning efforts will benefit the Waverly Subarea and beyond in its important development pursuits.