

2011

City of Waverly Comprehensive Plan Update



Prepared By Iowa Northland Regional
Council of Governments (INRCOG)
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RESERVED FOR ADOPTION RESOLUTION

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THE BEGINNING

In the summer of 2010, the City of Waverly embarked on a 12-month journey to update their 2003 Comprehensive Land Use Plan with a newer, more concise, user friendly and visionary plan (**2011 Plan Update**) that the Council, Planning and Zoning Commission, Board of Adjustment, and City Staff can use to help the community make educated land use decisions.

After conducting a thorough request for qualifications, the City selected Iowa Northland Regional Council of Governments (INRCOG) to complete the task. INRCOG utilized available Census 2010 data and recent planning and construction activities, as well current flood recovery projects and plans; held numerous meetings with the public, task force committee, Planning and Zoning Commission, civic associations, and City Council to develop a clear vision, goals, objectives, and action strategies to guide the community into the type of community everyone knows and believes Waverly can be in 15 to 20 years in the future.

WAVERLY'S VISION: To create a community that embraces its assets, improves upon its weaknesses, strives to provide an environment that is sustainable, and is forward thinking, while maintaining consistency with the financial capability of the community.

GUIDING PRINCIPLES

The **2011 Plan Update** was guided by Iowa's new Smart Growth and Sustainable Principles, *Iowa Code 18B.1 and 18B.2*. These ten principles are as follow and discussed in great detail in Chapter 1.

1. Collaboration
2. Efficiency, Transparency, and Consistency
3. Clean, Renewable, and Efficient Energy
4. Occupational Diversity
5. Revitalization
6. Housing Diversity
7. Community Character
8. Natural Resources and Agricultural Protection
9. Sustainable Design
10. Transportation Diversity

COMMUNITY GOALS

This Plan is truly comprehensive and sets out 25 goals, more than 94 objectives, and 211 action strategies to be achieved. While all are important to mention again, below are just the community goals.

Agricultural & Natural Resources

- The City of Waverly shall protect, preserve, and/or restore environmentally sensitive or natural features in the community, whenever possible.

Hazards

- Reduce the change of and impact of flooding in the community.
- Take measures to minimize the occurrence of injuries and loss of life due to hazards.
- Take Measures to Minimize or Eliminate Damages that May Occur as a Result of Hazards.
- Increase the City's Ability to Respond to Natural Disasters and Man-Made Hazards.
- Return the Community to Similar or Improved Pre-Event Conditions as Quickly as Possible Following a Disaster Event.
- Incorporate the City's Single-Jurisdictional Hazard Mitigation Plan (HMP) into the Proposed Bremer County Multi-Jurisdictional Plan.
- Continually Re-Assess and Re-Evaluate the HMP and Mitigation Activities.
- Support Hazard Mitigation and River Use Commission.
- Investigate Development in the 500-Year Floodplain.

Community Character

- The City of Waverly will maintain and improve, whenever possible, the quality of life or sense of place that the residents of the community value and enjoy.

Community Facilities

- Continue to Work to Provide Quality Public Services and Offer Efficient Community Facilities to Waverly's Residents.

Public Infrastructure & Utilities

- Improve Stormwater Management Throughout the Community.
- Improve the Quality of Public Infrastructure and Services.

Housing

- Provide Diversity in the Type, Density, and Location of Housing within Waverly while Protecting Public Health, Safety, and Quality of Life.
- Improving the appearance and vitality of Waverly's existing neighborhoods.
- Provide Decent and Affordable Housing for Present and Future Populations while Preserving Existing Residential Areas.

Economic Development

- Provide Diversity in the Type, Density, and Location of Businesses in Waverly.
- Promoting and Marketing Waverly's Strengths.
- Retain, Expand, and Attract Businesses and Industries.

Transportation

- Plan and Develop a Safe, Efficient Transportation System that Allows for Timely Flow of Traffic in the Community.

Land Use

- Promote orderly growth in the community, while minimizing urban sprawl and discouraging leapfrog development whenever possible.
- Develop a Livable Downtown.
- Establish a development review process to ensure consistency with the Comprehensive Land Use Plan and Future Land Use Map.

Collaboration

- The City of Waverly shall continue to work collaboratively and communicate effectively with other levels of government and agencies in order to benefit its residents as well as those in the region.
- The City of Waverly shall continue to work collaboratively and communicate effectively with entities that have large impacts on land use in the community (i.e. major employers, non-profit entities, and agencies).

IMPLEMENTATION PRIORITIES

This Plan sets out 211 action strategies for Waverly to implement. Since that can be an overwhelming number for some and may discourage the City in accomplishing any of them, implementation priorities were identified based on their recurring presence at all citizen, stakeholder, and commission meetings. Chapter 3 outlines the entity responsible and the timeframe for initiating the key action strategies. The priority action items include:

- **Amending the City's Zoning Ordinance and Subdivision Regulations**
- **Developing Best Management Practices (BMPs) and Standards**
- **Creating Community-Wide Sustainable Design Standards**
- **Continuing Flood Mitigation efforts along Cedar River and Dry Run Creek**
- **Creating a Housing Task Force**
- **Develop a Downtown Master Plan**
- **Creating a Multi-Modal Transportation (Complete Streets) Network**
- **Implementing the Waverly Park and Open Space Master Plan**
- **Continue Waverly's Economic Development Efforts**

CHAPTER 1: INTRODUCTION

SECTION 1 – LEGAL BASIS OF THE COMPREHENSIVE PLAN

The Waverly Comprehensive Plan, and its sequential updates, is designed to meet the statutory requirements of the State of Iowa. The ability of the city to plan and regulate land use within its borders is granted through Chapter 414 of the Code of Iowa, which may also be referred to as “state enabling legislation” for planning powers. Also, this Plan is intended to meet planning requirements for its implementation tools, chief among those being the community’s zoning ordinance (Code Chapter 414), land subdivision ordinance (Code Chapter 354), urban renewal program (Code Chapter 403), and the newly adopted Iowa Smart Planning Principles (Code Chapter 18B).

SECTION 2 – HOW THE COMPREHENSIVE PLAN IS TO BE USED

Comprehensive land use planning is a conscious act of a community to plan for its physical development. In addition, planning requires that the existing circumstances of a community be defined and evaluated, including existing land use patterns, population characteristics, community and area plans, public service availability, and public sentiment. In the City of Waverly, Iowa, the Comprehensive Plan Update is the written result of these efforts. The Plan is designed to be a general guide for physical development of the community.

The Comprehensive Land Use Plan, which may also be referred to as a General Plan, Master Plan, or Comprehensive Plan, represents the principal document that organizes concepts and states goals and objectives relating to the future physical development of the city. Predictable and desirable development in the City depends upon the establishment of a vision for the future that perceives the interrelationships of governmental services, private development needs, public finances, free market dynamics, population characteristics, environmental health, and the desires of the majority of the citizenry. The Comprehensive Land Use Plan strives to integrate and balance those various forces so as to promote the most beneficial physical development and community welfare possible in the next 10 to 20 years.

The most beneficial future portrait of the city requires that the Comprehensive Plan incorporates the vital input of two major civic forces: (1) governmental agencies which administer critical phases of building development, such as infrastructure provision and important public resources such as parks and schools; and (2) private sector investment and enterprise which provide the capital and energy necessary to construct homes, businesses, services, and industry. The Comprehensive Plan seeks to incorporate the best visions and ideals of the citizens along with realistic needs and aspirations of private development in order to capitalize upon the city’s ongoing productivity and potential.

Furthermore, the Plan promotes managed growth that is cost-effective and logical. The City hopes to prevent leapfrog development or urban sprawl, as well as minimize conflict between incompatible uses that locate next to each other. In addition, the Plan establishes a circular process of implementation, review, and amendment for itself.

History of Planning in Waverly

The City of Waverly isn't a stranger to planning. Over the years, the City has conducted numerous planning efforts – either project specific or on-going. The Waverly Comprehensive Plan, and its updates, is intended to be an umbrella plan for all of these documents. It should be understood that this Plan, **2011 Plan Update**, is not meant to substitute for the actual planning documents and any misrepresentation by this plan is unintentional. Specific questions regarding a particular plan or specific details of ideas, concepts, or implementation should be directed to that document. Waverly's numerous studies and plans are:

- *City Council Annual Strategic Planning and Goal Setting (yearly)*
- *3rd Street Southeast Bridge Task Force Final Report (2003)*
- *Initial Assessment for Flood Damage Reduction for Cedar River and Dry Run Creek (2003)*
- *Waverly Flood Study (2001) – Kohlmann Park Levee*
- *Waverly Dam Reconstruction Feasibility Report (2001)*
- *Waverly Flood Study: Dry Run Creek Hydrological Model (2002)*
- *Airport Layout Plan Update (2001)*
- *West Waverly Area Traffic Study (2004)*
- *Water Utility Evaluation and Management Plan Update (2003)*
- *Sidewalk Program (2006)*
- *Sanitary Sewer Capacity Analysis (2008)*
- *Technology Place and Oak Ridge Circle Realignment Traffic Study (2008)*
- *Hazard Mitigation Plan Update (2009)*
- *Emergency Support Function (ESF) 14 Planning Session (2008-2009)*
- *Economic Development Commission of the Waverly Area 2009-2011 Strategic Business Plan (2009)*
- *4th Street SW Traffic Study (2010)*
- *Cedar River Parkway Extension (On-Going)*
- *Waverly, Iowa Smart Planning Workshop Report – EPA & FEMA (2010)*
- *City of Waverly, Iowa Goal Setting Report (2010)*
- *Park and Open Space Master Plan (2011)*

SECTION 3 – PLAN ORGANIZATION

This Plan, **2011 Plan Update**, is an updated comprehensive plan for the City of Waverly. It is derived from the original 1986 Comprehensive Plan, and the 1990, 1997, and 2005 Comprehensive Plan Updates, as part of the continuing process involved in evaluating and modifying the Plan to keep it as a current and effective means of guiding the future growth and development of the city. This Update was under the direction of the Waverly Planning and Zoning Commission.

The Planning and Zoning Commission was helped with the completion of the **2011 Plan Update** with the assistance of Iowa Northland Regional Council of Governments (INRCOG). The Commission provided input and guidance to INRCOG planners to ensure the direction of the update was consistent with city citizens and current development trends.

The **2011 Plan Update** was developed using the Iowa Smart Planning Principles (*Iowa Code 18B.1*) and the identified thirteen elements of a comprehensive plan (*Iowa Code 18B.2*). These principles and elements assisted in shaping what and how information was discussed and compiled in this Plan.

Smart Planning Principles

Iowa Code 18B.1 states “...local governments, ... shall consider and may apply the following principles during deliberation of all appropriate planning, zoning, development and resource management decisions.”

These principles include:

1. **Collaboration** – *Governmental, community, and individual stakeholders, including those outside the jurisdiction of the entity, are encouraged to be involved and provide comment during deliberation of planning, zoning, development, and resource management decisions and during implementation of such decisions. The state agency, local government, or other public entity is encouraged to develop and implement a strategy to facilitate such participation.*
2. **Efficiency, Transparency, and Consistency** – *Planning, zoning, development, and resource management should be undertaken to provide efficient, transparent, and consistent outcomes. Individuals, communities, regions, and governmental entities should share in the responsibility to promote the equitable distribution of development benefits and costs.*
3. **Clean, Renewable, and Efficient Energy** – *Planning, zoning, development, and resource management should be undertaken to promote clean and renewable energy use and increased energy efficiency.*
4. **Occupational Diversity** – *Planning, zoning, development, and resource management should promote increased diversity of employment and businesses opportunities, promote access to education and training, expand entrepreneurial opportunities, and promote the establishment of businesses in locations near existing housing, infrastructure, and transportation.*
5. **Revitalization** – *Planning, zoning, development, and resource management should facilitate the revitalization of established town centers and neighborhoods by promoting development that conserves land, protects historic resources, promotes pedestrian accessibility, and integrates different uses of property. Remediation and reuse of existing sites, structures, and infrastructure is preferred over new construction in undeveloped areas.*
6. **Housing Diversity** – *Planning, zoning, development, and resource management should encourage diversity in the types of available housing, support the rehabilitation of existing housing, and promote the location of housing near public transportation and employment centers.*
7. **Community Character** – *Planning, zoning, development, and resource management should promote activities and development that are consistent with the character and architectural style of the community and should respond to local values regarding the physical character of the community.*
8. **Natural Resource and Agricultural Protection** – *Planning, zoning, development, and resource management should emphasize protection, preservation, and restoration of natural resources, agricultural land, and cultural and historic landscapes, and should increase the availability of open spaces and recreational facilities.*
9. **Sustainable Design** – *Planning, zoning, development, and resource management should promote developments, buildings, and infrastructure that utilize sustainable design and construction standards and conserve natural resources by reducing waste and pollution through efficient use of land, energy, water, air, and materials.*
10. **Transportation Diversity** – *Planning, zoning, development, and resource management should promote expanded transportation options for residents of the community. Consideration should*

be given to transportation options that maximize mobility, reduce congestion, conserve fuel, and improve air quality.

Smart Planning Elements

Under subsection 2 of the *Iowa Code* (18B.2), it stated a city “shall consider the smart planning principles” and “may include” the elements listed below, if applicable, when developing or amending a comprehensive plan. The thirteen smart planning elements are:

- A. Public Participation** – This is a process element that includes: *Information relating to public participation during the comprehensive plan or land development regulations, including documentation of the public participation process, a compilation of objectives, policies, and goals indentified in the public comment received, and identification of the groups or individuals comprising any work groups or committees that were created to assist the planning and zoning commission or other appropriate decision-making body of the municipality.*
- B. Issues and Opportunities** - This element will be discussed in all of the below elements, thus an independent section was not development: *Information relating to the primary characteristics of the municipality and a description of how each of those characteristics impacts future development of the municipality. Such information may include historical information about the municipality, the municipality’s geography, natural resources, natural hazards, population, demographics, types of employers and industry, labor force, political and community institutions, housing, transportation, educational resources, and cultural and recreational resources. The comprehensive plan or land development regulations may also identify characteristics and community aesthetics that are important to future development of the municipality.*
- C. Land Use** – This is a background element: *Objectives, policies, and programs that identify current land uses within the municipality and that guide the future development and redevelopment of property, consistent with the municipality’s characteristics identified under the Issues and Opportunities Element. The comprehensive plan or land development regulations may include information on the amount, type, intensity, and density of existing land use, trends in the market price of land used for specific purposes, and plans for future land use throughout the municipality. The comprehensive plan or land development regulations may identify and include information on property that has the possibility for redevelopment, a map of existing and potential land use and land use conflicts, information and maps relating to the current and future provision of utilities within the municipality, information and maps that identify the current and future boundaries for areas reserved for soil conservation, water supply conservation, flood control, and surface water drainage and removal. Information provided under this paragraph may also include an analysis of the current and potential impacts on local watersheds and air quality.*
- D. Housing** - This is a background element: *Objectives, policies, and programs to further the vitality and character of established residential neighborhoods and new residential neighborhoods and plan to ensure an adequate housing supply that meets both the existing and forecasted housing demand. The comprehensive plan or land development regulations may include an inventory and analysis of the local housing stock and may include specific information such as age, condition, type, market value, occupancy, and historical characteristics of all the housing within the municipality. The comprehensive plan or land development regulations may identify specific policies and programs that promote the development of new housing and maintenance or rehabilitation of existing housing and that provide a range of housing choices that meet the needs of the residents of the municipality.*

- E. Public Infrastructure and Utilities** - This is a background element: *Objectives, policies, and programs to guide future development of sanitary sewer service, storm water management, water supply, solid waste disposal, wastewater treatment technologies, recycling facilities, and telecommunications facilities. The comprehensive plan or land development regulations may include estimates regarding future demand for such utility services.*
- F. Transportation** - This is a background element: *Objectives, policies, and programs to guide the future development of a safe, convenient, efficient, and economical transportation system. Plans for such a transportation system may be coordinated with state and regional transportation plans and take into consideration the need for diverse modes of transportation, accessibility, improved air quality, and interconnectivity of the various modes of transportation.*
- G. Economic Development** - This is a background element: *Objectives, policies, and programs to promote the stabilization, retention, or expansion of economic development and employment opportunities. The comprehensive plan or land development regulations may include an analysis of current industries and economic activity and identify economic growth goals for the municipality. The comprehensive plan or land development regulations may also identify locations for future brownfield or grayfield development.*
- H. Agricultural and Natural Resources** - This is a background element: *Objectives, policies, and programs addressing preservation and protection of agricultural and natural resources.*
- I. Community Facilities** - This is a background element: *Objectives, policies, and programs to assist future development of educational facilities, cemeteries, health care facilities, child care facilities, law enforcement and fire protection facilities, libraries, and other governmental facilities that are necessary or desirable to meet the projected needs of the municipality.*
- J. Community Character** - This is a background element: *Objectives, policies, and programs to assist future development of educational facilities, cemeteries, health care facilities, child care facilities, law enforcement and fire protection facilities, libraries, and other governmental facilities that are necessary or desirable to meet the projected needs of the municipality.*
- K. Hazards** - This is a background element: *Objectives, policies, and programs that identify the natural and other hazards that have the greatest likelihood of impacting the municipality or that pose a risk of catastrophic damage as such hazards relate to land use and development decisions, as well as the steps necessary to mitigate risk after considering the local hazard mitigation plan approved by the Federal Emergency Management Agency.*
- L. Intergovernmental Collaboration** - This is a background element: *Objectives, policies, and programs for joint planning and joint decision-making with other municipalities or governmental entities, including school districts and drainage districts, for siting and constructing public facilities and sharing public services. The comprehensive plan or land development regulations may identify existing or potential conflicts between the municipality and other governments related to future development of the municipality and may include recommendations for resolving such conflicts. The comprehensive plan or land development regulations may also identify opportunities to collaborate and partner with neighboring jurisdictions and other entities in the region for projects of mutual interests.*
- M. Implementation** – This is an action element: *A compilation of programs and specific actions necessary to implement any provision of the comprehensive plan, including changes to any applicable land development regulations, official maps or subdivision ordinances.*

Plan Layout

2011 Plan Update is divided into three chapters for the ease of citizens, development interests, local and regional agencies, and decision-makers who will be its primary users. These three chapters include: **Introduction**, **Smart Planning Elements**, and **Plan Implementation**.

Chapter 1: Introduction

This first chapter discusses what a comprehensive plan is, the legality of a plan, and the components of a plan.

Chapter 2: Smart Planning Elements

The heart of the **2011 Plan Update** is found in this chapter. This chapter discusses in detail the two process elements and the ten background elements to a comprehensive plan.

Chapter 2 is comprised of the twelve smart growth elements. The reader who understands these sections will understand Waverly's implementation plan (outlined in Chapter 3) and the extensive citizen, task force, commission, and staff effort that created it. Each element or section contains the goals, objectives, and action strategies developed by citizen, Task Force, local Commissions, and the Planning and Zoning Commission, recommended by the Planning and Zoning Commission, and adopted by Waverly's City Council. Each group of goals, objectives, and action strategies is preceded by a summary of existing conditions and issues and opportunities.

The twelve sections or elements of Chapter 2 are:

- Section 1: Community Overview (location, history, population)
- Section 2: Public Participation
- Section 3: Agricultural & Natural Resources
- Section 4: Hazards
- Section 5: Community Character
- Section 6: Community Facilities
- Section 7: Public Infrastructure & Utilities
- Section 8: Housing
- Section 9: Economic Development
- Section 10: Transportation
- Section 11: Land Use
- Section 12: Intergovernmental Collaboration

Each section provides the information needed to understand how the **2011 Plan Update** is intended to guide growth and development in Waverly, but the sections, as well as all chapters, work in connection with one another. For instance, to understand the local economy, the reader needs to know about the community history and population trends. The income levels, age and other community characteristics help determine land use needs, the location and type of housing that the market needs to provide, and so on.

As mentioned earlier, this chapter contains plan elements or sections that provide details supporting the Action Plan recommendations. Each element is generally organized as follows:

- **Introduction** – provides a brief overview of the specific context of the section.
- **Existing Conditions** – examines the current conditions specific to element in discussion.

- **Issues and Opportunities** – provides a summary of the identified issues and opportunities that would impact future development of the city.
- **Goals, Objectives, and Action Strategies** – provides formulated strategies for resolving the major issues of the city.

Chapter 3: Plan Implementation

Also known to some as the Action Plan (Implementation – Smart Growth Element), this chapter should be viewed as the user’s manual to work through implementing the identified goals, objections, and action strategies in Chapter 2. This chapter also discusses the adoption and amendment processes, how to evaluate and effectively participate in continued – and in some cases – improved collaboration events with local, county, and regional agencies and organizations.

The Action Plan sets an agenda for future work to be done. To many persons involved in **2011 Plan Update**, it has become clear that the planning process is one of discovery and working together. While we know more about the community, the values and desires of the people who live here, much remains to be done over time by citizens, city officials, city staff, city commissions, and community organizations to work through this city’s more difficult land use, economic, cultural, housing, and governance issues.

The Action Plan builds on Waverly’s history of successful planning and development initiatives. Experience gained from previous planning documents and ongoing efforts (financial and time) provided the groundwork to refine the goals, objectives, and action strategies found in the **2011 Plan Update**.

These main assumptions were used in developing the Action Plan.

- The plan must be concise, user-friendly, and visionary.
- The plan must be reasonably internally consistent, well integrated, financially feasible and generally capable of implementation.
- The plan must be developed on strong public insight.

Goal Setting

The goals, objectives, and action strategies are the heart of each section, as well as the entire comprehensive plan. Much time and considerable effort by numerous people have been invested in developing goals, objectives, and action strategies, as documented in Chapter 2 and in the Action Plan in Chapter 3. The **2011 Plan Update** takes into account past planning efforts, goals, action strategies, and objectives, received from the community-wide survey, comments received during the community Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis initiated in November 2010 (public open house #1), input received from task force meetings, recommendations of the various citizens’ commissions, and the guidance of the city’s Planning and Zoning Commission, department heads, and city staff.

All goals, objectives, and action strategies takes into consideration the ten Iowa Smart Planning Principles, of the Iowa Code, and Waverly’s overall vision.

WAVERLY’S VISION: To create a community that embraces its assets, improves upon its weaknesses, strives to provide an environment that is sustainable, and is forward thinking, while maintaining consistency with the financial capability of the community.

Components of Goal Setting

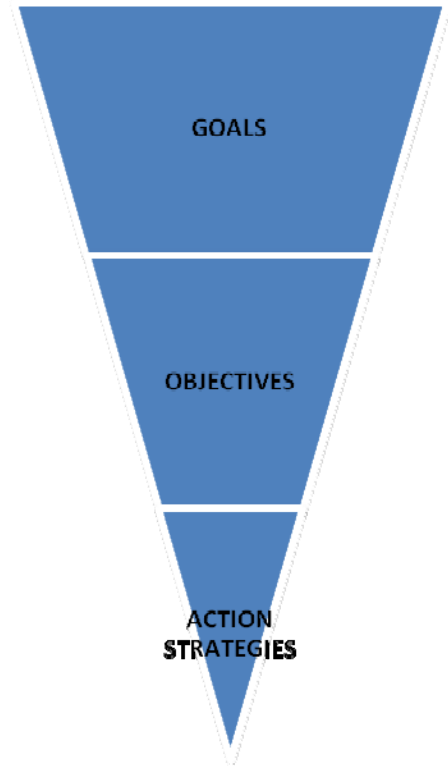
Principle Statement describes the current condition or consideration that makes the goal(s) and its associated objectives and action strategies necessary and explains how they address the problem or condition.

Goals are broad statements of a community's desires. Goals tell us where we want to go. The language of a goal statement includes directives, such as "ensure", "provide," and "retain." "Ensure" in this plan means the city will do whatever they can within their physical, legal, and financial means.

Objectives are more specific and measurable activity, a benchmark, to be reached in pursuit of the goal.

Action Strategies express a commitment to a course of action in one of three ways:

- The action strategies themselves, as they appear in an adopted comprehensive plan, provide clear guidance for decision making when a situation arises;
- They form the basis for revised development regulations (i.e., zoning ordinance, subdivision regulations, building codes, etc.);
- They provide the overall direction for implementation of a strategy or course of action.



CHAPTER 2: SMART PLANNING ELEMENTS

SECTION 1 – COMMUNITY OVERVIEW

In this section, the city and county past population trends, population characteristics, and population projections are examined. The information generated from this section will be valuable to accomplish multi-generational planning - takes into consideration the needs of all age groups throughout all stages of planning - for years to come and to understand where Waverly came from.

Location

The City of Waverly is located in Bremer County in northeast Iowa. The Cedar River bisects the community from northwest to southeast. In addition to being located on the Cedar River, the City of Waverly is located on U.S. Highway 218 and Iowa Highway 3. Map 1 illustrates the location of the city in relation to the county, region, and state.

History

[The following history of the City of Waverly was excerpted from information compiled by the Waverly Public Library staff in April 1993 from a History of Bremer County, by J.F. Grawe]

The land where Waverly is located was once a portion of the Winnebago Reservation. Three tribes occupied the area, the Winnebago, which numbered near 500; the Mesquakies, numbering about 100 and Pottawattomies numbering about 50. According to history, these Native American tribes became “troublesome”, and so in 1848 a detachment of United States military from Fort Atkinson relocated the tribes to Minnesota and Kansas.

William P. Harmon from Independence, Iowa purchased the land that became a major part of Waverly from the U.S. government for \$1.25 per acre. Reportedly, he felt as if his land along the Cedar River would be an excellent place for a community, as well as county seat. As such, Harmon hired the Buchanan County judge to survey the land and plat it into lots. East of the Cedar River, Frederick Cretzmeyer is credited with being the first white man to settle in Waverly. He had secured 160 acres in 1852 and this land was later platted and annexed to Waverly. Records indicate that Waverly was originally settled by persons from New York, Pennsylvania, Ohio, Indiana and Illinois, as well as immigrants from northern Germany.

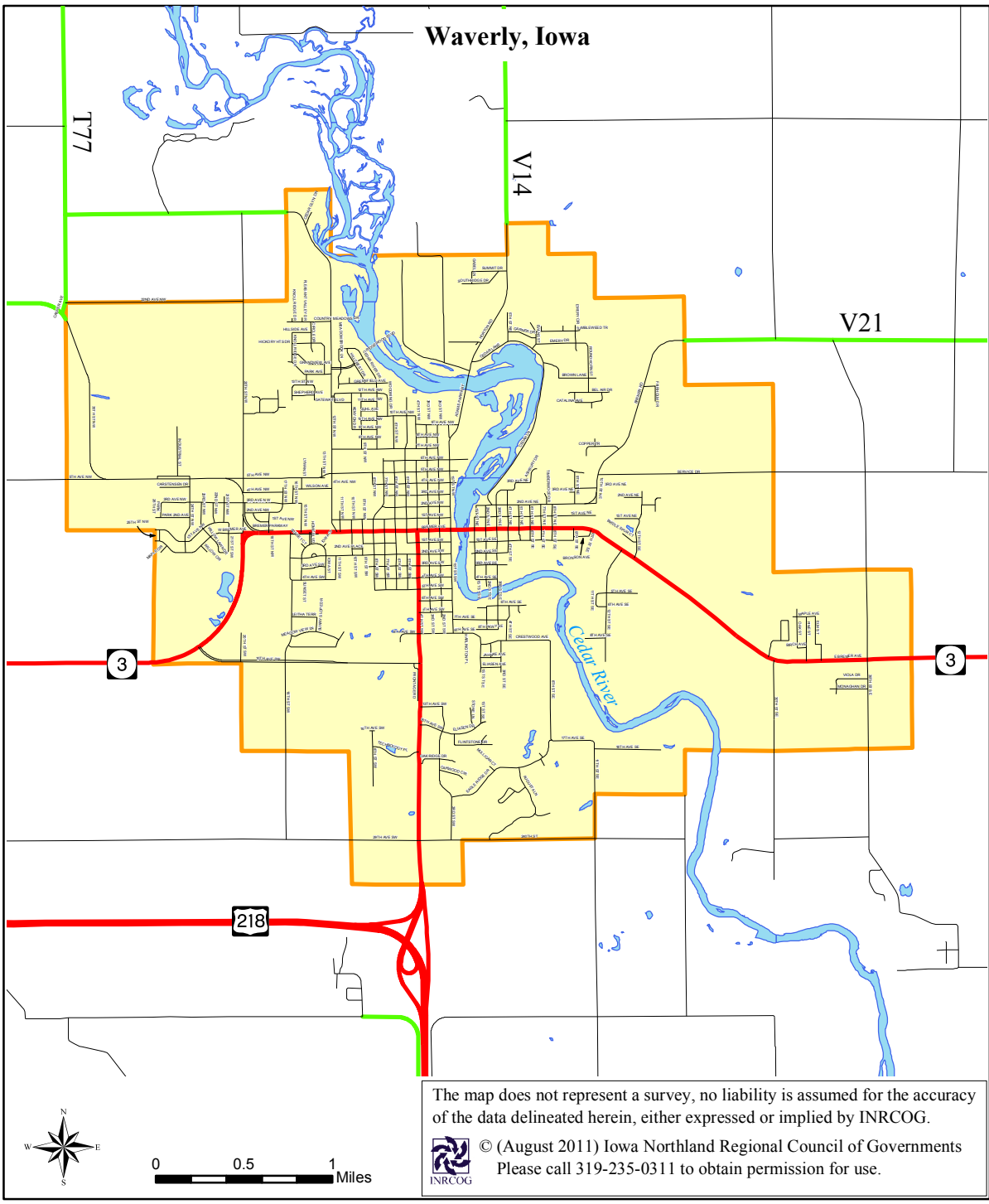
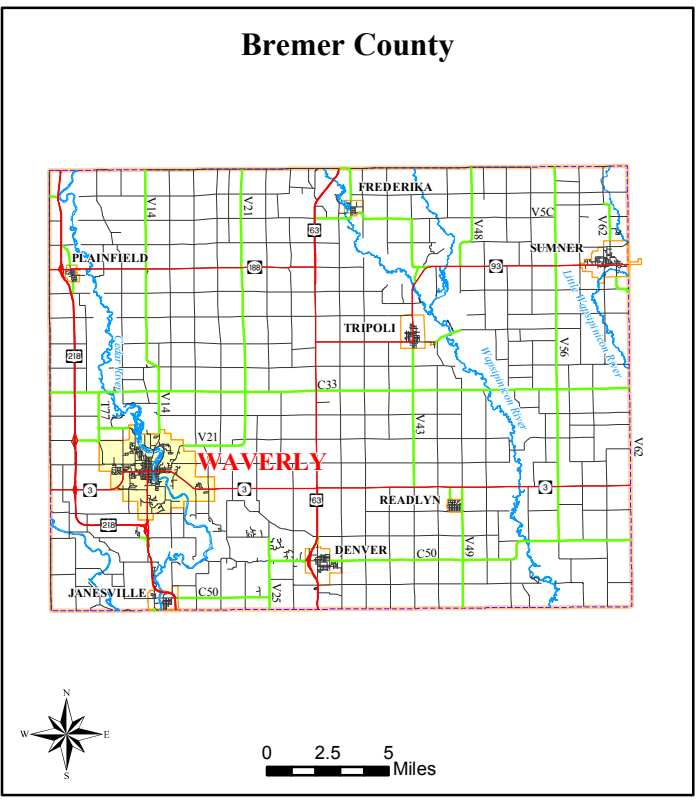
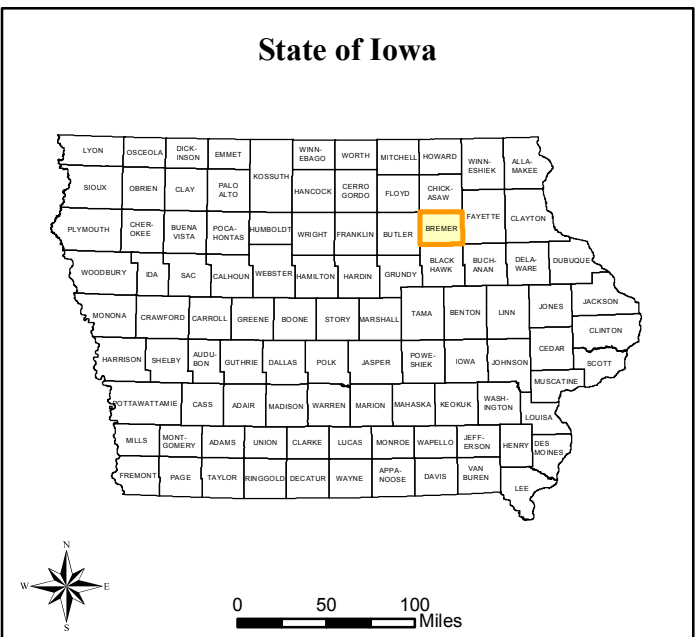
In June 1859, Waverly was officially incorporated as a town in Iowa. Legend says that the settlers wanted to name the community Harmon or Harmonville in honor of William Harmon, however during the incorporation ceremony the speaker, who had been reading Sir Walter Scott’s *Waverly Novels*, inadvertently named it Waverly. The name was recorded and the community became known as Waverly. Jennie Harmon Case later wrote that it was her father that was the original speaker and that he chose to name the town after a favorite book rather than after himself.

A dam was built on the Cedar River in the early 1850s by Harmon to harness the power of the Cedar River. Shortly thereafter, a flourmill was built on the east end of the dam, and in 1857 the first bridge across the Cedar River was built. Harmon also is credited with investing and providing incentives for a feed mill, county fair, agricultural society, library, and was instrumental in bringing a railroad line to the community. It was noted that the first bridge together with the ones that replaced it in 1861 and 1871 were swept away by water and/or ice. An iron bridge was built in late 1871 and rebuilt in 1899. Subsequently, this iron bridge was replaced with a concrete bridge that remains today.

Education and religion were also important to the early community as well. The first school was in a log cabin in 1854 and was conducted by Charles Ensign. Shortly thereafter, the first stone schoolhouse was constructed in 1855. Additional schools were constructed in 1861 and 1868, and in 1870 a two-story brick school was built to replace the first stone schoolhouse. A high school was built in 1871, with the first graduating class completing their studies in 1875. Wartburg College has permanently resided in Waverly since 1935. The first church was built in 1856, and Public Library was established in 1866 with about 300 books.


It is indicated that at one time, three railroads and an interurban railway served the city. Industries included a cigar factory, sawmill, candy factory, woolen mill, brewery, sugar beet factory, canning factory, and garment factory all thrived in Waverly.

Finally, it is stated that Waverly has retained the simplicity of a small town while providing a variety of educational, cultural, employment, and shopping opportunities.



The map does not represent a survey, no liability is assumed for the accuracy of the data delineated herein, either expressed or implied by INRCOG.

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Population

The study of population within a comprehensive plan is important because it provides a statistical and historical profile of the community. Population demographics can also be used to make projections about the future of the community. This section of **2011 Plan Update** will provide a variety of information that describes demographic trends and projections compiled for the City of Waverly.

Past Trends

Population trends are influenced by a number of indicators, such as:

- Population Movement
- Employment (local and regional)
- Economic Factors and Activity
- Income
- Housing
- Quality of Life Issues

Throughout this **2011 Plan Update**, these factors will be discussed at length. For now, the population movement within and outside of Waverly will be discussed.

Figure 1 illustrates, by decade, an historical trend of the population for Waverly and Bremer County. Of note is the fact that the city has gained population during all of the decades, while the county did likewise except for the time period between 1980 and 1990 – where there was an 8.1% decrease in population. Waverly saw a 24.1% jump in population between 1950 and 1960 – this was the highest jump to date. After two decades of minimal growth (1990 and 2000), Waverly saw a 10.1% increase in population between 2000 and 2010. At the same time, the county only saw a 4.1% increase.

Figure 1: Population Trends for Waverly & Bremer County

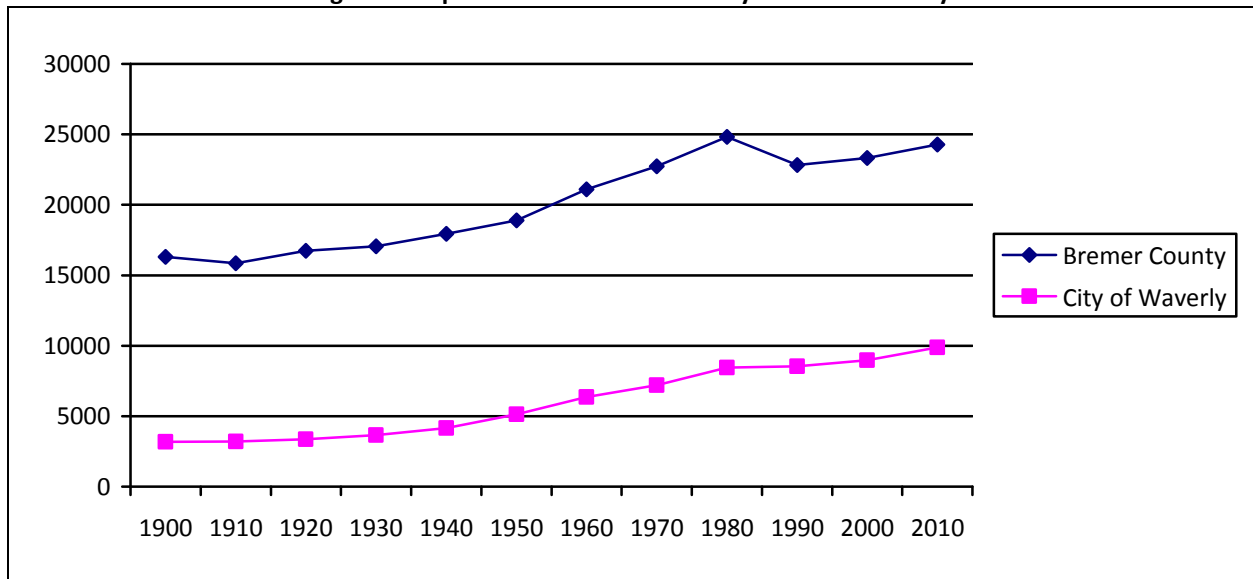


Table 1.1 shows the population figures for all of the incorporated communities in Bremer County, as well as for the total county and the State of Iowa. In general, Waverly saw the most growth between 2000 and 2010, compared to the other communities.

TABLE 1.1: POPULATION TRENDS OF SELECTED COMMUNITIES					
Community	1970	1980	1990	2000	2010
Denver	1,169	1,647	1,600	1,627	1,780
Frederika	190	223	188	199	183
Janesville	741	840	822	829	803
Plainfield	446	469	455	438	436
Readlyn	616	858	773	786	808
Sumner	2,174	2,335	2,078	2,106	2,006
Tripoli	1,345	1,280	1,188	1,310	1,313
Waverly	7,205	8,444	8,539	8,968	9,874
Bremer County	22,737	24,820	22,813	23,325	24,276
State of Iowa	2,825,368	2,913,808	2,776,831	2,926,324	3,046,355

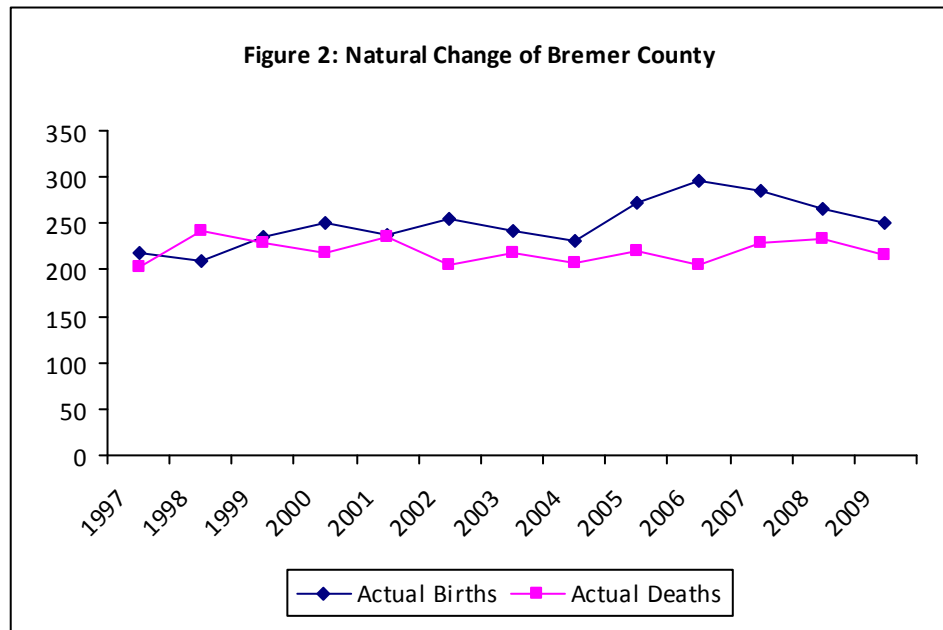
Source: U.S. Census Bureau

Characteristics

A community's population characteristics are the specific elements that make the community unique and diverse. This analysis examines the natural change, age, sex, and dependency ratio.

Natural Change

Figures 2 illustrate the county's natural change by comparing the number of births and deaths through the years. As indicated, Bremer County has experienced a few years where the number of deaths and births were about equal. The county saw a pike in births in 2006 with a birth rate of 12.5 – number of births per 1,000 populations. This rate is the highest the county has seen in the past twelve years.



Age, Sex, Race

Table 1.2 provides a detailed age breakdown of the city's population, as was reported by the 2000 and 2010 Censuses. In general, this table shows which age cohorts grew and which declined between 2000 and 2010. First, it is important to note that all but three cohorts grew between the years shown. Second, most of the changes, as reported in the Percent Change column, are over ten percent, which is significant.

TABLE 1.2: AGE COHORTS FOR THE CITY OF WAVERLY					
Age Cohort (in years)	2000		2010		% Change between 2000-2010
	#	% of Total	#	% of Total	
Less than 5	450	5.0%	539	5.5%	19.8%
5-9	486	5.4%	524	5.3%	7.8%
10-14	603	6.7%	568	5.0%	-5.8%
15-19	1,066	11.9%	1,114	11.3%	4.5%
20-24	1,153	12.9%	1,380	14.0%	19.7%
25-34	799	8.9%	1,001	10.1%	25.3%
35-44	1,128	12.6%	959	9.7%	-14.9%
45-54	1,044	11.6%	1,093	11.1%	4.7%
55-64	775	8.6%	1,040	10.5%	34.2%
65-74	638	7.1%	752	7.6%	17.8%
75-84	566	6.3%	561	5.7%	-0.9%
85+	260	2.9%	343	3.5%	31.9%
Total	8,968	100%	9,874	100%	10.1%

Source: U.S. Census Bureau

Table 1.3 cross-tabs race by sex for Waverly residents, as they were reported in the 2010 Census. Overall, Table 1.3 indicates that the city became a more diverse community between 2000 and 2010, which may be attributed to changes in the student population of Wartburg College. Also, while not recognized as a race category by the Census Bureau, persons of Hispanic origin numbered 132 persons in 2000 from 55 persons in 1990, a 140% increase.

TABLE 1.3: RACE & SEX OF WAVERLY RESIDENTS						
	Total Population	White or Caucasian	Black or African American	Am. Indian, Eskimo, Aleut	Asian or Pacific Islander	Other Race or 2+ Races
Male (2010)	4,685					
Female (2010)	5,189					
Total (2010)	9,874	9,409 (95.3%)	165 (1.7%)	9 (0.1%)	122 (1.2%)	138 (1.4%)
Male (2000)	4,204					
Female (2000)	4,764					
Total (2000)	8,968	8,709	94	10	79	76

Source: U.S. Census Bureau

Dependency Ratio

One way of expressing the general age composition of the local population is through the use of a 'dependency ratio.' A high dependency ratio for a community results in significant planning directed to address the dependents' needs.

Table 1.4 analyzes the number and percent of persons under the age of 18 and over the age of 64 for Waverly and Bremer County. Interestingly, the actual number of persons under 18 and over 64 in Waverly increased from 2000, while the corresponding percent of the total populations actually decreased from 2000 and 2010 for the persons under 18. Median age in 2010 for Waverly was 33.1, a decrease from 35.1 in 2000.

TABLE 1.4: PERSONS UNDER THE AGE OF 18 AND OVER THE AGE OF 64								
Community	2000				2010			
	#<18	%	#>64	%	#<18	%	#>64	%
Waverly	1,927	21.5%	1,464	16.3%	2,013	20.4	1,656	16.8
Bremer County	5,627	24.1%	3,733	16.0%	5,513	22.7	4,192	17.3

Source: U.S. Census Bureau

Population Estimates & Projections

Population projections are generally based on the assumption that past trends will continue in the future. As a result, future population will change according to a mathematical formula that best describes past population changes – what happened in the past will happen in the future.

Table 1.5 provides 20-year population projections or estimates for the City of Waverly. These projections were made using historical population trends as their basis, and by no means do these projections express an exact population figure for the years 2020 and 2030. An explanation of each of the types of projections follows.

TABLE 1.5: POPULATION PROJECTIONS FOR THE CITY OF WAVERLY		
Type of Projection	2020	2030
Linear		
1900-2010	10,432	10,990
1940-2010	10,651	11,209
Geometric		
1900-2010	11,493	13,377
1940-2010	11,058	12,384
Percent of County		
1900-2010	10,225	10,497
1940-2010	10,323	10,693
Mean or Average	10,697	11,525

Source: U.S. Census Bureau, INRCOG, Woods & Poole Economics, Inc.

The first two types of projections, Linear and Geometric, are straight-line or averaging methods of predicting population change. The Linear method uses the actual change in the total number of persons over a predetermined period of time in the community. Conversely, the Geometric method utilizes the percent change in population over that same period of time. For both of these projections, this Plan uses trend information from two time periods, between 1900 and 2010 and between 1940 and 2010, for determining the figures shown in Table 1.5.

The third type of projection considers how the city relates to Bremer County in terms of its population percentage. In short, this type of projection is concerned with what percent of the county’s total population resides within the City of Waverly. Again, the same two periods of time were used to calculate population projections. The results of this type of projection are also shown in Table 1.5.

In reviewing Table 1.5, it is important to note the similarities and dissimilarities in the figures for each of the projection years. It is also important to identify any unusual or unique projection figures that may have been calculated. Caution should be used when considering one of these unusual figures for use. In short, the projection averages indicate that the city’s 2020 population may be approximately 10,697 persons, while the projections seem to indicate that the city’s 2030 population may be approximately 11,525 persons. However, these figures may be a bit optimistic in that the recent growth rate Waverly has experienced will continue. Consequently, this Plan anticipates that Waverly will experience growth at approximately 3.5 to 7.5 percent per decade.

Population Summary

Population statistics, in summary, show that Waverly has experienced growth since 2000. As a matter of fact, the 2010 Census figure is the highest population reported by the city to date. In terms of cohorts, the community has experienced growth in the most age cohorts, and more specifically in the student-age cohorts associated with the Wartburg's increasing enrollment, young workers, and the mid-to older age group (45-64). Finally, it is projected that Waverly will continue to experience a modest population growth of 3.5 to 7.5 percent per decade through the life of this **2011 Plan Update**.

SECTION 2 – PUBLIC PARTICIPATION

This section summarizes the numerous phases and tasks completed in order to develop the Plan, defines the roles and responsibilities of different citizens, stakeholders, and groups involved in the planning process. It also summarizes the public involvement opportunities used to gather public input.

The Planning Process

The planning process used to update the City of Waverly's Comprehensive Plan engaged a diverse group of community stakeholders, concerned citizens, elected and appointed officials, city staff, and county representatives. The process allowed numerous opportunities for participation and involvement throughout the project. Throughout the project, the process balanced preserving and improving upon Waverly's existing strengths, enhancing economic opportunities, preserving community character and quality of life, identifying means for redevelopment and infill, and creating a community that is livable.

Public Involvement Plan

Iowa Northland Regional Council of Governments (INRCOG) worked closely with the City of Waverly's Planning and Zoning Division (City) throughout the course of this project. To ensure public education and involvement throughout the comprehensive planning effort, a Public Involvement Plan (PIP) was developed. The PIP identified an approach using planning techniques that have proven successful with previous planning projects and strategies applicable to the city and its citizens.

Encouraging active public participation during plan development was the primary goal of the PIP. The PIP adhered to the Iowa's Smart Planning Principles of Collaboration, Efficiency, Transparency, and Consistency. The PIP identified an on-line community survey, a Public Open Houses, Task Force meetings, monthly Planning and Zoning Commission (P&Z) meetings, a joint meeting with Task Force and P&Z, and public hearings for the P&Z and City Council. The PIP also identified various media methods – press releases, public notices, flyers, marketing business cards, electronic invitations meetings, city website postings, and city newsletters. Below are details of the roles, responsibilities, and outcome of the PIP efforts.

Public Open Houses

A public open house was scheduled during the beginning stage of plan development. This meeting ran approximately two (2) hours each to allow adequate time for public input.

Smart Planning Element A – Public Participation Element: *Information relating to public participation during the creation of the comprehensive plan or land development regulations, including documentation of the public participation process, a compilation of objectives, policies, and goals identified in the public comment received, and identification of the groups or individuals comprising any work groups or committees that were created to assist the planning and zoning commission or other appropriate decision-making body of the municipality.*

The public open house was held on November 1st, 2010 from 5:00pm to 7:00pm at the Civic Center is Downtown Waverly. It provided the public with project purpose, planning process and plan direction. The public participated in an exercise to identify the community's current strengths, needs, concerns, and opportunities for Waverly's future. INRCOG posed the following question to the public, "What gives Waverly a sense of place and how can this be enhanced for future growth and development." Only 25 citizens participated in this open house. The following is the responses/input received at this open house:

What are Waverly's Strengths? (# indicates number of person that stated this item)

- Schools (16)
- Wartburg College (10)
- Community Character (9)
- Diversity in Businesses (7)
- Safety (7)
- Cedar River (5)
- Art/Culture (5)
- Friendliness (4)
- Small Town Atmosphere (4)
- Cleanliness (4)
- Public Services (2)
- Sense of Community (1)
- Parks & Recreation (1)
- Diversity in Housing (1)
- Preservation (1)
- Compact Layout (1)

What are Waverly's Needs? (# indicates number of person that stated this item)

- Businesses Retention/Recruitment (15)
- Diversity in Housing (12)
- Stormwater Management (12)
- Diversity in Businesses (7)
- Business Marketing Plan (7)
- Way Finding Signage (4)
- Community Character (4)
- Design Standards (4)
- Sense of Community (3)
- Livable Downtown (2)
- Community Gardens (2)
- Farmers Market (2)
- Take Good Schools to Great (2)
- Cedar River (1)
- Compact Layout (1)
- More Art/Culture Events (1)
- Improve Public Services (1)
- Improve Cleanliness & Pride (1)
- Continued Preservation (1)
- Streets that are Well Connected (1)

What are Waverly's Opportunities? (# indicates number of person that stated this item)

- Manage Dry Run Creek Corridor (11)
- Provide Accommodations for Ped/Bikes (10)
- Marketing Plan – Branding (10)
- Major Street Master Plan (6)
- Encourage Greater Housing Choices (6)
- Improve Stormwater Management (5)
- Provide Affordable Housing (3)
- Develop a Riverwalk (3)
- Complete Sidewalk Plan (3)
- Allow Mixed Use Development (3)
- Develop Community Gardens (2)
- Adopt a Complete Streets Policy (2)
- More Emphasis on Top Students (Good to Great) (2)
- Expand Farmers Market (2)
- Install Way Finding Signage on Trails (2)
- Improve Community Entries/Gateways (2)
- Develop a Community for all Ages (2)
- Implement Smart Growth concepts into Legislation- Sustainable Growth (2)
- Develop Sustainable School Yards (1)
- Develop Design Guidelines (1)
- Mandate Sidewalk Construction (1)
- To Plan Future City Corporate Limits (1)

What are Waverly's Concerns? (# indicates number of person that stated this item)

- Economic Development (13)
- Flood Buyout – Open Space (11)
- Cedar River – Building in Floodplain (10)
- Future Flooding (10)
- Stormwater Management (9)
- Funding Opportunities (5)
- State Budget Concerns (5)
- Incomplete Trail Linkages (4)
- Traffic along Major Thoroughfares (3)
- Out of Control City Spending (2)
- Lack of Signage (1)
- Community Entries/Gateways (1)

- Water Crossings (1)

“What gives Waverly a sense of place and how can this be enhanced for future growth and development?”

- Wartburg/Community relations need continual nurturing. I feel like its better this year, but always room for improvement. I’d like to see more opportunities for walking, biking as transportation and not just recreation. Inexpensive quality of life stuff – community gardens, drum circle, city composting, dog park, etc.
- Great family town. Diversity of Opinions. Wealth of human assets.
- Family friendly. Great schools. Willingness to fund progressive and growth opportunities.
- The people and volunteers for complete buy-in.
- Fairness to all citizens.
- Waverly is fortunate to have the amenities to be self sufficient to its residents. For the most part people can live, shop, and work in town. Diverse culture with college and community. Strong infrastructure with schools, hospitals, police, and fire.
- Sense of Place – Vibrant, clean town with small town values for education and character building. Growth & Development – Development of qualified workforce to support challenging industries, supporting moderate steady growth.
- The river is at the heart of what makes Waverly what it is. The river is the key to any long-range plans.
- Outstanding education today – Wartburg, Hawkeye, UNI, expand into graduate school. A small community with exemplary education center.
- College/community relationship. Public school system – sports, academics, music. Caring for the underprivileged.
- Take advantage of business ingenuity and connect the dots to better facilitate connectivity between business uses. The Cedar River can be a wonderful amenity to base festivals and other events around. The downtown is an underdeveloped panacea that can be improved further – can and should be the destination.
- Expand railroad lines into and out of Waverly, especially into Waterloo. Help farmers get crops to market or to barges in Mississippi River.
- Keep our good agricultural land for raising crops and not housing developments. There are lots of hills, pastures, conservations areas that could be used.
- Consideration for the unique relationship between community and college – celebrate and embrace it. Neighborhood concept – residents need sense of place. Community members show concern for their neighbors and come to help in many facets when called upon. Broader sense of long term planning – this encompasses streets, infrastructure, residential and commercial development, etc.
- Wartburg and City cooperation. Excellent public safety. Vibrant downtown compared to others. Cleanliness. 10th Avenue completion. Strong employment.
- Waverly is an attractive place to live due to location, next to Saints Highway, a college town, and many assets (schools, etc.). These make it an attractive place for retirement living, good business climate exists for great economic development.
- Sense of place comes from location (agricultural heartland and river valley with wet soiled uplands) and history (U.S. westward migration, immigrants over the past century and a half, Indians). Future choices should be grow/enhance the community by conscious selection from the best choices from the past.
- A genuine concern for the well-being of all.
- Pride in ownership and commitment to community involvement. Continue to provide affordable services and quality of life for all citizens.
- The presence of Wartburg for the health of this community is enormous. We do not promote this and should! Other communities would die for that asset. We need a bike trail/street plan – bike lanes. We are an accident waiting to happen! It’s also a green initiation. We desperately

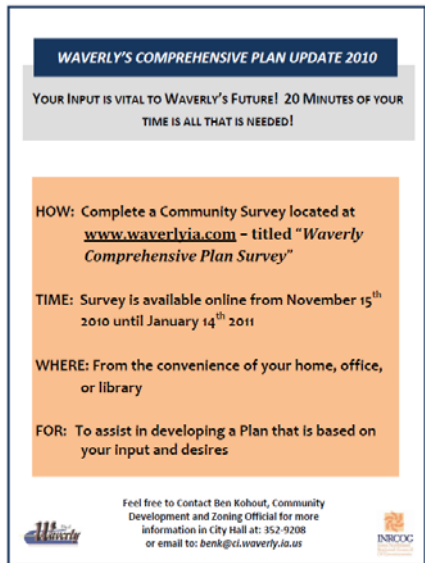
need a new hotel – current situation detracts from tourism, economic development, taking advantage of visitors to college and other athletic events. Promote an image of character of the city. Start thinking of the river as an asset to promote. This is a community with huge potential. Start building that mindset in a responsible way but cutting costs isn't the solution. We have a well educated population – overall. What a strength to build on. Help this community get over the W issue and start moving beyond that. The W is a huge asset – part of the services we need to provide if we wish to attract new growth and retain population. The fairgrounds/ballpark project is a great one. Two golf courses – good ones in the community. Another wonderful plus. Little character in our entrances to the city and downtown could use more. Our businesses/industry tends to be ones that offer good wages and benefits. Build on that vs. a meat processing type industry.

Community Survey

A comprehensive survey was developed to determine the level of satisfaction, concerns, and desires from the public. This survey was available on-line through Survey Monkey for two months (November 2010–January 2011). Hardcopies were also provided for citizens without computer knowledge. A link to the survey was placed on the project website. In addition to marketing business cards were developed and distributed at task force meetings, civic group presentations, displayed at City Hall and the public library. The survey generated 228 responses. Detailed survey responses can be found throughout this Chapter and the entire compilation of survey responses can be found in a separate stand-alone report.

Media & Website

Timely and relevant press releases, notices, and newspaper articles were used to inform the public of upcoming meetings, workshops, and public involvement opportunities. The City of Waverly posting a link on their website's front page to project information, meeting materials, received input, notifications, and support information.



Public Outreach

Numerous outreach efforts took place to spread the word about the project and upcoming meetings and involvement opportunities. Methods of outreach included radio and television reports, email notifications, city newsletters, presentations to civic groups, distribution of flyers, phone calls, and word of mouth advertising and marketing.

Task Force Meetings

Six structured and facilitated Task Force meetings were held during the first three months of the planning process. These meetings provided discussion of existing conditions, assessment findings, and development of preliminary goals, objectives, and draft recommendations for each of the 13 Plan Elements. Each Task Force meeting ran approximately one and one-half to two (1 ½ to 2) hours from 11:00am to 1:00pm. Throughout these

meeting there was an average of 23 members in attendance. Members consisted of city department heads, concerned/interested citizens, transit providers, county staff, developers, realtors, bankers, economic development staff, historic preservation, healthcare/medical, council members, college and schools, social services, industries, utilities, civic groups/organizations, nonprofits, and USDA/RD.

TABLE 2.1: TASK FORCE MEETINGS			
Meeting Dates	Location	Number of Participates	Discussion Topics
October 22, 2010	Civic Center	27	Benefits of a Comprehensive Plan, Legal Requirements, Components of Plan, Project Schedule, and the Role of Task Force and Public in planning process. In addition, the overall goals, objectives and vision of the previous plan, Iowa's Smart Planning information, and the EPA's final report were distributed to the group for review.
November 3, 2010	Public Library	31	Identifying and discussing overall existing conditions, concerns and issues of the community; as well as reviewing the input from the public open house.
November 17, 2010	Public Library	27	Small group discussions on housing, hazards, and economic development existing conditions, key issues, opportunities, and potential goals.
December 1, 2010	Civic Center	21	Small group discussions on existing conditions, key issues, opportunities, and potential goals for public infrastructure and utilities, transportation, and community facilities.
December 8, 2010	Civic Center	20	Small group discussion on existing conditions, key issues, opportunities, and potential goals for on land use and agricultural and natural resources.
December 15, 2010	Civic Center	19	Small group discussion and identification of existing intergovernmental collaboration and implementation strategies, as well as how to improve upon them.

Planning & Zoning Commission Meetings

INRCOG presented and facilitated monthly Planning and Zoning Commission meetings throughout the project. These meetings provide discussion of the plan status, assessment findings, review and expansion of preliminary goals and objectives, and final draft recommendations. Each Planning and Zoning Commission meeting ran approximately one-half to two (1 ½ to 2) hours and were held in the City Council Chambers. The following table lists these meetings and the topics covered.

Table 2.2: Waverly Planning & Zoning Commission Meetings	
Meeting Dates	Topics Covered
November 4, 2010	Project Schedule, Smart Planning Elements, Public Involvement Plan, Open House Findings
December 2, 2010	Cancelled
January 6, 2011	Task Force Findings
February 3, 2011	Survey Findings, Goals and Objectives for Housing, Hazards and Economic Development
March 3, 2011	Goals and Objectives for Public Facilities and Utilities, Transportation, and Community Facilities
April 7, 2011	Goals and Objectives for Community Character, Land Use, and Agriculture and Natural Resources
May 5, 2011	Goals and Objectives for Collaboration, and Future Land Use Map
May 10, 2011	Work Session – Existing & Future Land Use Maps
May 25, 2011	Work Session – Existing & Future Land Use Maps

Commission Meeting

On July 13, 2011 a meeting was held between the Planning and Zoning Commission, Economic Development Commission, Historic Preservation Commission, Leisure Services Commission, Airport Commission, and the Hazard Mitigation and River Use Commission to provide an overview of the project to-date, as well as review draft goals, objectives, and Future Land Use Map that was being developed by Planning and Zoning Commission (and Task Force before them).

Joint Planning & Zoning Commission & Task Force Meeting

A joint review meeting was held August 8, 2011 with the Planning and Zoning Commission and Task Force members to review jointly the progress to date (focusing on the goals, objective, etc. and Future Land Use Map) before the comment period.

Public Hearings

The final Comprehensive Plan was presented to the Waverly’s Planning and Zoning Commission by City staff, with assistance from INRCOG, on September 1, 2011. Commission members, as well as the public, had the opportunity to comment on the Plan before the Commission recommends approval by the City Council.

Upon recommendation for approved by the Planning and Zoning, the final Comprehensive Plan was presented to Waverly’s City Council by the City staff, with assistance from INRCOG, on September 26, 2011 at their work session, and was approved by Council on October 24, 2011.

SECTION 3 – AGRICULTURAL & NATURAL RESOURCES

The Agricultural and Natural Environment element serves two purposes. The first is to clarify the relationship between the natural environment and the built-out surroundings. The second is to secure a balanced or sustainable approach to future development. To help complete these purposes, the following guiding principles and assumptions were used, as well as the Smart Planning Principle identified in the textbox to the left:

- The cultural landscape where we work, live, and play is shaped by the natural surroundings.
- The economic base of agriculture products is dependent upon the city and county's natural setting and its' resources.
- In order to protect the long-term capacity of the environment to support growth, the community needs to understand the limits of natural systems.
- Responsible growth requires the city to work with and within their natural setting. We must work with nature rather than against it.
- Waverly must recognize their limits. Humankind's problems, especially in regards to the natural setting, cannot always be solved with better science or a technological fix.
- Understanding the linkages between the natural and cultural landscapes is an important dimension of sound growth management.

Smart Planning Principle: Natural Resources & Agricultural Protection: *Planning, zoning, development, and resource management should emphasize protection, preservation, and restoration of natural resources, agricultural land, and cultural and historic landscapes, and should increase the availability of open spaces and recreational facilities.*

Smart Planning Element H – Agricultural and Natural Resources: *Objectives, policies, and programs addressing preservation and protection of agricultural and natural resources.*

The natural environment of Waverly is comprised of multiple factors that combine to form the environmental setting. The importance and status of the man-made elements or the state's roads, water, sewer, businesses, and residential areas are commonly viewed, or mistaken, as being independent of the natural environment. Such misconceptions have led to the residential and commercial development of flood plains and prime agricultural land, and loss of irreplaceable natural elements such as native prairies, forests, prominent vistas, and other scenic resources.

The following section will identify the physical elements that makeup the environmental setting of Waverly and Bremer County. From the identification and analysis of the individual elements, areas can be identified as sensitive, or in need of protection. The City of Waverly, like all governments bodies, must learn from past mistakes and implement simple rules and regulations to ensure the protection of elements that have been destroyed in the past.

The health and stability of Waverly and Bremer County, and both the natural and man-made environments, can be measured by the diversity within the system and the ability of the city and county to develop responsively to the natural systems, which shape its ultimate path.

Existing Conditions

Topography

Waverly's landscape can be characterized as an urban community with pockets of open or agricultural cropland along the fringe. As is shown in Map 2, the topography of the community in one of gentle rolling slopes cut by the Cedar River and its floodplain. The highest elevation in the community is 1,050

feet above sea level in the northeastern corner of city. The Cedar River in essence created a valley that is the lowest elevation is the city, 900 feet above sea level. Further, it is important to underscore that the community's elevations rise as you travel eastward and westward from the River to approximately 1,000 feet above sea level.

Soils

The soils in Waverly are classified under the Waukegan-Hayfield-Marshan-Spillville Association. Characteristically, this Soil Association follows the waterways, namely the Cedar, Shell Rock, and Wapsipicon Rivers as well as Crane, Plum, and Buck Creeks, in Bremer County. While this Association is comprised of numerous soil types, the general characteristics are that it is: level with slight slopes; dark colored loamy soils that are capable of supporting agriculture or development; but they may have fertility and drainage problems. Because this Association is found along the County's waterways it stands to reason that some of the soils are sandy, alluvial (water-deposited soils) soil types. Map 3 provides a general soil map of the community.

Major Rivers and Surface Water Systems

There are three primary surface water systems that affect the City of Waverly. The largest of these water systems is the Cedar River. The Cedar River at Waverly is part of a watershed that is responsible for the drainage of over 1,500 square miles of land and has been the cause of most of the major flooding in the city.

The second primary surface water system is the stream referred to as Dry Run Creek. Dry Run Creek flows mainly in a southeasterly direction before it converges as a tributary to the Cedar River near the corner of Sixth Avenue SW and First Street SW.

The third and final primary surface water system is relatively insignificant in nature when compared to the affect of the first two channels have on the city. In fact the FEMA Flood Insurance Study for the community identifies the stream as "Unnamed Creek", sometimes referred to as "No Name Creek." This creek converges with the Cedar River northwest of the intersection of Fifth Avenue SE and Eleventh Street Southeast.

Vegetation

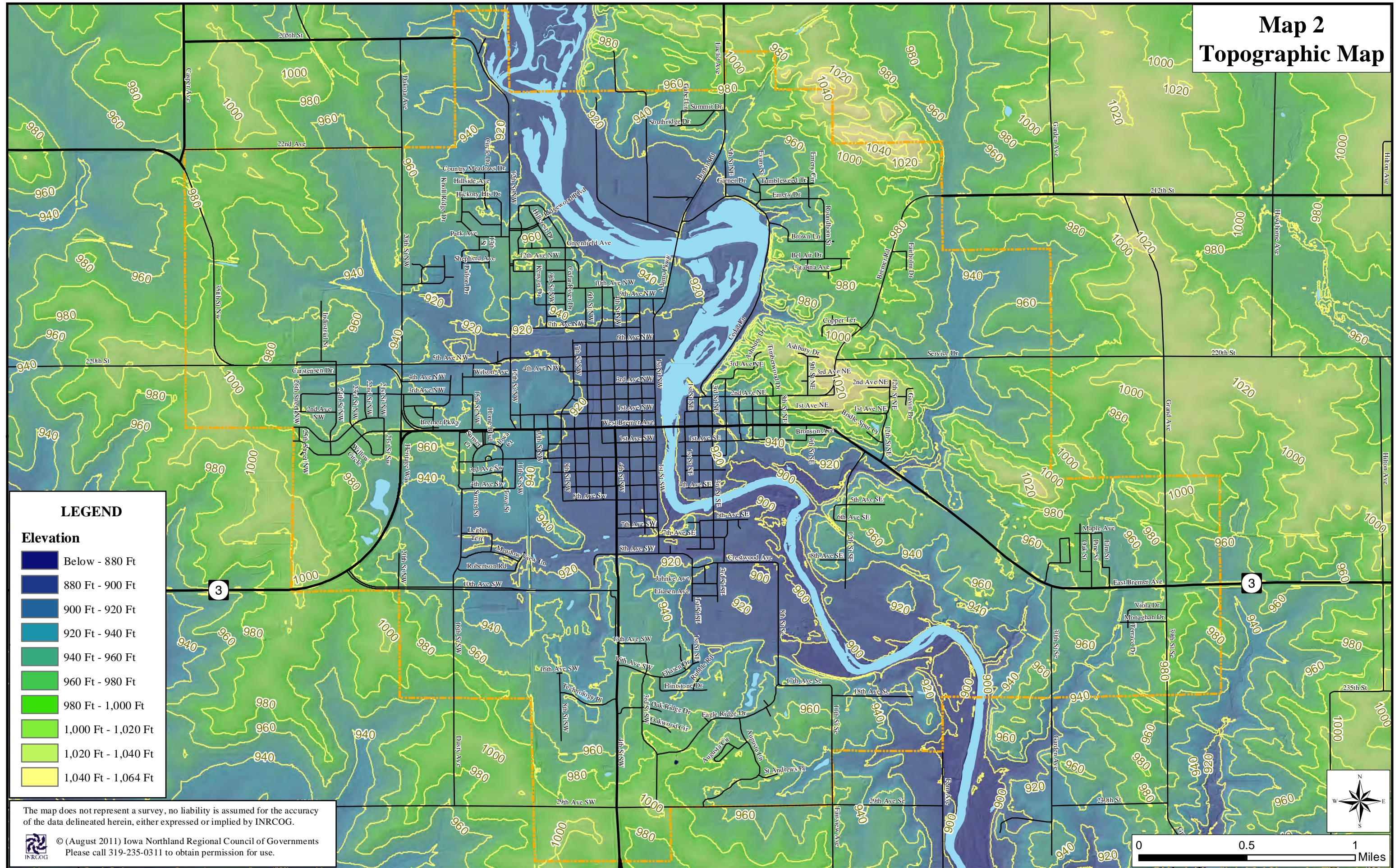
Originally the land surrounding and including Waverly was covered with deciduous forest; this vegetation is now predominant only along the banks and flood plains of watercourses. The original cover has been reduced to make room for additional cropland and construction of houses and businesses in suitable areas.

Tree cover can also be found throughout the community in residential areas, parks, and cemeteries. These remaining trees contribute to the aesthetics of the community and are viewed as an asset.

Climate

Waverly's climate is continental in nature, and is characterized by four distinct seasons, as well as wide varieties in temperatures and precipitation. During the summer, Waverly enjoys an average temperature of 70.2 degrees Fahrenheit. Conversely, in the winter, Waverly's average temperature is 19.4 degrees Fahrenheit. Annual rainfall is 32.9 inches and the average annual snowfall is 35.5 inches.

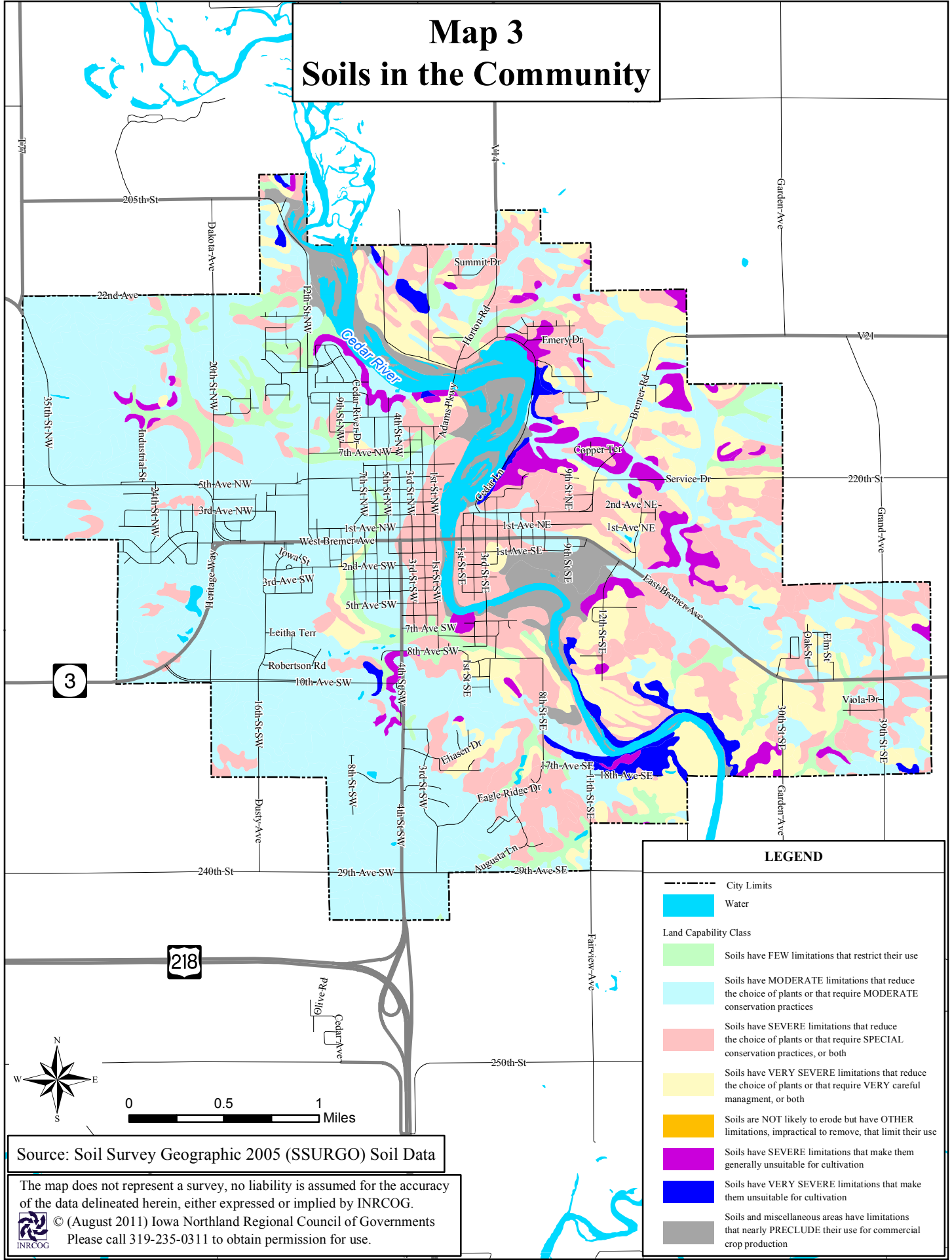
Map 2 Topographic Map



The map does not represent a survey, no liability is assumed for the accuracy of the data delineated herein, either expressed or implied by INRCOG.

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Map 3 Soils in the Community



Source: Soil Survey Geographic 2005 (SSURGO) Soil Data

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Key Issues & Opportunities

Waverly recognizes the integral link between the health of the natural setting and the health of its inhabitants; therefore, a thorough discussion was conducted with the Task Force on what is currently being done what can be done or improved upon in the future.

To maintain the present quality of life as defined through the natural surroundings while accommodating possibly 1650 more residents over the next 20 years, certain measures must be taken. If the city is able to accommodate the natural setting by anticipating and preventing environmental problems, the city can avoid the long-term costs associated with correcting them. The long-term goal is to work with the natural environment rather than against it. By doing so, the community of Waverly can all live better, healthier lives.

This element, and the Hazards Element, involve and affect all other plan elements. While the city is protecting those natural features most sensitive to growth and development (wetlands, flood plains, and stream and river edges) other aspects of the physical and cultural landscape deserve consideration as well.

The greatest obstacle for Waverly in the future will be continuous reference to this element and other city documents and ordinances that discuss and provide means to protection the vulnerable natural environment. The information within these documents should be recognized, furthered developed, and monitored, to ensure a quality of life and balance for current and future generations alike.

During the numerous task force meetings, members were asked to identify the current issues and opportunities. To assist with the dialogue, members were presented these questions: *“Is enough being done to protect, preserve, and restore Waverly’s natural resources, agricultural land, and cultural and historic landscapes? What can be done to protect environmentally sensitive areas (floodplain, wetlands, wooded areas, habitat, unstable soils, etc.) from encroachment?”* Responses to these questions contributed to the below issues and opportunities.

Protect Environmentally Sensitive Areas

Environmental sensitive areas in Waverly include: Cedar River, Limestone Bluffs, Babcock Woods, Cedar Bends, Avenue of Saints Lake/wetland area , the northeast portion of community (rolling hills and topography), and the floodplain. These areas should be either preserved or protected from negative effects from development. While many of the other major issues identified in **2011 Plan Update** closely relate to the protection of environmentally sensitive areas; often just talking about the protection of things like habitat and water quality will rankle people who already feel unnecessarily restricted or controlled. Education efforts on why it is important may be the best way to address feelings of resentment by the public.

The City Zoning and Subdivision Ordinances should promote open spaces through the establishment of vegetative buffers along the streams and wetlands. These vegetative buffering provisions would establish support for the functional properties of wetlands and stream corridors. These include floodwater storage, stream bank and shoreline stabilization, erosion prevention, and migratory corridors for wildlife. There should also be consideration given to adding alternative development layouts, such as conservation/cluster subdivisions and low impact subdivisions – all look at the natural elements on a site to determine the best approach to preserving/protecting sensitive areas while allowing the density desired.

Water Quality

While Waverly is rich in access to water bodies, certain problems, such as water quality, will always be with the city and will require their constant attention. Other matters involve conflicts between resource uses and users, like the effect of spraying pesticides, water supplies or irrigation water runoff degrading in-stream water quality. These dilemmas are often so interrelated it is nearly impossible to deal with them singularly. And still other concerns, as yet unknown, are likely to evolve over the fifteen-year time frame of **2011 Plan Update**. But if we develop and practice principles that sustain our resources rather than weaken and neglect them, they will be better prepared to address the problems that face them.

Sustainable Design / Development

Sustaining the natural resources while preserving the local economy will become a major issue as the community continues to move forward. Practicing sustainable land management does not mean nature's needs must pre-empt the community's. Nor does it mean unbridled development. It means finding a balance between the environment and the need for economic growth. Among other things, the concept of sustainability recognizes that our health and prosperity are directly linked the ability to use only what is needed. The community must recognize that what they use has opportunity costs associated with it. Waverly will need to look closer at the long-term costs and benefits of their activities. This includes the operation of large-scale extractive industries and individual daily actions.

Waverly's ordinances and regulations should be amended to consider not just how buildings and the surrounding sites are constructed, but also where they are constructed. A compact, walkable, livable, mixed used development that takes advantage of existing infrastructure and protects environmentally sensitive areas is more sustainable.

Open Space Corridors, Areas and Greenways

As outlined in the *EPA Smart Planning Report* and the *Parks and Open Space Plan*, in Waverly, the most significant open space links between urban growth areas are the lands along Cedar River and Dry Run Creek. These areas include land that can be used for recreation, community gardens, storm water management, wildlife habitat, trails, and to connect the community. Several such corridors and greenways already exist but there is significant potential for more.

Green Infrastructure

The natural lay of the land is very important when it comes to natural drainage and runoff. The natural elements that affect the flow of water are the terrain, soils, and vegetation. If these elements are overlooked, as many times are, the drainage of water will be deferred to other areas in the community causing problems along the way.

The community of Waverly needs to address the way new development is being developed within the city, to reduce erosion of land, drainage problems, and other issues that are related to reforming the natural environment for development. Establishing Best Management Practices (BMPs) for storm water and erosion control is one way of addressing this need. There are numerous BMPs a development project could use; for instance, using bio-swales, rain gardens, filter strips or other items to catch rain and runoff instead of into a standard curb and gutter.



Example of using green infrastructure within a parking lot to capture run off

Agricultural & Natural Resources Goals, Objectives & Actions

A & NR GOAL 1: THE CITY OF WAVERLY SHALL PROTECT, PRESERVE, AND/OR RESTORE ENVIRONMENTALLY SENSITIVE OR NATURAL FEATURES IN THE COMMUNITY, WHENEVER POSSIBLE.

Objective 1.1: Protect environmental sensitive areas including floodplains, wetlands, woodlands, watersheds, poor soils, areas with steep slopes, and other areas that are not conducive for development.

Action 1: Maintain its membership in the National Flood Insurance Program (NFIP). The City shall implement this through enforcement of its NFIP floodplain development ordinance and Flood Insurance Rate Map (FIRM).

Action 2: The City shall continue to utilize the Iowa Homeland Security and Emergency Management Division (IHSEMD, Federal Emergency Management Agency (FEMA), and Community Development Block Grant (CDBG) buyout programs to remove structures from the floodplain.

Action 3: Utilize the Bremer County Soil Survey, U.S. Geological Survey Maps and Reports, and the Iowa Department of Natural Resources (IDNR) as resources in development decision-making.

Action 4: Investigate the feasibility of future development within the 500-year floodplain.

Action 5: Investigate amending the Floodplain Management Ordinance modifying requirements (free board, building restrictions, etc.) for building in the 100-year floodplain.

Action 6: Investigate potential mitigation activities for Dry Run Creek.

Objective 1.2: Preserve the quality of natural resources within the city including noise, air quality, and water quality, as well as protect these resources from pollution and/or contamination.

Action 1: Develop, adopt, and enforce Best Management Practices (filter strips, detention and retention ponds, bio-swales, porous pavement/materials, rain gardens, rain barrels, etc.) for storm water management.

Objective 1.3: Consider the Cedar River an asset to the community, and as such, protect it from building or development encroachment and potential pollution and/or contamination.

Objective 1.4: Strive to achieve a balance between development and wildlife habitat in the community.

Action 1: Consider planting prairie grasses, native plants and wildflowers in appropriate areas instead of sod.

Action 2: Continue to work with Trees Forever, Ducks Unlimited and additional environment and wildlife organizations.

Action 3: Investigate the implementation of clustered or conservation subdivisions and site developments.

Objective 1.5: Support and expand current and future recycling efforts in the community.

Action 1: Consider using renewable materials for all construction projects.

Objective 1.6: Encourage infill development on non flood buyout vacant lots. The reuse of these lots, if possible, should be done using programs specifically designed for land reclamation.

Action 1: Implement the *Waverly Park and Open Space Master Plan*.

Objective 1.7: Determine the best reuse of lots acquired in flood buyout process. Redevelopment will be guided by federal and state requirements.

Action 1: Implement the *Waverly Park and Open Space Master Plan*.

SECTION 4 – HAZARDS

This section addresses the goals, policies, and actions to mitigate the risk of future hazards (natural or man-made) on Waverly.

Given the fact that Waverly is split in half by the Cedar River and has two additional water systems within their community, with a history of flooding, this section will focus on the flood hazard potential. Additional details on other hazards can be found in the *Waverly 2009 Hazard Mitigation Plan (HMP)*.

Smart Planning Element K-Hazards:
Objectives, policies, and programs that identify the natural and other hazards that have the greatest likelihood of impacting the municipality or that pose a risk of catastrophic damage as such hazards relate to land use and development decisions, as well as the steps necessary to mitigate risk after considering the local hazard mitigation plan approved by the Federal Emergency Management Agency.

Hazards can have a devastating impact on a community and Waverly is no stranger to the power of mother nature and what enormous amounts of rain can do to a community along a river way. Waverly has an opportunity to become a better and stronger community as they move forward from the lesions they have learned from their recent flooding events.

Existing Conditions

Flood History

Waverly has had to deal with several flood events in its history. According to the Flood Insurance Study for the City of Waverly, the greatest floods occurring on the Cedar River before the 1990s took place in the years 1945, 1961, and 1965. The flood of March 1961 reached a peak discharge of 37,000 cfs. Therefore, this flood would be considered approximately a 25-year flood. Most damage from these floods effected residential properties, with less damage to commercial, industrial, and public property.

Dry Run Creek extends west from the Cedar River and is the other stream in the community with a history of flooding. Again, according to the Waverly Flood Insurance Study, Dry Run Creek flooded in 1947, 1951, 1961, 1968, and 1979. The 1968 flood resulted in loss of life.

With the 1990's came the worst decade in terms of flooding that Waverly had ever experienced. The two greatest floods occurred in 1993 and 1999. In 1999 there were actually two separate floods that inundated the city. The first occurred in May and the next in July. The July event was estimated to be a 100-year flood event. FEMA flood insurance payments for that summer were in excess of 2.7 million dollars.

Record flooding in 2008 devastated the community. After a period of heavy, steady rain the Cedar River eventually crested at 19.1 feet, 2.5 feet above the previous record. Much of Bremer Avenue commercial corridor and Main Street and two residential neighborhoods sustained significant damage, with floodwaters affecting more than 15% of the housing stock (600 homes were flooded, with 36 basements collapsed and 16 were left condemned). Three schools were also damaged by floodwaters; the Washington Irving Elementary School building still remains unoccupied. This event was estimated to be a 500-year flood event.

Structures within Hazardous Areas

The City of Waverly is affected by flooding from the Cedar River, Dry Run Creek and Unnamed Creek. The waterways have 100-year floodplains and there remain a number of houses located within those floodplains. Throughout previous years the city has participated in buy-out programs in efforts to remove houses from the floodplain. This will continue to be a priority for the city as opportunities for purchasing homes in the floodplain comes forward in the future.

According to City records, there are approximately 400 houses and 134 commercial/industrial/public structures in Waverly the 100-year floodplain including the floodway, see Map 4. Using the average persons per household, 2.36, approximately 936 persons are living in the floodplain.

In addition, persons living in mobile homes, also known as manufactured housing may also be at risk from tornadoes or high winds. At the time of the 2000 Census, there were 84 manufactured housing units in Waverly. Again using the average persons per household, there are approximately 198 persons living in manufactured housing units in Waverly.

Finally, persons living in some multi-family housing units may also be at risk, due to the lack of a proper tornado shelter. In 2000 there were 467 multi-family housing units in apartment buildings housing from 3 to 20 or more apartments. According to this, approximately 1,102 persons were living in multi-family housing units.

Flood Measures

The City has adopted a HMP and enforces a Floodplain Ordinance within flood-prone areas (floodway and flood-fringe areas – 100 and 500-year) of the City. The HMP and Floodplain Ordinance attempts to minimize personal injury or loss and structural damage, through placing restrictions on development and identifying means to lessen the impact of future events in the community.

The City has purchased a number of properties in the floodplain since the 1999 floods through funding from the Federal Emergency Management Agency (FEMA), all of which are restricted from development and are to be maintained as open or green areas of the community.

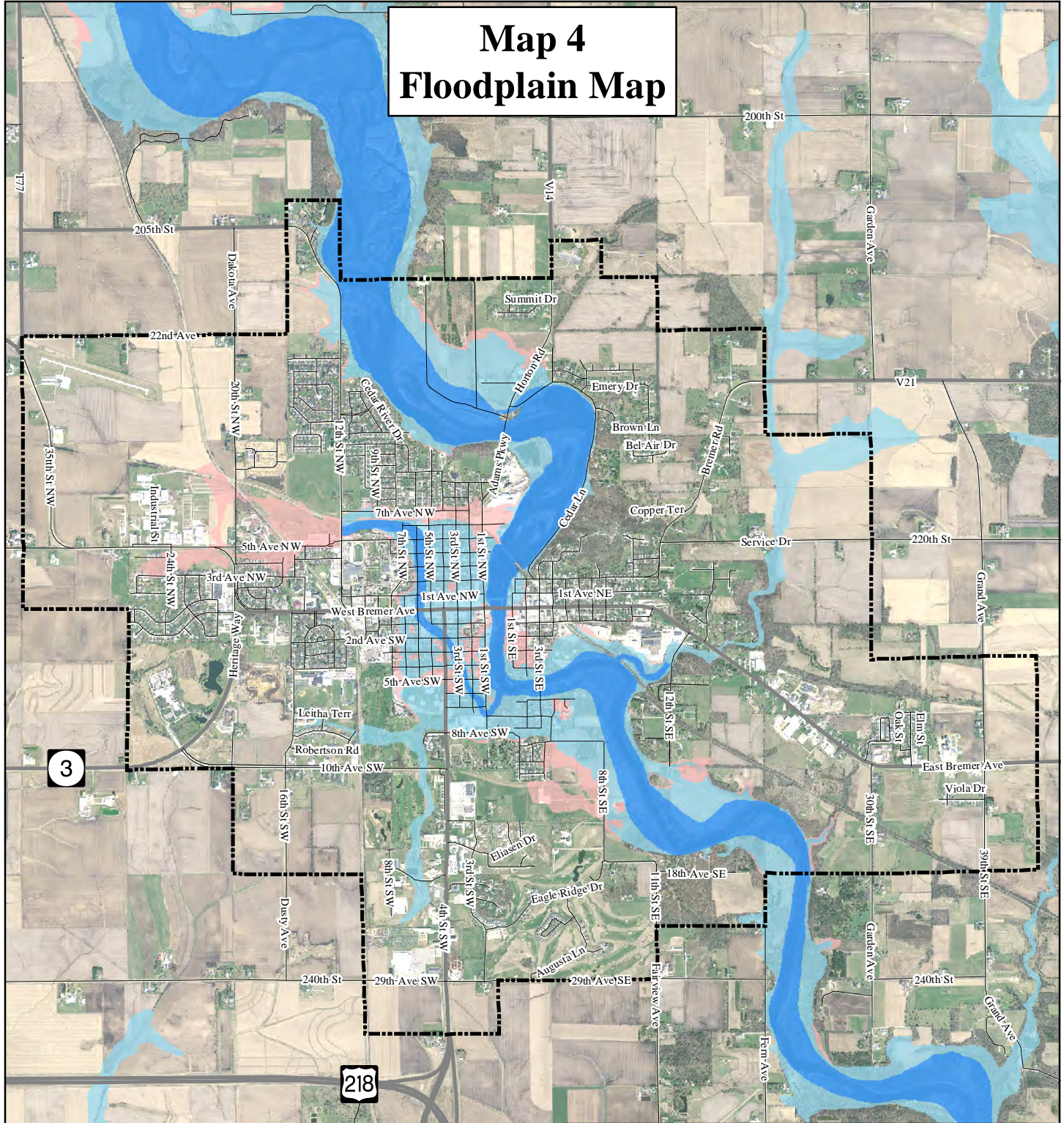
Since the flood of 2008, the City has begun the process of purchasing and removing damaged structures from the floodplain and floodway along the Cedar River and Dry Run Creek. So far sixty-eight (68) homes (44 owner-occupied and 24-rental units) have been bought using FEMA funds, and an additional twenty (20) units are going to be bought out using Community Development Block Grant (CDBG) funds from the U.S. Department of Housing and Urban Development (HUD).

Waverly is also in the process of constructing a inflatable rubber bladder dam in place of the old concrete dam structure. The inflatable dame will be able to be deflated during times of rising water levels, thus reducing the back-up of flood waters into residential and commercial areas in the city. The dam is being funded with monies from the Economic Development Administration (EDA) disaster relief program and supplemental CDBG funds for infrastructure for disaster recovery.

Additional Hazards

Waverly is vulnerable to additional hazards besides flooding, for information on those hazards please refer to the *Waverly2009 Hazard Mitigation Plan*.

Map 4 Floodplain Map



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LEGEND

- Floodway
- 100 Year Flood Plain
- 500 Year Flood Plain

DISCLAIMER

This flood overlay shows the current floodplain designations in Bremer County, Iowa. The digital flood layer was obtained from the Iowa Department of Natural Resources. This digital data is FEMA's current Digital Flood Insurance Rate map for Bremer County.

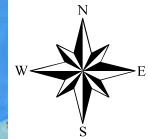
For actual determination if a location is within the floodplain please contact your local floodplain administrator.

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Aerial Photography 2010



Key Issues & Opportunities

Task Force members were asked how flooding and building within the floodplain should be handled by the city. Their responses, citizen input from the survey, and input from the commissions meeting and city staff contributed to the below issues and opportunities.

Floodplain Development

Waverly needs to take a closer look at how, or even if, development should occur in the 100, 200, and possibly the 500-year floodplain). The City needs to determine if their current regulations is significant to reduce the impact of future flood events on citizens, residential units, and businesses. In addition to possible regulation changes, Waverly should look at continue property acquisitions along Cedar River and Dry Run Creek.

Stormwater Management

As Waverly has experienced, storms can produce floods – flash or river, it stands to reason that poorly managed storm water runoff can accelerate and worsen them. Waverly should take the time to study implementing a storm water management program for better water quality and flood control.

Implementation of Hazard Mitigation Plan

A great deal of time and stakeholder input was spent on updating Waverly's *Hazard Mitigation Plan* following the 2008 floods. A new commission, Hazard Mitigation and River Use, and numerous projects, outlined in the plan, have been done or in the process of being completed. This should continue as Waverly moves forward with their recovery.

Manage Dry Run Creek Corridor

As mentioned in the *EPA Smart Planning Report* and the *Park and Open Space Master Plan*, Waverly should manage the Dry Run Corridor through innovative storm water management and best management practices, greenways, open space and pocket parks, community gardens, and the like to lessen the impact of future flooding.

Hazards Goals, Objectives & Actions

The following hazard goals were taken from Waverly's *Hazard Mitigation Plan* (HMP), which was adopted by the City on June 15, 2009. The hazard mitigation plan goals were reviewed by the Waverly Hazard Mitigation Planning Committee at their second committee meeting. The committee set as a priority the development of broad-based goals that would address a multitude of hazards and encompass a variety of mitigation activities. Below are the HMP goals (1-7) and two additional goals.

HAZARDS GOAL 1: REDUCE THE CHANGE OF AND IMPACT OF FLOODING IN THE COMMUNITY

Action 1: Continue participation in the National Flood Insurance Program.

Action 2: Continue further development of and update of the Storm Water Management Program.

Action 3: Maintain, enforce, and update Zoning and Floodplain Ordinances as needed.

Action 4: Ensure proper training and certification of Floodplain Manager(s).

Action 5: Continue acquisition and removal of structures from the floodplain.

- Action 6: Flood proof structures in the 100-year floodplain.
- Action 7: Replace or increase capacity of the 3rd Street Bridge.
- Action 8: Construct a levee, floodwall, or other flood protection system in Kohlmann Park.
- Action 9: Construct floodwalls along the east bank of the river across from Kohlmann Park.
- Action 10: Implement projects identified for the Cedar Lane Bike Path.
- Action 11: Consider a dike and levee system in SE Waverly, near SE 7th Avenue
- Action 12: Enhance and maintain storm sewer capacity.
- Action 13: Create a Regional Watershed Management Plan to address flooding concerns (wetland areas, detention ponds, etc.).
- Action 14: Monitor and enforce drainage regulations on residential, commercial and industrial developments.
- Action 15: Consider dredging the river.
- Action 16: Dry Run Creek obstruction and flash flooding analysis and mitigation activities (3rd Street Bridge Removal, Cedar River Trail Bridge Removal, etc.).
- Action 17: Purchase removable, portable flood barriers.
- Action 18: Create a flood mitigation and evacuation brochure.
- Action 19: Develop a flood response protocol for response, sand bagging and evacuation procedures.
- Action 20: Continue to study additional mitigation alternative for SE Waverly.

HAZARDS GOAL 2: TAKE MEASURES TO MINIMIZE THE OCCURRENCE OF INJURIES AND LOSS OF LIFE DUE TO HAZARDS

- Action 1: Educate the Public.
- Action 2: Continue to utilize and develop the Code Red System.
- Action 3: Purchase specialized equipment.
- Action 4: Implement training and exercises for appropriate agencies and personnel.
- Action 5: Evaluate equipment and personnel capacity.
- Action 6: Continue to provide necessary training to Fire Department personnel, Police Department personnel, first responders and ambulance crews.
- Action 7: Maintain existing Mutual Aid Agreements with surrounding communities for mutual aid fire assistance.
- Action 8: Enforce existing laws. Share co-enforcement with surrounding communities.
- Action 9: Manage traffic lights for emergency purposes.
- Action 10: Upgrade current traffic signals (integrate pedestrian friendly features, ADA friendly features, and alternative lighting schemes).
- Action 11: Research railway concerns.
- Action 12: Study and consider the 10th Avenue extension to provide an additional bridge (higher) to access across river.
- Action 13: Upgrade radio communications equipment as needed.
- Action 14: Regularly review and amend Fire, Medical, and Hazardous Material response standard operating procedures.

- Action 15: Continue to follow monitoring requirements set forth by the Iowa Department of Natural Resources (IDNR)/Environmental Protection Agency (EPA).
- Action 16: Continue further development of and update of the storm water management program.
- Action 17: Continue Wastewater Facility Storm Water Program.
- Action 18: Maintain existing and purchase new firefighting equipment as needed.
- Action 19: Systematically review, make necessary improvements to, and enforce building code requirements.
- Action 20: Enforce city guidelines for burning.
- Action 21: Create an annual fire inspection program for commercial and industrial properties.
- Action 22: Create a bay at an alternate site that can serve as an emergency storage site for emergency vehicles.
- Action 23: Continue to install and update surge protectors on major electric lines.
- Action 24: Purchase new generators to provide emergency power in times of need.
- Action 25: Develop a comprehensive list of alternative routes for different fire scenarios.
- Action 26: Enhance communication amongst the private sector, public sector, media outlets and citizens.
- Action 27: Utilize water sampling as required.
- Action 28: Map vulnerable areas.
- Action 29: Provide hazardous materials education for industry and community, including household chemical education.
- Action 30: Continue to work with Tri-County Drug Task Force regarding methamphetamine lab detection and clean-up.
- Action 31: Identify alternative water sources.
- Action 32: Maintain intergovernmental cooperation (i.e. cost sharing).
- Action 33: Establish local “cooling sites’ for at risk populations such as the elderly and/or disabled.
- Action 34: Encourage local utilities to upgrade equipment used to locate and identify underground utility lines.
- Action 35: Evaluate current terrorism mitigation efforts.
- Action 36: Increase measures taken to protect and the city’s critical infrastructure.
- Action 37: Develop a “Tornado Safe Room” awareness program.
- Action 38: Continue to work with local utility to develop a program for the burying of existing utility lines.
- Action 39: Continue to enforce tree inspection and trimming program.
- Action 40: Develop a NOAA weather radio awareness program.
- Action 41: Expand weather spotter training.
- Action 42: Research and secure grant dollars for shelter and safe room construction.

Action 43: Encourage construction of additional storm shelters and tornado safe rooms.

Action 44: Retrofit current facilities to include tornado safe rooms.

Action 45: Enhance building code to include tornado safe rooms in newly constructed public facilities.

Action 46: Continue enforcement of snow ordinance.

Action 47: Continue to recruit volunteer first responders (market opportunities).

Action 48: Implement, and update as needed, community action plan.

HAZARDS GOAL 3: TAKE MEASURES TO MINIMIZE OR ELIMINATE DAMAGES THAT MAY OCCUR AS A RESULT OF HAZARDS

Action 1: Continue bridge inspection program.

Action 2: Explore replacement alternatives for bridges in need of replacement.

Action 3: Update Zoning Ordinance and Building Code.

Action 4: Discourage tree and shrubbery removal in vulnerable areas.

HAZARDS GOAL 4: INCREASE THE CITY'S ABILITY TO RESPOND TO NATURAL DISASTERS AND MAN-MADE HAZARDS

Action 1: Update Emergency Response Plan.

Action 2: Install automatic vehicle locators (AVL) in all emergency vehicles.

Action 3: Review and update incident command process as needed.

Action 4: Develop a continuity of operations plan.

Action 5: Regularly review and amend fire, medical and hazardous material response standard operating procedures.

Action 6: Maintain existing mutual aid agreements with surrounding communities for mutual aid fire assistance.

Action 7: Develop a list of structures/sites to be used as gathering sites in the event of an emergency situation.

Action 8: Review and improve evacuation plans and file with local emergency point of contact (LEPC).

Action 9: Continue to develop and maintain Crisis Communication Plan.

Action 10: Enhance coordination of disaster plans in the community.

Action 11: Adhere to the county's current Quarantine Plan.

Action 12: Adhere to the current Foreign Animal Disease (FAD) Plan.

Action 13: Continue to work in conjunction with Bremer County to acquire a shared mobile command center.

HAZARDS GOAL 5: RETURN THE COMMUNITY TO SIMILAR OR IMPROVED PRE-EVENT CONDITIONS AS QUICKLY AS POSSIBLE FOLLOWING A DISASTER EVENT

HAZARDS GOAL 6: INCORPORATE THE CITY’S SINGLE-JURISDICTIONAL HAZARD MITIGATION PLAN (HMP) INTO THE PROPOSED BREMER COUNTY MULTI-JURISDICTIONAL PLAN

HAZARDS GOAL 7: CONTINUALLY RE-ASSESS AND RE-EVALUATE THE HMP AND MITIGATION ACTIVITIES

HAZARDS GOAL 8: SUPPORT HAZARD MITIGATION AND RIVER USE COMMISSION

HAZARDS GOAL 9: INVESTIGATE DEVELOPMENT IN THE 500-YEAR FLOODPLAIN

(Review more closely after inflatable dam project is complete /implemented)

SECTION 5 – COMMUNITY CHARACTER

An attractive, well-designed city will attract quality development, instill civic pride, improve the visual character of the community, and create a strong, positive image for the City of Waverly.

The Community Character Element contains the community design goals and their action strategies that encourage innovation and imagination in building design and site planning, while ensuring that certain universal principles of good community design are upheld.

Existing Conditions

Historic Preservation

Waverly values its past. One way of preserving its past was establishing the Historic Preservation Commission. The Commission’s mission is to promote the educational, cultural, economic, and general welfare; and safeguard the city's historic, aesthetic, and cultural heritage by preserving sites and districts of historic and cultural significance.

Waverly Chamber of Commerce & Main Street

Waverly’s Chamber of Commerce has taken an active role in various design and beautification projects in the Waverly area. These project have helped enhanced the physical image of the community. They also hold/sponsor annual events (concerts in Kohlmann Park, Ridiculous Day in Downtown, Christmas Greetings on Main, appreciation luncheons, golf outings, and casino night) to enhance the quality of life in Waverly.

Key Issues & Opportunities

Throughout the planning process for **2011 Plan Update**, citizens and stakeholders repeatedly mentioned the “small town feeling/environment” that is Waverly. Through public meetings and public input the community envisions Waverly to grow steadily as a residential and economic community, without loss of the small town quality and the sense of community. The first thing people often notice about a community is the overall design, care, and planning given to the details of the community. Even though some design elements may be time consuming and costly, the costs are worth the results. The leaders of Waverly should take into consideration these thoughts and concerns when addressing the community design of Waverly in the future.

Smart Planning Principles: Community Character: Planning, zoning, development, and resource management should promote activities and development that are consistent with the character and architectural style of the community and should respond to local values regarding the physical character of the community.

Smart Planning Element J- Community Character: Objectives, policies, and programs to identify characteristics and qualities that make the municipality unique and that area important to the municipality’s heritage and quality of life.

Maintaining Livability

Any future development should not compromise Waverly's ability to remain a livable city. To enhance livability, developers will need to be sensitive to the surrounding uses as well as the natural features and provide access to pedestrians and bicyclists. Provisions to protect or provide open spaces will need to be implemented. Development will need to be encouraged in a manner that minimizes the necessity for singular use of the automobile.



Example of how to build a development for livability.

Historic Preservation & Promotion

Continued efforts should be done to preserve Waverly's small town character and historic strengths, while embracing a steady growth. One way of doing this is implementing design guidelines/standards (site layout and architectural). However, any future regulation or ordinance should be aware of the historic constraints a property or district may have and be willing to accommodate the existing setting and the desire of the developer.

Waverly should promote their historic past through historic walking tours. These tours could be a potential tourism stream and a way to educate current citizens on Waverly's rich history.



Example of a way finding sign and community map

Beautification & Streetscape

Waverly is already implementing small-scale aesthetic projects (i.e., a uniform bench style, similar hanging flower pots) in the downtown area. Continuing this trend of consistent signage, vegetation, and standardized site furnishings (benches, light fixtures, trash receptacles, etc.) throughout the community unified the various neighborhoods and districts. They also continue the sense of pride and community.

Also, improving Waverly's gateways or entry points into the community needs to be done. They are the first thing a potential citizen, business owner, and tourist sees as they travel into the community. Their first impression of community can be summed up by how you handle your gateways.

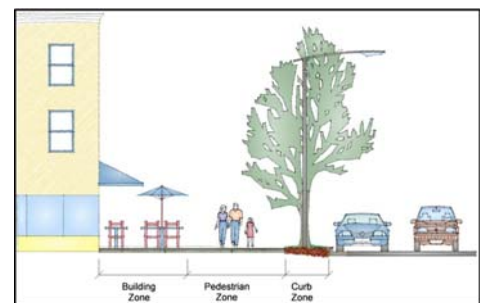


Illustration of a possible streetscape layout for a downtown area

Community Character Goals, Objectives & Actions

COMMUNITY CHARACTER GOAL 1: THE CITY OF WAVERLY WILL MAINTAIN AND IMPROVE, WHENEVER POSSIBLE, THE QUALITY OF LIFE OR SENSE OF PLACE THAT THE RESIDENTS OF THE COMMUNITY VALUE AND ENJOY.

Objective 1.1: Continue to work to create a “sense of community” that seeks to preserve the small town character that is Waverly.

Action 1: Preserve the distinctive, attractive character and strong sense of place of Waverly through design standards (site layout and architectural) and amending current ordinances and regulations to encourage alternative development and redevelopment opportunities; however understanding not all standards can be applied to historic buildings/districts.

Action 2: Continue to protect the community’s historic and cultural resources.

Action 3: Encourage the respect of local character in new construction and development.

Action 4: Reduce the impact of automobiles and promote multi-modal opportunities through amending current ordinances and regulations to create healthy neighborhoods.

Action 5: Develop and implement a streetscape plan. The plan would provide landscaping and aesthetics to create a cohesive environment.

SECTION 6 – COMMUNITY FACILITIES

Community facilities and services are commonly used to measure the quality of life in a community. These facilities and services are often what potential citizens and businesses consider when determining if they should relocate to a community – in addition to a well connected and diverse transportation network, the economic diversity, and so forth. In regard to community facilities and services, potential citizens and businesses look for a community that provides a responsive and competent public safety system, a variety of parks and recreational opportunities, an exceptional and supported school system, and cultural events and opportunities. Existing citizens and businesses also consider these features when deciding whether or not to remain in the community or move else where. To some degree, community facilities can be used to enhance a community’s quality of life, they can be used to help guide the rate of growth.

Smart Planning Element I- Community Facilities: Objectives, policies, and programs to assist future development of educational facilities, cemeteries, health care facilities, child care facilities, law enforcement and fire protection facilities, libraries, and other governmental facilities that are necessary or desirable to meet the projected needs of the municipality.

Existing Conditions

City Hall / Civic Center

The operations of city government are directed from the Civic Center, which is located at 200 First Street Northeast (see Map 5). Specifically, there are several services that are provided to the community from Center such as: City Administration, including the Mayor’s office and City Council; Parks and Recreation; Engineering; and a host of various Commissions, Boards, and events.

Police

The Waverly Police Department has 16 sworn officers (includes Police Chief) and 1 full-time office manager. Within the Department, a number of services are provided to residents of Waverly. In addition to the expected duties of community protection, the Department also provides Parking Enforcement, Crossing Guards, Code Enforcement, and other Community Services to the public.

The Department provides various field operations (patrol, investigation, and identification), support services (training/community services, and planning and research) and Drug Abuse Resistance Education while maintaining and enforcing law and order, and protecting property and life.

Fire Rescue

Fire protection is provided by the Waverly Volunteer Fire Department, which consists between 30-40 citizens/ volunteers, including the chief and two assistant chiefs. In 2007, the Department moved to a new facility. This facility is a technological advanced building, boasting geothermal heating for efficient, year-round constant temperatures, meeting rooms, training areas, a physical fitness area, seven apparatus bays to accommodate the department's equipment and the Bremer County Sheriff's boat.

According to the Insurance Services Office, the City of Waverly's current Fire Suppression Rating, which ranges from 1 to 10 for Iowa departments, is a 5. It should be underscored that this commendable rating is in the top ten percent of fire districts or departments in the State of Iowa.

In addition to fire protection, the Department provides fire code enforcement, car seat checks, home safety checks, arson awareness education, and child education and involvement programs.

Medical Services

Waverly Health Center, which is a city-owned hospital, is a full service hospital that provides health care to residents of the area (see Map 5). The hospital is a 25-bed facility providing primary service to Bremer, Butler and Chickasaw Counties. Services include 24-hour emergency room and ambulance transportation, intensive care, general medical care, surgical services, and ambulatory and skilled care. Support services include x-ray, mammography, ultrasound, laboratory, pharmacy, respiratory therapy, physical care, spiritual care, social services, and nutrition education.

Residents of Waverly are also offered other services through the hospital including: a telephone contact system for senior citizens; general medical advice and physician referrals; in-home patient services; and numerous other general health education opportunities and programs.

Parks and Recreation

The Waverly's Leisure Services Department (formerly called the Parks and Recreation) operates and manages the Waverly extensive park system (includes, but not limited to, approximately 120 acres of parkland, 7 sport fields, 12 miles of trails/paths), the 120 acre 18-hole golf course, pro shop, civic center, municipal pool, and the 47-acre Harlington Cemetery. In September of 2007, the Wartburg College took over all the youth and adult recreation programs and learn to swim program after the completion the 200,000-square-foot Wartburg-Waverly Sports and Wellness Center ("The W").

In addition to the recreational assets noted above, the City of Waverly owns and maintains the Rail Trail, which connects the Cities of Denver and Waverly. The Trail is located on an abandoned rail line and was initially funded with State Enhancement Funds and local funds attributed to the sale of General

Obligation Bonds. Additional details about Waverly's recreational amenities and their locations can be found in the *Parks and Open Space Master Plan*, which was adopted in 2011.

Other Recreation Assets

In addition to the recreational opportunities provided by the City, there are other opportunities available to the residents of Waverly. First, the Cedar River itself is a recreational asset to the residents of Waverly. Currently, the river provides fishing, canoeing, and kayaking opportunities. However, it has been stated that the depth of the river, damming of the river, and protecting the river from pollution are concerns for residents. Second, Babcock Woods, which is located in southeastern Waverly, is an undeveloped naturally wooded area.

Library

The Waverly Library offers a variety of services to residents of the community from its 21,000 square foot building. The library provides meeting rooms/interactive video conferencing capabilities, wireless internet access, 18 public internet computers/printing/Microsoft Office (with basic computer classes), coffee, butterfly garden, exam proctoring, fax and photocopy services, scanner, enlarging machine, microfilm reader, equipment check-out, and a drive-through pick-up window and 24-hour drop box. Circulation services has expanded to include downloadable books (ebooks), books on CD, large print books, books in other languages, current magazines and newspapers, current movies on DVD, and the ability to purchase or donate used books and magazines. The library also provides seven different children and family programs. The library is open 57 hours per week, 357 days per year; however, it offers web-based catalog and book and media returns.

Arts, History, and Culture

Robert and Sally Vogel Library

In addition to the municipal library, the Vogel Library is located on the Wartburg College campus and is available for use by the general public, although it is geared toward student use. Renovated in 1999, the facility has over 130,000 volumes and 850 magazine subscriptions.

Bremer County Historical Society Museum

The Bremer County Historical Society Museum has two floors of exhibits in the Waverly House, which is a structure built in 1864 from native timber and brick made at a local kiln. The museum is located at the intersection of Bremer Avenue and 4th Street Southwest. The structure served as an inn until the 1900s when it housed the CaPhenin Chemical Company. In 1960, the Historical Society purchased the building for use as a museum, and it was the first structure in Waverly to be placed on the National Register of Historical Places.

Wartburg Artist Series and Convocations

Since 1920, the Wartburg College Artist Series offers the finest in performing arts to the residents of northeastern Iowa including: Broadway musicals, symphony orchestras, dance troupes, folk dancers, and nationally recognized vocal instrumental soloists. The Convocation Series features lectures by well-known speakers in the Neumann Auditorium on campus. The Wartburg Players present productions in the spring and fall in the Auditorium as well.

Concerts

The Wartburg Community Symphony Orchestra performs five concerts each season, which extends from September through April. The Orchestra is open to musicians from the Waverly area and to Wartburg students and faculty. The Greater Waverly Municipal Band, which is open to area musicians, presents outdoor concerts in the summer. Also, Wartburg College has several performing groups including the: Wartburg Choir, Castle Singers, Concert Band, Knightlites, Jazz Band, and Chamber Orchestra.

Education

Waverly-Shell Rock Community School District

The Waverly-Shell Rock Community School District currently operates eight facilities, seven of which are located in Waverly and the eighth is in Shell Rock (see Map 7). Overall, the District provides an excellent education for its students. Table 6.1 below shows the current enrollment, by facility in the District.

TABLE 6.1: WAVERLY-SHELL ROCK COMMUNITY SCHOOL DISTRICT ENROLLMENT BY BUILDING		
Building	Grades	Enrollment – 2010/2011
Margaretta Carey Elementary	K-4	217
Shell Rock Elementary	K-6	178
Southeast Elementary	K-4	126
West Cedar Elementary	K-4	219
Waverly-Shell Rock Junior High	7-8	291
Waverly-Shell Rock High School	9-12	798
Green View Alternative High School	9-12	48
Total		1,877

Source: Waverly-Shell Rock Community School District (website and office)

It is projected, given the steady increase in Waverly’s population and the trend of open enrollment transfers into the district, the enrollment for the school district, will continue to see an increase in the number of students over the next several years.

Wartburg College

Wartburg College is a dominant feature in Waverly, not only in land use and area, but in its economy as well. Founded in 1852 and permanently located in Waverly since 1935, the College is a four-year liberal arts college of the Evangelical Lutheran Church in America. Wartburg occupies a large area of land in the northwestern part of Waverly. Current enrollment for 2010-2011 is 1,775 students. The Wartburg’s Office of Enrollment Management indicates that they could see the number of full-time students grow by one to two percent annually.

Bartels Lutheran Retirement Community

Founded in 1954 with a bequest from Anna Bartels, Bartels Lutheran Retirement Community today is a progressive, Christian-centered not-for-profit organization that manages multi-level senior care and living options on 20 acres in northwestern Waverly. Currently, Bartels employs 210 persons and serves more than 190 families. Four different levels of care or living options are available including: skilled nursing and rehabilitation at Woodland Terrace; licensed Alzheimer’s and dementia care at Evergreen Arbor; assisted living at Linden Place; and independent living at Eichhorn Haus.

Bremwood

Established in 1864 in Andrew, Iowa, Bremwood was a home for children orphaned by the Civil War. The home moved to Waverly in 1900 where it continued its outreach to orphaned and vulnerable children. In 1954, Bremwood became the first accredited psychiatric residential treatment center for troubled youth in Iowa. Today, Bremwood has integrated its services with the Lutheran Social Service of Iowa to create Lutheran Services in Iowa in order to provide a more coordinated and complete continuum of comprehensive care.

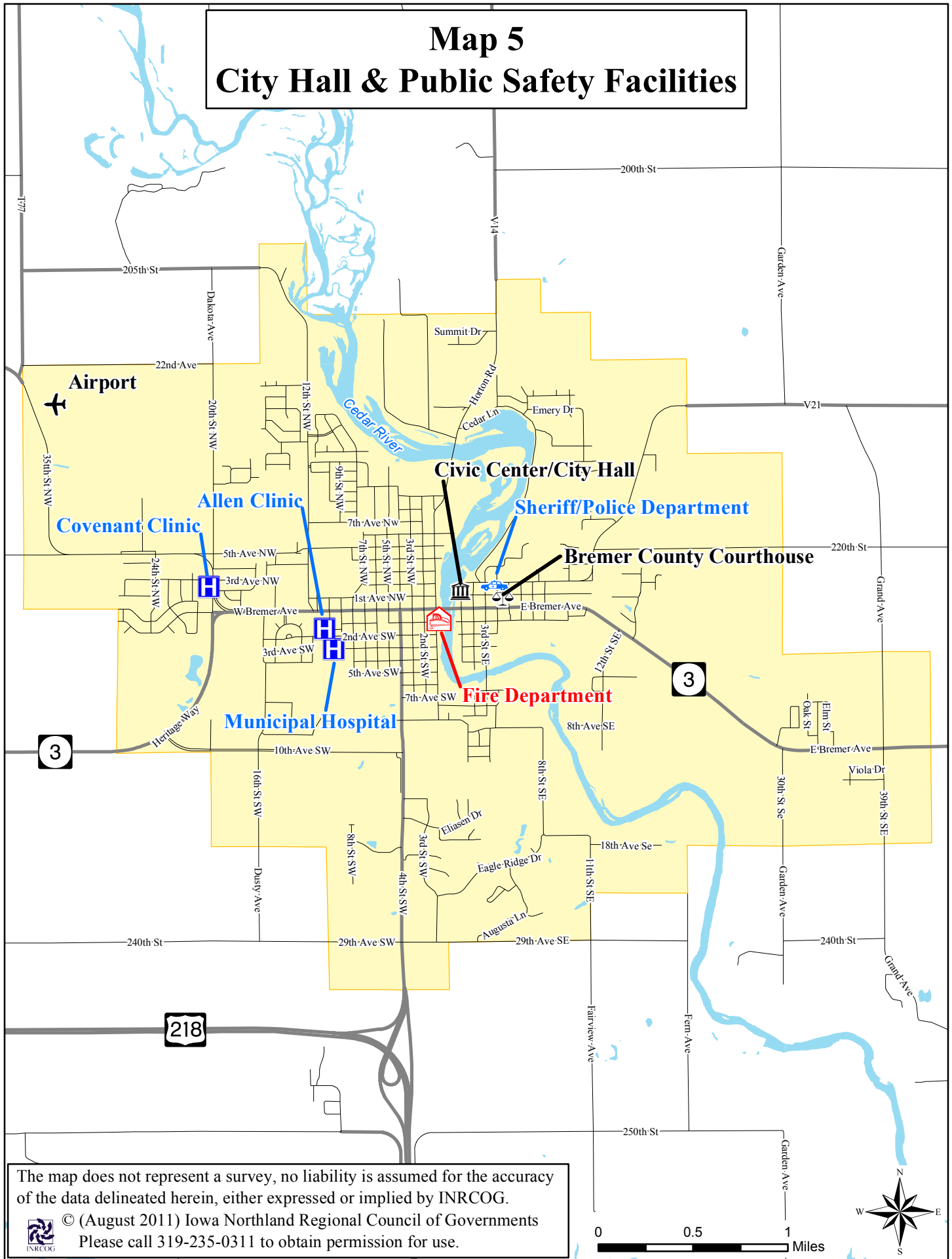
Summary of Existing Conditions

On December 2, 2010, Task Force members were asked their opinion on the existing community facilities and services. There were only a few facilities or services that received a poor rating or grade: the condition of the golf maintenance building and the parks maintenance facility, the public swimming pool near the fairgrounds, litter enforcement along Cedar Lane, the need for more trash containers, and the need for a band shell.

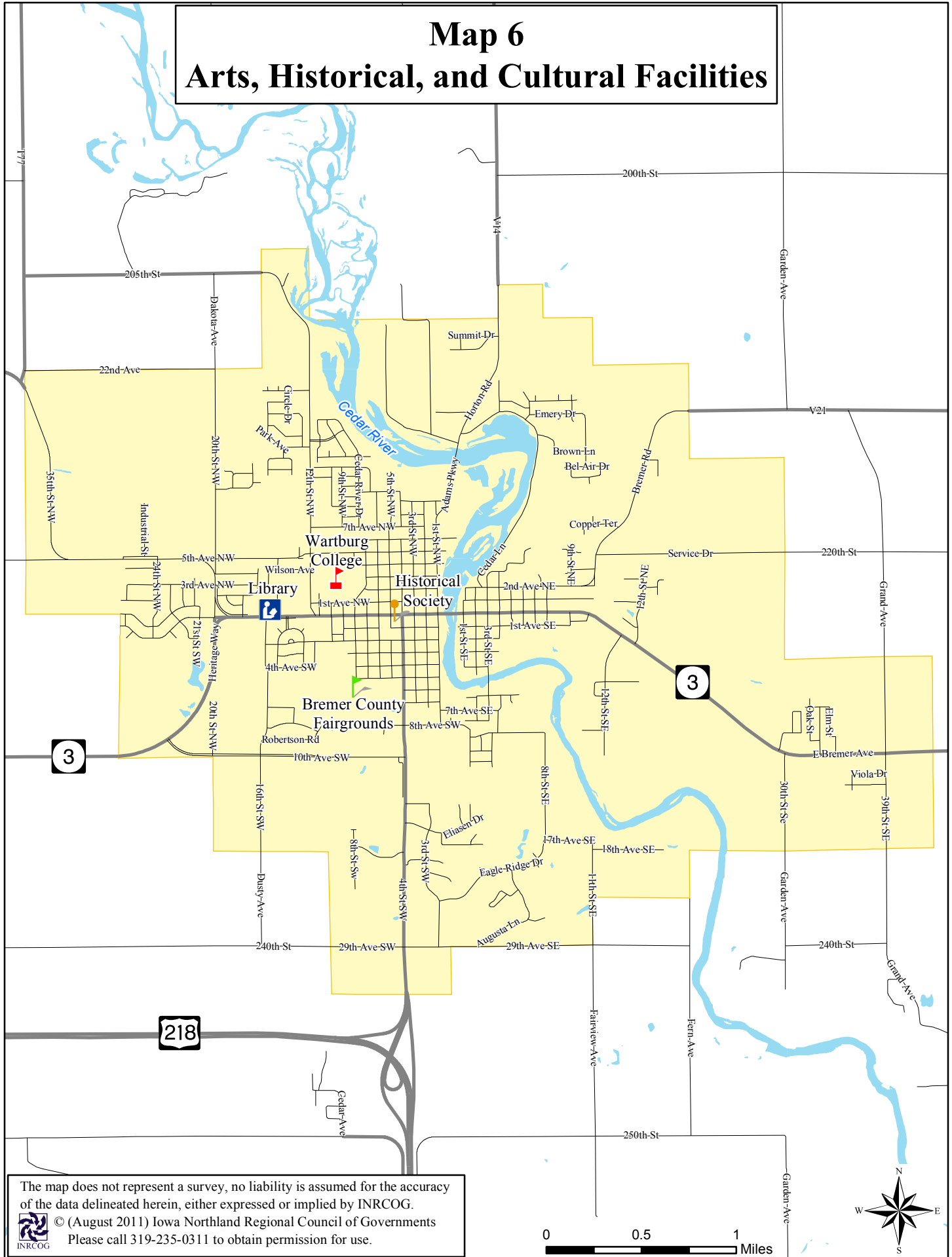
These thoughts were also seen from citizens that completed the on-line community survey. Survey respondents were either very satisfied or somewhat satisfied with community facilities and services. When asked to list two reasons why they liked living in Waverly schools (public and private – includes college), existing services and amenities, the small town feeling/atmosphere/community size, and quality of life opportunities were amongst the top reasons listed. These same community elements were identified as “Waverly’s Strengths” at the November 1, 2010 public open house.

Therefore, given these reoccurring positive comments the community should strive to maintain and improve the current facilities and services through continued collaboration, cooperation, and dedication of resources.

Map 5 City Hall & Public Safety Facilities

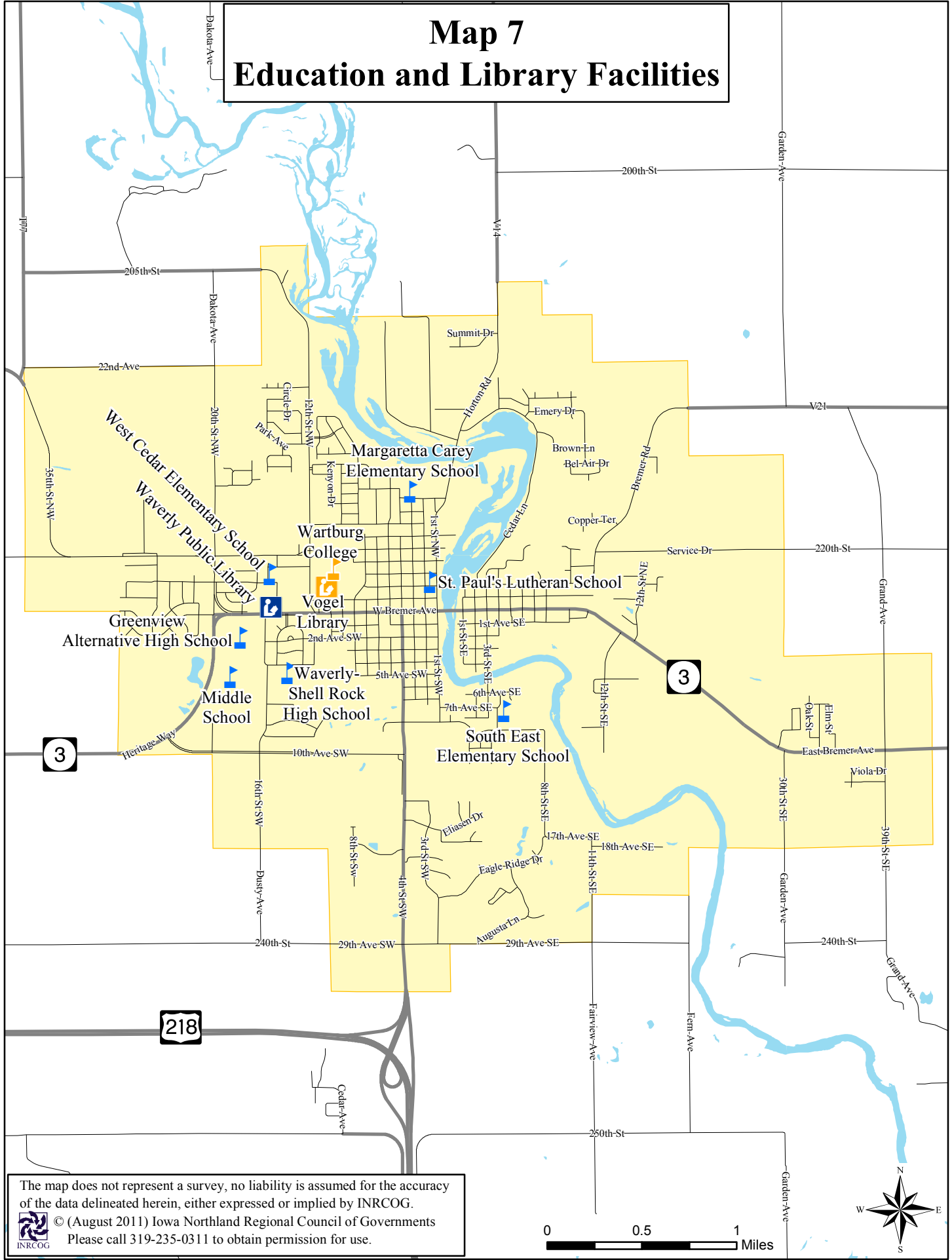


Map 6 Arts, Historical, and Cultural Facilities



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Map 7 Education and Library Facilities



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Key Issues & Opportunities

The following key issues and opportunities were identified at the December 2, 2010 Task Force meeting. Task Force members were split into small groups to discuss key issues and opportunities using two questions to facilitate discussions: *How can these facilities be enhanced in the future? Is there anything missing?* Input received from the public and from current planning documents also assisted in identifying the below issues and opportunities for Waverly.

Cedar River

There is a strong desire to capitalize on the river as a community strength. It has impacted the community negatively over the years with flooding, but it can also provide positive benefits. These benefits include recreational, tourism, and potential developmental opportunities. Waverly needs to determine how to utilize the river for these activities while understanding and planning for future flooding. One potential opportunity is to create a chain of lakes or detention ponds up stream from downtown along the river for flood control, recreational, and residential development.



Example of a possible sign to promote the Cedar River greenway

Cultural and Recreational

Waverly should continue to strive for cultural and recreational improvements and projects for all citizens, as identified in several current planning and strategic documents. These improvements and projects (i.e., band shell, ball diamonds, trails, greenways, fairgrounds, golf, etc.). The *Waverly Park and Open Space Master Plan* and the *EPA Smart Planning Report* highlight various improvements and projects to meet the current and future cultural and recreational needs of Waverly residents.



Example of how the Cedar River could be celebrated

Educational

Continued improvements to the local schools to make them excel, not just academically, but conscience members of the community and the region through active participation in civic, and sustainable, projects.

Welcome Center

Waverly has an opportunity to showcase their strengths through promoting a welcome center and Waverly's online presence as a community worthy of visitors. The community should explore alternative means to capture a greater audience of potential citizens, businesses, and tourists.

Healthy Community

Waverly needs to improve access to healthy foods and physical activity. There are some great projects underway in the community (farmers market, community gardens), but more can be done.

Community Facilities Goals, Objectives & Actions

COMMUNITY FACILITIES GOAL 1: CONTINUE TO WORK TO PROVIDE QUALITY PUBLIC SERVICES AND OFFER EFFICIENT COMMUNITY FACILITIES TO WAVERLY'S RESIDENTS.

Objective 1.1: Encourage the school district to provide safe, clean schools that offer an environment conducive to learning.

Objective 1.2: The City, in conjunction with the Bremer County Sheriff's office, will continue to work to prevent and reduce crime in the community through its police department, other law enforcement agencies, and through community policing techniques.

Objective 1.3: Continue to support the Waverly Health Center and health care services available to residents of the community.

Objective 1.4: Maintain and improve its library services through access to the state interlibrary loan program, and regional library network.

Objective 1.5: Preserve and enhance cultural and historical organizations and facilities in the community. Specifically, the City will continue to work together with museums, festivals, and historical societies in order ensure that these community assets are protected.

Objective 1.6: Continue to work with Wartburg College, theaters, and other provider organizations to ensure that the residents of the city have access to the art and cultural opportunities.

Objective 1.7: Continue to ensure Chamber is the main welcome center for Waverly while ensuring information is available after hours and at convenient locations.

Action 1: Provide kiosks throughout the community filled with points of interest brochures and community maps.

Action 2: Develop an on-line presence with up-to-date local information.

Action 3: Develop way-finding signage program to assist visitors navigate the community.

Objective 1.8: Provide a variety of recreational opportunities for its residents including access to parks, trails, swimming pools, golf courses, picnic areas, and other recreational facilities. This may also include access to the Cedar River for boating and fishing.

Action 1: Implement the *Waverly Park and Open Space Master Plan*.

Objective 1.9: Continue to support historic preservation commission activities in the community.

Objective 1.10: Continue to support the senior center (Mitchell Manor) and services for senior citizens.

Objective 1.11: Continue to work cooperatively with developers to encourage dedication of land for parks, open spaces, recreational trails, and/or greenways.

Action 1: Use the *Waverly Park and Open Space Master Plan* to assist in identifying land for priority corridors.

Objective 1.12: Strive to ensure that its residents have access to adequate public services and community facilities. The City should continue utilizing a Capital Improvements Program

(CIP) and its municipal budget, together with this Plan, to prioritize development within the city.

Objective 1.13: Require that the provision of public services and community facilities occur concurrently with development.

Action 1: In consistency with the Waverly Park and Open Space Master Plan, implement existing park plans and consider developing regional or larger parks; continue utilizing its park equipment replacement program; and study the need for additional recreational opportunities in the northeastern part of the community.

Action 2: Weigh the costs associated with maintaining the existing swimming pool and replacing it.

Action 3: Continue to work with Bremer County to plan for the future of the county fairground location.

Objective 1.14: Ensure that public services and community facilities are economical, efficiently managed, in order to prevent duplication of effort.

Objective 1.15: Consider sharing public services and community facilities, when feasible.

Objective 1.16: Maintain and improve, wherever possible, public safety protection services such as police, fire, and emergency medical services.

Objective 1.17: Continue to work with the school district to identify and address future school needs of the district.

Objective 1.18: Maintain and improve, wherever possible, solid waste and recycling programs.

Objective 1.19: Consider development of additional ball diamonds.

Objective 1.20: Consider development of Performance Amphitheatre.

Objective 1.21: Support adaptive reuse of existing Junior High School.

Objective 1.22: Support the expansion of the farmers market to provide additional opportunities for locally grown food and vendors.

SECTION 7 – PUBLIC INFRASTRUCTURE AND UTILITIES

Smart Planning Principle: Clean, Renewable, and Efficient Energy – Planning, zoning, development, and resource management should be undertaken to promote clean and renewable energy use and increased energy efficiency.

Smart Planning Element E – Public Infrastructure & Utilities: Objectives, policies, and programs to guide future development of sanitary sewer service, storm water management, water supply, solid waste disposal, wastewater treatment technologies, recycling facilities, and telecommunications facilities. The comprehensive plan or land development regulations may include estimates regarding future demand for such utility services.

The infrastructure and utilities of the community are the backbone of a city. Without a proper, up-to-date infrastructure, the quality of life in the city is reduced. In order to reduce the migration to more urban areas, Waverly needs to determine the quality of the services, facilities, and systems throughout the community and bring them up-to-date to the best of their ability.

Existing Conditions

Water

The City of Waverly provides water service to its residents through a series of four wells and three water towers. As is shown in Table 7.1, the oldest well still being used was established in 1957 and the newest well was established in 1999. The water towers hold a total of 1,750,000 elevated gallons of water. Table 7.2 provides detailed information regarding the towers. The locations of these assets are shown in Map 8.

Well Number	Year Established	Location	Depth
5	1957	300 16 th Street SW	165 Feet
6	1980	1714 2 nd Avenue NW	165 Feet
7	1990	2500 East Bremer Avenue	165 Feet
8	1999	2020 Heritage Way	165 Feet

Source: Waverly Utilities Water Operations Report

Tower Number	Year Constructed	Location	Capacity
1	1990	East Tower-308 10 th Street NE	750,000 Gallons
2	1938	West Tower-1205 West Bremer Avenue	250,000 Gallons
3	1970	North Tower-1005 4 th Street NW	750,000 Gallons

Source: Waverly Utilities Water Operations Report

The City's water system has 60 miles of water main, and there are 700 valves and 420 hydrants on the system. The actual amount of water pumped during the year was 392,215,000 gallons. The average daily demand for water was 1,071,000 gallons, and the highest daily usage of water was 1,366,000 gallons. Finally, the City reported that roughly 25 percent of the water pumped was unaccounted for during the year.

Sanitary Sewer

Sanitary sewer service is provided to Waverly residents through 59 miles of collection lines, a series of lift stations, and a treatment facility (see Map 9).

The existing treatment facility, although currently adequate, may need to be addressed during the life of this Plan in order to continue meeting federal standards as well as support future growth. Nevertheless, the facility is designed to handle 3.80 million gallons of sewage per day maximum (2.33 million gallons per day over a 30-day average) while the actual load is 1.07 million gallons per day. The facility is designed to treat 2,830 pounds per day of raw biological oxygen demand (BOD) while the actual per day load of BOD is 1,518 pounds. In terms of the City's permit, issued by the Iowa Department of Natural Resources, the maximum amount of BOD allowed in final effluent stream is 777 pounds over a seven-day average (486 pounds over a 30-day average) and actual amount is 58 pounds per day.

Storm Sewer

Storm water management is, and will continue to be, a concern for the City of Waverly. Currently, the City flushes and repairs existing lines and cleans its catch basins regularly.

Electricity, Natural Gas, and Telephone

Waverly Light and Power (WLP), located at 1002 Adams Parkway, provides electric service to the residents of Waverly. Natural gas service is provided by MidAmerican Energy, and local telephone service is provided by CenturyLink. See *Map 10: Waverly Electric Service Area Map* for service locations.

According to their 2003 Annual Report, WLP had 4,300 electric customers. The electric service system capacity was reported to be 42-megawatt hours, and the maximum peak hourly demand was 28 megawatts. In terms of electricity demand by type of user, residential use comprised 13 percent of the total demand, commercial use comprised 27 percent of the total demand, and industrial use comprised 54 percent of the total demand on the electrical system. The remaining demand (six percent) was for municipal or other purposes. The majority of the electricity that WLP distributes to its customers originates from coal (92 percent), originates from wind (five percent), or is diesel or hydro generated (three percent). We note that the system runs a 12,500-volt generator, which has been completely rebuilt within the last 15 years.

Solid Waste

The City's Public Works Department is responsible for solid waste management within the community.

Refuse Collection

Refuse is collected once per week for residential customers and up to five times per week for commercial customers in Waverly. Residential customers pay for service using a sticker system (\$1.25/sticker) and commercial customers may either use the sticker system or by renting a dumpster.

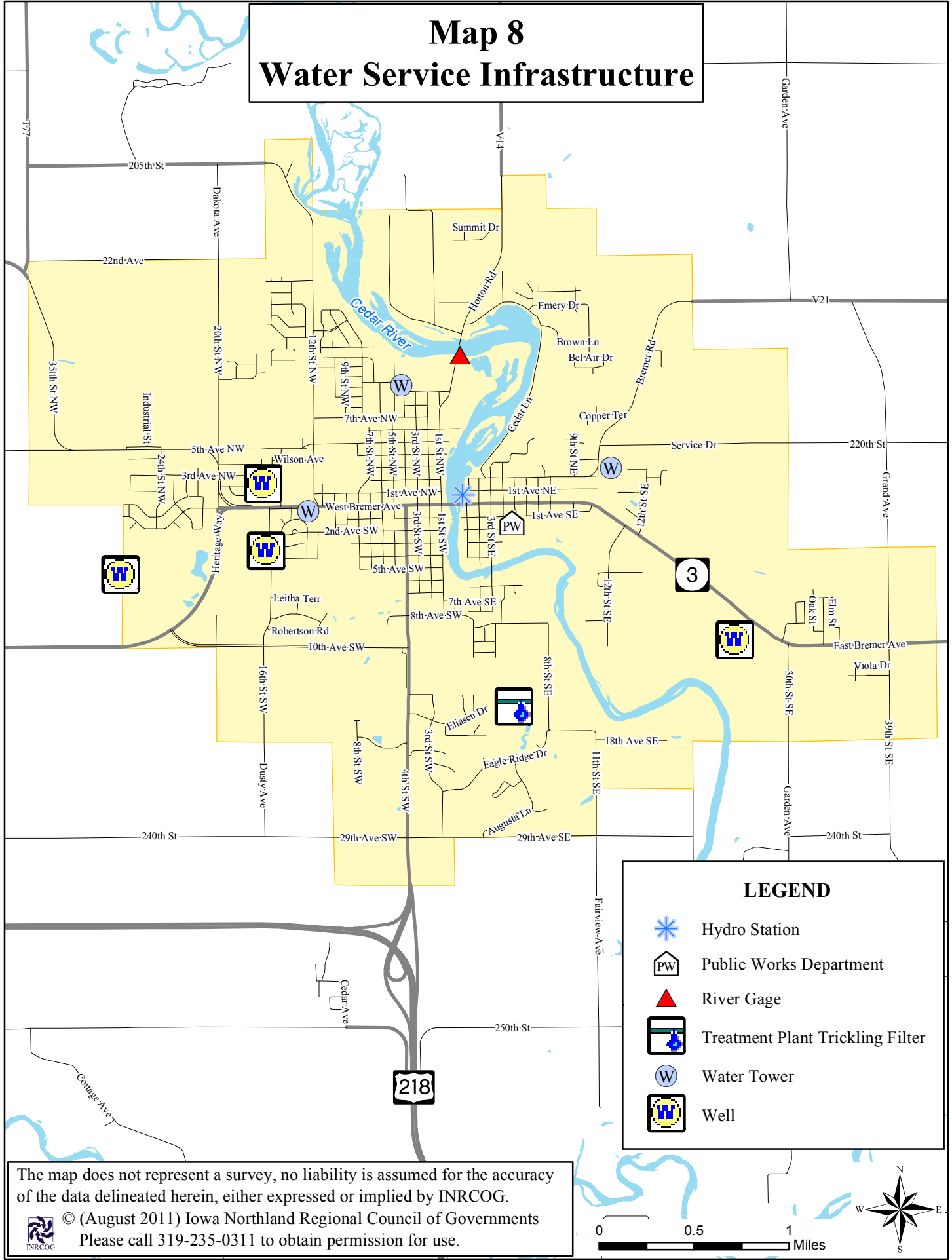
Yard Waste Collection

In addition to refuse collection, the City operates a yard waste site from April through November. Materials that are accepted include: leaves, grass clippings, trees, and branches are accepted at no charge. Incidentally, the Site will also accept appliances, furniture, tires, and carpeting for a fee.







Recycling

The City of Waverly maintains curbside recycling service on the first and third weeks of the month. A Recycling Center, which is operated by Waverly employees and volunteers (assisting on Saturdays), is also available in the community.

Map 8 Water Service Infrastructure



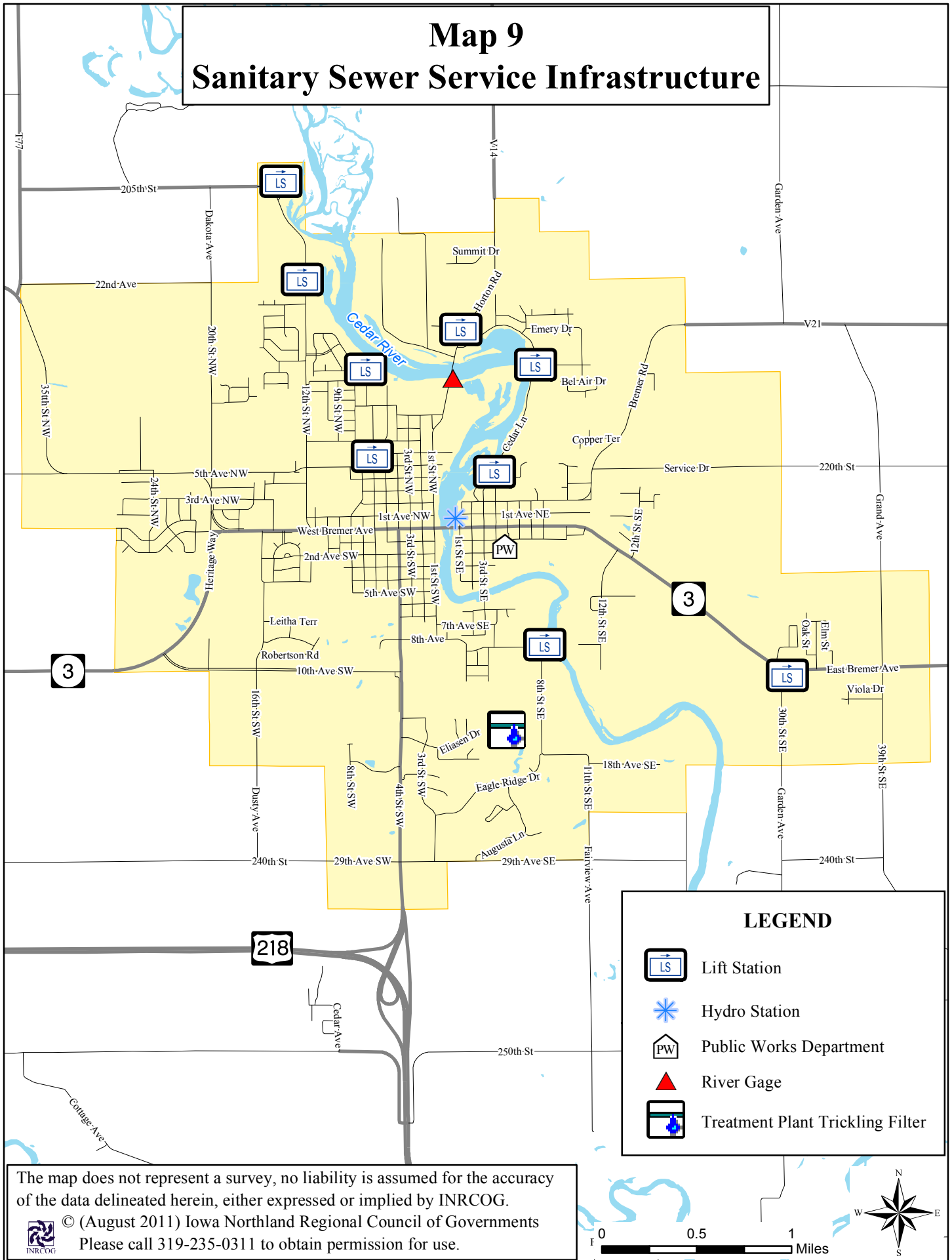
LEGEND

-  Hydro Station
-  Public Works Department
-  River Gage
-  Treatment Plant Trickling Filter
-  Water Tower
-  Well






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Map 9 Sanitary Sewer Service Infrastructure

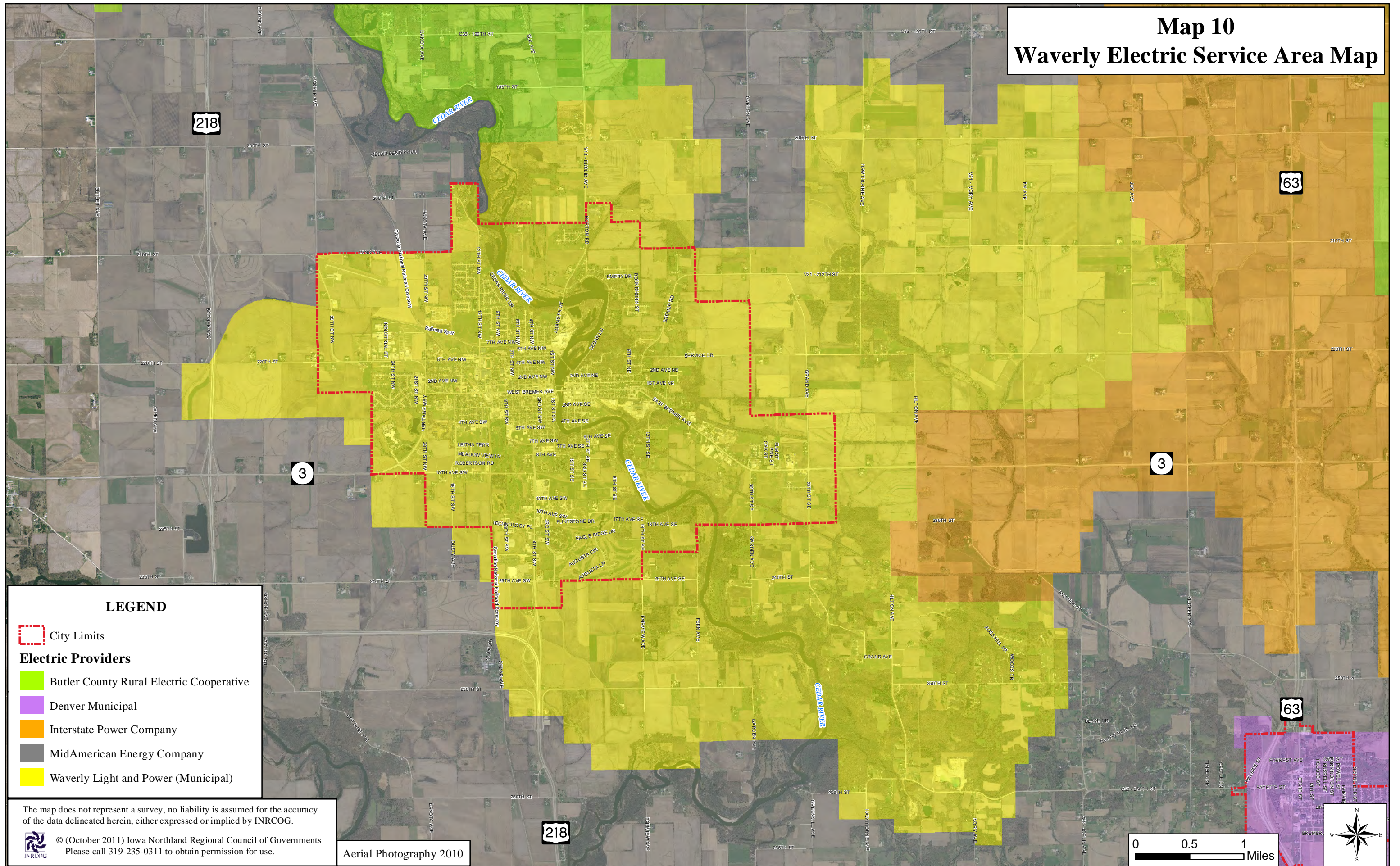


LEGEND







-  Lift Station
-  Hydro Station
-  Public Works Department
-  River Gage
-  Treatment Plant Tricking Filter

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Map 10 Waverly Electric Service Area Map



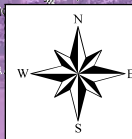
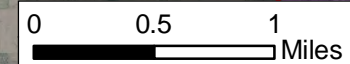
LEGEND

-  City Limits
- Electric Providers**
-  Butler County Rural Electric Cooperative
-  Denver Municipal
-  Interstate Power Company
-  MidAmerican Energy Company
-  Waverly Light and Power (Municipal)

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Aerial Photography 2010



Key Issues & Opportunities

Overall, the City's public utilities are meeting the current demands of the community. However, as is indicated in **2011 Plan Update**, meeting the future needs of the community will require investments. Addressing storm water management, extension of services to new developments, minimizing flood damage to residents, and complying with state and federal requirements for water and sanitary sewer services will challenge the community in the future. It should also be recognized that Waverly Light and Power, which is a tremendous asset to the community, should continue to be encouraged to explore the feasibility of providing new and innovative services to its customers.

Telecommunications & Alternative Energy

There is a continuous need to provide the best, up-to-date telecommunication service and alternative energy sources. Waverly Light and Power has taken an active role in ensuring this needs; however, more can be done by them and by the City and its citizens.

Stormwater Management

As mentioned previously in other Elements and current planning documents, Waverly still has a need to improve storm sewer protection, including the continued need for detention or retention basins in new subdivisions as well as continuing to address older parts of town through Dry Run Creek improvements and miscellaneous projects such as continuing to work on intakes and catch basins, replacing brick structures with poured concrete structures, and installing accessible sidewalk curbs.



Example of a storm water runoff collection system

Sanitary Sewer

Waverly should strive to accommodate the future needs or concerns of the sanitary sewer operations, which include: adequately serving existing and new areas of the community; maintaining the existing system and the related facilities including lift stations; and providing effective treatment of wastewater.

Water

Waverly should strive to accommodate the future needs or concerns of the water department, which include: acquiring an adequate facility; continued replacement of older system valves; and becoming more electrically efficient.

Public Infrastructure and Utilities Goals, Objectives & Actions

PI AND U GOAL 1: IMPROVE STORMWATER MANAGEMENT THROUGHOUT THE COMMUNITY.

Objective 1.1: Design proposed storm water detention and retention areas such that they could be used for/in conjunction with parks, open spaces, and/or greenways.

Action 1: Develop Best Management Practices for alternative storm water management.

Action 2: Revise Subdivision Ordinance and Zoning Regulations to include Best Management Practices for new development.

Action 3: Consider creating a storm water utility.

Objective 1.2: Provide an adequate storm water management system so as to protect the residents of the community from loss of life and property.

Objective 1.3: Develop a system that includes intakes, lines, detention and retention ponds, and outlets that addresses storm water.

Objective 1.4: Encourage neighborhood or regional storm water management areas.

Objective 1.5: Require developers to work with the natural environment and its characteristics in order to protect the city from flooding and erosion problems.

Action 1: Identify storm water problem areas of the community, as well as engineer and implement sound storm water management solutions.

Action 2: Comply with all Federal and State storm water regulations.

Action 3: Require developers to connect to the existing storm water system. Further, the City shall require developers to develop plans and construct the means necessary for managing storm water for site(s) in question.

Objective 1.6: Address sump pump connections to sewer system.

PI AND U GOAL 2: IMPROVE THE QUALITY OF PUBLIC INFRASTRUCTURE AND SERVICES.

Objective 2.1: Continue to work to ensure that Waverly residents have access to adequate public works infrastructure. Continue to utilize a Capital Improvements Program (CIP) and its municipal budget, together with this Plan, to prioritize development within the city.

Objective 2.2: Require that the provision of public works infrastructure occur concurrently with development.

Objective 2.3: Study the need for a new, standalone public works facility.

Objective 2.4: Ensure that its residents have a safe, potable water supply and an adequate system of distribution including water towers, wells, and service lines.

Action 1: Protect the health of its residents by providing a safe water supply through treatment and regular testing of water before distribution.

Action 2: Strive to provide an adequate supply of water to support the existing community as well as any new development within the city.

Action 3: Maintain, if not improve, its fire rating, which is affected by the quality and quantity of the water service available in the community.

Action 4: Continue looping the water line system to ensure maximum service coverage at all times.

Action 5: Replace outdated and/or undersized existing water lines, as is appropriate.

Action 6: Develop and adopt a policy that allows the City to evaluate the feasibility of using a private well on a case-by-case basis. In addition, the policy should establish a procedure for the proper abandonment of an unused well.

Action 7: Collaborate with Central Iowa Rural Water.

Objective 2.5: Ensure that residents have an adequate sanitary sewer system including treatment facility, lift stations, and collection systems.

Action 1: Protect the health of its residents and the Cedar River by treating sewage in accordance with Federal and State guidelines before releasing it.

Action 2: Ensure adequate capacity in the system to support the existing community as well as any new development that may be proposed.

Action 3: Develop and adopt a policy that allows the City to evaluate the feasibility of using a private septic system on a case-by-case basis. In addition, the policy should establish a procedure for the proper abandonment of an unused or abandoned system.

Action 4: Begin the planning process of updating and/or replacing the existing sanitary sewer treatment facility.

Action 5: Replace outdated and/or undersized existing sewer lines, as is appropriate.

Action 6: The City will use this Plan, together with the extension of sewer lines, and the zoning and subdivision ordinances to direct growth into suitable areas of the community and to prevent development in areas less suited to development such as floodplains, wetlands, and other environmentally sensitive areas.

Objective 2.6: Continue to work with utility providers, including Waverly Light and Power (WLP), to ensure that residents of the community have quality services.

Action 1: Continue to work cooperatively and communicate openly with utility providers regarding land use development so that services can be provided in an orderly and timely manner to meet the potential utility/energy needs.

Action 2: Encourage utility providers to explore ventures that would enhance services to their customers.

Action 3: Encourage utility providers to increase energy efficiencies and incent efficiencies, whenever feasible.

Action 4: Encourage utility providers to protect the environment by considering alternative energy sources, such as solar, geothermal, and/or wind energy.

Action 5: Encourage customers to engage in energy efficiency programs.

SECTION 8 – HOUSING

Smart Planning Principle: Housing Diversity

– Planning, zoning, development, and resource management should encourage diversity in the types of available housing, support the rehabilitation of existing housing, and promote the location of housing near public transportation and employment centers.

Smart Planning Element D-Housing:

Objectives, policies, and programs to further the vitality and character of established residential neighborhoods and new residential neighborhoods and plan to ensure an adequate housing supply that meets both the existing and forecasted housing demand. The comprehensive plan or land development regulations may include an inventory and analysis of the local housing stock and may include specific information such as age, condition, type, market value, occupancy, and historical characteristics of all the housing within the municipality. The comprehensive plan or land development regulations may identify specific policies and programs that promote the development of new housing and maintenance or rehabilitation of existing housing and that provide a range of housing choices that meet the needs of the residents of the municipality.

This section addresses the goals, policies, and actions to promote housing diversity and opportunities in strategic locations in Waverly. This section also discusses the existing housing trends, including new subdivisions, areas in need, and forecasts for residential demand and development. The housing goals for the City of Waverly strive to:

- Improving the appearance and vitality of Waverly’s existing neighborhoods
- Promoting maintenance and utilization of existing residential structures and properties
- Increasing renter and homeownership opportunities
- Providing housing options for diverse household types

The goals and policies to address Waverly’s housing also help the City achieve its goal to maintain and improve the quality of life or sense of place that the residents of the community value and enjoy. Further details and links between Waverly’s housing goals and policies and community sustainability at the end of this section.

Existing Conditions

Housing is the foundation of a community and its economy because it serves one of the most basic needs of residents: shelter. Housing is the biggest part of the US economy and the dominant land use in most cities¹². Of Waverly’s total 7322.9 acres, 1192.7 acres are low-density residential and 167 acres are moderate- to high-density residential. Altogether, 1359.7 acres, or 20.9%, of Waverly’s land use is to accommodate housing, which is the second to agriculture or open space (see Map 11 -Existing Land Use Map).

In the fall of 2010, a housing task force comprised of Waverly residents was asked to identify how they perceived the current housing environment in regard to objectives, policies, and programs for existing residents, new residents, and developers. One of the recurring themes in responses from the housing task force group was affordability.

Affordable Housing

Although housing is often the most dominant land use in a community, it is useless unless it is *affordable* and accessible to those who need it most. According to the US Department of Housing and Urban Development (HUD)³, “affordable housing” is defined as “housing for which the occupant(s) is/are paying no more than 30 percent of his or her income for gross housing costs, including utilities.”

¹ “Chapter 10: Housing planning and policy.” *The Practice of Local Government Planning*. ICMA: Washington, D.C.

² “Chapter 10: Housing planning and policy.” *The Practice of Local Government Planning*. ICMA: Washington, D.C.

³ US Department of Housing and Urban Development. <http://www.hud.gov>

In the 2010 survey taken by Waverly residents, 24 % of residents indicated that the most important housing issue to address is the lack of affordable new homes for sale, and the second most selected response was a lack of affordable rental housing (22%). When residents responded to how they describe affordable housing, hard costs of housing in relation to gross income were the most frequent answers. Respondents believe the range for housing costs should be anywhere from 15%to 40% of one’s gross income, and the most popular responses were 25 and 30% of gross income should go to housing expenses.

Keeping in mind that most residents feel 25 to 30% of gross income should be for housing expenses, when asked “What percentage of your monthly income is applied to your housing costs?” 17% of respondents were actually in that range and another 17% spend between 20 and 24.9%of their gross income on housing. Nineteen percent spend more than 30% of their income on housing costs (see Table 8.1).

In 2010, the median family income for Bremer County was \$45,800, which breaks down to \$3,800 per month⁴. For Waverly, the average family should be spending approximately \$1,140 or less per month on housing costs, which includes insurance, association fees, and utilities. If the recommended monthly costs are approximately \$1,140 for the average household or family, and 83% of Waverly homeowners spend \$1,500 or less per month on housing costs, most residents live in affordable housing. Furthermore, the Waverly survey indicates that most residents, 81%, spend between 0 and 29.9% of their gross income on housing costs, which is considered affordable by HUD.

In the 2010 survey, 30% of homeowners who used a mortgage to purchase their homes borrowed between \$50,000 and \$99,999, and 24% borrowed between \$100,000 and \$149,999. In general, home buyers are directed that “affordable” are homes that cost 2.5 times their annual gross income. If the median family income is \$45,800, then the average affordable home should be around \$114,500. The current median home value in Waverly is above the recommended amount at \$131,400; however, this is still below \$150,000, which is the cap the Waverly housing task force set in their definition of affordable housing (see Table 8.2).

Less than 5.0 percent	6.0%
5.0 percent to 9.9 percent	11.0%
10.0 percent to 14.9 percent	10.0%
15 percent to 19.9 percent	20.0%
20.0 to 24.9 percent	17.0%
25.0 to 29.9 percent	17.0%
30.0 or more	19.0%

Source: Waverly Survey, 2010

Housing units with a mortgage	1,616
Less than \$300	0.0%
\$300 to \$499	3.8%
\$500 to \$699	9.2%
\$700 to \$999	20.5%
\$1,000 to \$1,499	39.2%
\$1,500 to \$1,999	18.0%
\$2,000 or more	9.3%
Median (dollars)	\$1,175
Housing units without a mortgage	1,052
Less than \$100	1.0%
\$100 to \$199	2.2%
\$200 to \$299	13.9%
\$300 to \$399	38.5%
\$400 or more	44.4%
Median (dollars)	\$385

Source: US Census Bureau, 2005-2009

⁴ US Census. <http://www.census.gov>

TABLE 8.3: OWNER-OCCUPIED UNITS IN WAVERLY

Value	2,579 Units
Less than \$50,000	4.2%
\$50,000 to \$99,999	18.9%
\$100,000 to \$149,999	39.8%
\$150,000 to \$199,999	16.0%
\$200,000 to \$299,999	14.4%
\$300,000 to \$499,999	5.8%
\$500,000 to \$999,999	0.9%
\$1,000,000 or more	0.0%
Median (dollars)	\$131,400

Source: US Census Bureau, 2005-2010

In addition to the quantified answers about what “affordable housing” means, responses were sprinkled with immeasurable or more subjective values such as quality of life and social equity. For Waverly residents, several of the quality of life issues associated with affordable housing include amenities within walking distance; housing that “everyone can afford, not just the rich”; lower taxes; costs low enough for families to still save money; opportunities to change from renter to owner status; “decent”; out of the flood plain; “clean, good repair, low maintenance”; and “energy efficient.”

TABLE 8.4: HOUSING UNITS BUILT IN WAVERLY, 1850-2010

1850 to 1859	1
1860 to 1869	7
1870 to 1879	17
1880 to 1889	88
1890 to 1899	178
1900 to 1909	139
1910 to 1919	106
1920 to 1929	120
1930 to 1939	94
1940 to 1949	117
1950 to 1959	404
1960 to 1969	354
1970 to 1979	497
1980 to 1989	182
1990 to 1999	283
2000 to 2009	480
2010	32
Total	3099

Source: Bremer County Assessor, 2011

Age of Housing and Historic Housing

Waverly, contrary to most Iowa cities, has continually increased its population in the last century. Due to this constant increase, the housing stock also needs to be increased rather than merely being maintained. The City of Waverly has increased its housing units to keep up with population increases.

The oldest recorded residential dwelling unit according to the Bremer County Assessor was built in 1856⁵. According to the US Census Bureau, the median year for structures built in Waverly is 1964, which is slightly more recent than Iowa’s median year of 1959. The highest amount of Waverly’s housing units, 497 or 16%, were built in the 1970s as shown in Table 8.4. Since 2008, over 80 homes have been demolished or scheduled to be demolished by federally funded programs in response to significant destruction due to flooding and other natural disasters. All of these homes were located in the 100-year flood plain.

Part of these federal programs also funded single-family new construction to help rebuild the housing stock lost in the regional natural disasters of 2008. Table 8.5 shows the number of building permits requested and their valuations in the last 10 years across Waverly, Bremer County, and Iowa. In more recent years, Waverly generally authorizes twice as many building permits than the average Iowa city. Single-family home construction hit a peak across Waverly, Bremer County, and Iowa in the mid-2000s and has slowed since then.

⁵ Bremer County Assessor. <http://beacon.schneidercorp.com>

TABLE 8.5: NUMBER OF PERMIT AUTHORIZED SINGLE-FAMILY UNITS				
Year	Waverly	Bremer County	Average of Iowa Cities	Iowa Total
2010	24	<i>unavailable</i>	<i>unavailable</i>	<i>unavailable</i>
2009	21	84	10	6,431
2008	20	77	11	6,946
2007	25	55	14	9,238
2006	33	76	17	10,974
2005	13	106	21	13,763
2004	81	138	19	13,047
2003	60	120	19	12,751
2002	32	100	18	12,069
2001	61	126	15	9,857
2000	83	138	14	9,600
VALUATION OF PERMITS				
2010	\$5,479,450	<i>unavailable</i>	<i>unavailable</i>	<i>unavailable</i>
2009	\$4,815,927	\$16,357,063	\$1,468,220	\$967,556,681
2008	\$4,287,071	\$15,380,683	\$1,580,739	\$1,043,287,552
2007	\$6,279,136	\$13,245,846	\$2,104,236	\$1,388,795,885
2006	\$7,707,001	\$17,070,568	\$2,413,081	\$1,597,459,819
2005	\$2,312,768	\$22,969,526	\$2,863,332	\$1,895,525,875
2004	\$14,723,244	\$26,535,444	\$2,652,793	\$1,801,246,435
2003	\$9,309,431	\$20,639,660	\$2,453,101	\$1,668,108,683
2002	\$4,834,868	\$15,288,429	\$1,995,439	\$1,338,939,719
2001	\$7,809,034	\$17,197,392	\$1,556,767	\$1,041,476,971
2000	\$9,448,950	\$17,078,783	\$1,516,896	\$1,019,354,370
<i>Source: Bremer County Assessor, 2010; US Census Bureau, 2005-2009; and City of Waverly, 2011</i>				

Several historic homes and historic districts were also affected by the 2008 disasters. Most homes must be at least 50 years old to be considered historic unless other circumstances apply; for example, a historic person lived in or designed the house. Approximately 41%, or 1,271 homes, were built before 1960 making them potentially eligible for the National Register of Historic Places. Buildings that are not historic on their own may contribute to a historic district—“a collection of buildings on adjoining blocks or parcels that share a common historical development, architectural style, and period of construction” according to the Waverly Historic Preservation Commission⁶.

Although Waverly has several historic buildings, only one residential dwelling in Waverly is currently listed on the National Register of Historic Places as of spring 2011. Of the 772 homes affected by the 2008 disasters, 108 of those homes were evaluated as meeting National Register of Historic Places criteria individually, and 217 contributed to two historic districts in the southeast and northwest quadrants of Waverly. Most of these homes were repaired, and many were part of the above-mentioned federal buyout programs and subject to demolition due to the amount of damage from flooding.

⁶ Waverly Historic Preservation Commission. “Historic Resources in Waverly and the Flood of 2008: Frequently Asked Questions.” 5/28/2009.

Total occupied housing units in Waverly are 3,546 according to the 2010 Census data. 2,579 are owner-occupied units. Average household size for owner-occupied units is 2.48 people, for a total of 6,400 persons.

Rental

Approximately 1.9 percent of Waverly’s land use is dedicated to moderate- to high- density residential in small pockets around the City. Moderate- and high-density housing includes multi-family or rental housing, which is important to a community with a college since students most likely cannot or do not want to purchase homes. In Waverly, “Around 300 students, or one-sixth of Wartburg’s total enrollment, live off-campus.”⁷ Using the 1990 and 2000 Census data, approximately 30% of Waverly’s housing is occupied by renters, many who are students at Wartburg College. Since 2000, Waverly has added several multi-family dwellings as seen in Table 8.6.

TABLE 8.6: NUMBER OF PERMITS AND VALUATIONS OF MULTI-FAMILY UNITS AND DUPLEXES IN WAVERLY

Fiscal Year	Number	Valuation
2009-2010	4	\$2,714,990
2008-2009	3	\$3,531,402
2007-2008	4	\$1,545,636
2006-2007	4	\$1,069,248
2005-2006	4	\$1,173,348
2004-2005	4	\$1,035,992
2003-2004	6	\$1,170,000
2002-2003	1	\$200,000
2001-2002	4	\$2,348,000

Source: City of Waverly, 2011

According to the 2010 Census data, Waverly has 967 renter-occupied housing units, or 27.3% of the occupied housing stock. The average household size of renter-occupied units is 1.96 persons, for a total of 1,897 persons living in such units in Waverly.

Key Issues & Opportunities

Based on input received from the community survey, Task Force meetings, the Housing Forum meeting, and continued discussions during the planning process for **2011 Plan Update**, the following is a synopsis of the major issues and opportunities facing Waverly with respect to its housing needs.

Affordable Housing

Housing has become less affordable to more Waverly residents and potential residents. This problem is particularly severe among the working class, special needs, and Hispanic populations. The federal government and most lenders consider affordable owner-occupied housing as housing that can be obtained for approximately 30% of monthly gross income. The definition of affordable rental units is similar, although the percentage varies in part because of the tax benefits enjoyed by homeowners.

Waverly’s median household income has also increased over the years from only \$14,930 in 1980 to \$23,757 in 1990, an increase of almost \$9,000. However, there is still a great demand on the housing industry to provide low to moderate-income housing. Many residents, unable to afford decent housing, have moved out of the community to either the unincorporated areas or to other smaller communities. Or they may move to existing residential neighborhoods at densities the existing housing stock cannot accommodate.

Also special needs residents such as the mentally and physically challenged, the homeless, the elderly, and persons with certain health problems require special consideration to meet their housing needs.

⁷ Bremer County Independent. November 2, 2010

Because these populations have needs that the fair market housing industry cannot adequately address, their housing is often provided through a partnership of public/private/nonprofit organizations. Little other support is available to serve these residents.

A critical shortage of available, decent and affordable living units makes it difficult for these persons and their families to maintain an acceptable living standard. Limited incentives for private market construction, a limited supply of affordable land and high construction costs make it difficult for the private market to provide affordable housing.

Waverly should encourage affordable housing through its zoning and development regulations; establish a process for distributing fair share housing throughout the community; work with nonprofit housing organizations; support and apply for programs that rehabilitates and preserve existing housing; and support and provide first-time homebuyers with assistance and incentives; and constructing new housing units.

Housing Type and Mix

Population forecasts for Waverly anticipate steady growth over the next twenty years. Furthermore, the continued growth of low-income households has placed a great demand on the housing industry to provide low- to moderate-income housing throughout Waverly. Likewise, the City of Waverly is faced with meeting the housing needs of its special populations such as the developmentally and physically challenged, and elderly.

These demands call for city housing action strategies that support choice and flexibility in housing types, density and location. This in turn will allow the real estate and development communities to be responsive to changing housing needs. The city's special needs action strategies should encourage financial and regulatory flexibility that allow creative housing options and siting of institutions. Furthermore, city action strategies should support codes, ordinances, and site plans that encourage development of special needs housing, and public/private investment of these projects.

A variety of housing types, materials (green and non-green), neighborhood settings, price ranges, amenities, natural settings, and proximity to transportation, employment, shopping, and other daily activities, which meet the needs of non-traditional households, such as empty-nesters, seniors, college students, young professionals without children, and single professionals should be available in Waverly.

Some examples of different types of housing include accessory unit construction, granny flats, single room occupancy, clustering, and manufactured housing and siting residential facilities in areas where they were previously prohibited. Providing for people with special needs does not necessarily mean



Example of single-family units



Example of townhomes and multi-family units

more social services or infrastructure. It means greater regulatory flexibility and offering incentives to provide affordable, accessible housing.

Preservation and Rehabilitation

Waverly's residential neighborhoods vary in size, housing type, and amenities. The character of a neighborhood is closely associated with its design, the people who live there, and the services provided. Residents want to feel comfortable, safe, and that they "belong." Over the next 20 years, preservation and rehabilitation must acknowledge the nature of the residents, visual character and services. **2011 Plan Update** housing action strategies encourage new development in previously undeveloped areas that fulfill visual and service character. Infill development should reflect a visual and service character compatible with existing development.



Example of creating neighborhood character

Since a neighborhood character is an important quality-of-life issue to residents. Its intent is to discourage business or industry that might erode the urban character and promote designs to encourage neighborhood development, while improving public safety and well being.

Housing Finance

The financing of affordable housing is a specialized market niche that requires the cooperation of land developers, builders, government and lenders. Finance plays a vital role in the final cost of housing and its associated infrastructure. The housing action strategies will identify and advocate stable housing finance mechanism. Because housing and infrastructure improvements are long-term investments, stable, long-term mechanisms are necessary to minimize risk and increase the potential for project funding.

It is recognized that the public, not-for-profit and private finance sectors all play an important role in housing finance. A healthy and complete housing finance system will involve the participation of all three sectors to reflect public purpose, capital requirements, costs and interest rates. Public sector financing of housing is traditionally identified with housing for the lowest income groups and involves the deepest direct subsidies.

The not-for-profit sector is an emerging finance player. Often acting to channel public funds to private sector developers, the not-for-profit sector serves a public purpose, but often functions free of restrictive government regulations. As a result, not-for-profits are often philosophically aligned with the public sector, but functionally aligned with the private sector. Not-for-profit organizations vary in function; some finance and construct housing while others focus on different functions.

Private sector finance is the mainstay of housing development. Increasingly, in order to meet the needs of low and moderate-income persons, the private finance institutions need the assistance of the public and not-for-profit sectors.

Housing Goals, Objectives & Actions

HOUSING GOAL 1: PROVIDE DIVERSITY IN THE TYPE, DENSITY, AND LOCATION OF HOUSING WITHIN WAVERLY WHILE PROTECTING PUBLIC HEALTH, SAFETY, AND QUALITY OF LIFE

Objective 1.1: Encourage and allow new housing developments that provide a mix of housing types to meet differing lifestyle needs, such as town homes, condominium units, two and three-bedroom single-family dwellings, duplexes and triplexes, and second floor apartments/lofts (in downtown).

- Action 1: Develop a detailed housing assessment and inventory to evaluate the specific needs of the community. This assessment should be updated as needed.
- Action 2: Conduct building permit reviews to create a monthly report.
- Action 3: Update the Zoning Ordinance and Subdivision Regulations to allow a variety of housing types and locations, as well as green, planned subdivisions or areas.
- Action 4: Establish a housing task force to develop and identify specific housing needs, programs, and potential incentives for workforce housing.

Objective 1.2: Senior housing developments that allow Waverly's population to 'age in place' are encouraged.

- Action 1: Update the Zoning Ordinance to allow for a mix of housing types within new and old residential developments, within mixed-use areas, and within Downtown (2nd story apartments/lofts, etc.).
- Action 2: Identify and provide various incentives to developers that include a mix of housing types within a single development (5-Years).

HOUSING GOAL 2: IMPROVING THE APPEARANCE AND VITALITY OF WAVERLY'S EXISTING NEIGHBORHOODS

Objective 2.1: Improve substandard housing stock to provide decent and safe living conditions while improving neighborhoods.

- Action 1: Adopt a minimum housing code.
- Action 2: Develop and implement a rental inspection program.
- Action 3: Remove dilapidated houses and structures, specifically those bought-out as a result of previous flood events and other structures that are dilapidated.
- Action 4: Develop voluntary housing rehabilitation and preservation programs for owner-occupied and renter-occupied housing units.
- Action 5: Apply for funding assistance for rehabilitation of substandard housing units.

Objective 2.2: Improve the safety and pride of existing and future neighborhoods.

- Action 1: Encourage and promote the development of neighborhood associations.

Objective 2.3: Encourage the preservation and protection of existing neighborhoods and design and plan future developments in a manner, which promotes neighborhood settings, aesthetics, and community cohesiveness.

- Action 1: Update Zoning Ordinance to provide substantial vegetative buffers between residential neighborhoods and incompatible land uses (heavy commercial and industrial).

Action 2: Update Zoning Ordinance and Subdivision Regulations to design subdivisions, planned residential developments, multi-family units or other residential projects in a manner which encourages walkable, bikable, livable neighborhoods.

Action 3: Minimize disruption of neighborhoods when installing utilities and public facilities (e.g., power lines, etc.).

Action 4: Investigate the need for neighborhood-level or area planning.

HOUSING GOAL 3: PROVIDE DECENT AND AFFORDABLE HOUSING FOR PRESENT AND FUTURE POPULATIONS WHILE PRESERVING EXISTING RESIDENTIAL AREAS.

Objective3.1: Encourage the development of ‘starter’ homes throughout the community.

Action 1: Provide regulatory and financial incentives to encourage construction of ‘starter’ homes.

Action 2: Encourage infill of vacant properties with smaller housing units.

Action 3: Seek financial and technical assistance to develop programs.

Action 4: Encourage replacement of housing structures that were lost in previous flood events, in areas that are suitable for said development.

SECTION 9 – ECONOMIC DEVELOPMENT

This section discusses the current economic trends such as employment, the supply of retail, office, and industrial space, and also considers market forecasts and marketable areas for future development. This section provides guidance only on the types of economic development the city should foster through the next 10-20 years, as well as actions the City can take, in partnership with local economic development organizations, to encourage these efforts.

Existing Conditions

Waverly has a strong, growing economy that is documented in the statistics presented in this Plan. The City’s economy is dominated by Wartburg College; CUNA Mutual, Terex Cranes, Nestle, Bartels Lutheran Retirement Community, Bremwood; commercial and retail areas such as those along Bremer Avenue, Highway 218 south; the School District; businesses in the Industrial Park and along Highway 3; and businesses outside of the City that employ Waverly residents. Further, it should be underscored that the City continues to diversify its tax base with its efforts to expand the Industrial Park.

According to Census figures shown in Table 9.1, Waverly’s leading industries are: Educational, Health, and Social Services; Manufacturing; and Retail Trade. The three largest industries for all of Bremer County are the same. Specifically, the Educational, Health and Social Services

Smart Planning Principle: Occupational Diversity – Planning, zoning, development, and resource management should promote increased diversity of employment and business opportunities, promote access to education and training, expand entrepreneurial opportunities, and promote the establishment of businesses in locations near existing housing, infrastructure, and transportation.

Smart Planning Element G-Economic Development: Objectives, policies, and programs to promote the stabilization, retention, or expansion of economic development and employment opportunities. The comprehensive plan or land development regulations may include an analysis of current industries and economic activity and identify economic growth goals for the municipality. The comprehensive plan or land development regulations may also identify locations for future brownfield or grayfield development.

statistics reflect the Waverly-Shell Rock school system, Wartburg College, Waverly Hospital, and Bremer County social services. Manufacturing employment is comprised of workers in the City's industrial park, east Bremer Avenue area, as well as other manufacturers located in neighboring communities such as John Deere and Company in Waterloo. Retail trade statistics for the City are dominated by activities in the Bremer Avenue and Highways 3 and 218 areas.

TABLE 9.1: ECONOMIC BASE OF WAVERLY AND BREMER COUNTY IN 2000

Industrial Category	Waverly		Bremer County	
	#	%	#	%
Agriculture, Forestry, Fishing, Mining	30	0.7%	655	5.5%
Construction	156	3.4%	702	5.8%
Manufacturing	590	12.9%	2,287	19.0%
Wholesale Trade	104	2.3%	402	3.3%
Retail Trade	580	12.7%	1,270	10.6%
Transportation, Warehousing, and Utilities	91	2.0%	333	2.8%
Information	108	2.4%	208	1.7%
Finance, Insurance, Real Estate, Rental and Leasing	472	10.3%	999	8.3%
Professional and Scientific	233	5.1%	572	4.8%
Educational, Health, and Social Services	1,644	35.9%	3,141	26.1%
Art, Entertainment, and Recreation	292	6.4%	550	4.6%
Other Services	191	4.2%	614	5.1%
Public Administration	91	2.0%	283	2.4%
Total Employed Persons	4,582	100%	12,016	100%

Source: U.S. Census Bureau

Table 9.2 classifies employees into general employment categories. The largest categories in the City, as well as Bremer County as a whole, are the: Management, Professional, and Related Occupations; Service Occupations, Sales and Office Occupations; and Production, Transportation, and Material Moving categories.

TABLE 9.2: OCCUPATION CLASSIFICATION OF PERSONS EMPLOYED IN 2000

Industrial Description	Waverly		Bremer County	
	#	%	#	%
Management, Professional and Related Occupations	1,687	36.8%	3,893	32.4%
Service Occupations	752	16.4%	1,581	13.2%
Sales and Office Occupations	1,230	26.8%	3,072	25.6%
Farm, Fishing, and Forestry	50	1.1%	171	1.4%
Construction, Extractions, and Maintenance	295	6.4%	1,179	9.8%
Production, Transportation, and Material Moving	568	12.4%	2,120	17.6%
Total Employed Persons	4,582	100%	12,016	100%

Source: U.S. Census Bureau

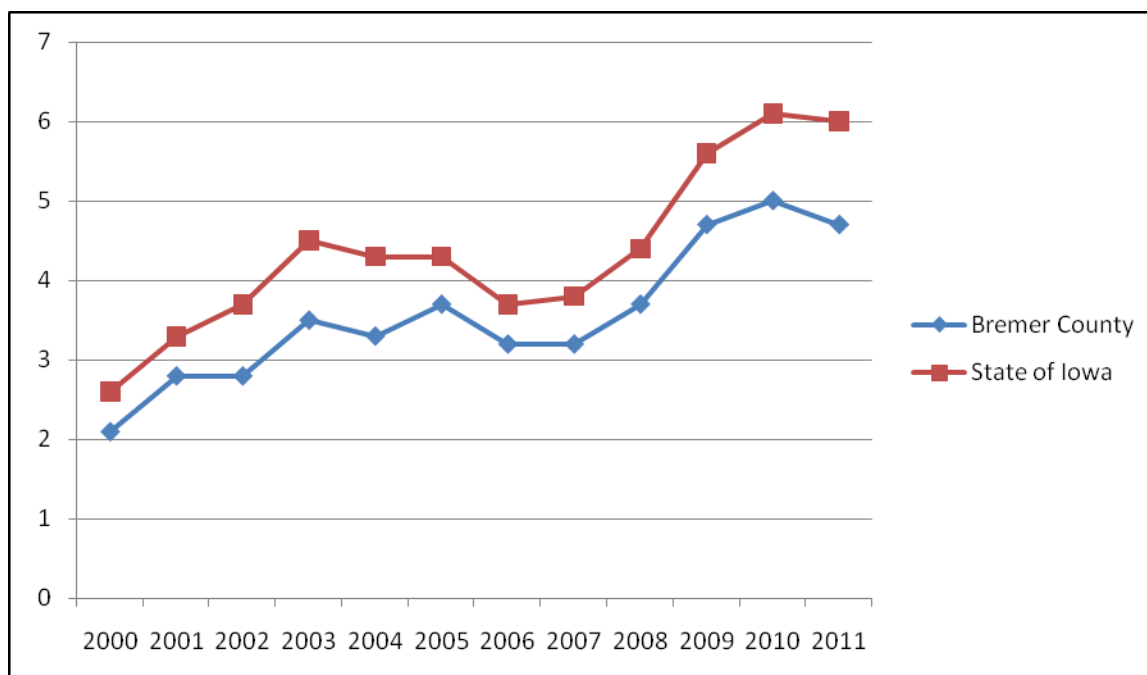
Median household and per capita income levels for selected jurisdictions are provided in Table 9.3. Waverly statistics, according to the Census Bureau, are near the middle of the communities shown. In comparison to the County and State in 2000, the City had the lowest per capita income but had a higher median household income than the State.

TABLE 9.3: PER CAPITA AND MEDIAN HOUSEHOLD INCOME FOR SELECTED COMMUNITIES				
Community	Per Capita Income		Median Household Income	
	1990	2000	1990	2000
Denver	\$13,538	\$20,791	\$29,292	\$44,375
Frederika	\$9,817	\$20,224	\$17,500	\$36,250
Janesville	\$11,077	\$18,878	\$26,538	\$40,060
Plainfield	\$10,177	\$18,156	\$23,092	\$39,688
Readlyn	\$11,508	\$17,721	\$30,043	\$41,625
Sumner	\$10,969	\$18,029	\$20,885	\$33,417
Tripoli	\$11,135	\$16,882	\$21,893	\$34,444
Waverly	\$11,942	\$18,285	\$28,312	\$39,587
Bremer County	\$11,626	\$19,199	\$27,326	\$40,826
State of Iowa	\$12,422	\$19,674	\$26,229	\$39,469

Source: U.S. Census Bureau

Unemployment rates are shown in Figure 9.1. Iowa Workforce Development does not report individual statistics for Waverly, however it is important to note that Bremer County, as a whole, has consistently reported lower unemployment rates than the State for the time period shown. Bremer County has the lowest employment rate, 4.7%, out of twenty-two counties in Iowa.

Figure 3: Unemployment Rate Trends from Iowa Workforce Development



One factor that also influences income and employment is education. The following table compares the levels of education for Waverly and Bremer residents for 2000. As one might expect for a college community, residents of Waverly reported higher attained levels of education, by percentage, than the overall profile for Bremer County.

TABLE 9.4: EDUCATIONAL ATTAINMENT FOR PERSONS 25 YEARS OF AGE AND OLDER IN 2000				
Category	Waverly		Bremer County	
	#	%	#	%
Less than 9 th Grade	333	6.5	944	6.4
9 th to 12 th Grade, No Diploma	261	5.1	884	6.0
High School Graduate, includes GED	1,435	27.9	5,585	37.6
Some College, No Degree	1,051	20.5	2,903	19.6
Associate Degree	441	8.6	1,331	9.0
Bachelors Degree	1,053	20.5	2,249	15.2
Graduate or Professional Degree	565	11.0	939	6.3
Total	5,139	100.0	14,835	100.0

Source: U.S. Census Bureau

The Economic Census, which provides additional economic data, is taken every five years in years ending in “2” and “7”. The reason we review this information is because the Economic Census provides more detailed economic statistics for both the City and the County.

Table 9.5 shows retail trade statistics for Waverly and Bremer County for the last two Economic Censuses. It is important to point out that Waverly saw an increase in all categories between 2002 and 2007.

TABLE 9.5: RETAIL TRADE FOR SELECTED COMMUNITIES				
2007				
Geographic Area	# of Establishments	Receipts (\$1,000)	Annual Payroll (\$1,000)	Paid Employees
Waverly	54	195,602	18,519	794
Bremer County	94	268,428	24,643	1,112
2002				
Geographic Area	# of Establishments	Receipts (\$1,000)	Annual Payroll (\$1,000)	Paid Employees
Waverly	50	124,294	14,104	721
Bremer County	100	176,037	19,206	1,036

Source: Census of Retail Trade and Economic Census

Manufacturing industry statistics for Waverly and Bremer County are illustrated in Table 9.6. As is shown in the previous tables, these industries play an important role in the economies of each jurisdiction. According to the table, the city and county statistics follow the same trends from 2002 to 2007. Specifically, the number of establishments increased for each entity.

TABLE 9.6: MANUFACTURING INDUSTRIES FOR SELECTED COMMUNITIES				
2007				
Geographic Area	# of Establishments	Receipts (\$1,000)	Annual Payroll (\$1,000)	Paid Employees
Waverly	16	621,724	79,369	1,458
Bremer County	39	699,712	66,466	1,950
2002				
Geographic Area	# of Establishments	Receipts (\$1,000)	Annual Payroll (\$1,000)	Paid Employees
Waverly	14	N/A	N/A	N/A
Bremer County	37	438,025	60,670	1,609

Source: Census of Manufacturing and Economic Census

Table 9.7 provides more detailed information regarding wholesale trade activities in Waverly and Bremer County. Wholesale trade, by Census definition, includes businesses such as: furniture and home

furnishing suppliers; lumber and other construction material suppliers; electrical goods and supplies; hardware, plumbing, and heating equipment; farm grown products; chemical and petroleum products; and paper product suppliers.

TABLE 9.7: WHOLESALE TRADE FOR SELECTED COMMUNITIES				
2007				
Geographic Area	# of Establishments	Sales (\$1,000)	Annual Payroll (\$1,000)	# of Employees
Waverly	N/A	N/A	N/A	N/A
Bremer County	N/A	N/A	N/A	N/A
2002				
Geographic Area	# of Establishments	Sales (\$1,000)	Annual Payroll (\$1,000)	# of Employees
Waverly	11	71,453	2,383	110
Bremer County	39	N/A	N/A	N/A

Source: Census of Wholesale Trade and Economic Census

In Table 9.8 healthcare and social assistance data is shown for Waverly and Bremer County. Between 2002 and 2007 Waverly saw a steady increase in the number of establishments. However, some of the 2007 data was not available, thus it can be assumed that since Bremer County experienced an increase in sales, annual payroll, and number of employees between 2002 and 2007, the same could be said about Waverly.

TABLE 9.8: HEALTH CARE & SOCIAL ASSISTANCE FOR SELECTED COMMUNITIES				
2007				
Geographic Area	# of Establishments	Sales (\$1,000)	Annual Payroll (\$1,000)	# of Employees
Waverly	29	N/A	N/A	N/A
Bremer County	54	91,503	42,974	1,604
2002				
Geographic Area	# of Establishments	Sales (\$1,000)	Annual Payroll (\$1,000)	# of Employees
Waverly	29	42,659	19,808	849
Bremer County	56	59,351	27,804	1,261

Source: Census of Wholesale Trade and Economic Census

Key Issues & Opportunities

Waverly’s economic focus for the business attracting and retention characteristics of the city. Other chapters of **2011 Plan Update** contribute to the business attracting characteristics of the city, including transportation, environment, and housing. Availability of labor, affordable and diverse housing, and quality of life are important ingredients in attracting targeted industries and basic businesses.

Marketing

As mentioned by numerous citizens and stakeholders through the planning process, Waverly has a great deal of strengths and should continue to capitalize on them. There was mention of the need for a branding and/or marketing plan.

Retaining & Attracting Diversified Businesses and Industries

Waverly should continue to maintain and expand its economic base to support a healthy economy. Based on input received Waverly businesses needs include family style/full-serve restaurants, variety of clothing stores, lodging (includes bed and breakfasts), and technology stores.

Downtown as the Central Community Activity Center

The City and partnering organizations (Waverly's Chamber and Commerce and Main Street) should continue to devote staff and resources to foster revitalization and redevelopment of Waverly's Main Street District in order to make Downtown function as a livable, walkable, core commercial activity center.



Example of a street in a downtown area

Development, Retention, and Expansion of Locally Owned Businesses

Many of Waverly new commercial businesses are nationally owned corporations or franchise type enterprises. In the future, Waverly should focus on retaining its unique community character by encouraging and supporting the development of new locally owned businesses and helping existing local businesses expand and grow.



Example of how to introduce off-street parking and mixed use development

Infill and Revitalization

Waverly should continue to support and encourage development within existing neighborhoods and where infill and revitalization opportunities exist, such as along Highway 3, 4th Street SW, and 35th Street NW, Railroad, Airport, and 10th Street.

Incentives

The City and its partner organizations should consider a variety of incentives (tax increment financing, small business tax abatement, low interest loans, etc.) to retain, attract, and market Waverly as a place to do business.

Economic Development Goals, Objectives & Actions

ECONOMIC DEVELOPMENT GOAL 1: PROVIDE DIVERSITY IN THE TYPE, DENSITY, AND LOCATION OF BUSINESSES IN WAVERLY

Objective 1.1: Market and provide opportunities for new development.

Action 1: Take advantage of Avenue of the Saints.

Action 2: Develop site identification alternatives (i.e., highway corridors, existing industrial and business areas, downtown, etc.).

Action 3: Accept housing as a component of Waverly's overall economic development strategy.

Action 4: Expand farmers market to provide additional opportunities for locally grown food and vendors.

Action 5: Develop a small business incubator as a potential Chamber initiative.

Objective 1.2: Continue offering commercial and industrial development incentives such as land grants, tax rebates, and tax increment financing. Further, the City shall consider new incentives as they may become available.

Objective 1.3: Promote and encourage commercial areas of retail/service oriented businesses within a half mile of residential areas.

Action 1: Update Zoning Ordinance.

Objective 1.4: Explore creative ways to attract and promote business and manufacturing expansion.

Objective 1.5: Implement Economic Development Commission's *Strategy Business Plan*.

ECONOMIC DEVELOPMENT GOAL 2: PROMOTING AND MARKETING WAVERLY'S STRENGTHS

Objective 2.1: Promote Waverly by enhancing the community's characteristics.

Action 1: Develop and utilize a marketing/branding plan as the vehicle for identifying and updating the list of specific targeted industries and basic businesses. In addition, recognize that activities that are not reflected in the marketing plan that may qualify for the various incentives based upon recommendation of the City Council.

Objective 2.2: Embrace and improve relationship between the city and Wartburg College.

Action 1: Continue encouragement of-representation by all citizens on city commissions and boards.

Objective 2.3: Identify ways to utilize the Cedar River as a destination/asset to generate additional tourism dollars.

Action 1: Market river as a recreational destination.

Objective 2.4: Continue to ensure Chamber is the main welcome center for Waverly while ensuring information is available after hours and at convenient locations.

Action 1: Provide kiosks throughout the community filled with points of interest brochures and community maps.

Action 2: Develop an on-line presence with up-to-date local information.

Action 3: Develop way-finding signage program to assist visitors navigate the community.

Objective 2.5: Ensure Waverly's small-town atmosphere and strengths are not negatively impacted by growth.

Action 1: Develop community design standards for businesses to follow.

Objective 2.6: Implement Economic Development Commission's *Strategy Business Plan*.

ECONOMIC DEVELOPMENT GOAL 3: RETAIN, EXPAND, AND ATTRACT BUSINESSES AND INDUSTRIES

Objective 3.1: Focus on small town businesses and services.

Action 1: Amend Zoning Ordinance and other regulatory documents to allow small-scale development and expansion, setbacks and parking footprints.

Action 2: Amend Zoning Ordinance to allow mixed use development in downtown and within identified neighborhoods on the Future Land Use Map.

Objective 3.2: City should consider providing economic development incentives to local residents in promotion of locally-owned businesses.

Objective 3.3: City should promote and encourage development of small scale, niche, service businesses in the community, especially Downtown.

Action 1: Amend zoning ordinance to allow development of a Downtown hotel.

Objective 3.4: City should assist small businesses, especially in the Downtown, to utilize new technologies to expand their market base.

Objective 3.5: Create a livable Downtown.

Action 1: Amend Zoning Ordinance to allow a mixed-use, human-scale environment.

Action 2: Start studying now how to redesign the area once the Cedar River Parkway is developed.

Objective 3.6: Implement Economic Development Commission's *Strategy Business Plan*.

SECTION 10 – TRANSPORTATION

Smart Planning Principle: *Transportation Diversity* – Planning, zoning, development, and resource management should promote expanded transportation options for residents of the community. Consideration should be given to transportation options that maximize mobility, reduce congestions, conserve fuel, and improve air quality.

Smart Planning Element F – Transportation: Objectives, policies, and programs to guide the future development of a safe, convenient, efficient, and economical transportation system. Plans for such a transportation system may be coordinated with state and regional transportation plans and take into consideration the need for diverse modes of transportation, accessibility, improved air quality, and interconnectivity of the various modes of transportation.

Transportation facilities are a part of the infrastructure needed to support and maintain the existing economic development efforts including the importing and exporting of goods, commuter traffic and recreation. To accurately plan for the future transportation needs of Waverly, an inventory of existing facilities has been prepared and analyzed.

Transportation facilities connecting the residents of Waverly to other areas in Bremer County, are very important, but just as these areas are important to the residents of Waverly, the connection of Bremer County to other regional service centers are important to business and industry. For this reason, the transportation inventories will examine the transportation facilities for vehicular, freight, air, rail, public, and recreation.

In developing this section it was necessary to study the relationship between service centers and their users. Following is a brief discussion of specific elements, their users, and their importance.

Existing Conditions

Transportation planning in the City of Waverly is performed by two separate, but interrelated entities. Together, the city staff and the staff of the Iowa Northland Regional Transportation Authority (RTA) conduct and implement transportation plans and programs in the city. Examples of the planning documents that are produced include the Long Range Transportation Plan, the Transportation Improvements Program, and the Transportation Planning Work Program. The RTA, which includes the Policy Board and Technical Committees, is a regional planning body that is staffed by the Iowa Northland Regional Council of Governments (INRCOG). The Policy Board of the RTA is made up of elected officials and the Technical Committees are made up of planning, engineering, and other city and county staff who have knowledge or expertise regarding various modes of transportation. The following information has been provided by staff, the Iowa Department of Transportation (IDOT), or excerpted and/or paraphrased from the current Long Range Transportation Plan of the RTA.

Streets

The City of Waverly has an excellent street system of approximately 80 miles, 90 percent of which are hard surfaced. Map 11 shows a street diagram, using Federal Functional Classifications, for the City. Note the connections to U.S. Highway 218 or 27, as well as to Iowa Highway 3. In addition, the City has one other major 4-lane thoroughfare, Bremer Avenue that carries a significant amount of traffic. Together, this network of highways and main thoroughfare has a pronounced effect on land use, both existing and future, within the community. As is illustrated in Map 10, the City has defined classifications for the street transportation system.

Street maintenance is the responsibility of the Public Works Department, and the City utilizes Road Use Tax funds from the State of Iowa and local funds for street maintenance. In addition to maintaining the actual streets, the Public Works Department is responsible for snow removal, grading of gravel roads, seal coating, and ditch maintenance, street signage, alley maintenance, painting, sweeping, fall leaf pickup, and parking lot maintenance within the City.

Air

The City of Waverly has access to air service through its own Airport, as is shown in Map 5. The existing runway is 2,800 feet in length and there are 16 on-site hangars. In addition, commercial air service is available in the neighboring communities of Waterloo, Cedar Rapids, Dubuque, and Des Moines. According to the Airport Master Plan and recent airport discussions during the past year, the City Council is considering a North/South runway, enhancing the existing runway, and possibly constructing two additional standalone hangars.

Rail

According to the Iowa Rail System Plan, prepared by IDOT, the Cedar River Railroad (previously the Illinois Central Railroad) serves Waverly. The line, which connects Waterloo and Glenville, Minnesota, is used primarily for transporting grain, food, and chemicals.

Transit

Currently, the Iowa Northland Regional Transit Commission (RTC) provides demand response service to the general public. Also, Metro Taxi is offering service both in-town and out-of-town to the Waterloo-Cedar Falls area.

Water

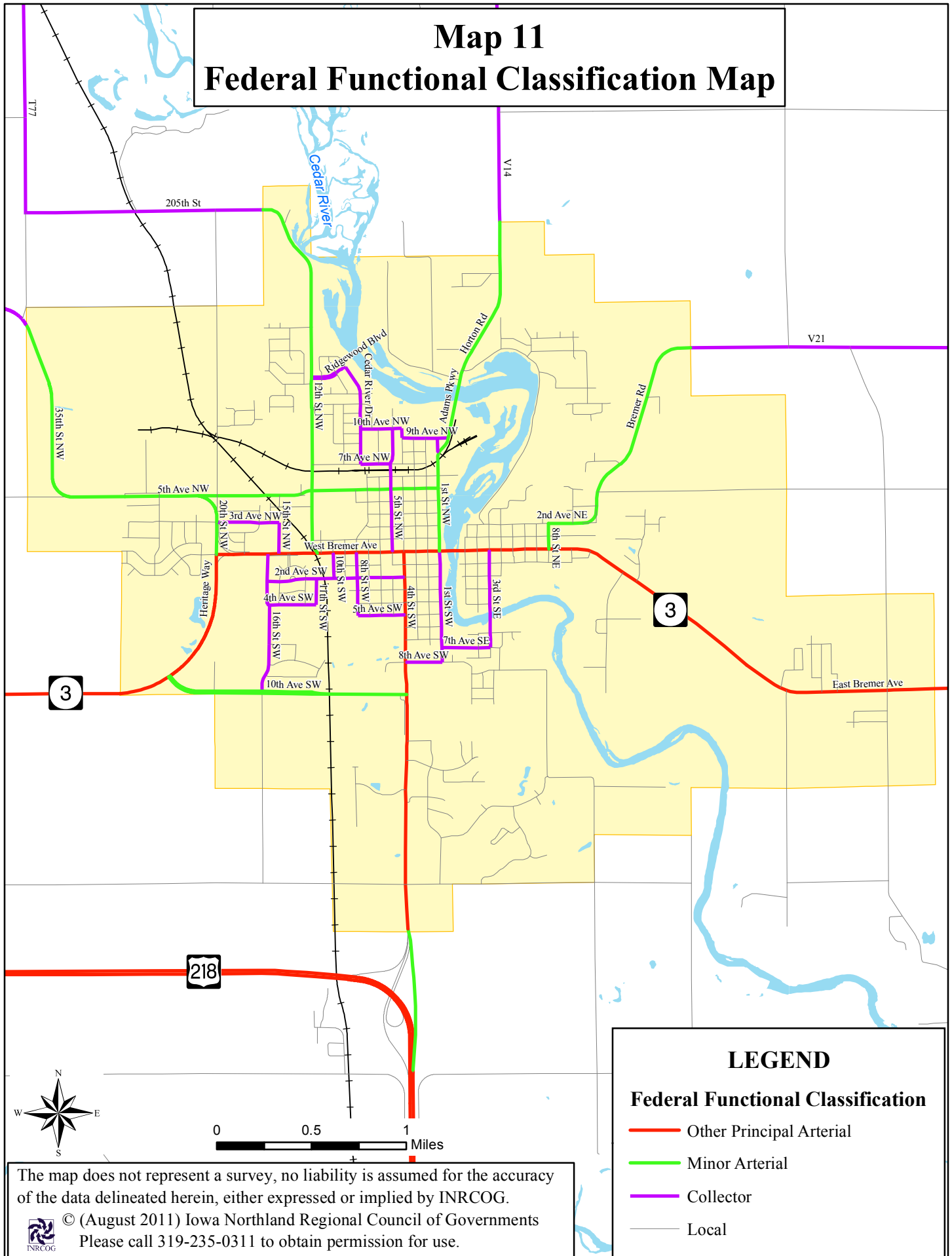
As was previously noted, the Cedar River divides Waverly from northwest to southeast. Currently, the river is shallow and is subdivided by dams and spillways throughout the region. As a result of the intensive upstream agricultural practices and damming, the river has experienced silting, as well as contamination, that threaten the ecological life and navigability of river. It should be noted that several cities are currently studying alternatives that could make the river more navigable, as well as more usable from a recreational standpoint. These alternatives also seek to minimize damage during flooding events as well as have a positive effect on the existing floodplain.

Bike and Pedestrian

The residents of the Waverly area are fortunate to have access to a growing network of recreational trails, as is shown in various maps in the *Parks and Open Space Master Plan*. Currently, there are 7.5 miles of paved trails and 2.5 miles of aggregate trail. The Waverly Rail Trail, which connects the City of Waverly and the City of Denver using an abandoned Chicago Great Western Railroad right-of-way, is a paved trail that is maintained by Waverly.

Waverly has currently starting implementing a sidewalk maintenance and inspection program. The program designates four zones in the community for inspection and potential sidewalk repairs on a rotating basis between now and 2014.

Map 11 Federal Functional Classification Map



LEGEND

Federal Functional Classification

- Other Principal Arterial
- Minor Arterial
- Collector
- Local

The map does not represent a survey, no liability is assumed for the accuracy of the data delineated herein, either expressed or implied by INRCOG.

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Key Issues & Opportunities

One of the most important elements of achieving community development success is the existence of a strong transportation network. Currently, Waverly enjoys a well-developed transportation system including highways, streets, trails, rail service, as well as access to air service. However, there are still needs spite the current efforts to improving Waverly overall transportation network. Together, the highways and street systems will be a key component to the community's economic development success. One issue that the City has to continue to monitor is traffic flow and subsequently working to mitigate potential traffic congestion and land use related problems before they arise.

Multi-Modal Transportation Network or Complete Streets

As discussed in previous Elements, many residents in Waverly have limited access to vehicles and the need or desire for alternative modes of transportation, such as increased transit options, sidewalks, and bicycle accommodates. Similar to other communities, Waverly's regulations have lacked the installation of sidewalks in all developments, which has resulted in a limited accessible network. Enhancements to the city's pedestrian and bicycle networks are necessary to meet the needs of many residents, including all students.

Existing Road Capacity

Waverly has taken an active role in maintaining and improving upon the existing corridors, such as Highway 3 and 4th Street SW, should continue to be maximized. Future development occurring along these and other corridors should be designed to efficiently use the existing streets and should mitigate potential traffic impacts. Potential street extensions or street projects include 10th Avenue or the Cedar Valley Parkway; 4th Street Southwest; 12th Street Northwest; 20th Street Northwest; 7th Avenue Northwest; addressing the 3rd Street Southeast bridge and transportation corridor; and Cedar Lane.

Active Living Environment

Waverly's neighborhoods, schools, college, shopping centers, downtown, and places of employment could be better connected with pedestrian and bicycle network improvements to reduce the dependency on automobiles, especially for short errand trips. Waverly should continue to plan for and invest in infrastructure improvements to provide safe and convenient amenities that help residents lead a more active and healthy lives, such as sidewalks, crosswalks, multi-use trails, greenway paths, bicycle accommodations, and other amenities (pedestrian-level street lights, signage, bike racks, etc.).



Example of how to accommodate bicyclists

Safety

While providing additional accommodations for all transportation modes, the importance on the safety should be at the forefront of all transportation decisions. Accidents are not only traumatic on a personal level, but are also costly for society. Maintaining and improving the safety of the Waverly transportation system by reducing or preventing accidents should be a top priority. Widening roads were needed, providing or improving pedestrian facilities, providing streetlights, correcting high accident locations, and providing road signs are some of the ways safety of the transportation system can be enhanced.

Project Funding

Financial resources necessarily constrain the number of transportation projects cities are able to perform. In order to maximize the number of transportation projects it is important to aggressively search for available funding opportunities. It is also important to utilize the funds available to Waverly efficiently as possible, exercising fiscal prudence and innovative funding methods. Prioritization of projects permits the most important projects to be constructed first to better utilize limited available funds. Using a combination of these methods will maximize the number of transportation projects Waverly can construct or enact for its citizens. One way of prioritizing projects is with the Transportation Improvement Program (TIP). TIP identifies specific projects that are needed to mitigate impacts to the transportation system due to existing system deficiencies and expected future growth. Growth in population, employment, and traffic will create a need to improve some areas of the transportation system where existing facilities are inadequate.

Airport

With the changing levels of Federal funding, increasing costs of maintenance, and the short distance to surrounding airports via Highway 218, Waverly will need to determine if they should continue to operate their municipal airport.

Transportation Goals, Objectives & Actions

TRANSPORTATION GOAL 1: PLAN AND DEVELOP A SAFE, EFFICIENT TRANSPORTATION SYSTEM THAT ALLOWS FOR TIMELY FLOW OF TRAFFIC IN THE COMMUNITY.

Objective 1.1: Consider all modes (highways, streets, air, rail, bus, recreational trails, and pedestrian) when planning and development is occurring.

Action 1: Understand that different land uses have different types and scales of transportation infrastructure needs.

Action 2: Capitalize on the existing highway transportation system.

Action 3: Require logical street extensions concurrent with the time of development. Street extensions and/or expansions that are conceivable during the life of this Plan include: the Cedar Valley Parkway (10th Avenue, Southeast); 7th Avenue, Northwest; 12th or 20th Streets, Northwest; 4th Street, Southwest; and preserving a north/south corridor, including an interchange, connecting “old” Highway 218 near the airport and the “new” Highway 218 Bypass southwest of the city; 29th Street extension to the east; a “new” Highway 218 extension to the east towards Highway 3 and connecting into Grand Avenue; connecting 22nd Avenue with Garden Avenue down to Highway 3; and connecting 35th Street NW south to “new” Highway 218.

Action 4: Develop a comprehensive bicycle plan. Said plan would look at existing bicycle accommodations and environment, and identify potential areas for improvements. The plan would also provide bicycle-friendly street design standards.

Action 5: Encourage bicycle-friendly street designs.

Action 6: Continue replacing seal-coated streets using pavement, namely asphalt or concrete.

Action 7: Use this Plan, extension of paved streets, and the zoning and subdivision ordinances to direct growth into suitable areas of the community and to prevent development in areas less suited to development such as floodplains, wetlands, and other environmentally sensitive areas.

Action 8: Protect existing parking area trees in conjunction with the Trees Forever Program.

Action 9: Prioritize bridge maintenance and/or replacement, including repair or replacement of the bridge across the Cedar River on 3rd Street Southeast.

Action 10: Limit development near the airport to those uses that are deemed to be compatible with the airport, specifically commercial and industrial uses, and to those concepts outlined in the *Airport Layout Plan*.

Action 11: Continue to work with the Regional Transit Commission (RTC) to identify and service persons most in need of public transportation.

Action 12: Develop and adopt a complete streets policy.

Action 13: Review existing engineering design standards for streets.

Action 14: Develop a major street master plan.

Action 15: Develop and install way-finding signage on trails and streets.

Objective 1.2: Consistent with the *Waverly Park and Open Space Master Plan*, continue working on multi-use trail system that has both internal and regional connectivity. As it established, said system will have to be well maintained.

Action 1: Collaborate with other communities in order to create an intercity or regional trail system.

Action 2: Create an intra-city trail network, including a connection between the Centennial Oaks development, soccer complex, and future ball diamonds.

Action 3: Develop a river walk.

Action 4: Fill in incomplete trail linkages; possibility using easements to do so. Use the newly adopted *Waverly Park and Open Space Master Plan* to implement the goals and actions for trails.

Objective 1.3: Continue to work to address sidewalks, or the lack thereof, in areas of the community.

Action 1: Develop a comprehensive pedestrian plan. Said plan would look at existing pedestrian accommodations and potential areas for sidewalk improvements, extensions, filling gaps, crosswalk improvements, and the pedestrian level environment. Plan would provide pedestrian-friendly design standards.

Action 2: Create a sidewalk inventory and inspection program. The information gleaned from the program would help identify existing sidewalk gaps and where existing sidewalks need to be replaced.

Action 3: Develop a plan and program for implementing the findings of the sidewalk inventory and inspection program created above.

Action 4: Require sidewalk construction in specified areas.

Action 5: Develop a policy to maintain uniform sidewalk widths.

Objective 1.4: Investigate the feasibility study on the continuation of the municipal airport.

SECTION 11 – LAND USE

Smart Planning Principle: Sustainable Design:

Planning, zoning, development, and resource management should promote developments, buildings, and infrastructure that utilize sustainable design and construction standards and conserve natural resources by reducing waste and pollution through efficient use of land, energy, water, air, and materials.

Revitalization: *Planning, zoning, development, and resource management should facilitate the revitalization of established town centers and neighborhoods by promoting development that conserves land, protect historic resources, promotes pedestrian accessibility, and integrates different uses of property.*

Remediation and reuse of existing sites, structures, and infrastructure is preferred over new construction in undeveloped areas.

Smart Planning Element C – Land Use:

Objectives, policies, and programs that identify current land uses within the municipality and that guide the future development and redevelopment of property, consistent with the municipality's characteristics identified under the Issues and Opportunities Element. The comprehensive plan or land development regulations may include information on the amount, type, intensity, and density of existing land use, trends in the market price of land used for specific purposes, and plans for future land use throughout the municipality. The comprehensive plan or land development regulations may identify and include information on property that has the possibility for redevelopment, a map of existing and potential land use and land use conflicts, information and maps relating to the current and future provision of utilities within the municipality, information and maps that identify the current and future boundaries for areas reserved for soil conservation, water supply conservation, flood control, and surface water drainage and removal. Information provided under this paragraph may also include an analysis of the current and potential impacts on local watersheds and air quality.

Even in an area as big as Waverly and Bremer County, land is a finite resource. Only so much usable ground is available and, unlike glass or cars or televisions, we can't simply make more of it.

Most people realize that land drives our economy. Some lands need to remain open for natural, aesthetic and recreational uses; conversely, some open lands need to be in filled and used more productively.

How land is used is a chief ingredient of a community's character. But what goes largely unnoticed is that growth and land development carry with them some significant costs; costs not only to a developer or builder, but to surrounding land users and the broader community. And what's even more misunderstood is that once land is developed, an on-going financial responsibility results for the entire taxpaying public. Roads, water and sewer operations, police and fire protection, and other services all have costs, which must be considered when designating land for development.

Since fiscal resources, both public and private, are limited, it only makes sense to think carefully about the long-term effects of our land use. Careful planning better secures and protects the substantial investment needed to develop or conserve land.

By defining the extent to which our various lands can and should be used, we provide more predictability for individuals and businesses making long-term decisions. More importantly, the public costs associated with serving these lands can be minimized and the qualities that make many of them unique are preserved.

Just as land use drives our economy, the Land Use element of **2011 Plan Update** can be described as the driver of the comprehensive plan. The goals and polices of this section are intended to weigh the adverse environmental impacts of growth against the benefits of growth.

This section describes the existing conditions regarding land and its use in Waverly by cataloging the activities currently taking place on land under city jurisdiction. It then relates the existing use and character of these lands to the possible major land use categories identified by the city.

Existing Conditions

The existing land use of Waverly may best be illustrated by reviewing the following classification map, Map 12, which was updated through numerous planning meetings and available information from the City. Table 11.1 on this page and Map 12 on the following page provide information representing the current or existing use of land in the community as of July 2011. Conversely, the future land use map is shown in Map 13.


The largest existing land use category in the City is the agriculture and open space use. It comprises over 2,994 acres (40.89%) of the City's land area. After agricultural uses, the next largest categories, by area, are residential uses, public uses, and commercial uses. It should be noted that together, the non-agricultural uses comprise approximately 47% of the land area within the corporate limits of Waverly.

TABLE 11.1: EXISTING LAND USE SUMMARY INFORMATION








Land Use Classification	Acres	Percent Including ROW	Percent Excluding ROW
Agriculture / Open	2994 .03	40.89%	46.05%
Public / Government / Church / Recreational	1032.22	14.08%	15.86%
Low Density Residential	1192.66	16.29%	18.34%
High Density Residential	167.02	2.28%	2.57%
Semi Public / Institutional	395.28	5.40%	6.08%
Commercial	445.69	6.09%	6.85%
Industrial	276.44	3.77%	4.25%
Total	6502.33		100%
Right of Way (ROW) (City Limits – Land Use)	820.57	11.21%	
Total Acres including ROW	7322.9	100%	
¹ Includes: institutional (schools, hospitals, colleges), police, fire, city hall, churches, parks and recreational, transportation, and utility land uses. ² Includes: law enforcement, fire, parks, recreational, library, schools, Waverly Light and Power, and hospital uses. ³ Includes: Wartburg College, Bartels Lutheran Retirement Community, and Bremwood.			
<i>Sources: City of Waverly and INRCOG</i>			

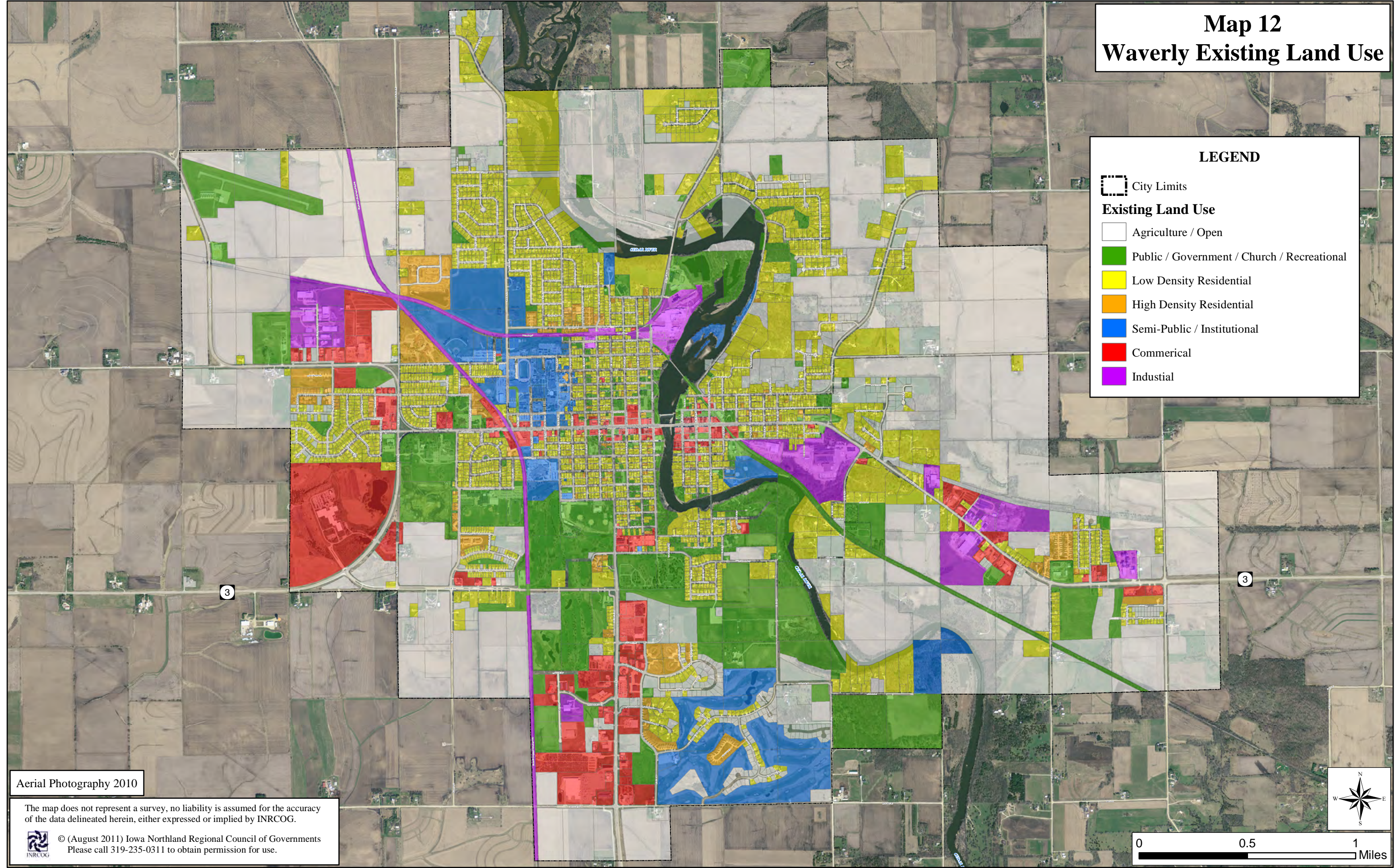
Map 12 Waverly Existing Land Use

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 City Limits


Existing Land Use

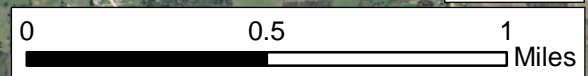
-  Agriculture / Open
-  Public / Government / Church / Recreational
-  Low Density Residential
-  High Density Residential
-  Semi-Public / Institutional
-  Commerical
-  Industrial



Aerial Photography 2010

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Key Issues & Opportunities

Through input from various planning meetings and the community survey the following land uses, development issues, and opportunities were identified. These issues and opportunities pertain to existing land use and development trends in the city, and where future growth should occur.

Sustainable Neighborhoods

Sustainable neighborhoods are where a person can walk to destinations - grocery store, parks, school, and possibly to work. The benefits of sustainable neighborhoods are numerous – from economic (lower transportation costs, improved personal health and fitness), environmental (better air and water quality), and social (sense of pride in neighborhood, interaction with neighbors).

Mixed Use Development

Mixed use developments provide a variety of uses (residential, commercial, open space, and institutional) that are critical to a vibrant community. These developments provide opportunity and convenience, and accommodate many household types and needs. A mixed use development allows a citizen to walk to a business from their home or to the park. It can also be used to create a buffer or transition between two discretely different land uses – single family neighborhood and a highway corridor. Waverly, as a college town, has a need for these types of developments.

Potential Annexation Areas

The long term vision for Waverly is growth towards Highway 218; however, Planning and Zoning Commission members determined, after numerous discussions, the entire two-mile area around Waverly's existing city limits should be shown as potential annexation areas. This determination was made based on current development trends to the south along 4th Street, Highway 3, 10th Street, and potential development along identified new road corridors. The potential annexation areas are shown on Map 13 (Waverly Future Land Use Map).

Land Use Compatibility with Adjacent Jurisdictions

Bremer County and the City of Waverly have prepared and implemented an intergovernmental agreement (Iowa Code Chapter 28E) governing subdivision of unincorporated land within two (2) miles of the city's corporate boundaries. The agreement, which has been renewed once since its inception in 1997, has a five (5)-year life with an annual review and amendment provision. In addition, the City of Waverly has signed a similar agreement with the City of Shell Rock regarding development that may occur between the two (2) communities. Both of these agreements are viewed as assets in the community and it is anticipated that they will continue to be implemented during the life of this Plan. The City also expressed the possibility that they may seek to develop a similar agreement with the City of Janesville.

Bremer County, in its 2003 Comprehensive Land Use Plan Update, affirmed its commitment to agricultural land preservation. Bremer County did adopt a future land use map, as well as strict policy statements regarding development in the unincorporated areas of the county. Specifically, the statements attempt to protect prime agricultural soils, which are those with Corn Suitability Ratings of 50 or more, from development. Incidentally, the majority of the County, including those areas that border Waverly, is classified as prime agricultural soils. The County policies also seek to direct growth or development to areas within the corporate limits of cities where services such as transportation, sewer, water, and public protection are more readily and cost-effectively provided.

Together, Map 13 and the Plan indicate that the City of Waverly and its neighbors are planning to develop in a very compatible fashion. In other words, the proposed land uses near the edge of these jurisdictions appear to fit together well. Further, it is hoped that these jurisdictions can continue to work together to maintain this level of land use compatibility at their edges.

Future Growth and Development

Through numerous workshops and meetings, the community stakeholders, citizens, and city staff development a vision of how Waverly will look 15-20 years in the future. This vision can be seen on *Map 13: Waverly's Future Land Use Map*. Table 11.2 provides a breakdown on the anticipated acres for each land use classification.

TABLE 11.2: FUTURE LAND USE SUMMARY INFORMATION			
Land Use Classification	Future Acres in City Limits	Percent Including ROW	Percent Excluding ROW
Agriculture / Open	321.2	4.4%	4.8%
Floodway / Greenway	601.7	8.2%	9.0%
Residential	3,105.2	42.4%	46.5%
Public / Government / Church / Recreational	903.8	12.3%	13.5%
Semi-Public / Institutional	404.6	5.5%	6.1%
Mixed Use	143.4	2.0%	2.1%
Commercial	438.2	6.0%	6.6%
Commercial / Industrial	468.0	6.4%	7.0%
Industrial	294.9	4.0%	4.4%
Total	6,681.3		100%
Right of Way (ROW) City Limits – Land Use	641.6	8.8%	
Total Acres Including ROW	7,322.9	100%	
Land Use Classifications Outside of City Limits (2 Miles)	Future Acres Outside of City Limits		
Agriculture / Open	0		
Floodway / Greenway	1,274.7		
Residential	168.6		
Public / Government / Church / Recreational	28.2		
Semi-Public / Institutional	0		
Mixed Use	0		
Commercial	0		
Commercial / Industrial	283.8		
Industrial	0		
Potential Annexation Area	24,371.5		
Total	26,126.8		
¹ Includes: institutional (schools, hospitals, colleges), police, fire, city hall, churches, parks and recreational, transportation, and utility land uses. ² Includes: law enforcement, library, fire, parks, recreational, schools, Waverly Light and Power, and hospital land use. ³ Includes: Wartburg College, Bartels Lutheran Retirement Community, and Bremwood uses.			
<i>Sources: City of Waverly and INRCOG</i>			

Map 13 Waverly Future Land Use

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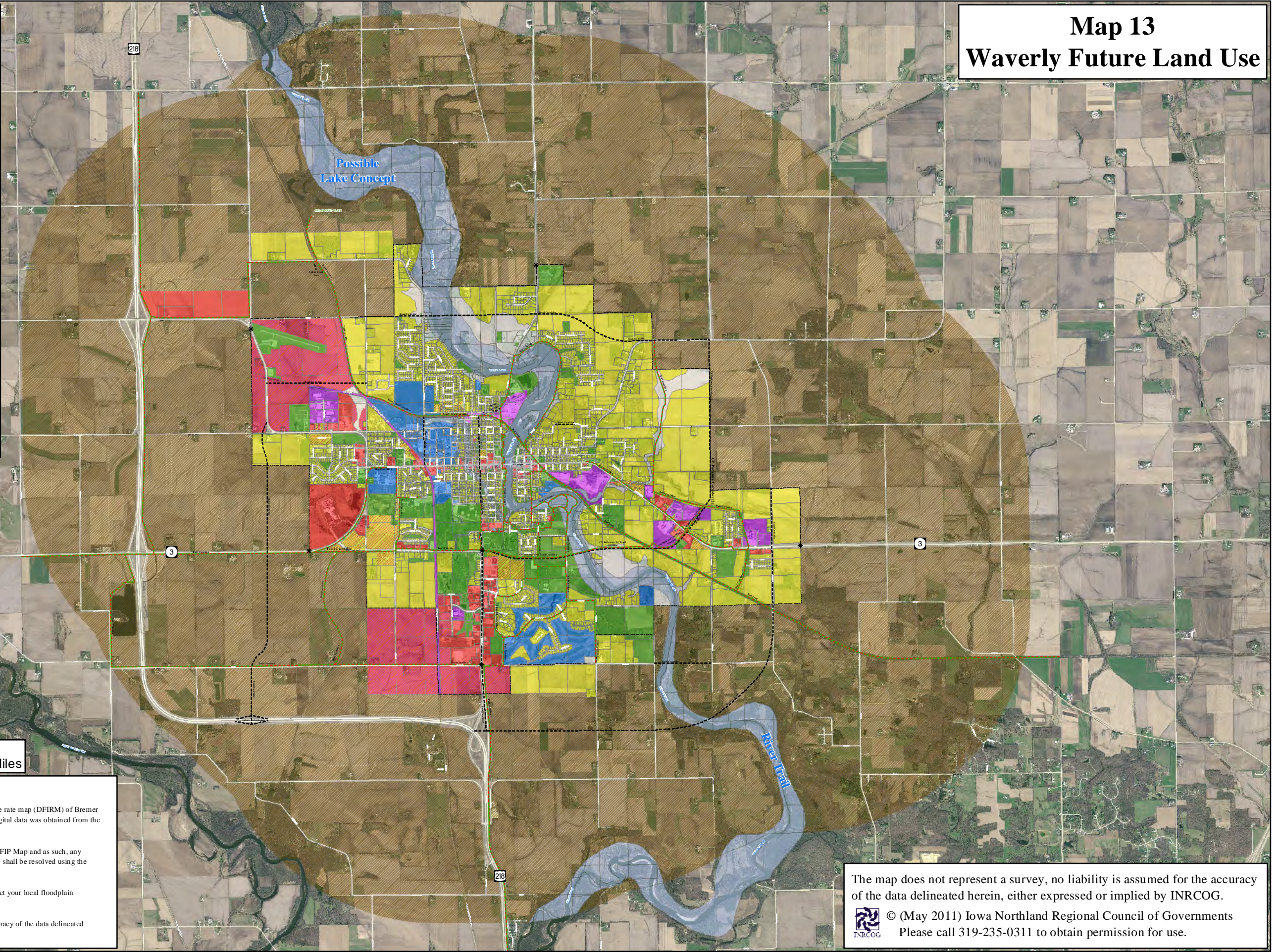
- Waverly City Limits
- Waverly Gateway Nodes

Waverly Transportation Corridors

- Road
- Trail

Future Land Use 2011

- Agriculture / Open
- Floodway / Greenway
- Residential
- Public / Government / Church / Recreational
- Semi-Public / Institutional
- Mixed Use
- Commercial
- Commercial / Industrial
- Industrial
- Potential Annexation



Aerial Photography 2010

0 0.5 1 2 Miles

DISCLAIMER

The floodway location was obtained from FEMA's digital flood insurance rate map (DFIRM) of Bremer County. This data was published on March 4th, 2008 by FEMA. The digital data was obtained from the Iowa Department of Natural Resources.

This illustration is not intended to supplant or substitute for an Official NFIP Map and as such, any differences or deviations between this illustration and the Official Map(s) shall be resolved using the Official Map.

For actual determination if a location is within the floodway please contact your local floodplain administrator.

This map does not represent a survey, no liability is assumed for the accuracy of the data delineated herein, either expressed or implied by INRCOG.

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General description of the land use classifications shown on the Future Land Use Map (Map 13) follows.

Floodway / Greenway

Although not typically considered a “land use classification or category”, the Cedar River and Dry Run Creek have a profound impact on development in Waverly, as experienced with the 2008 Flood. Specifically, development in the floodways of each of these waterways, as designated by the Federal Emergency Management Agency (FEMA), is prohibited – thus essence creating a greenway. Current land uses may continue in the floodway, but any further development or redevelopment in this area is unlikely. Thus, we have shown the floodway on the Future Land Use Map so that residents and city staff may be aware of it and understand its impact on potential development.

Agricultural/ Open

Map 13 identified agricultural and open space uses. However, the actual Map only shows few locations of open space and or agricultural uses in the community. These areas are mainly along the Cedar River. This does not mean that any existing agricultural uses are going to be curtailed. Instead, the Map represents how the community could develop to complete “build-out”. In other words, the Map attempts to show the most likely use of each parcel in the event that development, beyond agricultural uses, is proposed and implemented.

Residential

Currently, there is one residential land use category illustrated on the Future Land Use Map. This land use category includes all forms and densities of residential development. The City’s Zoning Ordinance shall further designate which residential uses are appropriate in the “residential” areas shown on Map 13.

Commercial

The City of Waverly has chosen to show one commercial land use designation on their Future Land Use Map. This classification includes commercial uses in the Central Business District, western part of the community, and southern part of the community. Specifically, uses include downtown-type businesses as well as larger retailers. The City’s Zoning Ordinance shall further designate which size businesses are appropriate in the “commercial” areas shown on Map 13.

Commercial/Industrial

The Commercial/Industrial areas shown on Map 12 are capable of supporting a potential mixture of commercial, industrial, and business park uses. Areas in the community that were deemed viable for this classification encompass and surround the Airport as well as are in the southern part of the community, west of 4th Street Southwest. The City’s Zoning Ordinance shall further designate which size businesses are appropriate in the “Commercial/Industrial” areas that may be shown on Map 13.

Industrial

Industrial uses are generally intensive uses classified by the fact that they produce, manufacture, or assemble product. Industrial uses, which may also be referred to as “manufacturing uses”, usually generate significant traffic, noise, dust, and/or excessive light; therefore, because of the potential impacts these types of uses may have on their neighbors, cities typically separate them from residential uses either by distance or through use of buffers or barriers. The City’s Zoning Ordinance shall further designate which size industries are appropriate in the “industrial” areas that may be shown on Map 13.

Public/ Government / Church / Recreational

Public uses in Waverly include several different uses including: park and recreational areas, hospital, library, schools, law enforcement and fire facilities, Waverly Light and Power, County Courthouse, and city hall (Civic Center). These uses, which serve the public interest, are usually owned and maintained by a public entity such as the City, County, or School District.

Mixed Use

Mixed use areas were identified on the Future Land Use Map to provide opportunities for a mixture of multi-family residential and low-impact commercial developments to co-exist in the same neighborhood. These mixed use areas can be seen as transition areas – areas between single-family neighborhoods and commercial developments. Some particular mixed use areas include Wartburg College neighborhood, Highway 3, 10th Avenue SW, 5th Avenue NW, and several other locations.

Semi-Public/Institutional

Because there are a number of significantly sized semi-public and/or non-profit or institutional uses in Waverly, it was determined that they be categorized separately. These uses include Wartburg College, Bartels Lutheran Retirement Community, and Bremwood.

Land Use Goals, Objectives & Actions

LAND USE GOAL 1: PROMOTE ORDERLY GROWTH IN THE COMMUNITY, WHILE MINIMIZING URBAN SPRAWL AND DISCOURAGING LEAPFROG DEVELOPMENT WHENEVER POSSIBLE.

- Objective 1.1:** Direct growth to the degree that it offers alternative sites for development.
- Objective 1.2:** Service existing areas of the community as well as address any additional expansion opportunities that may arise.
- Objective 1.3:** Implement the Comprehensive Plan through its commissions, boards, and authorities (i.e. City Council, Planning and Zoning Commission, Board of Adjustment, Economic Development Commission, Hazard Mitigation and River Usage Commission, etc.).
- Objective 1.4:** Plan for a stable, manageable growth rate (population) of between 3.5 % and 7.5% during each 10-year census.
- Objective 1.5:** Continue to work cooperatively with developers to encourage land for parks, natural areas, open spaces, recreational trails, and/or greenways, in accordance with the *Waverly Park and Open Space Master Plan*.
- Objective 1.6:** Amend regulations and ordinances to allow a balanced mix of land uses and a compact development form (incorporates best management practices for storm water management).
- Objective 1.7:** Direct new development to existing commercial and industrial corridors and growth areas; promote infill residential and commercial development, and revitalization of the Downtown area with mixed use development.

Action 1: Amend Zoning Ordinance to allow converting existing vacant sites and buildings into mixed use developments.

Objective 1.8: Develop design standards for specific areas in the community; for instance, Downtown and commercial corridors.

Action 1: Investigate the use of overlay districts within the Zoning Ordinance.

LAND USE GOAL 2: DEVELOP A LIVABLE DOWNTOWN.

Objective 2.1: Encourage mixed-use development and redevelopment of underutilized lots and buildings in downtown, including but not limited to, vacant sites and surface parking lots.

Action 1: Amend the Zoning Ordinance to create a new 'Downtown' zoning district to regulate mixed-use development and upper floor(s) residential units.

Action 2: Amend the Zoning Ordinance to reduce the amount of required off-street surface parking.

Objective 2.2: Develop a downtown master plan that provides a vision for downtown's development or redevelopment. The master plan should look at, but not limited to, possible ways to improve the pedestrian and bicyclist environment, soften the landscape (street trees, plantings, pedestrian level lighting, street-facing building facades) and river front preservation and/or development.

Objective 2.3: Market downtown investment and development.

LAND USE GOAL 3: ESTABLISH A DEVELOPMENT REVIEW PROCESS TO ENSURE CONSISTENCY WITH THE COMPREHENSIVE LAND USE PLAN AND FUTURE LAND USE MAP.

Objective 3.1: Prior to consideration by the Planning and Zoning Commission, Board of Adjustment, or the City Council, City staff shall review all development proposals using the following guidelines. However, staff review is not limited exclusively to the guidelines listed below.

Action 1: The goals, objectives, policies and Future Land Use Map, which are included in this Plan

Action 2: Compatibility with neighboring/surrounding land uses.

Action 3: Compliance with the City zoning, subdivision ordinances, and construction and/or building codes.

Action 4: Consideration for the potential, credible impact on adjacent property.

Action 5: Appropriateness of the density of the proposed use.

Action 6: Impact of the proposed development on traffic generation and flow in the area.

Action 7: The ability/inability of the City to provide adequate public works and services to the proposed development.

Action 8: The potential impact of the proposal on the environment and environmentally sensitive areas.

Action 9: Adherence to other landscaping (natural resources), aesthetic, and design requirements of the City.

Action 10: Other factors affecting general intent and purpose of this Plan.

SECTION 12 – INTERGOVERNMENTAL COLLABORATION

Waverly has a history of working with numerous entities – public and private – to accomplish what they have. This section will discuss briefly those efforts and how to improve upon them.

Existing Conditions

Waverly has numerous existing partnerships and collaboration efforts going on. Below is just a brief list of some of these partnerships and efforts.

- Wartburg
- Fair Committee
- Schools – Waverly and Shell Rock
- Law Center
- Athletic Team Cooperation - Tennis Courts, Athletic Facilities
- County/City Building Departments
- Fringe Area Zoning Agreements
- Civic Organizations
- County Extension
- Cedar Valley Coalition
- Inter businesses (Wal-Mart, Fareway)
- Internships – UNI, Hawkeye, Wartburg
- Community Tourism
- Economic Development with City and County
- INRCOG
- Chamber of Commerce – Entrepreneurship classes
- Wartburg / Bartels
- Churches – soup kitchens
- Fire Departments
- DOT
- Developers/Builders
- Airport, Highways, Infrastructure

Smart Planning Principle: Collaboration: *Governmental, community, and individual stakeholders, including those outside the jurisdiction of the entity, are encouraged to be involved and provide comment during deliberation of planning, zoning, development, and resource management decisions and during implementation of such decisions. The state agency, local government, or other public entity is encouraged to develop and implement a strategy to facilitate such participation.*

Efficiency, Transparency, and Consistency: *Planning, zoning, development, and resource management should be undertaken to provide efficient, transparent, and consistent outcomes. Individuals, communities, regions, and governmental entities should share in the responsibility to promote the equitable distribution of development benefits and costs.*

Smart Planning Element L – Intergovernmental Collaboration: *Objectives, policies, and programs for joint planning and joint decision-making with other municipalities or governmental entities, including school districts and drainage districts, for siting and constructing public facilities and sharing public services. The comprehensive plan or land development regulations may identify existing or potential conflicts between the municipality and other governments related to future development of the municipality and may include recommendations for resolving such conflicts. The comprehensive plan or land development regulations may also identify opportunities to collaborate and partner with neighboring jurisdictions and other entities in the region for projects of mutual interests.*

Key Issues & Opportunities

However, with any community, these partnerships and collaboration efforts can be improved upon. Task Force members identified how these partnerships or collaboration efforts could be strengthened, what groups were missing, and what could be done to improve efficiency, transparency, and consistency in Waverly.

Strengthen Existing Partnerships/ Collaboration Efforts

Waverly should continually evaluate roadway agreement with the State of Iowa and Bremer County to ensure the community's transportation concerns and needs are met. Also, the City should expand upon communication with its citizens. The community survey asked which communication methods would be the most effective in keeping them – the citizens – informed about city information. The response was cross the board with 24% identifying mailings or billing inserts, 21% identifying the City website, 19% identifying email, 14% identifying broadcast media (tv, radio), 12% identifying newspaper ads, 6% identifying brochures, flyers, and posters, and 3% identifying flyers coming home from schools. There some additional suggestions made for the use of more social media tools – RSS feeds, message board, public forums, and text messages. Due to these wide responses Waverly will need to develop a multi-media plan for relaying information to its citizens.

Additional Partnerships / Collaboration Efforts

Waverly should reach out to Tech Works, Silos and Smokestacks, and neighborhood associations.

Collaboration Goals, Objectives & Actions

COLLABORATION GOAL 1: THE CITY OF WAVERLY SHALL CONTINUE TO WORK COLLABORATIVELY AND COMMUNICATE EFFECTIVELY WITH OTHER LEVELS OF GOVERNMENT AND AGENCIES IN ORDER TO BENEFIT ITS RESIDENTS AS WELL AS THOSE IN THE REGION.

Objective 1.1: Continue to work with the Federal government to positively affect land use and development, by tracking legislation and participating in various programs. Federal funding that affects land use through regulations and funding programs including, but not limited to, Transportation funding; Community Development Block Grant (CDBG); and the Federal Emergency Management Agency (FEMA).

Objective 1.2: Continue to work with the State government to positively influence land use and development, by participating in legislation development and program implementation. The state affects land use through regulations and funding programs. The state granted local governments the power to plan and implement polices through enabling legislation in the Code of Iowa. Further, the state provides funding to the city that affect land use through several programs including, but not limited to, the Community Economic Betterment Account (CEBA); Economic Development Set Aside (EDSA); Revitalize Iowa's Sound Economy (RISE); Resource Enhancement and Protection (REAP); and Land, Air, and Water Conservation Fund (LAWCON).

Objective 1.3: Continue to cooperate with Bremer County, specifically in the fringe areas where these two jurisdictions meet. As the city develops near its edges, it affects neighboring land uses in the county. Conversely, if the County allows development immediately outside of the city, it affects land use within the city and may place annexation and service pressures on the city. The City should maintain, and update

when necessary, its intergovernmental agreement (28E of the Code) with the county establishing land use policies, including annexation and servicing, in the areas adjacent to the city.

- Objective 1.4:** Continue to work cooperatively with various Bremer County departments or agencies that may share enforcement responsibilities with the City, such as the Sheriff, Planning and Zoning Commission and staff, Conservation Board, and the Board of Health.
- Objective 1.5:** Continue to work cooperatively with the other municipalities that are in close proximity to Waverly, namely the cities of Janesville and Shell Rock. From a land management perspective, this can be done by considering the development of a 28E agreement with Janesville and implementing and updating the existing 28E agreement with Shell Rock, whenever feasible. While this Plan focuses on land use issues, the City should also continue to work with the communities on transportation and recreational trail planning as well as consider sharing services as well.
- Objective 1.6:** Continue to work cooperatively with the school district that serves Waverly. City land use plans have an impact on schools, including placement of schools and their facilities as well as their transportation facilities.
- Objective 1.7:** Continue economic development efforts, through local and regional economic development groups and commissions (Main Street, Chamber of Commerce, INRED).
- Objective 1.8:** Continue to work with regional development partnerships (Cedar Valley Marketing Region).
- Objective 1.9:** Continue to work cooperatively with neighborhood associations.
- Objective 1.10:** Use better and multiple avenues to communicate with general public (i.e., newspapers, website, social media, cable broadcasting, printed media, community newsletter, etc.).
- Objective 1.11:** Continue to work with local commissions and businesses to provide a link to the City's website on their pages to provide comprehensive information.
- Objective 1.12:** Continue to communicate with jurisdictions upstream/river.

COLLABORATION GOAL 2: THE CITY OF WAVERLY SHALL CONTINUE TO WORK COLLABORATIVELY AND COMMUNICATE EFFECTIVELY WITH ENTITIES THAT HAVE LARGE IMPACTS ON LAND USE IN THE COMMUNITY (I.E. MAJOR EMPLOYERS, NON-PROFIT ENTITIES, AND AGENCIES).

- Objective 2.1:** As is the case with the other adjacent governmental jurisdictions highlighted in the previous goal, the City and several entities impact each other from a land use perspective and there needs to be a continued effort to maintain a solid working relationship. The City will:
- Share land use plans.
 - Encourage these entities to share their plans with the City.
 - Assist the neighborhood near these entities to regulate land use in those areas.
 - Continue to work with Wartburg College to determine the student needs for housing.

- Study, plan, and implement tools that will establish lines of communication between neighboring residents, these entities, and the City.
- Monitor land use conversion and enforce regulations that conform to City plans in the areas near these entities.
- Include the needs of these entities in city planning efforts.
- Continue to work with these entities to ensure that there is adequate transportation and minimal traffic flow problems as well as minimal parking problems.
- Involve staff and students from these entities in city decision-making processes.
- Support positive growth initiatives that enhance these entities in the community.

CHAPTER 3: PLAN IMPLEMENTATION

Smart Planning Principles: All 10 principles apply – Collaboration; Efficiency, Transparency, and Consistency; Clean, Renewable, and Efficient Energy; Occupational Diversity; Revitalization; Housing Diversity; Housing Diversity; Community Character; Natural Resources and Agricultural Protection; Sustainable Design; and Transportation Diversity.

Smart Planning Element M – Implementation: A compilation of programs and specific actions necessary to implement any provision of the comprehensive plan, including changes to any applicable land development regulations, official maps or subdivision ordinances.

SECTION 1: ACTION PLAN

2011 Plan Update includes 211 action strategies for the City of Waverly to address. While each of these action strategies is important to achieve the Waverly’s vision, it is critical to set priorities among the strategies. These priorities will lay the foundation for developing future capital improvement plans and annual departmental work plans for the City, and will help with organizing and prioritizing future implementation efforts. The Action Plan provides a means for working through a variety of immediate, short- and long-range issues with other agencies, jurisdictions, and stakeholders by articulating a concept, premise or position to start constructive discussion and completion.

Implementation Priorities

Throughout the course developing **2011 Plan Update** and past efforts, community input focused on creating a more sustainable community that manages growth, revitalizes the Central Business District, improves community facilities, diversifies and expand economic development and housing, embracing its natural resources, while maintaining and enhancing the small-town atmosphere of Waverly – not a small task. Listed below are the major categories of implementation efforts to obtain the type of community stakeholders and citizens’ desire and want.

Amending Zoning Ordinance and Subdivision Regulations

This effort was discussed at length numerous times during the planning process and is mentioned repeatedly in this Plan as an action strategy. Amendments to the Waverly Zoning and Subdivision Regulations will encourage, promote, and allow sustainable, walkable, livable development, while preserving and protecting Waverly’s environmentally sensitive areas.

- **Who:** Waverly Planning and Zoning Commission
- **When:** Upon adoption of the **2011 Plan Update**

Developing Best Management Practices (BMPs) and Standards

In order to lessen the impact of storm water runoff Waverly needs to develop and implement standards to improve the capturing and handling of storm water runoff before it reaches the Cedar River and Dry Run Creek.

- **Who:** Waverly Engineering Division
- **When:** Within the first year after adoption of the **2011 Plan Update**

Creating Community-Wide Sustainable Design Standards

In order to preserve and improve Waverly's small town atmosphere and to encourage future developments to contribute to this atmosphere design standards should be created and adopted. These standards would also continue the beautification and enhancement projects currently underway in the community by Main Street.

- Who: Waverly Planning and Zoning Commission along with a task force with representation from the Historic Preservation Commission and the Chamber/Main Street, Trees Forever.
- When: Within the first and or second year after adoption of the **2011 Plan Update**

Continuing Flood Mitigation efforts along Cedar River and Dry Run Creek

Waverly has taken great strides in recovery from the 2008 floods; however there is more that can be done. The City should continue buying out and relocating citizens from the floodplain, develop storm water solutions, and looking at regional solutions to flood mitigation.

- Who: City Council, Hazard Mitigation and River Use Commission
- When: Ongoing

Creating a Housing Task Force

The City should establish a separate housing task force to focus on the housing needs of Waverly. Their mission should include conducting a Housing Needs Assessment to determine the condition of the existing housing stock, what types of housing is still needed (in all price ranges), and how to obtain the necessary housing needed.

- Who: City Council
- When: Within the first and year after adoption of the **2011 Plan Update**

Developing a Downtown Master Plan

Waverly's downtown area is an untapped asset for mix use development and economic and cultural activity. Therefore, the City should start thinking, brainstorming, and visioning how to make downtown an attractive, livable area.

- Who: City of Waverly, Chamber of Commerce/Main Street, Economic Development, Planning and Zoning Commission, Historic Preservation Commission, Trees Forever Commission.
- When: Within the third year after adoption of the **2011 Plan Update**

Creating a Multi-Modal Transportation (Complete Streets) Network

Waverly should continue their efforts to improve existing and identified street corridors for multi-modal transportation. One step in this direction is to create a Comprehensive Pedestrian & Bicycle Plan to identify areas for improved pedestrian and bicycle accommodations.

- Who: Waverly Public Works
- When: Ongoing

Implementing the Waverly Park and Open Space Master Plan

A great deal of work has gone into the newly adopted Waverly Park and Open Space Master Plan and all recommendations would benefit the community in numerous ways – not just recreational, but economically.

- Who: Leisure Services Department, Leisure Services Commission, Public Works

- When: Ongoing

Continue Waverly's Economic Development Efforts

As identified throughout this planning process, Waverly has many strengths and opportunities to improve their economy. As the largest community in Bremer County, home to Wartburg College and proximity to the Avenue of the Saints/Highway 218, Waverly has the elements to retain, expand, and attract new business to the community.

- Who: Economic Development Commission, Chamber of Commerce
- When: Ongoing

Financing

Many of the identified goals, objectives, and action strategies will only be met through the expenditure of public funds. Achieving the components of the Action Plan should lead to more efficient use of both public and private resources. Each project should be viewed with the full range of funding alternatives and technical assistance available to it before action is taken. These sources must not only provide sufficient funds to accomplish the goals and action strategies intended, but they should be tapped in ways that are as equitable as possible in balancing costs against benefits received.

Another method for implementing the elements of the **2011 Plan Update** could be developed through a system of incentives and compensation. The benefits and costs involved in the achievement of public objectives should be considered; which are equitable to the individual and to the general public. Specific steps should be taken to enable progress to be made in each area of the plan.

Education, Continued Participation, and Leadership

Broad public support and involvement are required as a prerequisite to the development and use of virtually any implementation policy or program. If adequate support is to be developed, a vigorous and continuing program of discussion, education, and participation must be carried on. Moreover, people who are in a position to understand the needs of the City and ways of meeting those must take the initiative to stimulate the interest and the understanding that must be involved to assure that support and action is developed.

To produce the levels of consensus required, vigorous and continuing public involvement will be required in such areas as:

1. Detailing of plans and proposals to clarify their impact on specific areas, groups, and individuals;
2. Developing of specified implementation activities and organization arrangements; and
3. Continuing monitoring and interpretation of the Plan.

SECTION 2: KEEPING PLAN CURRENT & HOW IT RELATES TO ONGOING DECISION MAKING

2011 Plan Update is designed to be a working document. Its adoption by the City Council is not the end of the community's long-range planning effort, but rather the means by which the city will see growth occur. City staff, citizens, and the private sector will use **2011 Plan Update** as a dynamic tool to manage growth over the next ten to fifteen years to protect the high quality of life and foster a healthy economy for Waverly.

A relevant, up-to-date plan is a critical element to ongoing planning success. To maintain public and private sector confidence, evaluation and modifications based on sound judgments should be made to the planning document as necessary. The Plan must be current. Therefore, City Council of Waverly may, from time-to-time, want to consider amendments or updates to this Plan, including any and/or all of the maps, tables, and/or illustrations.

Amendment Process

In order to consider an amendment or update to this plan, first the Planning and Zoning Commission shall consider the proposed amendment and conduct a properly noticed hearing, notice of which shall be published once, not less than seven (7) nor more than twenty (20) days before the date of the hearing, in a newspaper with local circulation. The Commission shall make a recommendation on the proposed amendment or update, after the public hearing. Said recommendation of the Commission shall be carried by an affirmative vote of a simple majority of its members. The Commission shall send its recommendation, either for approval or denial of the proposed amendment or update, to the City Council for consideration.

After receiving the recommendation from the Planning and Zoning Commission, the City Council shall also hold a properly noticed public hearing on the proposed amendment. The notice shall follow the same publication guidelines as those prescribed for the Commission above. The City Council is authorized to make the final decision, including alterations to the amendment or update prior to adoption. Adoption shall require an affirmative vote of a simple majority of the membership of the Council.