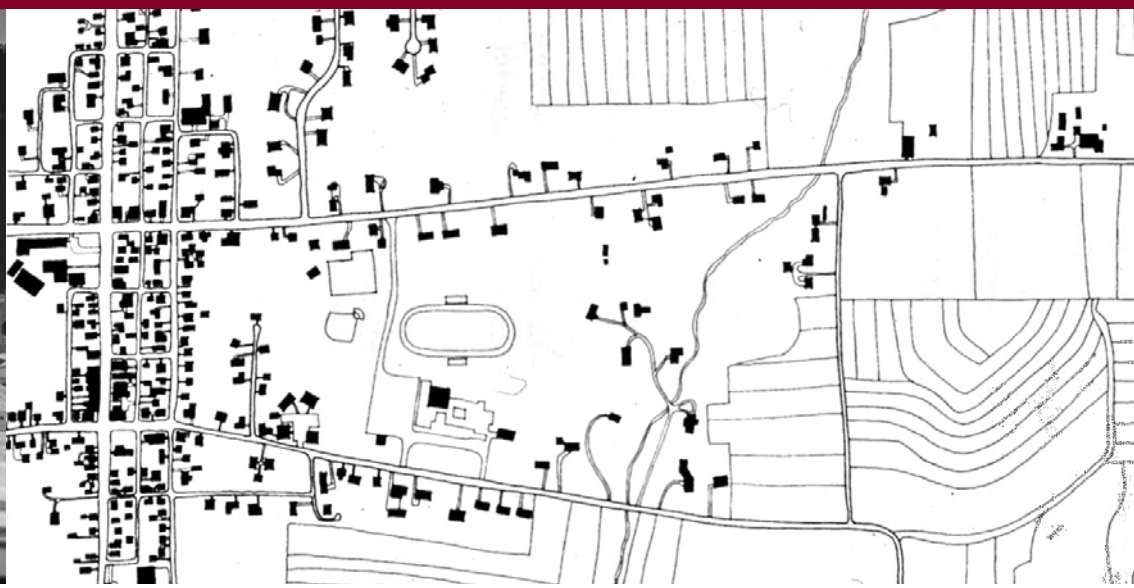
Chapter 2



Above: Meaningful public engagement is a critical part of a well-prepared comprehensive plan. (photo: Kirby Date)

Above Right: (map: Kirby Date)

COMPREHENSIVE PLANNING

Background

> **If you don't know where you're going, you'll wind up somewhere else.**
>
> Yogi Berra

Why create a comprehensive plan?

Why should communities invest the time and effort in creating and maintaining a comprehensive plan? A comprehensive plan aligns available resources properly to meet and maintain the goals of a community for preserving current character and creating a future identity. This is a dynamic process that should answer the questions: "Who are we?", "Where do we want to be?" and "How will we get there?"

In the absence of a sound comprehensive plan, communities may lose their valued character and lose sight of their future goals through unplanned decision making. Without a plan, decisions are made on an ad-hoc basis without proper allocation of community resources to meet current and future needs of that community. Managing a community without a comprehensive plan would be like building a home without a proper blueprint.

The comprehensive planning process itself creates a dialogue among the public and stakeholders, as well as providing information about community affairs to those involved. The process also allows stakeholders to evaluate the potential outcomes of their decisions on the community and its neighbors, reducing the potential for unintended consequences, and maximizing the power of benefits that may result.

"Studies suggest that to the extent these smarter development patterns foster equity in regions by improving center-city incomes and vitality, they will also enhance the economic well-being of the suburbs as well as the city. City income growth has been shown to increase suburban income, house prices, and population. Reduced city poverty rates have also been associated with metropolitan income growth."

(Muro & Puentes, 2004)

How does preparing a comprehensive plan relate to Balanced Growth?

A comprehensive plan enables the community to better anticipate stormwater management needs on a community-wide scale. Open space, priorities for development, and priorities for conservation can be strategically placed to minimize the impacts that stormwater runoff can have on the community's water resources and the whole watershed. Community-wide stormwater management can reduce flooding and improve water quality, habitat, and recreation value, and protect property values and quality of life.

The comprehensive planning process also provides an opportune time to work with neighboring communities to coordinate stormwater management strategies, as each watershed is often a part of a larger watershed. Collaboration among sub-watersheds potentially reduces redundancy in capacity and, consequently, can reduce overall watershed management costs. Effective water management on the local level also provides opportunities for innovative practices that recognize the role of "green infrastructure" in developed areas, at the site, neighborhood, community, and watershed level. Green infrastructure can also mitigate impacts from combined sewer overflows and basement sewer line backups.

A Comprehensive Plan also supports the economic strength and fiscal responsibility of a community. Just as any business must plan for efficiency, effective use of resources, and anticipated future change, so must a responsible local government anticipate future needs and allocate funds for efficient operation, and long term stability. A comprehensive plan is the mechanism for communities to manage their most important physical, infrastructure, and environmental assets in a way that conserves funds and anticipates change.

What is a comprehensive plan?

The comprehensive plan is an adopted public document that serves as a guide for decisions about physical development in the community. It is an explicit statement of future community goals, values, and objectives and provides a formal vision for the community.

A quality plan represents a consensus of the community's intent for its future, which is achieved through meaningful public discussion. It will include policy statements that express an adopted policy position on a planning issue. For example, "The city will encourage the development of light industry within one mile of the interstate highway exchanges and discourage other locations." (Toner, p. 6) Typically, the comprehensive plan will include a land-use map that illustrates the location of the various land-use activities and a complete transportation map that includes analysis of transportation needs and proposed roadway improvements.

Columbus City Beautiful Plan of 1908: A Civic Center & Heart of the City.

"A mall was proposed to extend from the Statehouse down to the Scioto River. A city hall, state buildings, art gallery, music hall and other public buildings were proposed as part of the civic center complex. The civic center was recommended to be connected to the rest of the city by boulevards and parkways. In their concluding comments, the 1908 Plan authors make the case for implementation by stating that ***'the time has arrived when some definite scheme should be devised looking to the organic development of the city along practical and artistic lines. And this must result in increasing its wealth not only by improving the natural conditions, but by attracting legitimate investment, and above all, by making Columbus a better and pleasanter place in which to live'."***

(Planning Division, Department of Development, City of Columbus, Ohio)

In addition to meaningful input from the public, the "vision" for the comprehensive plan involves the consensus of key community players including elected officials, appointed officials, technical staff, public agencies, school district representatives, and other stakeholders. This consensus can be used to create momentum toward implementation of the plan once it is completed.

A comprehensive plan also includes implementation strategies that identify the responsible party, the time by which the strategy will be accomplished, the likely cost, and how success will be monitored.

The legal basis for the comprehensive plan:

The comprehensive plan has a firmly rooted basis in Ohio regulations and case law. Preparation of a comprehensive plan is initiated by the local government, and may be at the county, city, township, or village level. The legal foundation for planning rests in the police power to protect public health, safety, and welfare. Planning is not zoning, but it provides the rationale for zoning and other actions to achieve the community's goals.

> *Planning provides a strong foundation for local government decision making. The comprehensive plan is based on the consensus of citizens, council and city staff and will be a written statement of policy and long range planning objectives. The document is very strong protection against legal challenges for inappropriate land uses. The plan also is a record for citizens of the intent to provide service and a well planned city. Variation from the plan can be used by neighborhoods or citizens as a breach of faith by city leaders.*
>
> *The big advantage of creating a comprehensive plan is the ability to inventory and assess the current city so that goals and plans can be established for the benefit of the future city. The early basis for planning was the zoning ordinance but zoning alone has proven inadequate to control growth or prepare for future demand. The comprehensive plan established goals for the zoning ordinance. Zoning must fulfill the plan and the plan is the pattern for development* (Evans-Cowley, p. 3.2).

How is a comprehensive plan created?

Preparation of a sound comprehensive plan involves a logical planning process with several steps:

1. Research and analysis of existing conditions: This first step entails a scan of the community and an evaluation of the results and their implications for the community. This includes what the community wants to continue, anticipated demand for housing and non-

> **"Up to the present, much good work has been scatteringly done in Columbus, but the aggregate benefit has not been what it ought to be, because of this failure closely to knit all improvements into a firm civic fabric."**
>
> Authors of the Columbus City Beautiful Plan of 1908

residential development, trends for the future, evaluation of existing policy and where change is needed. It should also consider existing planning documents, including applicable state and federal policy, plans of adjacent communities and the relevant county, and plans of key stakeholders within the community (such as major private land holders, Chamber of Commerce, school district, park districts, key businesses, and others).

2. Visioning and goal setting. Where do we want to be? This is where citizen engagement and participation of the key community players comes in to play. Citizen engagement is a critical element of creating a comprehensive plan and should be as broad and inclusive as possible to make sure that the most important goals for the community are accounted for. Some example goals include:

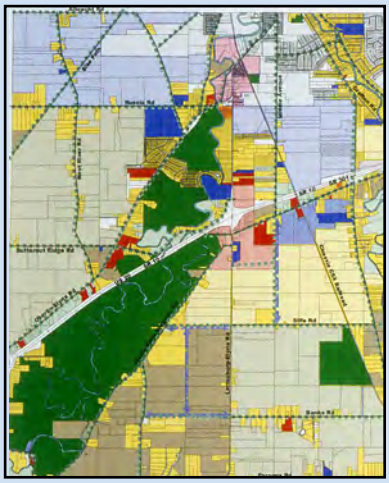
- "Housing opportunities shall be expanded, with an emphasis on affordability, quality and revitalization of neighborhoods"
- "Historical charm and small-town character shall be preserved and enhanced"
- "Development shall be carefully balanced with the preservation of natural resources"

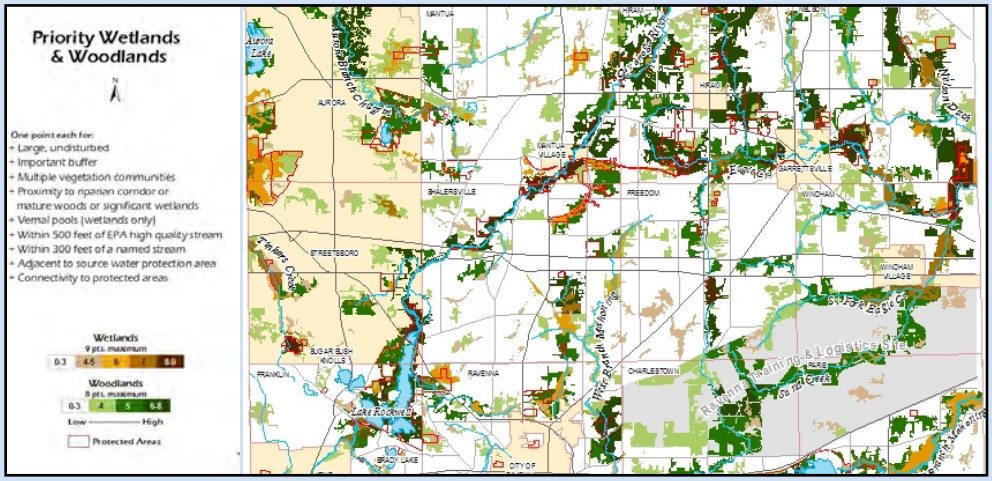
A balanced plan will encourage efficient development in the right places at the right intensity. This will provide a sound economic basis for the community, while doing the best for the natural resources of the watershed. A balanced plan will carefully consider where development happens. Effective stormwater regulations aligned with the plan will ensure that those developments are applying on-site stormwater management practices.

3. Strategy formulation and Scenario Planning: A set of actions are identified that will achieve the goals set forth in the visioning and goal setting process. Local jurisdictions may want to formulate policies based upone their vision and goals as part of this stage. These policies provide a link between the vision and goals and the strategic actions, thus providing a legal basis for these actions. Often this step involves the development of alternative scenarios to achieve the specified goals, each with its relevant projections. This step can be an iterative process where various scenarios are weighed, along with costs and benefits, until a proper balance is achieved. The public should be engaged along the way.

4. Planning for implementation: This requires the consideration of regular capital, operating expenses, and resources available to the community in formulating a realistic timeline for implementation. Priorities should be set strategically for what can be accomplished. Responsible parties for each action step should be identified, and criteria established for measuring success for each step.

5. Monitoring and plan evaluation: As the plan is implemented, periodic evaluation using a pre-determined set of indicators is essential. Revisions to the plan should be made when appropriate so that the community is continually resolving conflicts, addressing development demand, and preserving community heritage and resources.





Above Left: Future Land Use Map, from the Comprehensive Plan for Carlisle Township, Lorain County Ohio

(map: Strategic Public Policy)

Above Right: Prioritization Analysis from the Portage County Watersheds Plan

(map: Portage County Regional Planning Commission)

What is a Sustainable Community?

Truly sustainable communities incorporate a wide range of characteristics that foster long-term prosperity. Some of the characteristics of a sustainable community include:

- Providing for a range of transportation choices within the community for local and regional trips. In addition to auto travel, this includes walking, public transit, and bicycling.
- Providing for a range of housing types and price ranges so that members of all household types, economic and age levels in a community can live there.
- Integrating green infrastructure into the fabric of the community to provide opportunities for recreation, resource management, flood and stormwater management, and a healthy living environment.
- Reducing travel time for residents by providing work and school options that are close to home.
- Providing opportunities for businesses to cluster to reduce the cost of transportation and communication, to expand collaboration opportunities, and to allow for materials recycling.
- Providing for efficient use of materials, waste handling, and public services to reduce waste and environmental impact including recycling, reuse of old buildings, shared services, incorporating green infrastructure into redevelopment and pollution reduction.
- Matching growth and development to future demand, with reuse and redevelopment to support a "fix it first" approach to infrastructure.

Hands on Planning

(photo: John Thompson & Partners.)

Issues

I. Planning Process and Approach

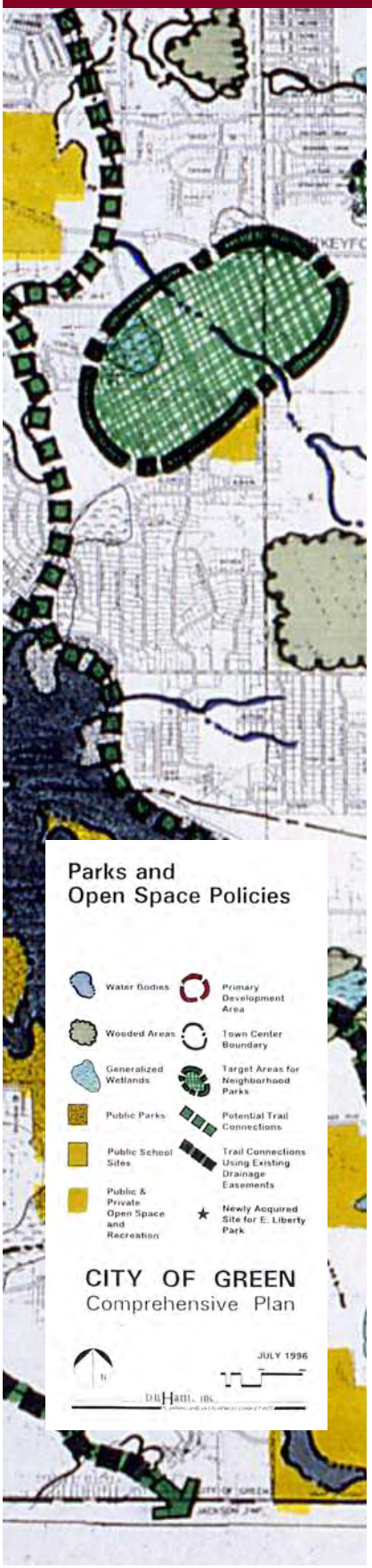
• **Affording a Plan:** Professional assistance throughout the comprehensive planning process is critical, as many aspects are quite technical. However many communities have limited funds which they can dedicate to experienced planners and experts. Options include working with county planning staff, obtaining grants, cooperating with other communities to share planning services, and utilizing citizen volunteers with professional mentoring.

• **Community Sustainability:** Growth and conservation should be promoted and managed in a balanced approach that ensures sustainability. A quality comprehensive plan will map out strategies for the future that ensure community needs will be met for the long term. See the side bar material for more information.

• **Meaningful public engagement:** Public participation is essential to the community planning process. A strong, defensible plan leverages citizen and stakeholder input to set the overall direction and goals for the community. Residents, landowners and business owners have a unique understanding of their neighborhood that technical data lacks, and including their input helps to ensure acceptance of the plan throughout implementation.

Public engagement can take several forms, each with its proper role in the process. A citizens advisory committee that meets regularly and acts as a sounding board for plan discussion can include residents, landowners, business owners and development community representatives, representatives of community groups, and elected officials, working together to weigh tradeoffs and ensure that all viewpoints are discussed. Periodic community workshops or visioning sessions, along with focus groups, surveys or questionnaires, and interviews, can give all community residents an opportunity to participate. It is becoming essential to include an online component to any community planning process; regular community website updates, along with social media opportunities and outreach, can enhance the resulting plan, while informing participants about key issues in their community.

• **Watershed and Water Resource Protection Policy:** A quality comprehensive plan should be aligned with watershed protection policy recommendations made in local Watershed Action Plans, Balanced Growth Plans, TMDL's, Remedial Action Plans, and other environmental protection plans covering the community location; the State Water Quality Management (208) plan, and Source Water Protection Plans. Best Management Practices (BMPs) are available to every community as a means of protecting critical water resources.



(map: D.B.Hartt, Inc.)

The tools outlined in this document are a good start toward a sound watershed protection policy.

Reducing flood risk should be one of the key goals of a watershed protection plan. The Ohio Department of Natural Resources offers a "Floodplain Management Program" that provides advice and technical information on how to reduce flood hazards.

Two recent developments in Ohio may be of interest to communities considering the use and availability of water resources. The passage of HB 473 implementing the Great Lakes Compact, and the increased use of water resources for industrial and utility purposes, may have a significant impact on the planning protection and use of surface and ground water resources. Communities may want to consider engaging in planning and implementing a sustainable water withdrawal and/or use policy.

- **Fiscal analysis and responsibility:** Sound fiscal management requires careful examination to understand community benefits from proposed development, and what costs are involved. For example, will a future that includes a high proportion of residential development provide an adequate amount of tax income to meet the high service demands of the residents? Will the addition of higher income producing uses such as offices or industry be required so that the community's income can meet that demand? Some communities in Ohio are beginning to address fiscal impacts in a technical analysis. See OKI in the resources for more information.

- **Property Values:** A comprehensive plan should give careful consideration to the property values of landowners. Tools such as Transfer of Development Rights (TDRs) and Purchase of Development Rights (PDRs) can be used to ensure that community goals are realized while providing return for the landowner.

- **Redevelopment and Infill:** The re-use of existing development is a crucial element to the long-term sustainability of communities. The comprehensive plan should consider strategies for long-term reuse and redevelopment of even newly built areas. New development should be tied to the demand for development. Not only does new infrastructure come at a considerable expense to tax-payers, but existing infrastructure requires continual maintenance for the long-term. Of a specific note are "Brownfields", abandoned or underutilized properties whose redevelopment is encumbered by perceived or real hazardous substances. Also of recent major concern in many urban areas are vacant and abandoned properties. Planning for overall strategies for infill and redevelopment in urban communities presents many opportunities for integration of local policy, green infrastructure, storm water improvements, open space, and compact development in existing areas.

"Doing regional work, even on an ad hoc basis, requires significant resources. Having full-time staff devoted to the effort and being able to employ expert consultants is often essential to achieving the organization's aims. Governmental and foundation grants are an important source of support for most ad hoc organizations. In many cases, one or more major foundations become the chief benefactors of regional efforts. For example, Cleveland's many regional initiatives have benefited from philanthropy by the locally based Gund and Cleveland Foundations."

(Porter & Wallis, 2002)

Federal and state governments have a variety of development incentives for communities considering redevelopment as a part of their comprehensive plan.

- **Green Infrastructure:** Green infrastructure is the interconnected network of open spaces and natural areas in a community that naturally manages storm water, reduces flooding risk and improves water quality. Examples include greenways, wetlands, parks, forest preserves and native plant vegetation. Green infrastructure can also mean green roofs, permeable pavements, and onsite bioswales, and can also include bioswales, tree and landscaped areas, and other natural absorbent areas built into streetscapes. Green infrastructure provides short and long-term cost savings by serving as a natural stormwater management method, complementing man-made infrastructure that is costly to build and maintain. Green infrastructure is also aesthetically pleasing and provides quality of life benefits for residents.

- **Projections within a Time Frame:** Demand and demand forecasting are critical to a comprehensive plan. A well-designed development proposal should match the likely need in the future. When it is difficult to project trends, a range of "maximum" to "minimum" development potential for an area can provide a frame of reference against which growth can be measured in future years. Many communities in Ohio are experiencing reduced population over time, or changes in age or demographic makeup over time. Projections help to quantify possible scenarios for change, and identify key areas where policy can adapt to accommodate that change.

Development and population projections, research and financial analysis are specialized tasks for trained experts. An investment in this expertise is recommended because of its importance to the success and relevance of the comprehensive plan. Having a timeline for a comprehensive plan is essential in assessing the accuracy of your projections, effectiveness of the plan, and deciding when to revisit and revise the plan.

- **Regional Collaboration in Planning:** Because the development and conservation issues of one community have such real implications for neighboring communities that share the watershed, stormwater management planning is always at its most effective when communities plan together as opposed to working independently. Communities involved in watershed partnerships have the opportunity to work together to designate Priority Conservation Areas, Priority Development Areas, and (where appropriate) Priority Agricultural Areas that align with the more detailed policies in each community's comprehensive plan. It is important for these collaborations to include different levels of government to avoid or assess conflicting policies.

Continued on page 22

Algal Blooms in Lake Erie
(photo: Landsat image created for NASA's Earth Observatory by Jesse Allen and Robert Simmon, using data provided courtesy of the United States Geological Survey. MODIS Rapid Response imagery provided courtesy of Jeff Schamltz)

Collaborative Stormwater Planning

The need for collaborative stormwater management planning among neighboring communities to protect our watersheds is now plainly evident in Ohio's developed regions. When most communities were developed, little was understood about the impacts of increased stormwater flows that result from vast amounts of dense development. As a result, today we must address the consequences of uncoordinated regional stormwater management planning. The following are a few examples:

- *The Cleveland Metroparks* – Developed land outside the parks have turned the 22,000-acre Emerald Necklace into the region's catch-basin for stormwater runoff, impairing fish populations and damaging park property, costing taxpayers millions of dollars every year.

- *Harmful Algal Blooms* – Pollutants often found in stormwater runoff, such as lawn and farm fertilizers, can facilitate the growth of harmful and sometimes toxic levels of blue-green algae blooms in Ohio's lakes, ponds, and slow-moving streams. Runoff from the highly developed Lake Erie basin causes a late summer algae bloom that can envelop as much as the entire western third of Lake Erie. These blooms not only negatively affect aquatic life and the fishing industry, and impact beaches and tourism, but cost water utility departments thousands of dollars every day that they are present.

- *Combined sewer overflows* -- result from increased stormwater following large storm events and lead to sewage flows entering our waterways. These events negatively impact aquatic life and the recreational value of Ohio's waters and can negatively impact human health.

Retrofitting our built regions so that these effects are mitigated will continue to be a challenging and expensive process. However, we can learn from the mistakes of the past by utilizing modern stormwater management methods as development happens. These methods are most effectively implemented by thinking beyond our own jurisdictional lines and understanding the shared responsibilities of planning for our watersheds. The community comprehensive plan becomes the place where many of these policies and opportunities intersect.

Future Land Use Map, from the Comprehensive Plan for Carlisle Township, Ohio (map: Strategic Public Policy)

Collaboration also brings many other benefits to participating communities, such as the bundling of various services which can present considerable cost savings for communities and their taxpayers.

- **Use of Data:** A comprehensive plan process can generate a great deal of data, from the location of wetlands and woodlands, to travel data, to economic data, to land uses in a community. Data is useful not only for assessment purposes, but as an important tool for projecting trends as well. The range of data tools available increases daily. It is important throughout the comprehensive plan process to recognize the power of data, and yet to keep in mind that all data is only as good as the decision makers using it. A well-run public engagement process, and a considerate citizens committee, will play important roles in weighing tradeoffs and setting priorities for development and conservation, using data as a tool for decision support.

II. Plan Elements

The best comprehensive plans are tailored in content to address the needs of the community. However, some elements are consistently provided in most plans, as outlined here. Additional elements may address historic preservation, scenic character, economic development, and sustainability.

- **Land Use:** A sustainable community plan will outline the right mix of development and conservation and how that balance will be achieved. The Land Use element should rely on sound projections of future population, business, and institutional needs, to project future land needs for each category of use. A well-done comprehensive plan will also look at the proper balance of uses in order to provide a balanced tax base in the future.

In addition to proper zoning of commercial, industrial, institutional and residential uses, the designation of Priority Conservation Areas (PCAs), Priority Agricultural Areas (PAAs) and Priority Development Areas (PDAs) is a first step to overall long term health and prosperity of the community. Designating these priority areas leads to additional steps in determining the types of uses in development areas and the standards that will be applied to conservation areas. It also allows the land use element to tie designation of future land uses to the suitability of land for different types of development, and for conservation and agriculture.

Most comprehensive plans include additional detail on designating areas appropriate for commercial, residential, industrial, institutional, civic, and open space uses, including an analysis of the amount of

Investing in "complete streets" enhances local retail, boosts property values, and revives economic activity. Studies have found complete streets generate an increase in retail sales of 30% and increase land values from 70% to 300%.

(Burden and Littman 2011)

land needed for each use, based on projected population and business development changes.

- **Housing:** The housing element of a comprehensive plan identifies the current status of housing in the community. Analysis determines the type of housing that will be needed (single-family, multi-family, retirement, assisted living, etc) as the demographic characteristics of the community change over time. A good housing assessment will also evaluate housing quality, and the need of community residents for affordable price points.

- **Transportation:** The transportation element is closely linked to the land use element. The location of roads and other lines of transportation, as well as the location of transportation connections and intersections, represents a significant public investment that has a strong influence on land use patterns. Likewise, existing land uses can drive demand for changes in the transportation network.

A balanced comprehensive plan will provide for the feasibility of diverse modes of transportation, recognizing that a healthy community and citizens will have options that include walking, biking and public transit as well. A balanced transportation system provides access and mobility for residents and commercial entities while ensuring safety and efficiency. Communities that accomplish "walkability" provide quality of life benefits for residents including increased social interaction, health, and safety, as well as reduced cost of travel. See the resources for more information on "Complete Streets" that serve a number of different transportation modalities.

Transportation is a critical issue in attractiveness of communities to workers and businesses, as the cost of transportation has a large impact on the family and business "bottom line". Considering continued cost increases in fuel and infrastructure, a community with foresight will make decisions that enable a flexible approach to transportation.

- **Water and Wastewater Infrastructure:** A special relationship exists between the building of infrastructure and commercial, industrial, and residential development. Development is much more likely to follow wherever this infrastructure is placed. It is important to be mindful of the "leapfrogging" of development, which can occur when alternative infrastructure is available outside the gradual expansion of existing infrastructure frameworks. Examples include multi-family wells, individual septic leachfields for residential wastewater treatment, package and self-contained wastewater treatment systems that serve individual subdivisions. Development that jumps beyond planned areas results in inefficient expansion of developed areas, and inadequate provision of other infrastructure needed to support the

development, such as roads and schools, often with associated fiscal impacts on the community.

- **Community Facilities and Services:** The comprehensive plan will provide careful consideration of community services and facilities, including the existing level of service for various amenities and opportunities to expand or adapt what are provided. Examples include community buildings (city or village hall and service facilities), schools, parks and recreation facilities, fire and police and emergency services, and libraries. Even institutions such as churches, and private facilities such as golf courses, should be considered in evaluating the overall level of service and amenity in the community.

- **Natural Resources:** Natural resources such as floodplains, soils, steep slopes, forests, natural parks, streams, wetlands and lakes provide a multitude of benefits to communities and their residents including higher physical and mental health, air and sound quality, higher drinking water quality and higher property values. Natural resource protection and enhancement is a strong tool for attracting and retaining businesses and residents, as well as tourists and visitors from outside the community.

- **Agriculture:** Agriculture is one of Ohio's most important industries, providing billions of dollars to the economy and employing one in seven residents. Only four other states can boast of similarly abundant prime agricultural lands. Preserving this valuable and precious resource requires a balanced approach to economic, environmental, and community goals. A well executed comprehensive plan process will include consideration of the economic impact of agribusiness in decisions about land use.

III. Plan Implementation & Administration

- **Compact and Conservation Development:** Compact development and conservation development can play a key role in balancing growth within a community and require consideration during the comprehensive plan process to ensure their success. Consider the characteristics of your community when determining the appropriate density for these developments.

- **Cross-Jurisdictional Implementation:** The viability of a community's various land use goals becomes enhanced through the entering of agreements with surrounding communities. The comprehensive plan sets the stage for cross-jurisdictional agreements that can help both communities better achieve their goals. For example, Transfer of Development Rights (TDRs) enhances conservation goals because it allows development in one community to compensate a landowner in another community by purchasing that landowner's development rights.

Near 20% of states' and municipalities' budgets are spent on capital outlays for infrastructure, and on recurring expenditures to provide services and maintenance. Even modest percentage savings from smart growth would save taxpayers billions of dollars. Several studies suggest that rational use of more compact development patterns from 2000 to 2025 promise the following sorts of savings for governments nationwide: 11.8 percent, or $110 billion, from 25-year road building costs; 6 percent, or $12.6 billion, from 25-year water and sewer costs; and 3.7 percent, or $4 billion, for annual operations and service delivery.

(Muro & Puentes, 2004)

Youngstown 2010

The plan provides for a City that is smaller, greener, cleaner, makes efficient use of its available resources, and capitalizes on its many cultural amenities and business advantages.

The Youngstown 2010 Plan has drawn interest from cities around the world that are experiencing post-industrial population loss or declining birth rates. The Plan has also won State and National planning awards, including the prestigious American Planning Association (APA) 2007 National Planning Excellence Award for Public Outreach."

(The City of Youngstown)

Other examples are Joint Economic Development Districts (JEDDs) and Cooperative Economic Development Agreements (CEDAs). Both provide communities with the opportunity to share the tax benefits of development that occurs in geographic areas of jurisdictional overlap.

Recommendations

1. Prepare a Comprehensive Plan, or update the one you have: Work with adjacent communities, jurisdictional bodies (such as your county) and related agencies (like your Metropolitan Planning Organization) to ensure that the plan is relevant and answers critical questions for the future. Review the plan for consistency with the State's Water Quality Management (208) Plan, as well as endorsed local watershed plans and source water protection plans.

2. Evaluate your plan annually and update it every 3-5 years: Alterations to the plan are to be expected as needs of the community change. A scheduled re-examination of your plan and analysis of its progress will be needed. Comparing the progress with the timeline of your plan may dictate modifications for the objective to be realized.

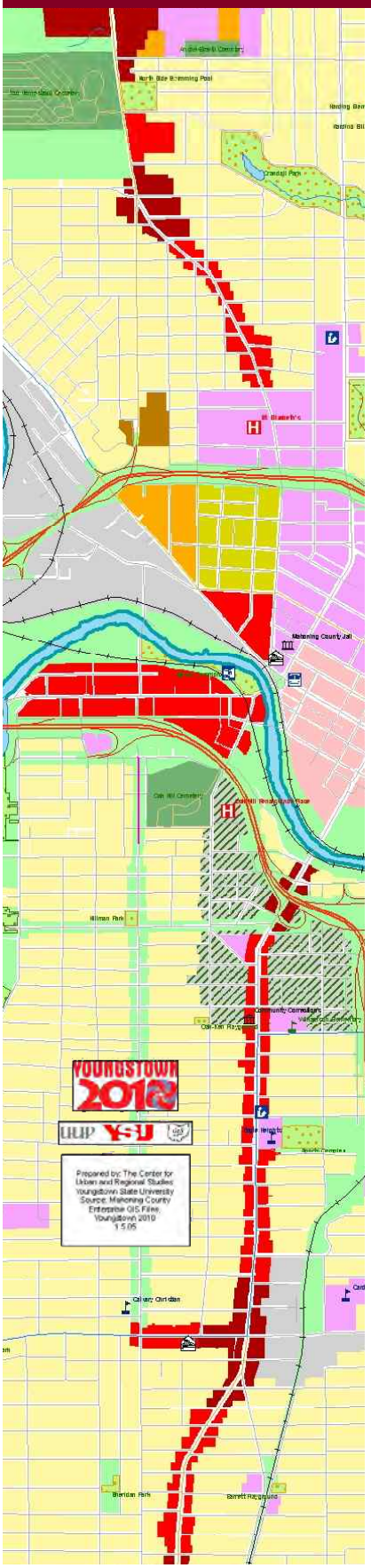
3. Involve the public: The process should incorporate meaningful public participation, as determined by the community. A strong educational component should be included to provide the public with information on new planning methods, balanced growth, and their benefits. Include a range of venues for citizen involvement, such as a Citizen Advisory Committee, workshops, and web input opportunities.

4. Include fiscal analysis: The plan should include an economic component that addresses projected tax revenues and the cost of services, the desirable balance of commercial and residential uses, needed public infrastructure, and governing staff and associated costs, etc.

5. Project Demand: Ensure that demand for residential, commercial, institutional uses drives the quantity, type, and location of development.

6. Align your zoning code with your comprehensive plan: Planning merely informs land use decisions. The comprehensive plan serves to legitimize the zoning code and strengthen its legal basis.

"A good plan can benefit the community by creating the power of consensus to implement sound decisions and that is a strong defense against legal attacks" *(Evans-Cowley, 2007, p. 3-19).*



The City of Youngstown Comprehensive Plan
(map: Youngstown City Planning)

7. Identify potential for cooperation: The plan should address the plans of overlapping and surrounding jurisdictions and identify policy for cooperative efforts such as transfer of development rights, watershed, riparian, and storm water protection that would be more effective at a multi-jurisdictional scale. Starting or joining a watershed planning partnership in your area is one of the many ways to become involved in collaborative land use planning.

Example Comprehensive Plans

County Plan:

- Summit County General Land Use Plan (2006). Available at: https://co.summitoh.net/index.php/departments/community-a-economic-development/planning

- Wayne County Comprehensive Plan, "Tomorrow Together" (2007). Available at: http://www.wayneohio.org/

- Stark County Regional Planning Commission's Comprehensive Transportation Plan. Available at: http://www.starkcountyohio.gov/

Township Plan:

- Anderson Township Comprehensive Plan (2010) (Anderson Township, Hamilton County). Available at: http://www.andersontownship.org/

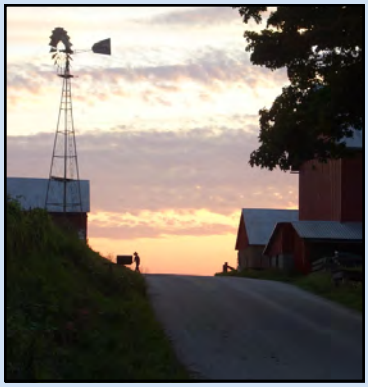
- Twinsburg Township Comprehensive Plan (2003). (Twinsburg Township, Summit County). Available at http://www.twinsburgtwp.com/ComprehensivePlan.aspx

- Ross Township Land Use Plan (2008). (Ross Township, Butler County). Map available at http://development.butlercountyohio.org/content/txtcontent/plan/documents/Ross_LU_Plan_8_12_08_001.pdf

  Land Use descriptions available at http://development.butlercountyohio.org/content/txtcontent/plan/documents/Ross_LU_Proposed_Categories_8_12_08.pdf

City Plan:

- The City of Wooster Comprehensive Plan (2002). Available at http://woosteroh.com/planningandzoning.php *(Comprehensive Plan chapters: second option in the first section)*



Amish in Wayne County
(photo: Amish America, amishamerica.com)

- The City of Dublin Comprehensive Plan (2007). Available at http://communityplan.dublinohiousa.gov/

- The City of Hudson Comprehensive Plan (2004). Available at http://www.hudson.oh.us/DocumentCenter/Home/View/280

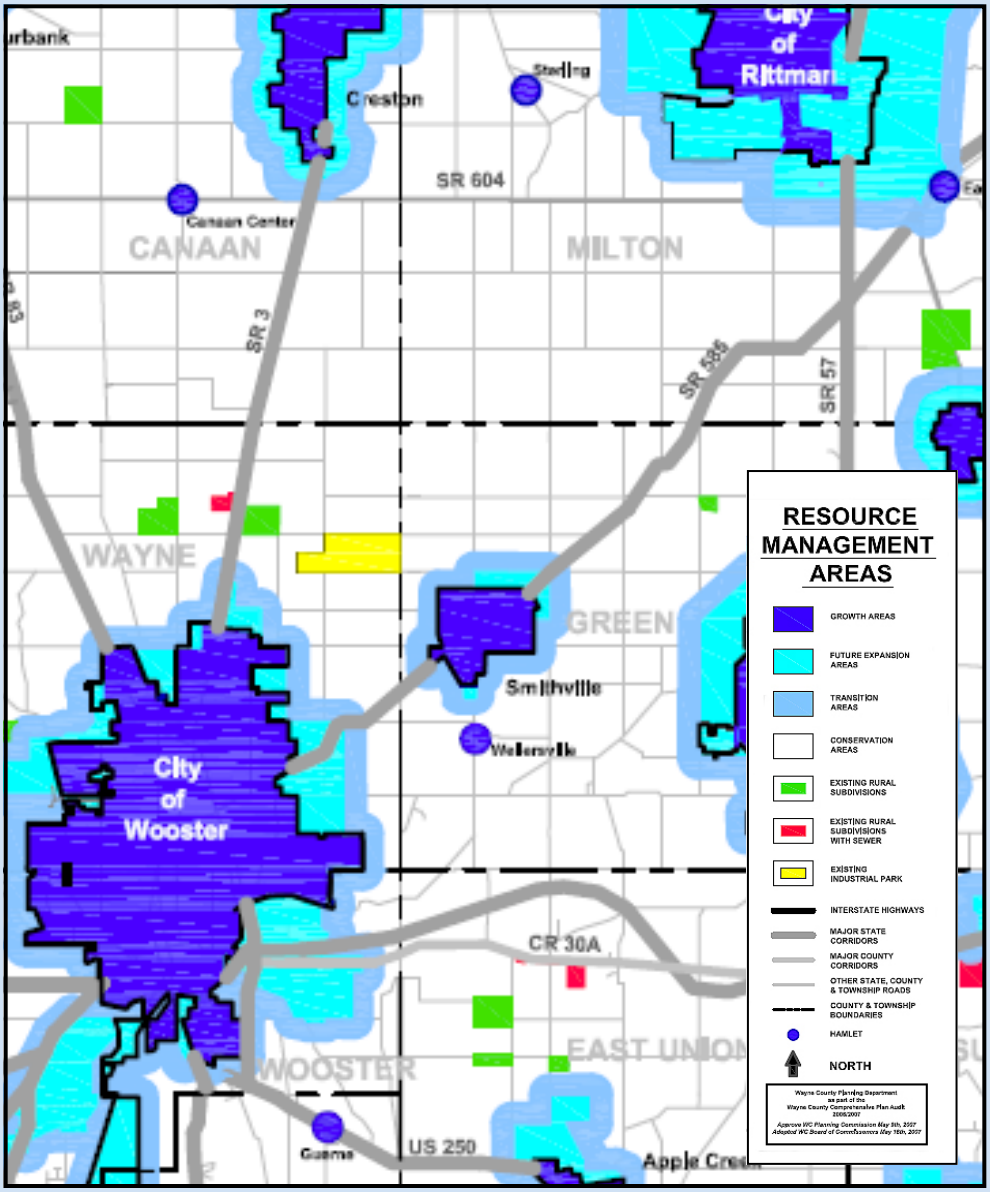
Continued on next page

Tomorrow Together
Wayne County Comprehensive Land Use Plan 2007

Wayne County Courthouse, Wooster, Ohio
(photo: Derek Jensen)

Ohio Western Reserve National Cemetery, Rittman, Ohio
(photo: militaryphotos.net)

Holstein Cows at Pasture
(photo: planetwire.com)



Wayne County Master Plan
(map: Wayne County Planning Department)

- The City of Youngstown Comprehensive Plan (2005). Available at http://www.cityofyoungstownoh.com/about_youngstown/youngstown_2010/plan/plan.aspx

Village Plan:

- Village of Granville Comprehensive Plan (2009). Available at http://www.granville.oh.us/

Regional Plan:

- Miami Valley Regional Planning Commission, "Going Places: An Integrated Land Use Vision for the Miami Valley Region" (2007). Available at http://www.mvrpc.org/rlu/

Use of the Guidance and Example Regulations

This example guidance and/or regulations **should never be adopted without careful legal review** to assure that they are adapted to fit the authority and needs of the specific governmental body. They may need to be adapted for use by the specific type of local government and must be independently evaluated against potentially applicable federal or state law. **The law director/ solicitor, county prosecutor or other appropriate qualified legal counsel should always be consulted prior to adoption of any enforceable measures** based upon this guidance document to insure compliance and consistency with any applicable state and federal law, and to consider potential legal ramifications and liability in the implementation of the laws or rules to be adopted. Questions about the models and guidance can be directed to the Ohio Balanced Growth Program.

Resources

Clark, Jill & Hall, Peggy Kirk (2010). *Finding Opportunities across Political Boundaries: Balanced Growth Watershed Plans and Cross-Jurisdictional Agreements.* Center for Farmland Policy Innovation, Ohio State University. Report 2010-4. Available at: http://aede.osu.edu/node/1551

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U.S. Environmental Protection Agency. (2010). *Managing Wet Weather with Green Infrastructure*. Available at: http://water.epa.gov/infrastructure/greeninfrastructure/upload/gi_action_strategy.pdf

Schweitzer, J.G., Franko, R. & Gause, J.A. (2007). *Developing Sustainable Planned Communities*. Washington D.C.: The Urban Land Institute. http://smile.amazon.com

Toner, W., Gil, E., & Lucchesi, E. (1994). *Planning Made Easy*. American Planning Association. (312) 431-9100 Copy available for purchase at: https://www.planning.org/store/product/?ProductCode=BOOK_APMA

Ohio-Kentucky-Indiana Council of Governments (OKI), *Fiscal Impact Analysis Tool for Comprehensive Planning*, http://www.oki.org/land-use-the-environment/fiscal-impact-model/

Complete Streets resource: http://www.smartgrowthamerica.org/complete-streets

Mid-Ohio Regional Planning Commission – Complete Streets resources: http://www.morpc.org/trans/CompleteStreets_MORPC_CS_PolicyFINAL2010-03-31.pdf

Federal Highway Administration Scenario Planning web site, http://www.fhwa.dot.gov/planning/scenario_and_visualization/scenario_planning/index.cfm

Nelson, Arthur C. (2004) The Planner's Estimating Guide/CD: *Projecting Land-Use and Facility Needs*. American Planning Association(312) 431-9100 Copy available for purchase at: http://smile.amazon.com

Other Resources

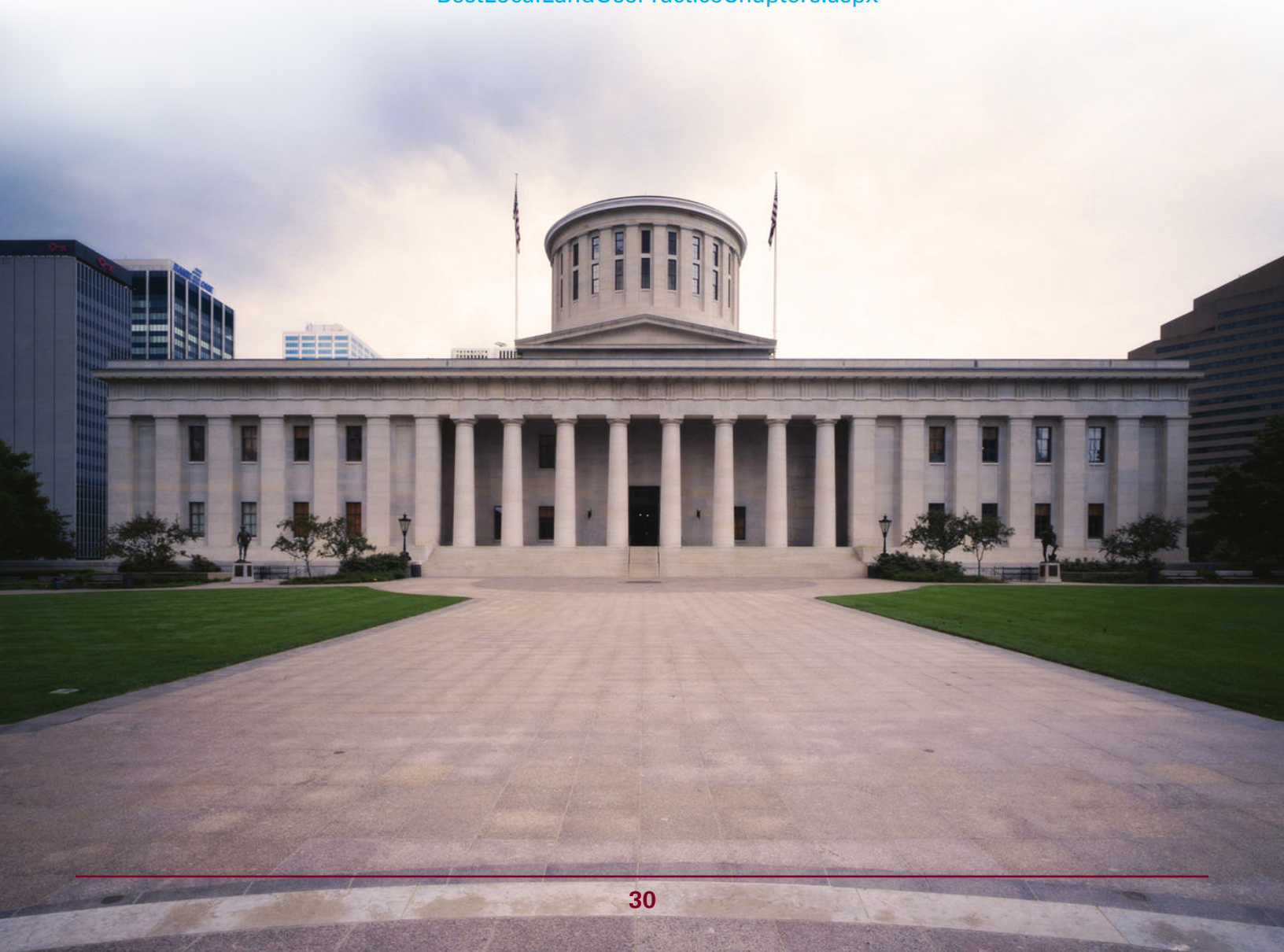
Your local county, municipality, or metropolitan planning commission.

American Planning Association; Tel.(312) 431-9100
www.planning.org

Ohio State University Extension, Community Development; Tel.(614) 292-8436. http://www.comdev.osu.edu/

Smart Growth America; Tel.(202) 207-3350
http://www.smartgrowthamerica.org

For additional references cited, see the Bibliography in the Appendix, http://balancedgrowth.ohio.gov/BestLocalLandUsePractices/BestLocalLandUsePracticeChapters.aspx



State Capitol, Columbus, Ohio
(photo: Tom Patterson)