

Implementation

The **Comprehensive Plan** is meant to be a working document that results in concrete changes to the way Wayne County and local jurisdictions manage growth. In a sense the Plan presents a *blueprint for action* that provides direction and assists decisionmakers over the next five to ten years. The intent is to fulfill the goals, objectives and strategies that embody the civic contract that is a result of this effort.

Implementation will involve a host of individuals and agencies working individually and in partnership. Primary responsibility will fall to the County Commissioners, County Planning Commission and County Planning Department. But all communities in Wayne County are expected to take responsibility for managing development within their own jurisdictions. Major cities and villages are requested to update their comprehensive plans, taking into account the recommendations contained in this document. Capital improvement planning should be undertaken on an annual basis by all communities and economic incentives should be approved if the subject development is compatible with this Plan's land use recommendations.

How to Use the Comprehensive Plan

The Plan can be used in the following ways:

Update Regulations

The County is to update regulations related to subdivision of land and improvements (subdivision, engineering and health codes) during 1997. The **Comprehensive Plan** provides guidance in that regard and should be used as a frame of reference in each case. Relative to subdivision regulations, the Plan recommends several code changes and the Land Use Plan should be referred to in deciding incentives as one means of implementation. Relative to the health code, the Plan addresses the relationship between lot size and on-site utilities, with the intent of strengthening these requirements. Relative to engineering standards, issues identified in the Plan include upgrading design standards for improvements in subdivisions (ie., paving, sidewalks, curb and gutter, etc.) and stronger access management requirements.

Land Use Decisions

Various jurisdictions in the County make land use decisions on a regular basis, whether or not those jurisdictions have adopted zoning. Deciding to extend utilities to a development, approving certain permits and providing economic incentives are several ways in which public decisions impact land use. Elected and appointed officials should use the **Comprehensive Plan** for guidance in making these decisions whenever an impact on land use is a potential outcome. Questions that should be considered are:

- Is the proposal compatible with the Plan's land use recommendations?
- Is the proposal located in the most appropriate Resource Management Area?
- Does the proposal unnecessarily impact adjacent land uses?
- Can efforts be taken on the site or with the proposal to mitigate identified land use conflicts? (Solutions could include increasing building setbacks, adding mounding and landscaping to screen activities, reduce traffic flows, utilize indirect lighting, reduce signage.)

In the end public decisionmakers must decide whether a proposal's benefits outweigh its potential costs, including public costs relative to infrastructure.

Capital Improvement Decisions

It is very important that public entities make sound decisions regarding extending utilities, in line with the Plan's land use recommendations. The Plan strongly supports redirecting future development to existing cities, villages and hamlets, especially those with the necessary water and sewer systems. Such future development should be concentrated in those areas and utilities should not be extended until available building sites are fully obligated.

On an annual basis communities should prepare and adopt capital improvement plans that reflect the land use and utility recommendations contained in the **Comprehensive Plan**. Such a process would direct public attention in an efficient and cost-effective manner, rather than deciding utility issues on a random basis.

Economic Incentives

The **Comprehensive Plan's** land use recommendations should be used as a basis for deciding economic incentives, encouraging businesses seeking such incentives to locate in places consistent with the Plan. The County could adapt application forms to include an assessment of such proposed locations relative to the Plan, land use compatibility with adjacent properties, infrastructure availability, natural constraints, etc. These are reasonable requests that would be considered in a community with stronger land use controls.

Existing industrial sites and future industrial parks should be the focus of incentives as well. This would encourage development of appropriate parcels, reuse of available buildings and development of future industrial parks. Again, directing industrial growth in this way is one means of implementing the **Comprehensive Plan's** land use recommendations.

Private Decisionmaking

Private property owners should use the **Comprehensive Plan** in making their own decisions regarding development potential. The Plan provides very good data on natural constraints that can affect the cost or suitability of development. Likewise the Plan identifies the areas most appropriate for development from a land use policy standpoint using County geographic information system (GIS). The Plan does not seek to deny any individual property rights, but tries to encourage actions consistent with the Plan's recommended policies. Additionally incentives are proposed to further encourage compatible development, through changes to the County subdivision regulations and changes to local zoning codes.

Updates

The **Comprehensive Plan** by its very definition is a "living" document which must reflect current conditions and priorities. As part of implementation the Plan should be evaluated on an annual basis and recommendations modified where appropriate. The County Commissioners should schedule a major update to the Plan in five years from its adoption. Existing conditions should be updated, goals and objectives revisited, and strategies and actions revised to reflect the County's priorities at that time.

Staffing

The most pressing impact of plan implementation on staffing levels will occur at the County Planning Department. Currently the staff is responsible for a host of administrative activities, including the County subdivision program, CDBG administration, Issue Two assistance, floodplain management, GIS program, Airport funding and special projects.

It is assumed that a significant responsibility will fall on the Planning Department to directly implement portions of the Plan, coordinate activities among County and local entities that will implement various actions and to provide ongoing information and technical assistance to a host of public and private individuals relative to the Plan.

As a result it is projected that the Planning Department should consider either hiring a fulltime planner to implement the Plan or out-source certain responsibilities to a private contractor(s). Hiring additional staff will strengthen the in-house knowledge base and experience of working with the Plan over the long-term. Hiring an outside contractor(s) should be a less expensive approach, but the knowledge and experience gained otherwise could be lost once the contractor's work program is completed.

The Planning Director should evaluate these options and forward a recommendation to the County Commissioners.

Planning Commission and Steering Committee

The County Planning Commission will be looked upon to assist implementing the **Comprehensive Plan** through its own responsibilities and decisions. These particularly focus on subdivision authority and intergovernmental review. The Commission should consistently use the Plan's land use recommendations and natural constraints to suggest modifications to subdivision proposals, in line with the Plan's policies.

To assist the Commission in these responsibilities and to provide additional consistency following the conclusion of this planning effort, the Plan recommends that members of the Comprehensive Plan Steering Committee be appointed by the Commissioners to a special subcommittee of the Commission. This subcommittee would meet on a regular basis with the full Commission to consider the status of Plan implementation. The full Steering Committee would also be convened annually to review implementation progress, forecasts and recommended changes to Plan policies and recommendations (Land Use Objective 1). Steering Committee members could also be a very good source of future planning commissioners.

Funding

Funding many of the recommendations of the **Comprehensive Plan** will require the identification of special funds. In some cases the County and individual communities will be able to tap state and federal grants to fund certain recommended actions. In other cases annual appropriations (general funds) and capital improvement funds may be reallocated to implement Plan recommendations.

But it appears that a dedicated, reliable source of public funding will be necessary to either directly pay for certain recommendations or to provide financial incentives to encourage non-county organizations and individuals to implement portions of the Plan. Clearly the County will be in a stronger position to implement this Plan if it can provide some funding to assist local partners in positively managing Wayne County's development.

The funding issue should be considered as a major source of public funds dedicated solely to implement various recommendations of the County's **Comprehensive Plan**. Funding could be from a variety of taxes, such as sales tax, sin tax or conveyance tax. The issue would be put to a vote of the public. If approved the fund would be established by the County Commissioners and implemented by the Planning Commission with staff support from the Planning Department.

The fund should be capitalized at a minimum of \$3 million, a substantial portion of which should be earmarked for loans to ensure the fund is self-supporting. Guidelines would be prepared by the Planning Commission and adopted by the County Commissioners. An annual application deadline and monitoring by the Planning Department would create additional mechanisms to ensure a fair and well-run program.

Summary of Strategies

Table 11.1 summarizes recommended strategies based on the timeframe indicated for individual actions. This serves as a menu of action and should be referenced to individual elements for details. Each strategy is listed by element and year of **initiating** implementation. The following are element acronyms:

CF - community facilities

CR - cultural resources

ED - economic development

H - housing

LU - land use

NR - natural resources

P - population

T - transportation

U - utilities

Strategy	Responsible Party				Completion Target		
	County Comm	County Planning	Wayne Dev Cncl	Other	Short Term	Mid Term	Long Term Ongoing
Community Facilities							
1.1		X		X ¹	X		
1.2		X		X ³	X		
1.3		X			X		
2.1		X		X ^{1,2}	X		
2.2		X				X	
Cultural Resources							
1.1	X	X	X	X ⁴			X
1.2	X						X
1.3	X						X
1.4	X					X	
2.1	X	X		X ^{1,2}			X
2.2	X			X ³		X	
2.3	X		X	X ¹¹			X
2.4				X ⁴	X		
Economic Development							
1.1	X				X		
1.2	X					X	
1.3	X						X
2.1	X				X		
2.2		X				X	
2.3			X			X	
3.1	X	X		X ⁹		X	
3.2		X	X				X
3.3		X					X
3.4		X	X				X
4.1			X				X
4.2				X ^{5,8}	X		
4.3				X ⁵		X	
4.4				X ⁵			X
4.5				X ⁵		X	
4.6				X ⁵			X
4.7				X ⁵			X
4.8			X	X ^{7,8,10}		X	
Housing							
1.1		X			X		
1.2		X			X		
1.3	X	X				X	
1.4	X	X		X ⁶	X		
2.1	X	X				X	
2.2	X	X				X	
2.3	X						X

Strategy	Responsible Party				Completion Target			
	County Comm	County Planning	Wayne Dev Cncl	Other	Short Term	Mid Term	Long Term	Ongoing
Land Use								
1.1	X				X			
1.2		X			X			
1.3	X	X			X			
1.4		X		X ⁷				X
1.5	X	X						X
1.6	X			X ⁷				X
1.7	X			X ⁷				X
2.1	X	X						X
2.2				X ⁷				X
2.3		X		X ⁷	X			
3.1				X ⁷				X
3.2				X ⁷				X
3.3	X			X ⁷				X
4.1	X		X					X
4.2				X ⁷				X
4.3	X							X
4.4	X	X						X
5.1	X					X		
5.2	X							X
5.3	X							X
5.4		X			X			
5.5				X ⁷				X
5.6				X ⁷			X	
5.7			X					X
5.8				X ⁷			X	
5.9	X			X ⁸				X
5.10	X			X ⁸				X
6.1	X							X
6.2	X	X		X ⁴		X		
6.3				X ⁸		X		
6.4				X ^{4,8}			X	
6.5				X ^{4,8}	X			
6.6		X		X ⁸		X		
6.7	X	X		X ³				X
6.8				X ⁷				X
7.1		X			X			
7.2		X			X			
7.3		X		X ¹³	X			
7.4		X		X ¹	X			
7.5		X		X ²	X			
8.1		X				X		
8.2		X				X		
8.3		X						X
9.1	X				X			
9.2		X						X

9.3			X			X		
9.4	X					X		
	Responsible Party				Completion Target			
	County	County	Wayne		Short	Mid	Long	
<u>Strategy</u>	<u>Comm</u>	<u>Planning</u>	<u>Dev</u>	<u>Cncl</u>	<u>Term</u>	<u>Term</u>	<u>Term</u>	<u>Ongoing</u>
Land Use								
10.1			X		X			
10.2			X			X		
10.3	X					X		
11.1	X					X		
11.2			X		X ¹¹	X		
Natural Resources								
1.1			X		X			
1.2			X		X			
1.3			X					X
1.4			X		X			
2.1	X							X
2.2	X				X ³	X		
2.3	X				X ³			X
2.4			X		X			
2.5	X		X					X
2.6			X					X
3.1			X			X		
3.2			X			X		
3.3			X					X
3.4			X		X ¹²	X		
4.1			X					X
4.2					X ³			X
4.3			X					X
4.4			X					X
5.1	X		X					X
5.2			X		X ¹³			X
5.3			X		X ¹³			X
5.4			X			X		
5.5	X		X		X ¹³			X
6.1					X ¹⁴			X
6.2			X			X		
6.3			X		X ²	X		
6.4			X			X		
7.1			X					X
7.2	X		X			X		
7.3	X		X			X		
8.1			X					X
8.2			X					X
8.3			X					X
Population								
P 1.1			X					X
P 1.2			X					X
P 2.1			X					X

P 2.2			X						X
P 2.3			X						X

Strategy	Responsible Party				Completion Target			
	County	County	Wayne	Other	Short	Mid	Long	Ongoing
	Comm	Planning	Dev Cncl		Term	Term	Term	

Transportation

1.1					X ¹				X
1.2					X ¹				X
1.3					X ¹				X
1.4					X ¹				X
2.1			X		X ¹				X
2.2	X				X ¹				X
2.3	X				X ¹				X
2.4	X				X ¹				X
3.1	X				X				

Utilities

1.1					X ¹⁴				X
1.2					X ¹⁴				X
1.3					X ¹⁴				X
1.4			X			X			
1.5					X ¹⁴				X
2.1					X ¹⁴				X
2.2					X ¹⁴				X
2.3					X ¹⁴				X
2.4					X ¹⁴				X
2.5			X			X			
2.6					X ¹⁴				X

Key:

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|--|---|
| ¹ County Engineer | ⁸ OSU Extension |
| ² County Health Department | ⁹ Main Street Wooster |
| ³ County Park District | ¹⁰ Convention and Visitors Bureau |
| ⁴ Wayne County Historical Society | ¹¹ County Planning Commission |
| ⁵ Agricultural Development Organization | ¹² Wayne Center for the Arts |
| ⁶ Comprehensive Plan Steering Committee Service | ¹³ US Natural Resources Conservation |
| ⁷ Cities, Villages and Townships | ¹⁴ Community Wastewater Systems |