A COMMUNITY PLAN FOR WESTERVILLE, OHIO

VILLAGE COUNCIL

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A Special Study Prepared By The
FRANKLIN COUNTY REGIONAL PLANNING COMMISSION

Stuart Eurman, Senior Planner
Albert L. Barry, Planner
September 15, 1955

Village Planning Commission
Village of Westerville, Ohio

Gentlemen:

We are pleased to submit herewith a report on the general plan for the Village of Westerville.

The proposed population growth pattern, street plan and future land use plan are all fundamental bodies of information which should be of value in guiding future policies of Westerville.

The conclusions reached in this report have been arrived at in close cooperation with and approval of your Commission.

We should like to thank heartily, all of the civic minded people in Westerville who have given of their time and knowledge in the preparation of this master plan. In particular, we should like to thank both City Managers Snyder and Willison for valuable information on the administrative organization of the Village; Mr. Morris for school information and the many other citizens in Westerville who have given their time freely to plot the course of Westerville's future.

Sincerely yours,

[Signature]

grover f. clements

director
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COMPREHENSIVE PLAN FOR THE VILLAGE OF WESTERVILLE

Introduction

There are two key words which can best sum up the conclusion of this Master Plan Report for the Village of Westerville—"change" and "growth". Such common, everyday words could even be considered obvious by some for most everyone knows that it is the rare case indeed where a community in the United States containing people living, working, socializing and learning together cannot but help to grow spiritually and change mentally.

Westerville, however, has, by its existence and location in the metropolitan region of Columbus, become enmeshed in the dynamics of a changing and growing metropolis to the extent that it is growing numerically as well as spiritually, environmentally as well as mentally.

Westerville has, through time, come to be known as the quaint, small, quiet college town which was 13 miles away from the large metropolitan city, far enough away to keep from being called a true suburb of Columbus. Only the more determined type of commuter who fervently wanted to get away to keep from the clutches of the big city to a life of tranquility and neighborliness established himself in Westerville. For the most part, the residents of Westerville worked as well as resided in the community.

Although the spacial distance between Westerville and Columbus remains fixed, the time-distance concept of commuting to and from work has changed to the extent that the two municipalities are being drawn closer together. As job opportunities in Columbus
increase, more migrants move to Columbus using up the housing resources and building upon the little remaining vacant land in that city to the extent that there is an overspill of population into the immediate suburban area fringing Columbus.

As a metropolis continues to grow, it is not long before the new families seek livability not in terms of proximity to their jobs but rather accessibility to their place of work. Thus commuting time rather than distance becomes the main factor in the location of new homes.

Westerville, being only 30 to 40 minutes from the heart of Columbus is being drawn closely into the fold of residential communities serving and being served by the metropolitan region of Columbus.

As Columbus grows economically, more services and facilities are offered on the market which attract the buying power of the citizens of Westerville. Other factors, of course, enter into the picture making for a growing and changing Westerville. The building of Hoover Dam and its reservoir, just a few miles east of the village has already caused a great increase in automobile traffic to this future recreation area. Much of this traffic funnels through Westerville. People out Sunday driving are impressed by the nicely settled little community they find in Westerville, see how far it is to Columbus, observe the new housing being developed by builders in Westerville and before long are buying and living there too.

With the cessation of sewer and water line extensions into the suburbs by Columbus, subdividers and builders have been forced to carry on their businesses where such municipal
services exist. Westerville, with adequate municipal facilities and good plans for their extension, has attracted many real estate developers and thus much home construction has resulted within the past few years.

The snowballing effect of these factors is bringing about a dramatically changing scene in the village of Westerville. Such changes bring with them growing pains which any community experiences when it shifts from a stabilized settled community to one bursting its boundaries.

In order to anticipate and plan solutions to the problems connected with growth and change, the Planning Commission of the Village of Westerville requested the Franklin County Regional Planning Commission to draw up a master plan for the Village and its environs.

This report with all the accompanying maps and charts comprises such a comprehensive plan for Westerville. The first part of the report describes, in some detail, the population characteristics of Westerville with estimates of its future growth in the light of its potential economy and rate of home construction. The second part of the report is a detailed analysis of the land area, its present land use, factors changing this use picture and the future land use plan. The third part is a study of the streets and roadways in Westerville, including a suggested major thoroughfare system for the village. The fourth part of this report will be published separately and will be a suggested revised zoning ordinance and map for the village of Westerville. The final part will be the suggested subdivision regulations for Westerville.

In studying and drawing up plans for Westerville, it was necessary to include the adjacent countryside in this plan in that such lands are integrally connected to Westerville's growth.

It should be pointed out at the outset that a master plan is a guide to community growth. Its purpose is to suggest alternative ways in which the community can solve problems related to the future use of its land. It remains for the Village of Westerville itself to make the official policy decisions as to where the road or schoolhouse should be built, where industry or business should be located, and whether or not a particular municipal service should be
extended. The master plan, however, can show the ramifications that will result from the decisions of the Village, and suggest the best ways and means for avert[ing] any incongruities in the future use of the land.

History of Westerville

The Village of Westerville had its inception in the Blendon Young Men's Seminary (later Otterbein College) on 27 acres of land donated by Matthew and Peter Westervelt on February 9, 1839. From a small settlement of farmers the little community grew slowly, incorporating as a Village in 1857.

The original settlers were of Scotch-Irish stock, coming from Virginia, and Dutch, moving west from New York. Their main reason for coming to the area was the same as that which inspired the great western trek, the desire for a scene of larger and newer opportunity.

Agriculture was, of course, the main occupation in this town located on the northern boundary of Franklin County.

When the railroad tracks were extended, the Westerville station was still four miles to the west at Flint. It was not until 1871 that a railroad actually came to Westerville. College Avenue was extended through to the tracks and the new station. For a long time the railroad gave the slowly expanding town an eastern city limit. Alum Creek was and still is its western boundary.

After the railroad came, Westerville became more urban in character and assumed a settled look. Street lamps appeared and stone flaggings were laid across street intersections. In 1872, an annexation ordinance extended the town limits north to the county line and southeast to its fairgrounds.

Otterbein College
A new industrial era was also having local impact with various small mills in operation such as a foundry, bookmaking shop, sorghum mill and sawmill. Commercial enterprises were also establishing themselves during this period. In 1879 there were grocers, drygoods stores, hardware stores, drug stores, shoe stores, and even a hotel, all clustered along State Street and spilling over onto Main Street.

On December 17, 1873, a month after the founding of the W. C. T. U., Westerville women established a local chapter. Sentiment for the anti-liquor movement ran high in Westerville and by 1895 when the National Anti-Saloon League was formed, Westerville had become a major campaign center for the temperance crusade. The so-called "dry capital" of the U.S. still houses the largest collection of temperance literature in the country.

Westerville possesses two additional shrines of national interest. The old Stoner House was once a station on the "underground railroad" in slavery days. The other shrine is the home of Benjamin Russell Hanby, author of "Darling Nellie Gray" and other songs of the Civil War Period.

The Village of Westerville today still retains its small college-town friendly atmosphere although it is on the threshold of becoming a dormitory town for a sizeable commuting population.

Westerville Today

Westerville today is one of the twenty-five municipalities within the metropolitan region of Columbus. It is located in Blendon Township in the northern part of Franklin County on the eastern bank of Alum Creek. It is serviced by the C. A. & C. Division of the Pennsylvania Railroad and Ohio State Route 3, which is State Street, the present main north-south highway through the Village.

For a long time Westerville's boundaries remained unchanged, but since World War II, a series of annexations have added some 501 acres to the Village.
TABLE 1

Annexations to Westerville Since 1945

<table>
<thead>
<tr>
<th>Date of Annexation</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>June, 1951</td>
<td>30</td>
</tr>
<tr>
<td>August, 1953</td>
<td>27</td>
</tr>
<tr>
<td>October, 1953</td>
<td>30 - Walnut Hills (997)</td>
</tr>
<tr>
<td>September, 1954</td>
<td>37 - W.</td>
</tr>
<tr>
<td>March, 1955</td>
<td>16 - Mariemont</td>
</tr>
<tr>
<td>April, 1955</td>
<td>361 - Southeast Section</td>
</tr>
<tr>
<td></td>
<td>501 Acres</td>
</tr>
</tbody>
</table>

These annexations have added valuable vacant land to the Village providing room for additional subdivisions for home building purposes.

It is inevitable that the new population occupying the recently constructed housing will cause some major changes in the way of life in Westerville.

The close homogeneous social life that existed in the past will gradually be supplemented by new groups of citizens composed of newcomers whose only tie to each other will be their late arrival in the community. It will remain for the older social groups in town to make conscious efforts to try to assimilate the newer residents as an integral part of the community instead of allowing them to remain always the "outsiders". Only in this way can Westerville keep the social environment it has cherished and sought to maintain.

These new migrants to Westerville will have many other needs, of course, in addition to sociality. All forms of municipal services will have to be increased and extended: sewer, water, police, and fire facilities. In addition, the school and library needs of these people must be met. The construction of new streets and even expanded or new shopping facilities Municipal Building Municipal Library
and service industries will be needed. The anticipated needs and the locations of some of these facilities will be discussed in detail.

PART I

Population and Housing Analysis

The starting point for estimating future needs of a community always should be based on expected population growth. In studying the population characteristics of a municipality which is a part of a metropolitan region the wisest course of action is to study that municipality not as an entity in and of itself but rather to analyze its changing characteristics as they relate to the changing picture of the region, the State of Ohio, and in many ways, to that of the United States.

The interrelationships are quite apparent from several aspects: The soundness of the economy of the whole country eventually affects not only the business in Westerville, but the Village’s employment rate, birth rate and migration rate into and out of the community. A study of such factors as commuter time, availability of sewer and water and other services, prices of goods, etc., as they relate to the rate of home construction in Westerville and in Franklin County helps in the predicting of the future building potential in Westerville. The adequacy of the schools, roads and other municipal facilities in Columbus and in the county all have a direct bearing on the population growth of Westerville.
COMPARATIVE POPULATION GROWTH
1940-1955

UNITED STATES

OHIO

WESTERVILLE

FRANKLIN COUNTY

REYNOLDSBURG

GROVE CITY

BLENDON TWP.

WORTHINGTON *

PERCENT

0 10 20 30 40 50 60 70 80 90 100 110 120 130 140

PERCENT INCREASE 1940-1950

PERCENT INCREASE 1950-1955

PERCENT INCREASE 1955-1960

* INCLUDES ANNEXED LANDS
Background of Population Growth

The Village of Westerville has been growing at a very slow rate up until recent years when it has taken a marked upturn. Plate I shows that the rates of increase of population in the Village from one census to another have been very small over the past thirty years. In fact, as shown on Table II, Westerville grew from 1940 to 1950 just about as fast as did the whole county, or the State of Ohio. The county and municipalities similar to Westerville (except Reynoldsburg) grew at faster rates than Westerville. Even from 1950 to 1955 the new immigration to Westerville had not shown itself in the figures. However, as shown in Table III, the impact of this increase will definitely be observed by 1960 when the population of Westerville will be between 6000 and 7500 people.

The ability of the village to provide adequate municipal services in the future will determine to a great extent the construction rate and the marketability of the many new homes being built in Westerville and thus will influence the size of the future population of the city.

Actually, this problem of population projection in terms of available municipal services and improvements is a two-way yardstick because the future services and improvements are contingent on the amount of revenue to be obtained from the future population. Therefore, unless new public improvements are related to the amount and location of the future population, they may prove to be inadequate, or unnecessarily large, or poorly located, and wasteful in any case. The estimate of future population, therefore, its amount, age characteristics, distribution and density, when studied in conjunction with a municipal improvement program will provide the basis for the general land use pattern.

The future population estimate and its distribution is derived from a study of past and current trends in home construction, vacancy rates, yearly school census, traffic counts, foreseeable economic trends and other factors applicable to Columbus and the suburban areas.
<table>
<thead>
<tr>
<th>Area</th>
<th>1940 Pop.</th>
<th>1950 Pop.</th>
<th>% Inc. over 1940</th>
<th>1955 Pop.*</th>
<th>% of Increase over 1950</th>
</tr>
</thead>
<tbody>
<tr>
<td>United States</td>
<td>131,970,000</td>
<td>151,677,000</td>
<td>15%</td>
<td>164,000,000</td>
<td>8%</td>
</tr>
<tr>
<td>Ohio</td>
<td>6,907,612</td>
<td>7,946,627</td>
<td>15%</td>
<td>8,670,000</td>
<td>9%</td>
</tr>
<tr>
<td>Columbus Metro. Region</td>
<td>388,712</td>
<td>503,410</td>
<td>30%</td>
<td>593,700</td>
<td>18%</td>
</tr>
<tr>
<td>VILLAGE OF WESTERVILLE</td>
<td>3,146**</td>
<td>4,112</td>
<td>17%</td>
<td>4,715</td>
<td>15%</td>
</tr>
<tr>
<td>Village of Worthington ***</td>
<td>1,569</td>
<td>2,141</td>
<td>36%</td>
<td>5,000</td>
<td>134%</td>
</tr>
<tr>
<td>Grove City</td>
<td>1,787</td>
<td>2,339</td>
<td>31%</td>
<td>3,087</td>
<td>32%</td>
</tr>
<tr>
<td>Blendon Township ****</td>
<td>1,873</td>
<td>2,829</td>
<td>51%</td>
<td>3,285</td>
<td>16%</td>
</tr>
<tr>
<td>Reynoldsburg</td>
<td>652</td>
<td>724</td>
<td>11%</td>
<td>1,000</td>
<td>38%</td>
</tr>
</tbody>
</table>

* Estimated  
**Includes college enrollment of 380 out-of-town students  
***Includes annexation of Colonial Hills  
****Excluding municipalities
Obviously, any population estimate made for a twenty-five year period is open to error stemming from such unforeseen factors as war, major economic depression or changes in birth rate. Assuming no drastic social upheaval in this period of time, Table III presents a forecast of population for Westerville through the year 1980. Three assumptions are embodied in this estimate: 1. that the serviceable area for sewer and water facilities can service an area from Schrock Road north to County Line Road and from Alum Creek to Spring Road on the east; 2. that the present birth rate remains fairly constant; 3. that Columbus, now recognized as a growing economic area, will continue to grow industrially and economically providing a constant source of potential home buyers in Westerville.

**TABLE III**

Population Estimate for the Village of Westerville 1950 - 1980*

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>4112</td>
</tr>
<tr>
<td>1955</td>
<td>4715</td>
</tr>
<tr>
<td>1960</td>
<td>6000</td>
</tr>
<tr>
<td>1965</td>
<td>7000</td>
</tr>
<tr>
<td>1970</td>
<td>7500</td>
</tr>
<tr>
<td>1975</td>
<td>7900</td>
</tr>
<tr>
<td>1980</td>
<td>8600</td>
</tr>
</tbody>
</table>

*As of the beginning of the year*

Table III shows that the Village of Westerville and its environs will almost double its present population in twenty-five years.

Table IV shows the future rate of growth for Westerville as compared to Franklin County and the nation as a whole. It shows that Westerville will continue to grow at a faster rate than either the county or the United States as a whole.
TABLE IV

Estimate of Percent Increase of Population for the United States, Franklin County and the Village of Westerville by Decades

<table>
<thead>
<tr>
<th>Year</th>
<th>United States Pop.</th>
<th>Increase</th>
<th>Franklin County Pop.</th>
<th>Increase</th>
<th>Westerville Pop.</th>
<th>Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>151,677,000</td>
<td></td>
<td>503,410</td>
<td></td>
<td>4112</td>
<td></td>
</tr>
<tr>
<td>1960</td>
<td>176,000,000</td>
<td>16%</td>
<td>645,000</td>
<td>28%</td>
<td>6000</td>
<td>46%</td>
</tr>
<tr>
<td>1970</td>
<td>198,000,000</td>
<td>12%</td>
<td>785,000</td>
<td>22%</td>
<td>7500</td>
<td>25%</td>
</tr>
<tr>
<td>1980</td>
<td>220,000,000</td>
<td>11%</td>
<td>920,000</td>
<td>17%</td>
<td>8600</td>
<td>15%</td>
</tr>
</tbody>
</table>

The future land use plan presented later in this report is based on these population estimates. Recommendations for all future public improvements will also be geared to these estimates. However, in that such improvements can only be built over an extended period of time, any error in the above population estimates can be corrected during the final planning of any particular major improvement.

Age Characteristics of Present and Future Population

Table V presents a projection of the population in Westerville and its environs by age from 1950 through 1980. From this we see that not only will the population continue to grow at a fast rate but some of the age groups will expand. Two critical groups worth noting are the age groups 5 – 9 and 10 – 14. In 1955 there are approximately 686 children between the ages of 5 and 14, in the main the elementary school years. By 1960 the estimate calls for 871 children in these age groups, an increase of 185. These children plus the 15 year olders included in the 15 – 19 year old group who are still of elementary school age plus increases of child population from other parts of the Westerville School District will throw a sizeable load on the school facilities.

The number of high school students will also increase sizeably within the next fifteen years. However, the new high school to be built east of the railroad should be able to service the future student load.
Projection of Population for the Village of Westerville and Environs by Age 1950 - 1980

<table>
<thead>
<tr>
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<th></th>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Low</td>
<td>Med.</td>
<td>High</td>
<td>Low</td>
<td>Med.</td>
</tr>
<tr>
<td>4,112</td>
<td>4,715</td>
<td>5,454</td>
<td>6,008</td>
<td>7,500</td>
<td>5,902</td>
<td>6,994</td>
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<tr>
<td>366</td>
<td>592</td>
<td>757</td>
<td>606</td>
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<tr>
<td>244</td>
<td>398</td>
<td>505</td>
<td>601</td>
<td>630</td>
<td>676</td>
<td>691</td>
</tr>
<tr>
<td>204</td>
<td>288</td>
<td>366</td>
<td>602</td>
<td>599</td>
<td>656</td>
<td>742</td>
</tr>
<tr>
<td>433</td>
<td>491</td>
<td>625</td>
<td>1,002</td>
<td>1,050</td>
<td>1,024</td>
<td>1,086</td>
</tr>
<tr>
<td>605</td>
<td>540</td>
<td>685</td>
<td>882</td>
<td>1,004</td>
<td>1,029</td>
<td>1,091</td>
</tr>
<tr>
<td>356</td>
<td>380</td>
<td>487</td>
<td>364</td>
<td>434</td>
<td>580</td>
<td>637</td>
</tr>
<tr>
<td>237</td>
<td>253</td>
<td>324</td>
<td>350</td>
<td>364</td>
<td>453</td>
<td>416</td>
</tr>
<tr>
<td>229</td>
<td>243</td>
<td>312</td>
<td>377</td>
<td>348</td>
<td>379</td>
<td>396</td>
</tr>
<tr>
<td>219</td>
<td>233</td>
<td>294</td>
<td>395</td>
<td>374</td>
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<tr>
<td>206</td>
<td>219</td>
<td>276</td>
<td>366</td>
<td>387</td>
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<tr>
<td>211</td>
<td>224</td>
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<td>345</td>
<td>223</td>
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<td>429</td>
</tr>
<tr>
<td>182</td>
<td>195</td>
<td>246</td>
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<td>326</td>
<td>349</td>
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<tr>
<td>170</td>
<td>180</td>
<td>228</td>
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</tr>
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<td>146</td>
<td>156</td>
<td>198</td>
<td>205</td>
<td>218</td>
<td>252</td>
<td>276</td>
</tr>
<tr>
<td>120</td>
<td>128</td>
<td>162</td>
<td>154</td>
<td>168</td>
<td>186</td>
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<td>195</td>
<td>246</td>
<td>197</td>
<td>219</td>
<td>251</td>
<td>276</td>
</tr>
</tbody>
</table>
School age groups are not the only ones which will change. When the age pyramid chart for the Village of Westerville is compared to that for Franklin County, a marked difference in the respective age structures is revealed. (Plate 2).

The age pyramid for Franklin County in 1950 is very much like that of the United States for that year. The largest age groups in the county are 20–24 and 25–29. The people in these groups come from relatively large families, some from foreign born parents who tended to have large families. With the closing off of immigration followed closely by the Great Depression and World War II, the number of children born dropped sharply, shown in the shorter bars. The large base bars result from the so-called present baby boom. The overall picture is one of a fast growing population.

Plate 2 shows the population pyramid for the Village of Westerville for the year 1940 to have been one of great stability. Although there is a slight tapering of the pyramid toward the older age groups, in the main, the age groups were very similar in size. The pyramid actually reflects what is common knowledge; that is, the fact that up until 1940, Westerville was a stable community of local residents.

The pyramid of population for Westerville in 1955 shows a marked change in its age distribution. With the in-migration of people from the county plus an increased birth rate, the base of the pyramid expanded and the age group 25–29 shows a marked gain. In fact the lower portion of the pyramid is now assuming the shape of that for Franklin County and the nation. The upper portion still maintains the rectangular appearance shown in the pyramid chart.
PERCENTAGE OF POPULATION DISTRIBUTION

BY AGE AND SEX

FRANKLIN COUNTY—1940

WESTERVILLE—1940

12 10 8 6 4 2 0 2 4 6 8 10 12
MALE FEMALE MALE FEMALE

FRANKLIN COUNTY—1955

WESTERVILLE—1955

12 10 8 6 4 2 0 2 4 6 8 10 12
MALE FEMALE MALE FEMALE

PLATE 2
for Westerville of 1940 it is a fairly sound assumption that with continued growth, the composition of population in Westerville will assume the age distribution of a younger, growing population similar to that of Franklin County.

**Distribution and Density of Present and Future Population**

How a population distributes itself on the land determines the pattern of living in a community and to a large degree determines the efficiency of the services offered the people. For example, if the people are pocketed in widely scattered subdivisions which are separated from the built up area by undeveloped acreage, the cost of extending sewer and water lines, roads and other services over open land to service these developments become in some cases prohibitively high.

The present population in and around Westerville is distributed in a decreasing gradient out from State and Main Streets. The density increases near the college and the main business district, because of the dormitories and multi-family housing.

The future population distribution for Westerville and environs shown on Plate 3 presents a picture of continued even distribution of population out to the present corporation limits and spilling over into the surrounding area which can be served by municipal facilities. Slightly higher densities will occur to the southeast and northwest diminishing in number as the distance out from the village increases.

Unlike the City of Columbus, where areas reach densities as high as 50 people to the acre, Westerville has, through its zoning and subdivision regulations and its annexation policies been able to keep a uniform density pattern to its land and thereby has maintained the residential character always associated with the land in this village.

**Factors Influencing Future Population Distribution and Density**

The few small hills around Westerville do not restrict the population growth to any
FUTURE DISTRIBUTION OF POPULATION

Each dot represents 25 persons of estimated 1980 population.
marked degree. Probably the major barriers would be Alum Creek on the west, the county line on the north and the railroad through the village. Alum Creek would be a barrier because of the problem of crossing it with additional bridges and utility lines; the county line is a type of political barrier that could possibly prevent municipal services being extended into another county without that county's sanction; the railroad, while not a barrier, is a factor which affects livability and housing because of the grade crossing problem and train noise. Lack of an adequate water supply could hamper population growth in certain areas, but with plans for a new dam and improvements in filtration, the availability of water should not be a problem.

Housing

House construction continues at an ever increasing rate in Westerville. The newly annexed land shown in Table 1, page 6, is a result of new subdivisions being laid out and the builders seeking municipal services for the newly erected houses.

Plate 4 shows how the recent housing boom in Westerville gained momentum in just the last three years.

The total housing supply in Westerville as of January 1, 1955 was about 1400 units. These plus the 140 new units now being built during 1955 will make a total of 1540 units in the village by the end of this year. It is very likely that this new rate of construction will be maintained for at least the next few years.
PLATE 4

Number of New Dwelling Units Added to the Housing Supply of Westerville From 1950 Through 1955

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of New Dwelling Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>1955</td>
<td>140</td>
</tr>
<tr>
<td>1954</td>
<td>101</td>
</tr>
<tr>
<td>1953</td>
<td>43</td>
</tr>
<tr>
<td>1952</td>
<td>28</td>
</tr>
<tr>
<td>1951</td>
<td>19</td>
</tr>
<tr>
<td>1950</td>
<td>15</td>
</tr>
</tbody>
</table>

Number of New Dwelling Units
NEW HOUSING
IN WESTERVILLE
PART II

Present Land Use and Economic Study

Many of the older structures built in Westerville were built to service, in some way, Otterbein College, whether they were dwellings, rooming houses or businesses. These structures have been clustered in an orderly manner around the college with the bulk of the commercial establishments fronting on State Street between Home Street and College Avenue.

The multiple family housing, two-family and rooming houses are located mostly between Plum Street on the south, Lincoln Street on the north, the college on the west, and Vine Street on the east. This squared-off area comprises the more intensely-used part of the village because of the slightly higher land densities.

The rest of the village is devoted primarily to single-family housing, except for the schools, library and other public buildings throughout the village and the industrial area in the northeastern part of the village along the railroad.

There are some newer commercial establishments strung out along the southern part of State Street where the railroad crosses that street, which in a way tend to anchor the southern part of the village into somewhat of a second commercial center.

The housing of the new subdivisions is primarily single-family in character. The streets in these subdivisions are in many instances curvilinear in pattern in sharp contrast to the rectangular pattern of the older part of the village.

Table VI is a breakdown of the amount of each type of land use in the village by acres and the percent of land devoted to each land use type. In addition there is listed the assessed
<table>
<thead>
<tr>
<th>Use</th>
<th>Square Feet</th>
<th>Acres</th>
<th>Percent of Total Land Area</th>
<th>Percent of Assessed Valuation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>565,200</td>
<td>13</td>
<td>1.1</td>
<td>10.2</td>
</tr>
<tr>
<td>Light Industrial</td>
<td>443,700</td>
<td>10</td>
<td>.8</td>
<td></td>
</tr>
<tr>
<td>Heavy Industrial</td>
<td>468,000</td>
<td>11</td>
<td>.9</td>
<td></td>
</tr>
<tr>
<td>Two Family</td>
<td>815,400</td>
<td>19</td>
<td>1.6</td>
<td>5.9</td>
</tr>
<tr>
<td>Multiple</td>
<td>113,400</td>
<td>3</td>
<td>.2</td>
<td></td>
</tr>
<tr>
<td>Boarding</td>
<td>174,600</td>
<td>4</td>
<td>.4</td>
<td></td>
</tr>
<tr>
<td>One Family</td>
<td>10,360,000</td>
<td>238</td>
<td>20.6</td>
<td>75.1</td>
</tr>
<tr>
<td>Vacant</td>
<td>27,355,680</td>
<td>628</td>
<td>54.5</td>
<td>68.7</td>
</tr>
<tr>
<td>R.R. &amp; Public Utilities</td>
<td>590,400</td>
<td>14</td>
<td>1.1</td>
<td>4.6</td>
</tr>
<tr>
<td>Park</td>
<td>301,500</td>
<td>7</td>
<td>.6</td>
<td></td>
</tr>
<tr>
<td>Public</td>
<td>3,882,600</td>
<td>89</td>
<td>7.7</td>
<td></td>
</tr>
<tr>
<td>Streets</td>
<td>5,052,960</td>
<td>116</td>
<td>10.5</td>
<td></td>
</tr>
</tbody>
</table>
valuation of each major land use along with the percent of the total assessed valuation it comprises.

It is interesting to note that whereas the commercial areas of Westerville use but a mere 1% of the land, it contributes over 10% of the village's taxes. The combined light and heavy industrial lands make up 1.7% of the land area and contribute over 9% of the taxes. The railroads and public utilities use 1% of the land and contribute 4.6% of the taxes. The single-family housing, when combined in the table with vacant land, in that most of the land will be used for one-family dwellings, uses 75% of the land and contributes 69% of the taxes.

It can be seen therefore that on a percentage basis, commerce and industry contribute proportionate, much more to the village treasury than does single-family housing. In that single-family housing uses most of the municipal services in proportion to the taxes it pays, serious thought should be given by the Village of Westerville as to the proportions of land it should like to see assigned in the future for each land use so as to produce adequate revenue to pay the costs of servicing the whole community adequately.

Past studies in other cities have shown that in terms of the amount of money paid in taxes to the city treasury, single-family housing requires municipal services costing six times the amount it pays in; commercial establishments require services just equal in cost to the amount they pay in; while industry pays over seven times the cost of the services it receives.

The problem facing the Village of Westerville is this: If this high rate of single-family house construction continues without additional construction of industrial and commercial establishments, the proportions of land uses shown in Table

![Typical Light Industry](image)

![Heavy Industry](image)
VI will be markedly changed. The consequent result will be a greatly increased use of municipal services with a relatively small amount of taxes coming in to pay for them. The Village Council has two choices before it if this vigorous house building program is to continue: (1) Increase taxes gradually to cover the costs of the imminent increase in the use of municipal services; (2) Make every effort to bring new industry into the Village to help balance the costs of services used by housing.

Future Land Use Study

One way to encourage industries to locate in the village is to select choice areas for industry, incorporate these selections into the future land use plan and the zoning for the village. Plate 5 is a map of the generalized future land use plan for the Village of Westerville.

In the main, it shows an expansion of multiple and two-family housing near the college and the business district, another smaller shopping area at the southern limits of the village to serve the new housing developments now being built, and a sizeable addition of industrial land for both service and manufacturing type industries. Political boundaries are not really major barriers to growth and so it is quite likely that new housing and industry will spill over into Delaware County to the north. Some of the land along Alum Creek lies in a flood plain and in that it is unlikely that much building will occur there, the best future land use would probably be that of additional park land. The Board of Education is already in the process of acquiring a 39 acre site for a new high school, the site lying between the railroad track and Otterbein Avenue extended, is shown on the future land use map.

This future land use plan is a suggested scheme which, along with the major street plan described below can be adopted by the Village Planning Commission and Council to be the official master plan for Westerville and could be a great asset to the Village in guiding all future private construction and public improvement programs.
Wester ville and Environs

Future Land Use Plan

Legend:
- One Family Residence 20,000 sq. ft. or more per lot
- One Family Residence 10,000-20,000 sq. ft. per lot
- One Family Residence less than 10,000 sq. ft. per lot
- Two Family Residence
- Multiple Family Residence
- Commercial
- Public and Semi-Public
- Light Industry
- Heavy Industry & Railroads
- Existing Alignment
- Proposed Alignment
- Major and Secondary Streets
- Proposed Trunk Sewers

Plate 5
However, a master plan, being only a guide for directing future land use patterns, has no power to control authoritatively any future developments. It is up to the zoning and subdivision regulations to add the necessary policing powers to pin down the plan into an operating action program.

Zoning is simply a set of rules for the orderly growth of a community. These rules apply strictly to how the land in a municipality should be used and the type of structures to be built on the land. In Westerville, these zoning rules will be in the form of a village ordinance and will establish different districts or zones in which different types of land uses may locate.

Once the new zoning code has been adopted by Westerville, the citizens of the community will know that the pattern adopted will be followed until changed by an orderly process established in the code. Any new industries locating in Westerville will be built only in districts approved for that purpose in the zoning plan. Any new stores built will be restricted to the areas set aside for commercial or industrial purposes. Apartments will not spring up in districts set aside for single-family residences.

In addition the new zoning will establish off-street parking requirements for all districts, provide for adequate set-back of buildings from the street and provide means for regulating the location of trailers, motels, and smoke, dust, noise and odor emitted by industry.

Subdivision Regulations are another set of controls which, if adopted by Westerville, would aid in regulating how a particular tract of land may be divided into lots, where and how the streets and other public improvements should be laid in the subdivision, and in general provide a means for reviewing and recording future land development.

In that the subdividing of land is, in a way, the planning of future neighborhoods, it is entirely reasonable that this operation be supervised by the Village Planning Commission to insure that such subdivision planning is in complete agreement with the overall master plan for the whole community.

These two important sets of regulations will be submitted as separate parts of the master plan for Westerville.
PART III

Major Street Plan

Tied into the future land use plan and regulatory controls (zoning and subdivision regulations) is a proposed future street plan for Westerville which will provide not only better interior circulation of traffic but will provide better access between Westerville and other areas of attraction (Hoover Dam, Northern Columbus, Downtown Columbus Business District).

The street plan (Plate 6) calls for three types of streets to serve adequately the residents of Westerville: major streets, secondary streets and minor streets. A major street is one which serves as a direct express route to a given destination and is used by through traffic as well as local traffic. The purpose of a secondary street is to serve traffic from the residential area into the major express street. The minor street by definition is strictly local in nature servicing the houses in the neighborhood in which it is located.

The major street plan calls for two major streets to run north-south through the Village; one is State Street, which, because it is State Route 3, is assigned a right-of-way width of 100 feet. The other is Otterbein Avenue, an eighty foot roadway to run from County Line Road on the north down to Schrock Road on the south. The purpose of this latter route is to provide a by-pass of the Village of Westerville for through traffic.

County Line Road or Smothers Road on the northern boundary of the village is suggested as east-west major thoroughfare from State Street to Spring Street although the Master Plan for the entire Franklin County region shows this road to continue as a major street even past New Albany Road.

Schrock Road on the south is also assigned a major 80 foot classification. It too is a major route on the official thoroughfare plan of the county and is scheduled to connect eventually with North Street in the unincorporated area of Central College.
One more major street in Westerville is Main Street from the intersection of Main and State Streets west over the bridge over Alum Creek and connecting to Cleveland Avenue.

Spring Road on the east is assigned a secondary street classification in that it connects County Line Road with Schrock Road and thus serves the whole eastern portion of the area as a north-south route. All the other secondary streets are east-west in direction. Three of them, College Avenue, Walnut Street and Cherrington Road connect State Street with Spring Road on the east. One final secondary street, Hiawatha Avenue affords another route to Cleveland Avenue at such time when another bridge is built across Alum Creek.

The rest of the streets in the Westerville area are assigned a minor street classification.

This street plan divides Westerville and environs into large neighborhood units, each unit encircled by major and secondary streets. This scheme will allow a motorist to travel a minimum distance over minor streets before he reaches an express street.

This major street plan could be carried out through the enforcement of the subdivision regulations.

**In Summary**

This general plan when adopted by the Village Council should serve the purpose of guiding Westerville in the formulation of many future policies affecting the use of the land. Forethought and planning in this way very often helps prevent irrational decisions to grant spot zones, substandard lot sizes, inaccessible land areas and other such factors which can have blighting influences in the future.

In addition, this plan will help not only to anticipate future population, housing, and school loads, but will help Westerville maintain the stable community life that has made the village such a desirable place in which to live.