

## **REQUEST FOR BOARD ACTION**

### **HENDERSON COUNTY BOARD OF COMMISSIONERS**

**MEETING DATE:** Monday, February 7, 2004

**SUBJECT:** 2005 Strategic Plan – Draft 2

**ATTACHMENTS:** Yes  
1. Draft 2

#### **SUMMARY OF REQUEST:**

Attached is the 2<sup>nd</sup> Draft of the 2005 Strategic Plan. This draft includes the revisions made by the Board of Commissioners during the January 25<sup>th</sup> Retreat, which are highlighted. No changes have been made to the introductory information, therefore these sections will not be reprinted until presentation of the final draft.

#### **COUNTY MANAGER RECOMMENDATION/BOARD ACTION REQUESTED:**

The County Manager recommends that the Board of Commissioners discuss any other changes necessary for the 2005 Strategic Plan, including revisions to the CCP Implementation Schedule, during this meeting. Should the Board wish to proceed with finalizing this draft without significant changes, staff will present a resource chart and scheduling chart at the mid-month meeting in February.

A photograph of the Henderson County Courthouse in North Carolina. The building features a prominent central dome with a statue on top, and a portico with several columns. The words "HENDERSON COUNTY COURTHOUSE" are inscribed on the pediment. The image is slightly faded to allow text to be overlaid.

# ***2005 Strategic Plan:***

**Goals, Strategies, and Action Plans to  
Address the Challenges**

***Henderson County, North Carolina***

## **Henderson County Officials**

### **Board of Commissioners**

**William L. Moyer**  
Chairman

**Charlie Messer**  
Vice-Chairman

**Shannon Baldwin**  
Commissioner

**Larry Young**  
Commissioner

**Chuck McGrady**  
Commissioner

### **Management Team**

**David Nicholson**  
County Manager

**Justin Hembree**  
Assistant County Manager

**Carey McLelland**  
Finance Director

**Rocky Hyder**  
Emergency Management Director

**Karen Smith**  
Planning Director

**Gary Tweed**  
County Engineer

**Selena Coffey**  
Budget & Management Director

**Russ Burrell**  
Acting County Attorney

## Table of Contents

<b>INTRODUCTION .....</b>	<b>5</b>
<b>WHAT IS A STRATEGIC PLAN?.....</b>	<b>5</b>
<b>GOALS, STRATEGIES, AND ACTION STEPS .....</b>	<b>5</b>
<b>MISSION STATEMENT .....</b>	<b>6</b>
<b>IDENTIFICATION OF STRATEGIC ISSUES .....</b>	<b>6</b>
GROWTH MANAGEMENT .....	7
COUNTY ECONOMY .....	7
FISCAL PRIORITIES .....	7
GOAL 1: TO IMPLEMENT PHASE I OF THE 2020 COUNTY COMPREHENSIVE PLAN. ....	8
<i>Strategy 1.1: Support the development of the industrial sector of the economy by implementing the recommendations of the Lockwood Greene Study. [E-01].....</i>	<i>8</i>
<i>Strategy 1.2: Support the development of the commercial sector. [E-02] .....</i>	<i>8</i>
<i>Strategy 1.3: Promote appropriate, compatible tourism. [E-03].....</i>	<i>8</i>
<i>Strategy 1.4: Pursue innovative approaches to regional economic development initiatives. [E-04] .....</i>	<i>8</i>
<i>Strategy 1.5: Reduce Farmland Loss. [A-01] .....</i>	<i>9</i>
<i>Strategy 1.6: Expand access for agricultural enterprises to economic development and tourism promotion programs and support services. [A-02] .....</i>	<i>9</i>
<i>Strategy 1.7: Minimize the potential for damage to personal property, infrastructure, and life due to flooding. [N-01] .....</i>	<i>9</i>
<i>Strategy 1.8: Protect Water Quality. [N-02].....</i>	<i>10</i>
<i>Strategy 1.9: Promote development patterns that respect sensitive mountainous areas. [N-03].....</i>	<i>10</i>
<i>Strategy 1.10: Identify and implement measures to protect the region's air quality. [N-04] .....</i>	<i>10</i>
<i>Strategy 1.11: Protect key sites of historical and cultural significance from development. [N-05] .....</i>	<i>10</i>
<i>Strategy 1.12: Meet recreation needs through 2020. [R-01] .....</i>	<i>10</i>
<i>Strategy 1.13: Form a community and regional greenway network. [R-02] .....</i>	<i>11</i>
<i>Strategy 1.14: Identify and act upon practical options for inter-local cooperation and consolidation in recreation planning, funding, and management. [R-03].....</i>	<i>11</i>
<i>Strategy 1.15: Promote a diverse range of home ownership and rental opportunities. [H-01].....</i>	<i>11</i>
<i>Strategy 1.16: Develop and maintain a high-quality transportation network, and continue to provide leadership at every level in transportation planning. [T-01].....</i>	<i>11</i>
<i>Strategy 1.17: Take a leadership role in sewer and water planning and work towards the regionalization of water and sewer policy-making and operations. [SW-01].....</i>	<i>11</i>
<i>Strategy 1.18: Maintain existing policies and programs, and explore further measures, to protect and enhance the quality of public drinking water sources. [SW-02] .....</i>	<i>12</i>
<i>Strategy 1.19: Take a leadership role in school facilities planning. [PS-01].....</i>	<i>12</i>
<i>Strategy 1.20: Promote schools to function as focal points for communities. [PS-02].....</i>	<i>12</i>
<i>Strategy 1.21: To direct growth to areas where essential services and infrastructure are present, and protect sensitive natural areas and key historic / cultural resources from extensive development. [GMS-01] .....</i>	<i>12</i>
<i>Strategy 1.22: Coordinate planning with the county's municipalities and other governments within the region. [GMS-02].....</i>	<i>13</i>
<i>Strategy 1.23: Begin community planning process. [CCP, Section 4, Implementation Steps] .....</i>	<i>13</i>
GOAL 2: TO IMPROVE SERVICE DELIVERY TO THE COUNTY'S CITIZENS VIA TECHNOLOGY ENHANCEMENTS.....	13
<i>Strategy 2.1: Develop a funding plan to upgrade the current wireless emergency communications system. ...</i>	<i>13</i>
<i>Strategy 2.2: Update the County's Strategic Information Technology Plan (SITP) to enhance services to the County's citizens. ....</i>	<i>13</i>
<i>Strategy 2.3: Address the needs of the County's Board of Elections with regard to facilities and technology.</i>	<i>14</i>
GOAL 3: TO IMPROVE THE COUNTY'S FINANCIAL POSITION.....	14
<i>Strategy 3.1: Increase the amount of undesignated fund balance to a minimum of 12%.....</i>	<i>14</i>
<i>Strategy 3.2: Develop a debt issuance policy.....</i>	<i>14</i>

GOAL 4: TO EVALUATE COUNTY PROGRAMS IN CONTEXT OF THE MISSION STATEMENT AND SERVICE DELIVERY EXPECTATIONS.....	15
Strategy 4.1: Implement the Compensation & Classification Study. ....	15
Strategy 4.2: Develop a plan to address service delivery needs for the non-English speaking population. ....	15
Strategy 4.3: Develop a plan to address service delivery needs for the aging population.....	15
Strategy 4.4: Develop a Central Enforcement & Permitting Plan.....	15
Strategy 4.5: Perform a general countywide ordinance review. ....	15
GOAL 5: TO IMPLEMENT THE PROJECTS WITHIN THE CAPITAL IMPROVEMENTS PROGRAM. ....	16
Strategy 5.1: Complete the Jail Demolition Project. ....	16
Strategy 5.2: Complete the construction of a new Animal Shelter. ....	16
Strategy 5.3: Complete the renovation of the Historic Courthouse. ....	16
Strategy 5.4: Complete the construction of the Human Services Building.....	16
Strategy 5.5: Complete the facility transition planning included within the Capital Improvements Program. ....	17
Strategy 5.6: Complete the construction of the Solid Waste 2 <sup>nd</sup> Bay of Transfer Station.....	17
Strategy 5.7: Complete relocation of the County's EMS main station.....	17
Strategy 5.8: Occupancy of the new EMS Southeastern Substation.....	17
Strategy 5.9: Begin the planning and design for a multi-use recreation building. ....	17
Strategy 5.10: Development and implementation of plans for Etowah Library. ....	18
Strategy 5.11: Development and implementation of plans for Tuxedo Library & Park.....	18
Strategy 5.12: Continue collaboration with Public Schools and Community College representatives to finalize and implement facility plans. ....	18
Strategy 5.13: Address the need for a fourth courtroom within the new Courthouse facility. ....	18
GOAL 6: TO PURSUE JOINT EFFORTS FOR INTERGOVERNMENTAL, PUBLIC-PRIVATE, AND REGIONAL PARTNERSHIPS. ....	19
Strategy 6.1: Incorporate the elements of the Water and Sewer Master Plan. ....	19
Strategy 6.2: Implement the current Solid Waste Management Plan.....	19
Strategy 6.3: Cooperate with other entities to address crisis stabilization for mental health services.....	19
Strategy 6.4: Address the Regional Water Agreement issues.....	19
Strategy 6.5: Address the cable franchise renewal process. ....	19
Strategy 6.6: Address the issue of Henderson County's participation in the Airport Authority Board. ....	20
Strategy 6.7: Begin the process of transitioning into direct sub recipient of transit program.....	20
<b>IMPLEMENTATION OF THE STRATEGIC PLAN .....</b>	<b>21</b>

## Introduction

Henderson County is a community in transition, with challenges and opportunities presented by our continued growth and diversity. To be successful, we must respond strategically to the needs of our citizens in an ever-changing environment. The Board of Commissioners has taken steps to meet these challenges by engaging in a strategic planning process for the last two years. The first Strategic Plan implemented in 2004 unfolded during a two day retreat in which the Board of Commissioners, assisted by the County's Management Team, identified key issues and challenges facing the County and addressed the issues by setting specific goals, strategies, and action steps to achieve in the upcoming years. The 2005 strategic planning process has built on the earlier process and represents the Board's desire to continually update its strategies at confronting and managing the issues facing the County. The issues and many of the strategies from the earlier plan have been brought forward and included within the 2005 Strategic Plan.



## What is a Strategic Plan?

A strategic plan is an action-oriented set of strategies and action steps developed to accomplish a mission that is responsive to a dynamic, changing environment. Typically, a county strategic plan:

- Identifies the county's mission or purpose;
- Identifies the county's issues, including strengths, weaknesses, opportunities, and threats;
- Develops a vision for the county's future;
- Develops strategies designed to realize the shared vision;
- Formulates an action plan and timeline;
- Identifies persons or groups responsibility for initiating the action(s); and
- Establishes methods to measure progress and success in achieving the desired outcomes.

As in all strategic planning, this is only a document. The real effort and value is in the process and in the implementation of what is presented in the plan.

## Goals, Strategies, and Action Steps

In order to ensure that the critical issues are addressed, the County has identified several goals. The goals are general ends toward which the County intends to direct its efforts. **Goals** are *broad statements of policy that are ambitious, clear, concise, and easily understood*. Henderson County expects to be working towards meeting these goals over the next two years.

In order to make sure that we make progress toward meeting our goals, Henderson County has identified a number of strategies and action steps to keep us on track. **Strategies** describe *a plan of attack – a description of the programs, approaches, and projects to be undertaken*. The **Action Steps** provide a *detailed description of the specific steps the County will use to implement the plan*. The action steps also identify responsible parties, timeframes, and resource requirements.

While Henderson County expects to accomplish many of this plan's strategies and actions within next couple of years, the goals will likely guide our actions for the next several years. Goals, strategies, and action steps will be revisited and revised annually.

## Mission Statement

The Board of Commissioners' Mission Statement serves as a foundation for the Strategic Plan. The Board's Mission Statement, as revised during the 2003 strategic planning retreat, follows:

*Our mission is:*

- *to lead our community;*
- *to promote individual responsibility and equal opportunity;*
- *to protect life and property;*
- *to provide efficient, innovative, and quality public services;*
- *to provide services required by Federal and State mandates;*
- *to stimulate economic growth and regional cooperation, and*
- *to balance the preservation and utilization of all of our resources."*

-Adopted December 17, 2003 by the Henderson County Board of Commissioners

## Identification of Strategic Issues

During the 2004 Strategic Planning Retreat, the Board of Commissioners and Management Team were asked to identify strategic issues, "fundamental policy questions or challenges," affecting the County. During the discussion that followed, several issues were raised. Among them were those issues that the Commissioners felt were their constituents' top concerns – growth and elements such as transportation and animal control, which are impacted by growth; good jobs; cost of living issues, including housing and land costs; water and air quality, a decline in agri-business; and other general land use concerns, such as zoning. Several issues were listed and discussed, but these issues were assimilated into three primary encompassing strategic issues: *Growth Management, Fiscal Priorities, and County Economy*. These strategic issues became the foundation for the Strategic Plan then and are being carried forward to the 2005 Strategic Planning Process. The goals, strategies, and action plans presented in this document have been established to address these three issues.



## Growth Management

Henderson County's population is growing. In 2000, the U.S. Census counted 89,173 persons in the County. This is an additional 19,888 persons or a 28.7% increase since 1990. Interestingly, this equates to an average of 5.4 persons moving into the County each day for that ten-year period. Henderson County's population more than doubled during the thirty-year period between 1970 and 2000. Growth brings inherent challenges and opportunities impacting all areas of County Government. Growth translates into increasing demands for services, land use concerns, public safety concerns, a need for jobs, housing, educational opportunities, etc. Because the County's growth is expected to continue, *growth management* is a strategic issue that must be addressed as the County looks to its future.



*Henderson County's population in the year 2010 is estimated at 107,000.*

## County Economy

Henderson County is fortunate to have a relatively strong local *economy*. Although the area continues to be recognized as a summer community and is prominent for its tourism industry, its diverse and strong economic base made up of manufacturing, retail sale, agriculture, service trades, etc. keep the County prosperous. However, with the ever-increasing growth impacting the County, the Board of Commissioners feels that it must aggressively tackle the economic issues that continue to challenge the County.



*Agriculture comprises approximately 22% of Henderson County's total land use.*

The County realizes that maintaining *intergovernmental* and *public-private partnerships* and cultivating *top notch service delivery* mechanisms are key elements for building a vibrant local economy.

## Fiscal Priorities

The establishment of *fiscal priorities* is another strategic issue addressed within the Strategic Plan. Again, the Board's Mission Statement drives this strategic issue by "striving to provide efficient, innovative, and quality public services," as well as by agreement to "balance the preservation and utilization of [the County's] resources." This strategic issue points to the Board's desire to provide mandated and core services, as well as those that improve the quality of life of the County's citizenry. Further, this strategic issue expresses the Board's consensus that all County services should be provided in the most cost-effective manner possible, with an emphasis on minimizing the impact on the property tax rate for service delivery.



*Funding for education comprises approximately 35% of Henderson County's annual budget.*

The goals, strategies, and action steps for these strategic issues are outlined within the following pages. In reading this document, please note that target dates for individual action steps are presented in parentheses.



**Goal 1: To implement Phase I of the 2020 County Comprehensive Plan.**

Goal 1 strategies were taken from the County Comprehensive Plan (CCP). The strategies within the Strategic Plan are listed as “recommendations” [presented in brackets] within the CCP. Because the Strategic Plan represents the County’s short-term work plan, only phase I and Ongoing action strategies from the CCP are included within this document. Target dates for all action steps are presented in parentheses.

**Strategy 1.1: Support the development of the industrial sector of the economy by implementing the recommendations of the Lockwood Greene Study. [E-01]**

Action Steps:

1. Work with the Partnership for Economic Development and other entities to implement elements of the Lockwood Greene Study. [E-01-A] (FY 05-06, Ongoing)
  - a. Increase the supply of prepared industrial sites and buildings, and make them available on a cost competitive basis. (Ongoing)
2. Identify appropriate land to preserve for future industrial development.
  - a. Work with the Partnership for Economic Development to establish criteria to be used in identifying parcels appropriate for industrial development. (Feb 05)
  - b. Gather GIS data representing each of the criteria. (Mar 05)
  - c. Develop GIS model to do county-wide, parcel-based analysis to locate parcels meeting all the criteria. (Mar 05)
  - d. Compare parcels identified through modeling with the “Committee of 100 Recommended Industrial Zones Map” (Map 8 in the CCP) and revise as necessary. (Apr 05)
  - e. Initiate processes to amend the CCP and the Official Zoning Map of Henderson County as needed to protect sites for industrial development. (May 05)
  - f. Incorporate land regulation tools in the new Land Development Code to further protect identified parcels. (Dec 05)

**Strategy 1.2: Support the development of the commercial sector. [E-02]**

Action Steps:

1. Explore ways to support and expand programs and policies that promote local businesses and locally produced products. [E-02-C] (Ongoing)

**Strategy 1.3: Promote appropriate, compatible tourism. [E-03]**

Action Steps:

1. Participate in the development of a Heritage Tourism Plan. [E-03-D] (FY 04-05)
  - a. Explore the options associated with the development of a regional excursion train.
2. Research the benefits of being designated as a national heritage area. (FY 04-06)

**Strategy 1.4: Pursue innovative approaches to regional economic development initiatives. [E-04]**

Action Steps:

1. Identify and act upon opportunities for joint economic development projects with municipalities, neighboring jurisdictions, and area economic development entities. [E-04-E] (Ongoing)
2. Take a leadership role in developing the Asheville Regional Airport and its vicinity as a regional center of economic activity. [E-04-F] (Ongoing)
3. Identify any economically distressed areas of the county and explore revitalization measures. [E-04-G] (Ongoing, During community planning process)
4. Pursue legislation and solicit regional and statewide support to further economic development initiatives. [E-04-H] (Ongoing)
5. Continue to budget funds annually for economic development initiatives. [E-04-I] (Ongoing)

**Strategy 1.5: Reduce Farmland Loss. [A-01]**

Action Steps:

1. Promote and expand voluntary agricultural districts to minimize land use conflicts and to protect farmers' right to farm. [A-01-B] (Ongoing)
2. Ensure that County-funded economic development programs and projects support farmland protection. [A-01-C] (Ongoing)

**Strategy 1.6: Expand access for agricultural enterprises to economic development and tourism promotion programs and support services. [A-02]**

Action Steps:

1. Explore ways to make County economic development incentives more readily available to agriculture-related businesses. [A-02-D] (FY 05-06)
2. Provide maximum benefits under Present Use Valuation Taxation program. [A-02-E] (FY 06-07)<sup>1</sup>
3. Provide ongoing training and technical assistance to farmers. [A-02-F] (Ongoing)
4. Promote agricultural products that are produced in Henderson County. [A-02-G] (Ongoing)
5. Identify an agricultural proponent or facilitator. [A-02-H] (FY 05-06)

**Strategy 1.7: Minimize the potential for damage to personal property, infrastructure, and life due to flooding. [N-01]**

Action Steps:

1. Adopt a Flood Hazard Prevention Ordinance. [N-01-A] (FY 04-05)
2. Enforce the Flood Hazard Prevention Ordinance. (FY 05-06)
3. Investigate measures to maintain the open and free flow of all perennial streams in the county. [N-01-B] (Ongoing)
4. Consider participation in the National Flood Insurance Program. [N-01-A] (FY 05-06)

---

<sup>1</sup> This date reflects an amended date from the CCP Implementation Schedule.

**Strategy 1.8: Protect Water Quality. [N-02]**

Action Steps:

1. Support water quality protection and restoration programs in Henderson County. [N-02-C] (Ongoing)
2. Identify and incorporate Sedimentation and Erosion Control standards and requirements into County land development ordinances. [N-02-D]. (FY 05-06)
3. Begin enforcement of Sedimentation and Erosion Control standards within County land development ordinances. (FY 06-07)
4. Identify and incorporate Stormwater Management standards and requirements into County land development ordinances. [N-02-E] (FY 05-06)
5. Begin enforcement of Stormwater Management standards within County land development ordinances. (FY 06-07)

**Strategy 1.9: Promote development patterns that respect sensitive mountainous areas. [N-03]**

Action Steps:

1. Maintain current protected mountain ridge requirements and improve enforcement. [CCP GMS] (Ongoing)

**Strategy 1.10: Identify and implement measures to protect the region's air quality. [N-04]**

Action Steps:

1. Implement Early Action Compact plan elements for Henderson County [N-04-A] (Ongoing)

**Strategy 1.11: Protect key sites of historical and cultural significance from development. [N-05]**

Action Steps:

1. Amend CCP Implementation Schedule to accommodate current cemetery issues. (Mar 05)
2. Conduct an inventory of historic / culturally significant sites / structures, as related to cemetery issue. [N-05-A] (FY 05-06)

**Strategy 1.12: Meet recreation needs through 2020. [R-01]**

Action Steps:

1. Create a countywide recreation master plan. [R-01-A] (FY 06-07)
2. Utilize "Level of Service" analysis in recreation planning. [R-01-B] (Ongoing)
3. Enhance recreational space requirements within land development ordinances. [R-01-C] (FY 05-06)
4. Integrate public schools and recreation planning. [R-01-D] (Ongoing)

**Strategy 1.13: Form a community and regional greenway network. [R-02]**

Action Steps:

1. Integrate recreation and transportation planning. [R-02-E] (Ongoing)
2. Develop a strategy for the reuse of rail lines in Henderson County. [R-02-F] (FY 05-06)

**Strategy 1.14: Identify and act upon practical options for inter-local cooperation and consolidation in recreation planning, funding, and management. [R-03]**

Action Steps:

1. Identify staff responsible for grant acquisition. [R-03-G] (FY 05-06)
2. Promote the county's recreation infrastructure as an economic asset. [R-03-H] (Ongoing)

**Strategy 1.15: Promote a diverse range of home ownership and rental opportunities. [H-01]**

Action Steps:

1. Participate in the development a countywide affordable housing plan. [H-01-C] (FY 05-06)
2. Develop a formal fair housing complaint procedure. [H-01-D] (FY 04-05)
3. Continue participation in the scattered site rehabilitation program and other similar federally and state-funded programs. [H-01-F] (Ongoing)
4. Develop a, or support an existing, housing information center. [H-01-G] (FY 06-07)
5. Lead the establishment of an affordable housing trust fund. [H-01-H] (FY 05-06)

**Strategy 1.16: Develop and maintain a high-quality transportation network, and continue to provide leadership at every level in transportation planning. [T-01]**

Action Steps:

1. Adopt and implement a multi-modal transportation plan. [T-01-A] (FY 05-06)
2. Identify and incorporate access management standards and requirements into County land development ordinances. [T-01-B] (FY 04-05)
3. Continue to support public transportation in Henderson County. [T-01-C] (Ongoing)
4. Integrate recreation and transportation planning. [T-01-D] (Ongoing)
5. Continue active leadership of, and participation in, the French Broad River Metropolitan Planning Organization (FBRMPO). [T-01-E] (Ongoing)

**Strategy 1.17: Take a leadership role in sewer and water planning and work towards the regionalization of water and sewer policy-making and operations. [SW-01]**

Action Steps:

1. Support the development of a countywide sewer and water master plan. [SW-01-A] (FY 04-05)
2. Formalize and solidify the role of the LGCCA Joint Sewer & Water Advisory Council. [SW-01-B] (FY 05-06)
3. Integrate schools and sewer / water planning. [SW-01-E] (Ongoing)

4. Prioritize extensions to economic development sites. [SW-01-F] (FY 05-06)

**Strategy 1.18: Maintain existing policies and programs, and explore further measures, to protect and enhance the quality of public drinking water sources. [SW-02]**

Action Steps:

1. Continue to identify areas of septic failure and addressing these through existing remediation programs and through the countywide sewer and water master plan. [SW-02-H] (Ongoing)

**Strategy 1.19: Take a leadership role in school facilities planning. [PS-01]**

Action Steps:

1. Continue to participate in the Joint Schools Facilities Committee. (Ongoing)

**Strategy 1.20: Promote schools to function as focal points for communities. [PS-02]**

Action Steps:

1. Develop a long-range public school facilities master plan. [PS-02-A] (FY 06-07)
2. Consider incorporating mechanisms that link public school capacity and long-range public schools master plans to the land development permitting process into County land development ordinances. [PS-02-B] (FY 06-07)
3. Establish site selection criteria for new schools and site design criteria for all schools. [PS-01-C] (FY 05-06)

**Strategy 1.21: To direct growth to areas where essential services and infrastructure are present, and protect sensitive natural areas and key historic / cultural resources from extensive development. [GMS-01]**

Action Steps:

1. Manage land uses according to the Growth Management Strategy and the Future Land Use Map. [GMS-01-A] (Ongoing)
2. Develop a Land Development Code (i.e. Zoning Ordinance Rewrite). (FY 05-06)
  - a. Consolidate existing land development ordinances into a single Land Development Code (i.e. Zoning Ordinance Re-write). [GMS-01-B]
  - b. Incorporate principles from the Growth Management Strategy into a new Land Development Code<sup>2</sup>. (i.e. quality of life standards, such as programs reducing the numbers of junked or abandoned manufactured homes and vehicles; see page 139, CCP) [GMS-01-C]
  - c. Revise County ordinances to allow the private sector to develop a broad range of housing choices. [H-01-A]

---

<sup>2</sup> Some Growth Management principles are listed as action steps within other strategies and therefore may be completed ahead of schedule.

- d. Maintain an adequate supply of land zoned to allow the placement of manufactured housing in appropriate areas, and improve the appearance, quality, design, and maintenance of manufactured homes and the lots and manufactured home parks in which they are located. [H-01-B]
3. Adopt and begin enforcing the Land Development Code. [GMS-01] (FY 06-07)

**Strategy 1.22: Coordinate planning with the county's municipalities and other governments within the region. [GMS-02]**

**Action Steps:**

1. Present the Henderson County 2020 Comprehensive Plan to the county's municipalities, and obtain their support and suggestions for improvement. [GMS-02-D] (FY 04/05 – FY 05/06)
2. Develop a Joint Land Use Planning Program with the municipalities, administered through the LGCCA. [GMS-02-E] (FY 05-06)
3. Study the use and application of impact fees and other alternative revenue sources in order to support service provision and to reduce the impacts of growth upon the property tax rate. [GMS-02-F] (FY 04-05)

**Strategy 1.23: Begin community planning process. [CCP, Section 4, Implementation Steps]**

**Action Steps:**

1. Amend CCP Implementation Schedule in order to accommodate for the completion of the Land Development Code. (Mar 05)
2. Begin the NC191 South/Mills River East small area plan. (FY 05-06)
3. Begin the Etowah/Horseshoe/Mills River South small area plan. (FY 05-06)
4. Begin the East Flat Rock/Upward Road small area plan. (FY 06-07)
5. Begin the Howard Gap Road small area plan. (FY 06-07)

<p><b><i>Goal 2: To improve service delivery to the County's citizens via technology enhancements.</i></b></p>
--

**Strategy 2.1: Develop a funding plan to upgrade the current wireless emergency communications system.**

**Action Steps:**

1. Research options for upgrading the current wireless communications system. (Jan 05 – July 06)
2. Determine the resources necessary to upgrade the current communications system. (Aug 06 – Aug 07)
3. Begin building reserves for the system. (Begin July 05, Ongoing)
4. Develop a timeline for implementation. (Begin Aug 07)

**Strategy 2.2: Update the County's Strategic Information Technology Plan (SITP) to enhance services to the County's citizens.**



Action Steps:

1. Research options for technology enhancements such as County extranet<sup>3</sup> and intranet<sup>4</sup>. (July 05)
2. Present SITP for review. (Dec 05)
3. Budget for technology enhancements. (June 06)
4. Implement technology enhancements. (July 06 – June 07)

**Strategy 2.3: Address the needs of the County's Board of Elections with regard to facilities and technology.**

Action Steps:

1. Research the State's guidelines for electronic voting equipment. (Spring 05)
2. Work with the Board of Elections & Elections Supervisor in addressing facility needs. (Spring 05)
3. Develop a funding plan for the purchase of the necessary equipment. (Mar – May 05)
4. Include funding for voting equipment within the FY 05-06 Budget. (May 05)
5. Address facility needs for one-stop voting via funding within the FY 05-06 Budget. (May 05)

***Goal 3: To improve the County's financial position.***

**Strategy 3.1: Increase the amount of undesignated fund balance to a minimum of 12%.**

Action Steps:

1. Research examples of fund balance policy statements. (Feb 05)
2. Determine practical methods for improving fund balance reserves. (Feb 05)
3. Draft fund balance policy statement. (Mar 05)
4. Adopt/implement policy statement. (Apr 05)

**Strategy 3.2: Develop a debt issuance policy.**

Action Steps:

1. Research other entities' policy examples. (Feb 05)
2. Draft policy statement. (Mar 05)
3. Submit for Board Review and approval. (Mar 05)
4. Monitor for compliance annually during budget process and development of CIP. (Ongoing)

---

<sup>3</sup> Advanced online services for citizens; Enables the County to increase the availability of services such as online business personal property listings for taxes and construction permitting.

<sup>4</sup> Development of an internal website geared toward county employees. High-speed Internet access enables us to distribute a variety of information and services to our employees.

***Goal 4: To evaluate County programs in context of the mission statement and service delivery expectations.***

**Strategy 4.1: Implement the Compensation & Classification Study.**

Action Steps:

1. Review draft of study including implementation plan. (Mar 05)
2. Evaluate implementation plan in terms of budgetary implications. (Apr 05)
3. Incorporate Project Team recommendations in FY 05-06 County Manager's Recommended Budget. (Apr 05)
4. Board of Commissioners' review of recommendation during budget process. (May – June 05)
5. Implementation of study. (July 05)

**Strategy 4.2: Develop a plan to address service delivery needs for the non-English speaking population.**

Action Steps:

1. Assess departmental interactions with non-English speaking population to determine level of language barriers. (July – Sept 05)
2. Research options to improve service delivery to this population. (Sept 05 – Oct 05)
3. Implement strategies to improve service delivery to this population. (Oct 05).

**Strategy 4.3: Develop a plan to address service delivery needs for the aging population.**

Action Steps:

1. Review regional plan in light of local levels of the aging population. (Oct 05)
2. Establish local responsibilities for planning and providing advice to Board of Commissioners and Social Services Board on aging issues. (Dec 05)
3. Assess local service needs for aging populace. (Sept – Oct 05)
4. Create a plan for meeting service needs. (FY 06-07)

**Strategy 4.4: Develop a Central Enforcement & Permitting Plan.**

Action Steps:

1. Develop goals and objectives for Central Enforcement & Permitting Department. (Jan 05)
2. Develop plan for centralized permitting process to include cross-training of functions. (July 05)
3. Incorporate the central enforcement and permitting process into facility transition plans. (Jan 05 - Sept 06)
4. Fully implement Centralized Enforcement & Permitting process. (Sept 06)

**Strategy 4.5: Perform a general countywide ordinance review.**

Action Steps:

1. Develop focus groups to review assigned ordinances. (July 05)
2. Develop possible revisions to ordinances. (July 05 – June 06)
  - a. Develop programs to promote responsible animal ownership (i.e. promoting the spay/neuter program, animal identification issues, restraint of animals, etc.)
3. Present revisions to Board for review and adoption. (Aug 05 - July 06)

<b><i>Goal 5: To implement the projects within the Capital Improvements Program.</i></b>
--

**Strategy 5.1: Complete the Jail Demolition Project.**

Action Steps:

1. Complete planning phase. (Feb 05)
2. Bid project. (Mar 05)
3. Award contract for project. (Apr 05)
4. Construction completion. (Sept 05)

**Strategy 5.2: Complete the construction of a new Animal Shelter.**

Action Steps:

1. Complete planning phase. (Feb 05)
2. Bid project. (Mar 05)
3. Award contract for project. (Apr 05)
4. Begin construction. (May 05)
5. Complete construction. (Feb 06)
6. Occupy new shelter. (Mar 06)

**Strategy 5.3: Complete the renovation of the Historic Courthouse.**

Action Steps:

1. Complete planning phase. (July 05)
2. Bid project. (Aug 05)
3. Award contract for project. (Sept 05)
4. Begin construction. (Oct 05)
5. Complete construction. (July 06)
6. County Administration relocates to the Historic Courthouse. (Aug 06)

**Strategy 5.4: Complete the construction of the Human Services Building.**

Action Steps:

1. Complete planning phase. (Feb 05)
2. Bid project. (Mar 05)
3. Award contract for project. (Apr 05)
4. Begin construction. (May 05)

5. Complete construction. (May 06)
6. Social Services, Health, and Veterans Services relocate to the new human services building. (June 06)

**Strategy 5.5: Complete the facility transition planning included within the Capital Improvements Program.**

Action Steps:

1. Complete the acquisition process for the former City Water Building. (Feb 05)
2. Relocation of County Administration to the former City Water Building. (Mar 05)
3. Sheriff's Department to relocate to occupy former Administration Building. (June 06)
4. Land Development Departments relocate to former Health Department building. (Sept 06)

**Strategy 5.6: Complete the construction of the Solid Waste 2<sup>nd</sup> Bay of Transfer Station.**

Action Steps:

1. Award engineering contract. (Mar 05)
2. Complete designs. (Oct/Nov 05)
3. Bid project. (Nov 05)
4. Award construction contract. (Jan 06)
5. Complete construction. (Jan 07)

**Strategy 5.7: Complete relocation of the County's EMS main station.**

Action Steps:

1. Negotiate with Pardee Hospital for financial assistance for relocation of EMS Main Station. (FY 05-06)
2. Analyze long-term feasibility of utilization of former City Water Department Building as EMS Main Station. (FY 05-06)
3. If feasible, develop a plan for utilization of building and construction of ambulance bays. (FY 05-06)

**Strategy 5.8: Occupancy of the new EMS Southeastern Substation.**

Action Steps:

1. Approval of lease contract with Park Ridge Hospital for the facility. (Jan 05)
2. Occupy the facility. (Feb 05)

**Strategy 5.9: Begin the planning and design for a multi-use recreation building.**

Action Steps:

1. Recreation Advisory Board to begin work with architect to design building (Mar 05)
2. Development of a public input plan for development of building. (Mar 05)
3. Set aside funds in capital reserve for funding a PARTF grant match. (July 05)
4. Develop a PARTF grant application for multi-use recreation building. (Nov – Dec 05)

**Strategy 5.10: Development and implementation of plans for Etowah Library.**

Action Steps:

1. Coordinate with community committee to locate possible site for new branch library in Etowah. (FY 05-06)
2. Begin planning and design for new branch library. (FY 05-06)
3. Bid project. (FY 06-07)
4. Award contract for project. (FY 06-07)
5. Begin construction. (FY 06-07)

**Strategy 5.11: Development and implementation of plans for Tuxedo Library & Park.**

Action Steps:

1. Await decision by County Board of Education to declare the current Tuxedo School property as surplus. (Spring 05)
2. Collaborate with the Library Board of Trustees and the Recreation Advisory Board to determine possible uses for the Tuxedo property. (FY 05-06)
3. Demolition of former school buildings. (FY 05-06)
4. Begin planning and design for project. (FY 05-06)
5. Bid project. (FY 06-07)
6. Begin construction. (FY 06-07)

**Strategy 5.12: Continue collaboration with Public Schools and Community College representatives to finalize and implement facility plans.**

Action Steps:

1. Continue to work with the Joint School Facilities Meetings to discuss Public Schools' projects. (Jan 05)
2. Create a Joint Community College Facility Committee. (Feb 05)
3. Work collaboratively with both entities to develop financing packages for facility construction (FY 05-06)

**Strategy 5.13: Address the need for a fourth courtroom within the new Courthouse facility.**

Action Steps:

1. Work with the County's Central Services Department to develop plans to accommodate for a fourth courtroom within the new Courthouse. (Jan 05)
2. Begin relocation / renovations necessary to accommodate the new courtroom. (Spring 05)

***Goal 6: To pursue joint efforts for intergovernmental, public-private, and regional partnerships.***

**Strategy 6.1: Incorporate the elements of the Water and Sewer Master Plan.**

Action Steps:

1. Complete draft of plan. (FY 05-06)
2. Review plan in terms of compliance with county plans. (FY 05-06)
3. Prioritize implementation steps. (FY 05-06)
4. Board adoption. (FY 05-06)
5. Determine monitoring process. (FY 06-07)

**Strategy 6.2: Implement the current Solid Waste Management Plan.**

Action Steps:

1. Secure proposals for hauling and disposal of municipal solid waste. (July 05)
2. Negotiate long term contracts for municipal solid waste management. (Sept 05)
3. Execute contract. (Oct 05)

**Strategy 6.3: Cooperate with other entities to address crisis stabilization for mental health services.**

Action Steps:

1. Monitor manner in which the County's Maintenance of Effort (MOE) funds are being expended. (Ongoing)
2. Work through Western Highlands to develop a plan for implementing a crisis stabilization system to address the reduction of beds in state mental institutions. (Jan 05 – Jan 06)

**Strategy 6.4: Address the Regional Water Agreement issues.**

Action Steps:

1. Review current agreement in terms of dissolution of water authority. (Jan 05)
2. Begin negotiations with City of Asheville regarding agreement. (Feb 05)
3. Reach resolution to issue. (Feb – June 05)

**Strategy 6.5: Address the cable franchise renewal process.**

Action Steps:

1. Present charter to the LGCCA. (Jan 05)
2. Present committee charter revisions to Board for approval. (Feb 05)
3. Appoint committee members to work with staff and consultant throughout informal negotiation period. (Mar 05)



**Strategy 6.6: Address the issue of Henderson County's participation in the Airport Authority Board.**

Action Steps:

1. Enter into negotiations with Airport Authority Board regarding County participation. (Jan – Feb 05)

**Strategy 6.7: Begin the process of transitioning into direct sub recipient of transit program.**

Action Steps:

1. Negotiate funding agreement with NCDOT for state support of local public transit system. (Jan 05 – Mar 05)
2. Review and execute formal contract with federal government. (Apr 05)
3. Develop the resources necessary to carry out program. (Apr 05)

## Implementation of the Strategic Plan

The Henderson County Strategic Plan will be used by the Board of Commissioners, County Management Team, and County staff to provide direction for the County's leadership role in our community and as a guide for allocation of resources and prioritization of services provided. By planning for the future, Henderson County will be better prepared to respond to challenges and opportunities as they arise.

As was noted earlier, the Strategic Plan is only a document and its real value is centered in the planning process and, more importantly, its implementation. While Henderson County expects to accomplish many of this plan's strategies and actions within next two years, the goals will likely guide our actions for the next several years. Goals, strategies, and action steps will be revisited and revised annually through the development of an *Annual Performance Review*. This Annual Performance Review will examine the extent to which the strategic issues have been addressed and the goals have been achieved. It will also recommend revisions, if necessary, to strategies and action steps in order to better carry out the Board of Commissioners' mission.



Additional copies of the Henderson County Strategic Plan can be downloaded at [www.hendersoncountync.org](http://www.hendersoncountync.org).

To request paper copies, send e-mail with delivery information to [selenac@hendersoncountync.org](mailto:selenac@hendersoncountync.org).