

**CITY COUNCIL AGENDA**  
**December 3, 2018**  
**7:30p.m.**

The meeting convenes at City Hall, in Council Chambers, 1<sup>st</sup> Floor, 538 N. Market Street, Wooster, Ohio.

- I. ROLL CALL & ORDERING OF AGENDA**
- II. APPROVAL OF MINUTES**
- III. COMMUNICATIONS FROM MAYOR/ADMINISTRATION**  
Re - Appointment to Civil Service Commission – Steven Slack
- IV. PETITIONS/COMMUNICATIONS FROM PUBLIC**  
Liquor Control  
Minit Mart LLC  
dba Minit Mart  
825 Dover Road  
Wooster, Ohio 44691
- V. COMMITTEE REPORTS; PUBLIC HEARINGS**  
TIRC Committee Meeting 11-26-18  
Finance Committee 12-3-18
- VI. UNFINISHED BUSINESS**
  1. Third Reading – ORDINANCE NO. 2018-020  
AN ORDINANCE AMENDING CHAPTER 375, SNOWMOBILES, OFF-HIGHWAY MOTORCYCLES AND ALL PURPOSE VEHICLES, OF THE CODIFIED ORDINANCES OF THE CITY OF WOOSTER, OHIO AND DECLARING AN EMERGENCY  
(Sanders)
  2. Third Reading – ORDINANCE NO. 2018-021  
AN ORDINANCE ALLOWING MEMBERS OF THE WOOSTER CITY COUNCIL TO PURCHASE HEALTH CARE INSURANCE BENEFITS THROUGH THE CITY OF WOOSTER (Sanders)
  3. Second Reading - ORDINANCE NO. 2018-022  
AN ORDINANCE AMENDING PART ELEVEN, PLANNING AND ZONING CODE, OF THE CODIFIED ORDINANCES OF THE CITY OF WOOSTER, OHIO, TO ZONE LAND (53.428 ACRES) TO C-3 (GENERAL COMMERCIAL) FOR PROPERTY LOCATED ON THE NORTHEAST CORNER OF BURBANK ROAD AND WEST SMITHVILLE-WESTERN ROAD KNOWN AS PARCEL 67-02990.000 (Sanders)
  4. Second Reading – ORDINANCE NO. 2018-023  
AN ORDINANCE APPROPRIATING FROM VARIOUS FUNDS TO INDIVIDUAL ACCOUNTS FOR THE CURRENT EXPENSES AND OTHER EXPENDITURES FOR THE CITY OF WOOSTER FOR THE FISCAL YEAR ENDING DECEMBER 31, 2019, AND DECLARING AN EMERGENCY (Ansel)
  5. Second Reading – RESOLUTION NO. 2018-070  
A RESOLUTION AUTHORIZING THE MAYOR TO ENTER INTO AN AGREEMENT WITH THE WAYNE ECONOMIC DEVELOPMENT COUNCIL FOR ECONOMIC DEVELOPMENT SERVICES (Ansel)

6. Second Reading - ORDINANCE NO. 2018-024  
AN ORDINANCE AMENDING CHAPTER 521, HEALTH, SAFETY, AND  
SANITATION, OF THE CODIFIED ORDINANCES OF THE CITY OF WOOSTER,  
OHIO AND DECLARING AN EMERGENCY (Myers)
7. Second Reading - ORDINANCE NO. 2018-025  
AN ORDINANCE AMENDING CHAPTER 521, HEALTH, SAFETY, AND  
SANITATION, OF THE CODIFIED ORDINANCES OF THE CITY OF WOOSTER,  
OHIO AND DECLARING AN EMERGENCY (Sanders)

**VII. NEW BUSINESS**

1. First Reading – ORDINANCE NO. 2018-026  
AN ORDINANCE REVISING THE AUTHORIZED RANGE OF PAY SCALES AND  
BENEFITS FOR HOURLY RATED AND SALARIED EMPLOYEES AT WOOSTER  
COMMUNITY HOSPITAL, AND REPEALING FORMER ORDINANCES (Ansel)
2. First Reading – RESOLUTION NO. 2018-071  
A RESOLUTION ACCEPTING THE RECOMMENDATIONS OF THE WOOSTER  
TAX INCENTIVE REVIEW COUNCIL WITH RESPECT TO EXISTING  
COMMUNITY REINVESTMENT ACT AGREEMENTS (Ansel)
3. First Reading – RESOLUTION NO. 2018-072  
A RESOLUTION ACCEPTING THE RECOMMENDATIONS OF THE  
WOOSTER TAX INCENTIVE REVIEW COUNCIL WITH RESPECT TO  
EXISTING ENTERPRISE ZONE AGREEMENTS (Ansel)

**VIII. MISCELLANEOUS**

**IX. ADJOURNMENT**



*Robert F. Breneman, Mayor*

**CITY OF WOOSTER**

538 N. Market Street  
P.O. Box 1128  
Wooster, Ohio 44691-7082

**Lynne DePaulo**

*Administration Assistant*  
Phone: (330) 263-5242  
Fax: (330) 263-5247  
Email: [ldepaulo@woosteroh.com](mailto:ldepaulo@woosteroh.com)

# Memo

**To:** Wooster City Council  
**From:** Mayor Bob Breneman  
**Date:** November 29, 2018  
**Re:** Civil Service Appointment

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Steven Slack, retired Director of the OARDC, was appointed in 2016 to fill a vacant unexpired term on the city's Civil Service Commission. He has served our city well over the last two years on this commission, and has agreed to serve another term of six years on this important commission for our city.

I am requesting that City Council approve Mr. Slack's re-appointment to the city's Civil Service Commission commencing on 01/01/2019.

CIVIL SERVICE COMMISSION	TERM PERIOD
Steven Slack, 4545 Huntington Woods	1/1/2019 – 12/31/2024

**NOTICE TO LEGISLATIVE  
AUTHORITY**

**OHIO DIVISION OF LIQUOR CONTROL**  
6606 TUSSING ROAD, P.O. BOX 4005  
REYNOLDSBURG, OHIO 43068-9005  
(614)644-2360 FAX(614)644-3166

TO

60323880030 <small>PERMIT NUMBER</small>		TRFO <small>TYPE</small>	MINIT MART LLC DBA MINIT MART 825 DOVER RD WOOSTER OHIO 44691	
02	01	2018 <small>ISSUE DATE</small>		
11	20	2018 <small>FILING DATE</small>		
C1	C2	D6 <small>PERMIT CLASSES</small>		
85	165	B	F21405 <small>RECEIPT NO.</small>	

FROM 11/26/2018

87746290105 <small>PERMIT NUMBER</small>			TA OPERATING LLC DBA MINIT MART 825 DOVER RD WOOSTER OHIO 44691	
02	01	2018 <small>ISSUE DATE</small>		
11	20	2018 <small>FILING DATE</small>		
C1	C2	D6 <small>PERMIT CLASSES</small>		
85	165			



MAILED 11/26/2018

RESPONSES MUST BE POSTMARKED NO LATER THAN. 12/27/2018

**IMPORTANT NOTICE**

PLEASE COMPLETE AND RETURN THIS FORM TO THE DIVISION OF LIQUOR CONTROL  
WHETHER OR NOT THERE IS A REQUEST FOR A HEARING.

REFER TO THIS NUMBER IN ALL INQUIRIES B TRFO 6032388-0030

(TRANSACTION & NUMBER)

(MUST MARK ONE OF THE FOLLOWING)

WE REQUEST A HEARING ON THE ADVISABILITY OF ISSUING THE PERMIT AND REQUEST THAT  
THE HEARING BE HELD  IN OUR COUNTY SEAT.  IN COLUMBUS.

WE DO NOT REQUEST A HEARING.

DID YOU MARK A BOX? IF NOT, THIS WILL BE CONSIDERED A LATE RESPONSE.

PLEASE SIGN BELOW AND MARK THE APPROPRIATE BOX INDICATING YOUR TITLE:

(Signature)

(Title)-  Clerk of County Commissioner

(Date)

Clerk of City Council

Township Fiscal Officer

**CLERK OF WOOSTER CITY COUNCIL**  
538 N MARKET ST  
PO BOX 1128  
WOOSTER OHIO 44691

ORDINANCE NO. 2018-020

AN ORDINANCE AMENDING CHAPTER 375,  
SNOWMOBILES, OFF-HIGHWAY MOTORCYCLES AND  
ALL PURPOSE VEHICLES, OF THE CODIFIED  
ORDINANCES OF THE CITY OF WOOSTER, OHIO AND  
DECLARING AN EMERGENCY

WHEREAS, the City of Wooster desires to allow the operation of golf carts on roadways in the City of Wooster with a posted speed limit of under thirty-five miles per hour; and

WHEREAS, the Ohio Revised Code allows for such operation at the discretion of local jurisdictions.

WHEREAS, allowing the use of golf carts will benefit the residents of the City of Wooster.

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF WOOSTER, OHIO:

SECTION 1. That Chapter 375 of the Codified Ordinances, entitled, SNOWMOBILES, OFF-HIGHWAY MOTORCYCLES AND ALL PURPOSE VEHICLES shall be amended to include Section 375.09 OPERATION OF UNDER-SPEED VEHICLES and further be amended at Section 375.01, DEFINITIONS, and Section 375.06, REGISTRATION OF VEHICLES, to read as follows:

**375.01 DEFINITIONS.**

As used in this chapter:

(a) "Snowmobile" means any self-propelled vehicle designed primarily for use on snow or ice, and steered by skis, runners or caterpillar treads. (ORC 4519.01(A))

(b) "All-purpose vehicle" means any self-propelled vehicle designed primarily for cross-country travel on land and water, or on more than one type of terrain, and steered by wheels or caterpillar treads, or any combination thereof, including vehicles that operate on a cushion of air, vehicles commonly known as all-terrain vehicles, all season vehicles, mini-bikes and trail bikes. "All-purpose vehicle" does not include a utility vehicle as defined in Ohio R.C. 4501.01 or any vehicle principally used in playing golf, any motor vehicle or aircraft required to be registered under Ohio R.C. Chapter 4503 or Chapter 4561, and any vehicle excepted from definition as a motor vehicle by Section 301.20 of this Traffic Code. (ORC 4519.01(B))

(c) "Owner" means any person, firm or corporation, other than a lienholder or dealer, having title to a snowmobile, off-highway motorcycle, or all-purpose vehicle, or other right to the possession thereof. (ORC 4519.01(C))

(d) "Operator" means any person who operates or is in actual physical control of a snowmobile, off-highway motorcycle or all-purpose vehicle.

(e) "Limited access highway" or "freeway" means a highway especially designed for through traffic and over which abutting property owners have no easement or right of access by reason of the fact that their property abuts upon such highway, and access to which may be allowed only at highway intersections designated by the Ohio Director of Transportation. (ORC 5511.02)

(f) "Interstate highway" means any part of the interstate system of highways as defined in subsection (e), 90 Stat. 431 (1976), 23 U.S.C.A. 103, and amendments thereof.

(g) "Off-highway motorcycle" means every motorcycle, as defined in Ohio R.C. 4511.01, that is designed to be operated primarily on lands other than a street or highway. (ORC 4519.01)

(f) "Under-speed vehicle" means a three- or four-wheeled vehicle, including a vehicle commonly known as a golf cart, with an attainable speed on a paved level surface of not more than twenty miles per hour and with a gross vehicle weight rating less than three thousand pounds. (4501.01)

### **375.06 REGISTRATION OF VEHICLES.**

(a) Except as provided in Ohio R.C 4519.02(B), (C) and (D), no person shall operate any snowmobile, off-highway motorcycle, or all-purpose vehicle unless the snowmobile, off-highway motorcycle, or all-purpose vehicle is registered and numbered in accordance with Ohio R.C. 4519.03 and 4519.04.

(b) Any vehicle owner who wishes to operate an under-speed vehicle on the public streets or highways must submit the vehicle to an inspection conducted by Wooster Police Department that complies with inspection requirements established by the Department of Public Safety under section 4513.02 of the Revised Code, successfully pass the required vehicle inspection, register the under-speed vehicle in accordance with Chapter 4503 of the Revised Code, and title the under-speed vehicle in accordance with Chapter 4505 of the Revised Code

(c)(b) Except as otherwise provided in this subsection, whoever violates subsection (a) of this section shall be fined not more than twenty-five dollars (\$25.00). If the offender previously has been convicted of or pleaded guilty to a violation of subsection (a) of this section, whoever violates subsection (a) of this section shall be fined not less than twenty-five dollars (\$25.00) nor more than fifty dollars (\$50.00). (ORC 4519.02)

### **375.09 OPERATION OF UNDER-SPEED VEHICLES**

(a) No person shall operate an under-speed upon any street or highway except as follows:

(1) Upon a street or highway having an established speed limit not greater than thirty-five miles per hour and in accordance with Section 375.06 of this code.

(b) This section does not prohibit either of the following:

(1) A person operating an under-speed by proceeding across an intersection of a street or highway having a speed limit greater than thirty-five miles per hour;

(c) Except as otherwise provided in this division, whoever violates division (a) of this section is guilty of a minor misdemeanor. If within one year of the offense, the offender previously has been convicted of or pleaded guilty to one predicate motor vehicle or traffic offense, whoever violates this section is guilty of a misdemeanor of the fourth degree. If within one year of the offense, the offender previously has been convicted of two or more predicate motor vehicle or traffic offenses, whoever violates this section is guilty of a misdemeanor of the third degree.



ORDINANCE NO. 2018-021

AN ORDINANCE ALLOWING MEMBERS OF THE  
WOOSTER CITY COUNCIL TO PURCHASE HEALTH  
INSURANCE BENEFITS THROUGH THE CITY  
OF WOOSTER.

WHEREAS, Section 2.03 of the Charter of the City of Wooster provides that compensation for City officials and employees shall be set by ordinance of Council; and

WHEREAS, members of the Wooster City Council are determined to be City officials as outlined Section 2.03 of the Charter of the City of Wooster; and

WHEREAS, compensation, as outlined Section 2.03 of the Charter of the City of Wooster includes health insurance benefits; and

NOW, THEREFORE, be it ordained by the Council of the City of Wooster, Ohio:

SECTION 1. Members of the Wooster City Council may enroll in the City's health insurance program subject to the terms and conditions of the Medical Summary Plan Document. This program does not include separate dental and vision insurance.

SECTION 2. Members of Wooster City Council participating in the City's health insurance program shall pay one hundred percent (100%) of the calculated self-pay premium for the coverage extended to the member of Council and his or her dependents.

SECTION 3. Members of Wooster City Council participating in the City's health insurance program are required to pay the full premium by the first day of each month. Failure to pay the full premium by the first day of each month will result in termination of benefits. Terms of reinstatement are covered by the Medical Summary Plan Document.

SECTION 4. This Council finds and declares that all formal actions concerning and relating to the adoption of this Ordinance occurred in an open meeting of this Council or its Committees, in compliance with the law.

SECTION 5. This Ordinance shall take effect and be in full force from and after the earliest date allowed by law.



## MEMORANDUM

TO: Wooster City Council  
Wooster City Administration

FROM: Kevin Gibbons, Deputy Director of Law

RE: Ordinance 2018-021: Health Care Coverage for Members of City Council

DATE: November 2, 2018

The Laws & Ordinances Committee has requested an ordinance that would allow members of the Wooster City Council to purchase health care coverage through the City of Wooster. The legislation has been written to require Council members to pay the calculated self-pay premium for health care<sup>1</sup>. This is the same premium that was previously offered to Council members prior to the City's determination that offering such coverage required Council legislation. However, as discussed below, this part of the ordinance may be superseded by federal law.

The City Administration reviewed this matter several months ago and concluded that if members of Council were to access the City's health care it could create several unintended consequences. Additionally, the City's Health Plan Broker outlined several concerns related to offering health care to members of Council (see Chapman & Chapman letter). It is for these reasons the City Administration did not proposed such legislation.

This ordinance involves complex issues of federal regulatory law—and a detailed analysis could take several weeks to complete. However, despite the complexity we have been able to determine some of the potential legal ramifications regarding this proposed ordinance.

If the Council votes for health care—then the City's Health Care Plan Document will have to be rewritten to include them. There is no designation of “elected officials” under the ACA (or other federal law). Health care plans are designed for employees. Which raises the question: Are elected officials (such as members of Council) considered employees under the ACA?

There is no clear answer regarding whether elected officials are considered employees of the governmental agency from which they hold their office. Some federal and state agencies (and laws) classify elected officials as employees—some do not. Among those agencies that classify elected officials as employees are the IRS, Immigration and Naturalization, and the Ohio Bureau of

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<sup>1</sup> The calculated self-pay premium is the total of a full-time employee's premium and the additional amount the City contributes on behalf of each participating employee.

Workers' Compensation. For purposes of political subdivision tort liability, R.C. 2744.01 considers elected officials to be employees.

The ACA references IRS regulations that state a common law definition is to be used to determine who is an "employee." IRS bulletins state that elected officials are employees under the common law. Based on this it is most likely that Council members would be considered "employees" for purposes of the ACA.

It is generally accepted that members of the Wooster City Council work less than 30 hour per week.<sup>2</sup> If the City's Plan Document is changed to include members of City Council, then the terms of the Plan will have to be rewritten to offer health care coverage to: 1) employees (as defined by the ACA and IRS) who, 2) work less than 30 hours a week.

Once the Plan Document is rewritten to offer health care to some employees who work under 30 hours a week (members of City Council)—it seems certain that the City will be required under the ACA to offer health care coverage to all employees who work under 30 hours a week.

#### Anti-discrimination clause.

Under the ACA self-insured group health plans (such as the City's) must satisfy nondiscrimination rules. These rules require some measure of parity between higher-paid employees, and non-highly paid employees. The rule holds that an employer can charge higher-paid and lower-paid employees the same premium. An employer can also charge higher-paid employees a larger premium than lower-paid employees. However, an employer cannot charge lower-paid employees a larger premium than higher-paid employees.

If legislation is passed allowing Council Members to participate in the City's health care coverage—such coverage will likely have to be extended to all part time employees. And under the ACA's anti-discrimination clause the City will not be able to charge higher premiums (such as the calculated self-pay premium) to part-time employees. The likelihood is that part-time employees could only be charged the same amount paid by full-time employees.

There is nothing in law to indicate that the proposed ordinance—mandating Council members to pay the higher calculated self-pay premium—would be valid. Under the preemption doctrine it is unlikely that the provisions of a municipal ordinance could take precedence over a federal statute. Therefore, members of City Council who participate in the City's health care

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<sup>2</sup> If members of Council worked more than 30 hours a week they would already be eligible for City health care under the terms of the ACA.

coverage might be limited to only paying the same rate paid by full-time employees for their respective plans as they are paid less than the City's full-time employees.

Given this scenario, Chapman and Chapman estimates the cost of providing members of City Council and part-time employees with health insurance will be between \$400,000 and \$450,000 per year. According to the City Administration, this would dramatically affect the organizational structure and operations. The Administration concludes that utilizing part-time employees might no longer be cost-effective and could lead to them being replaced with full-time employees. The Administration estimates that it would take 4-5 full-time employees to replace the part-time workforce. This could result in an additional operational cost to the City of \$400,000 per year. Given the scenario outlined above, the total operational cost increase to the City of this ordinance could approach \$850,000 per year.

Lastly, Attorney William Hanna's opinion (see attached) is that Council has the legal authority to pass an ordinance to obtain City health care coverage during their current term. This is because health care would fall under the category of "compensation" and not "salary" as outlined in the City Charter. However, Attorney Hanna did not opine as to whether such an ordinance would be violative of the Charter's provision regarding the Compensation Commission. Given that the Commission only makes a "recommendation"—it seems that Council could alter their compensation even without the input of the Commission. There is case law that states a city council can alter their compensation during their current term if the city charter permits it. Attorney Hanna opines that the Wooster Charter contains such language (see attached).

The implications of this ordinance involve complex and wide-ranging issues involving federal regulatory health care law that is beyond the experience of most attorneys. It is strongly recommended that outside counsel be engaged to render a more detailed legal analysis regarding this ordinance.



Robert F. Breneman, Mayor

CITY OF WOOSTER  
538 N. Market Street  
P.O. Box 1128  
Wooster, Ohio 44691-7082

Joel Montgomery, PE  
Director of Administration  
Phone (330) 263-5244  
Fax: (330) 263-5247  
Email: jmontgomery@woosteroh.com

July 27, 2018

Mr. Scott Myers  
421 Holmes Blvd.  
Wooster, Ohio 44691

Dear Mr. Myers,

Last year during a compliance audit with our Plan Broker, they advised that due to the language in the Plan Document we were required to inform Council Members of their ability to participate in City provided health care coverage. This determination was based upon language included in the Plan, but had never been utilized or undergone legal review for Ordinance and/or ACA compliance. In October 2017, you received notification you were eligible to participate in the City of Wooster's Health Plan, per the medical plan document. If selected, you would be responsible for 100% of the medical insurance premium cost per month. You notified the City in November 2017 that you were enrolling in the coverage effective January 2018.

Per our records, you are the first City Council member who has elected to participate in the City's Health Plan. In order to process your enrollment several items required clarification, therefore, the insurance broker and outside legal counsel reviewed the administration of the benefits to ensure the City was in compliance.

Through the implementation process and legal compliance review, our legal counsel advised us that we do not have the legal authority to offer City Council members insurance coverage through the City. Even though our plan document states City Council members are eligible to participate, we are also required to have legislation passed by City Council authorizing us to offer City Council members the benefit of health insurance. After several months of researching, it has been determined that such an ordinance does not currently exist.

This letter is notification the City did not have the authority to offer the health insurance coverage to City Council members and you have been receiving a benefit that was not authorized by City Council or the City Charter. As a result, your medical insurance coverage will terminate sixty (60) days from today (October 2018), provided you continue to pay the premium each month through October 2018. Since you were receiving these benefits in error, you will not be eligible for COBRA.

We apologize for any inconvenience this may have caused. As a servant to the public, I am sure you agree that we have an obligation to the citizens of the City of Wooster to ensure all funds are being spent with appropriate authority and approval.

If you have any questions, please do not hesitate to contact me.

Sincerely,

  
Joel Montgomery  
Director of Administration  
City of Wooster

**ATTORNEY-CLIENT PRIVILEGE**

TO: Joel Montgomery, Director of Administration  
CC: Jeanette Wagner, Director of Human Resources  
FROM: Kevin Gibbons, Deputy Director of Law  
RE: City Provided Health Care for City Council Members  
DATE: July 19, 2018

The City's Plan Document for Health Care is created in consultation with our Third Party Administrator, Mutual Health Service (MHS) and our stop-loss insurance carrier which frequently changes. This plan outlines the obligations and responsibilities of the City of Wooster in providing health care coverage for qualified City employees. The Plan Document includes language that elected Council Members and the Mayor are eligible to participate in the Plan without meeting the requirement of having to work at least 30 hours per week—a requirement that applies to City employees.

Last year the City was informed by our Plan Broker, Chapman and Chapman, that due to the language in the Plan Document we were required to inform Council Members of their ability to participate in City provided health care coverage. There was no need to inform the Mayor regarding this provision as he is provided health care coverage, to the same extent as all other full-time City employees, as authorized by Ordinance No. 1991-1 (see Exhibit A). Upon the notification to the members of City Council, Councilman Scott Myers elected to participate in the plan. Councilman Myers was required to pay an amount equal to what the City pays to cover City employees for the same coverage.

After Councilman Myers obtained health care coverage our Plan Broker outlined several reasons why medium to small municipalities do not provide health care coverage to member of city council. (See Exhibit B). The City contacted outside legal counsel to review our Plan and

administration of benefits to ensure that the City was authorized to offer benefits to Council Members. As noted above, health care coverage for the Mayor of the City of Wooster is authorized by Ordinance No. 1991-1. Despite a thorough review of legislation passed by the Wooster City Council for the past several decades, we could not find any Ordinance that authorizes providing health care coverage for a member of City Council.

The City engaged the services of attorney William Hanna from the firm of Walter-Haverfield to research this matter. Attorney Hanna has done a deep-dive into this issue and opines that because no ordinance has been passed that authorizes the City to provide health care benefits to Council Members the City has no authority to provide such benefits or to adopt any version of the Plan to provide for them. He further advises that the health care benefits provided to Councilman Myers should be discontinued unless or until City Council passes an ordinance that authorizes them (see Exhibit C).

Upon review, I concur with Attorney Hanna's analysis and his recommendation. Inasmuch as Councilman Myers accepted health care coverage in good faith, there is case-law that holds he should not be required to reimburse the City for the benefits that he has received thus far. Absent immediate action from City Council, Councilman Myers should be given a reasonable amount of time to obtain health care coverage on the open market, at which time his coverage needs to be discontinued.

ORDINANCE NO. 1991-1

AN ORDINANCE AMENDING ORDINANCE NO. 1986-22, AN ORDINANCE ESTABLISHING THE SALARIES OF ALL ELECTED OFFICIALS OF THE CITY OF WOOSTER FOR TERMS BEGINNING ON OR AFTER JANUARY 1, 1988

WHEREAS, Section 2.03 of the Charter of the City of Wooster requires salaries of elected officials to be set by Ordinance of City Council at least five days prior to the last day for filing for candidacy, and

WHEREAS, Ordinance No. 1986-22 established salaries for elected officials for terms of office ending in 1991 and 1993, but did not provide for succeeding terms of office for such officials.

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF WOOSTER, OHIO:

SECTION 1. That Ordinance No. 1986-22 is hereby amended to read as follows:

A. That the salaries of President of Council and Council Members for terms of office beginning January 1, 1988 and ending December 31, 1991, and for each succeeding term, shall be established as follows:

President of Council:

From January 1, 1988

through December 31, 1989

\$3,200.00 Annually

Beginning January 1, 1990

\$3,800.00 Annually

Council Members:

From January 1, 1988

through December 31, 1989

\$3,000.00 Annually

Beginning January 1, 1990

\$3,600.00 Annually

B. That the salaries of Council Members for terms of office beginning January 1, 1990 and ending December 31, 1993, and for each succeeding term, shall be established as follows:

Council Members:

Beginning January 1, 1990

\$3,600.00 Annually

C. That the salary of the Mayor of the City of Wooster, for the term of office beginning January 1, 1988 and ending December 31, 1991, and for each succeeding term, shall be established as follows:



Beginning January 1, 1988  
Through December 31, 1989

\$44,000.00 Annually

Beginning January 1, 1990

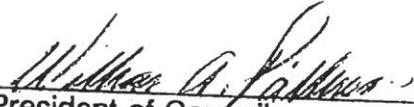
\$48,000.00 Annually

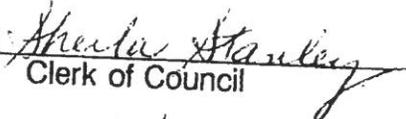
SECTION 2. That the Mayor shall receive health and hospitalization insurance coverage to the same extent as provided all other full-time City employees, and any increase in the cost of such coverage during the term of office beginning January 1, 1988 through December 31, 1991, and for each succeeding term, is hereby authorized.

SECTION 3. That the salaries of all elected officials of the City of Wooster shall be payable bi-weekly.

SECTION 4. This Amended Ordinance shall take effect and be in full force from and after the earliest date allowed by law.

Passed: January 7, 1991

  
\_\_\_\_\_  
President of Council

Attest:   
\_\_\_\_\_  
Clerk of Council

Approved: 1/8, 1991

  
\_\_\_\_\_  
Mayor

Introduced by: Stanley Beers



CHAPMAN AND CHAPMAN

Employee Benefit Consulting  
Retirement Plans  
Insurance Brokerage

Since Eighteen Eighty-Six

Aaron Marinelli, President

March 9, 2018

City of Wooster  
City Administration  
538 North Market Street  
Wooster, Ohio 44691

Dear City of Wooster Administration,

The current policy at the City of Wooster covers all City Council Members under the self-funded plan at the City. We typically see this type of policy in much larger entities where the full-time status and wages of council members are commensurate with those of the general employee population.

Some of the reasons why municipalities, especially those of medium to small size, are as follows:

1. Reduction of liability – Each member (employee and/or dependent) on the plan carries with him or her a finite liability to the city of \$85,000 per member per year in the year the high claim first occurs and a possible additional supplement or laser liability to the city with catastrophic claims in subsequent years following the initial claim occurrence.
2. Prevent unbalanced benefit to pay ratios – For most organizations there are standard and acceptable ratios of benefits to pay. In virtually all cases (specific to health insurance), the numerator (cost of health insurance) divided by the denominator (employee pay) is equal to or less than 25%. In cases such as Wooster's council member coverage, there is a significantly unbalanced ratio of approximately 130%.
3. Annual hours worked – The ACA set a standard in 2010 that, again in virtually all cases we see, is adhered to by the middle market (employers similarly sized to the City of Wooster) for the offer of health insurance. The standard is that health insurance coverage is offered to full-time permanent employees working 30 hours or more per week. Acknowledging that there are duties performed by council people outside of normal office hours (which are approximately 96 hours per year), the 30 hours per week standard is typically not met by council people in small to middle sized cities (even when we include activities outside of office hours).

We have discussed this subject on multiple occasions, but wanted to memorialize the conversations in writing for the benefit of any future dialogues regarding this matter. We are available any time to discuss this or any other matter.

Best,

Aaron Marinelli  
Chapman and Chapman

2307 E. Aurora Road, Suite B-13, Twinsburg, OH 44087 ♦ www.chapmanandchapman.com  
440.287.7596 ♦ 888.215.2957 Toll Free ♦ 330.405.3399 Fax

Securities offered through Kestra Investment Services, LLC (Kestra IS), member FINRA/SIPC.  
Chapman & Chapman, Inc. is not affiliated with Kestra IS.





2. **Overview of Relevant Charter and Codified Ordinance Provisions.**

- (a) Section 2.03 of the City Charter sets forth the method by which the City may establish compensation and set salaries for elected officials.

Section 2.03 of the Charter authorizes the City to establish “compensation” for “City officials” and set “salaries” for “elected officials.”

*SECTION 2.03. COMPENSATION AND BONDS.*

Compensation and bonds for City officials and employees shall be established by ordinance of Council. This does not preclude the City Administration's negotiating with City employee groups regarding wages and fringe benefits. Salaries of elected officials for the ensuing term shall be set at least five days prior to the last day for filing candidacy and may not be changed during the term.

*Commencing on or about January 1, 2011, and every four years thereafter, Council, in consultation with the Mayor, will appoint a Compensation Commission consisting of nine resident electors who will be charged with reviewing and making recommendations to the Mayor and Council of the amounts to be paid the Mayor and members of Council. No more than five members of the Compensation Commission shall be of the same political party.*

(Emphasis added). The Charter does not define “compensation,” “City official,” “salaries,” or “elected officials.” However, in Section 7.02 of the Charter, the term “elected officers” is defined as “all persons, legislative and executive, who by the terms of this Charter are required to be elected by vote of the electors.”

- (b) The Codified Ordinances do not require the City to provide health care benefits to Council Members or the Mayor.

Nothing in the Codified Ordinances requires the City to provide health care benefits to Council Members or the Mayor. Section 162.02 of the Codified Ordinances is the only provision of the Codified Ordinances which explicitly addresses health care benefits. Specifically, Section 162.02 allows “Management level” employees to receive health insurance:

Management level employees may enroll in the City's health insurance program subject to the terms and conditions established by the Mayor. Such program may include medical, dental, vision, disability and/or life insurance coverages.

Section 162.09 lists the City’s “Management positions.” No elected official (including Council and Mayor) is included in the list of management positions authorized to receive health care benefits from the City under this section of the Codified Ordinances.

- (c) Ordinance No. 1987-13 established that certain employees were eligible to receive fringe benefits, but did not address Council Members or the Mayor.

On February 17, 1987, the City Council passed Ordinance No. 1987-13. Ordinance 1987-13 enacted a new Chapter 163 of the Codified Ordinances, which established the fringe benefits available to part-time, seasonal, temporary, special, and auxiliary employees.

Ordinance 1987-13 does not specifically define who is a part-time, seasonal, temporary, special, or auxiliary employee. Instead, employees covered by Chapter 163 are "...those employees listed on the Attachment of the Annual Salary and Wage Ordinance entitled 'Temporary, Seasonal, and Part-time Employees.'" Ordinance No. 1987-13.

Although I have not reviewed the attachments to the Annual Salary and Wage Ordinances referenced in Ordinance 1987-13 or the Annual Salary and Wage Ordinance in effect during the current Council Members' respective terms of office, I understand that Council Members are not treated as "employees" under Chapter 163 of the Codified Ordinances. Rather they are "elected officers" and "elected officials" for whom salary and compensation are established, pursuant to the Charter, by ordinance.

- (d) Ordinance No. 1991-1 requires the City to provide health care benefits to the Mayor but not to Council Members.

Ordinance No. 1991 establishes the "salaries" of the President of Council and Council Members for terms of office beginning January 1, 1988 and ending December 31, 1991, and for each succeeding term. Significantly, Section 2 of Ordinance No. 1991-1 provides that "[T]he Mayor shall receive health and hospitalization insurance coverage to the same extent as provided all other full-time City employees, and any increase in the cost of such coverage during the term of office beginning January 1, 1988 through December 31, 1991, and for each succeeding term, is hereby authorized." Ordinance No. 1991-1 contains no language purporting to provide health and hospitalization insurance coverage for any Council Member.

It is my understanding that the City has not passed any ordinance repealing Ordinance 1991-1, including Section 2 of Ordinance No 1991-1. Accordingly, the City is currently required to provide health care benefits to the Mayor.

- (e) Ordinance No. 2015-22 establishes the current salary of the Mayor.

On July 6, 2015, the City Council passed Ordinance No. 2015-22, which established the salary of the Mayor. Nothing in Ordinance 2015-22 addresses health care benefits available to the Mayor in any way. Ordinance 2015-22 contains no language repealing Ordinance No. 1991-1 or any other ordinances in conflict with Ordinance No. 2015-22.

- (f) Ordinance No. 2015-21 establishes the current salaries of City Council Members.

Also on July 6, 2015, the City passed Ordinance No. 2015-21, which established the salaries of City Council Members. Notably, and despite the fact that the Plan allowed for Council Members to be eligible to participate in the Plan, nothing in Ordinance No. 2015-21 authorized

the City to provide health care benefits to Council Members.<sup>2</sup> Instead, Ordinance No. 2015-21 simply establishes the annual “salary” payable to each Council Member, and incorporates by reference the report of the Compensation Commission.

### LEGAL ANALYSIS

#### 3. Salaries and Compensation for Elected City Officials Under the City Charter.

As indicated above, Section 2.03 of the Charter authorizes the City to establish “compensation” for City officials (and employees) and to set “salaries” for elected officials:

#### *SECTION 2.03. COMPENSATION AND BONDS.*

*Compensation and bonds for City officials and employees shall be established by ordinance of Council. This does not preclude the City Administration's negotiating with City employee groups regarding wages and fringe benefits. Salaries of elected officials for the ensuing term shall be set at least five days prior to the last day for filing candidacy and may not be changed during the term. \*\*\* (Emphasis added).*

A plain reading of Section 2.03 makes clear that, in order for the City to provide health care benefits to Council Members, then such benefits had to be authorized as: (1) “Compensation” for “City officials” through an ordinance of Council, which could be passed at any time and without limitation; or (2) “salaries” of “elected officials” for the ensuing term, which must be set prior to the term and cannot be changed in-term.

- (a) An in-term change in “compensation” of an elected official is permitted under the City Charter and Ohio law.

The analysis of the issue of health benefits for Council members requires an understanding of Section 2.03 of the Charter, which is not straightforward. That Charter section distinguishes City officials from employees, and addresses setting the compensation for such officials and employees, which may be done by ordinance of Council at any time. It then addresses the establishment of the “salaries” for elected officials, which must be done prior to the deadline for declaring candidacy for an elected position. The salary thus set cannot thereafter be changed during the ensuing term of office.

Section 2.03 appears to treat “compensation” differently from “salaries,” without specifically defining either term. A distinction between compensation and salary is common in the world of employment law, where compensation is typically understood to include base salary or wages, *together with* other items of compensation such as insurance, retirement plans, and

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<sup>2</sup> I am aware of no specific Ordinance passed by Council Members which specifically authorizes the City to designate Council Members as eligible for health care benefits under the Plan. In the absence of such an Ordinance, and/or an Ordinance authorizing the renewal or adoption of the March 13, 2018 revisions to the Plan, it is not clear that the City ever had the authority to include or keep Council Members eligible to receive health care benefits under the Plan.

other fringe benefits. This understanding is also consistent with Ohio Ethics Commission Opinion 91-007 and 1984 Ohio Attorney General Opinion No. 84-036, wherein the subject of OPERS “pick-up” methods for employee contributions to the state public employees’ retirement system was discussed. Both opinions call out the fact that the “pick-up in lieu of salary increase” method, where the employer pays the employees’ retirement contributions *in addition to* the salaries employees are receiving, constitutes the provision of a *fringe benefit* to employees *in addition to salary*, and represents *compensation* to the employees.

In contrast to the City Charter, Section 731.07 of the Ohio Revised Code establishes a general rule governing the salary of municipal elected officials under state law:

*The salary of any officer of a city shall not be increased or diminished during the term for which he was elected or appointed. This section does not prohibit the payment of any increased costs of continuing to provide the identical benefits provided to an officer at the commencement of his term of office.*

While some case law discusses salary and compensation as synonymous for the purposes of interpreting Revised Code provisions regarding ethical considerations—*see, e.g. Hubbard v. Defiance*, 2013-Ohio-2144, at paragraph 64 (3<sup>rd</sup> Dist. 2013)—the language of the operative statutes is clearly distinguishable from the language of Wooster’s Charter.

Moreover, a chartered municipality may vary from the prohibitions of R.C. 731.07 and make in-term changes to salary or compensation of an elected official. *Hubbard*, 2013-Ohio-2144; Ohio Ethics Op. No. 1991-007 *citing to Village of Bellville v. Beal*, 7 Ohio App.3d 291 (Richland County 1982); 1983 Ohio Op. Att’y Gen. No. 83-036; 1980 Op. Att’y Gen. No. 80-002. *See also Northern Ohio Patrolmen’s Benevolent Association v. City of Parma*, 61 Ohio St. 2d 375 (1980) (non-chartered, as well as chartered municipalities may, pursuant to Ohio Const. art. XVIII, § 3, enact an ordinance governing its employees’ salaries, even though the ordinance is at variance with state statute.); *Loux v. City of Lakewood*, 120 Ohio App.45 (8<sup>th</sup> Dist. 1963); *accord* Ohio Ethics Op. No. 1991-007 and 1980 OAG Op. No 80-002.

Under Section 2.03 of the Wooster Charter, there are no restrictions on when Council may change the “compensation” of employees and City officials. The ordinary meaning of the term “City officials” would encompass elected officials, defined as “elected officers” under Section 7.02 of the Charter, as well as non-elected City officials. Thus the Charter establishes that Council may establish *compensation* of Council, by ordinance, regardless of whether a change in compensation will take place in-term. The *salary* of an elected official including a Council Member, however, cannot be changed during a term of office, under the Charter.

The Charter directly conflicts with R.C. §731.07’s prohibition against in-term changes in compensation to elected officials. When a municipal charter expressly conflicts with a parallel state law in a matter of local self-government, the charter provision prevails. *State ex rel. Lightfield v. Indian Hill*, 69 Ohio St.3d 441 (1994); *see also* *Hubbard*, 2013-Ohio-2144, at paragraph 77 (holding that, with respect to a municipal charter provision relating to compensation increases and decreases to city council members, the court “...must presume that the charter’s drafters knew the general law (R.C. 731.07) on this issue and consciously deviated

from it.”). Accordingly, in interpreting Charter Section 2.03, it is presumed that the drafters knew the general law and consciously deviated from it to ensure that changes in “compensation” payable to Council Members or the Mayor could be made in-term.

- (b) The Salaries for Elected Officials were Set by Ordinance No. 2015-21 and did not provide for health coverage.

Even if health care benefits were considered to be salaries under Section 2.03 of the Charter rather than a fringe benefit element of compensation, then Ordinance No. 2015-21 makes clear that Council Members are not entitled to health coverage. Ordinance 2015-21 set “salaries” for Council Members and did not specifically provide for them to be eligible for health care benefits. And no ordinance prior to or subsequent to Ordinance 2015-21 has authorized the provision of health care benefits to Council Members either

Thus, Section 2.03’s prohibition against in-term changes in salary is not implicated by the present facts and the City would not violate this portion of the Charter if it discontinued health care benefits payable to a Council Member.

**4. The City cannot recover past health care benefits paid to Council Members.**

Although the City has paid health care benefits to a Council Member without an ordinance authorizing it to do so, the City cannot recover any past health care benefits paid to the Council Members. In *Hubbard ex rel. Creed v. Sauline*, 74 Ohio St.3d 402 syllabus, paragraph one (1996), the Ohio Supreme Court instructed: “[a] public official who accepts compensation contrary to statute is under no legal duty to repay the compensation where it is subsequently determined that the official received the compensation in good faith and under color of law.”

Because the Council Member currently receiving health care benefits under the Plan accepted those benefits based upon the belief that coverage was available under the Plan, the Council Member accepted the compensation in good faith and under color of law, and the City cannot bring an action to recover those benefits received from the Council Member.

**5. The City is authorized to provide health care benefits to the Mayor.**

As discussed, Section 2.03 of the Charter authorizes the City to establish compensation for City officials and set salaries for elected officials. Ordinance No. 1991-1 authorized the City to provide health care benefits to the Mayor for each succeeding term of office. The provision of Ordinance 1991-1 establishing that the Mayor should receive health care benefits remains in effect today. Thus, the Mayor is currently entitled to receive health care benefits, without further action of Council.

**CONCLUSION**

Because no ordinance has been passed that authorized the City to provide health care benefits to Council Members, the City was without authority to provide such benefits, or to adopt any version of the Plan that provided for them. Thus, the benefits should be discontinued unless or until Council passes an ordinance that authorizes them. An ordinance authorizing fringe

benefit compensation for Council could be adopted at any time and could even apply in-term, although the more conservative approach less likely to draw public scrutiny would be not to effect an in-term increase. The Council member currently receiving benefits cannot be required to pay the City back in the absence of evidence establishing that he did not act in good faith in accepting such compensation. I have not been made aware of any such evidence.

Please let me know if you have any questions or if you would like to discuss this memo.



NOV 19 12  
2018-022 ORD #1

**Request for Agenda Item**

**Authorization for Bid**

**Purchase Capital Item**

**Non-Capital**

<b>Division</b> Planning and Zoning	<b>Meeting Date Requested</b> 11/19/18
<b>Project Name</b> Burbank Rd./W. Smithville Western Rd. Rezoning	<b>Estimated Total Funds/Costs</b> NA
<b>Is Full Amount Budgeted?</b> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <b>If YES, three readings NOT REQUIRED</b>	
<b>If No, How is the Purchase to be Funded?</b>	
<b>Description of Request</b> Majeed Makhoulf requesting approval of a Zoning Map Amendment to change the zoning of 53.428 acres at the northeast corner of Burbank Road and West Smithville Western Road with Parcel Number 67-02990.000 from AG (Agricultural) to C-3 (General Commercial).  The Planning Commission held a public hearing on the application on 10/24/18 and voted unanimously (6-0) to recommend approval of the rezoning application to City Council.  The application will also require a public hearing before City Council.	
<b>Justification / Benefits</b> The application would provide a zoning classification addressing changing economic conditions in the area fulfilling demand for commercial and possibly multi-family residential uses on an arterial street/state route. The proposed zoning classification is compatible with the area and direct impacts of future development, such as traffic, will be sufficiently addressed by the Development Plan process. In addition, a more intense use for the site than agriculture or single-family residential was contemplated during the annexation and rezoning of the property in 2009.	
<b>Will this Project affect the City's Operating Costs</b> No.	
<b>What Alternatives Exist and what are the Implications of the Alternatives</b> The property will remain zoned R-1 (Suburban Single Family Residential)	
<b>Is this a Sole Source Bid or Non-Bid Situation</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <b>If Yes, Explain The Circumstances:</b>	
<b>Is there a need for Suspension of the Rules or a Time Frame when this must be passed?</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <b>If Yes, Note Reasons</b>	
<b>NOTE: Emergency Clause Required if Legislative Effective Date is IMMEDIATE.</b>	
<b>Manager Requesting: Andrew Dutton</b> <span style="float: right;"><b>Date: 10/25/18</b></span>	
<b>Approved for Agenda</b> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <span style="float: right;">↪</span>	

# PLANNING COMMISSION APPLICATION INFORMATION SHEET

**Application Number**

PC-18-25

**Scheduled Meeting Date**

10-24-2018

**Application Type**

Zoning Amendment - Map

**Property Location**

(PN:67-02990.000) BURBANK RD

**Property Information**

Acreage: 53.428

Zoning: AG

**Property Owner**

J MCCOY FARM HOMESTEAD LLC

**Applicant**

Majeed Makhoulf

**Applicant's Project Description**

Seeking a rezoning of the property to C-3 zoning

**Agenda Text**

Majeed Makhoulf requesting an approval recommendation from the Planning Commission to City Council for a Zoning Map Amendment to change the zoning of 53.428 acres at the northeast corner of Burbank Road and West Smithville Western Road with Parcel Number 67-02990.000 from AG (Agricultural) to C-3 (General Commercial)



**CITY OF WOOSTER**  
**Planning and Zoning Division**  
538 North Market Street Wooster, OH 44691  
Phone: 330-263-5238

October 25, 2018

Dear Majeed Makhoulf,

At the 10-24-2018 meeting of the City of Wooster Planning Commission, a motion was made to recommend approval of application PC-18-25, Majeed Makhoulf requesting an approval recommendation from the Planning Commission to City Council for a Zoning Map Amendment to change the zoning of 53.428 acres at the northeast corner of Burbank Road and West Smithville Western Road with Parcel Number 67-02990.000 from AG (Agricultural) to C-3 (General Commercial), to City Council.

The motion received the necessary votes and the application will be forwarded to City Council with a recommendation of approval from the Planning Commission.

Please feel free to contact me at (330) 263-5238 or [adutton@woosteroh.com](mailto:adutton@woosteroh.com) if you have any questions or need any further information.

Sincerely,

Andrew Dutton  
Planning and Zoning Manager



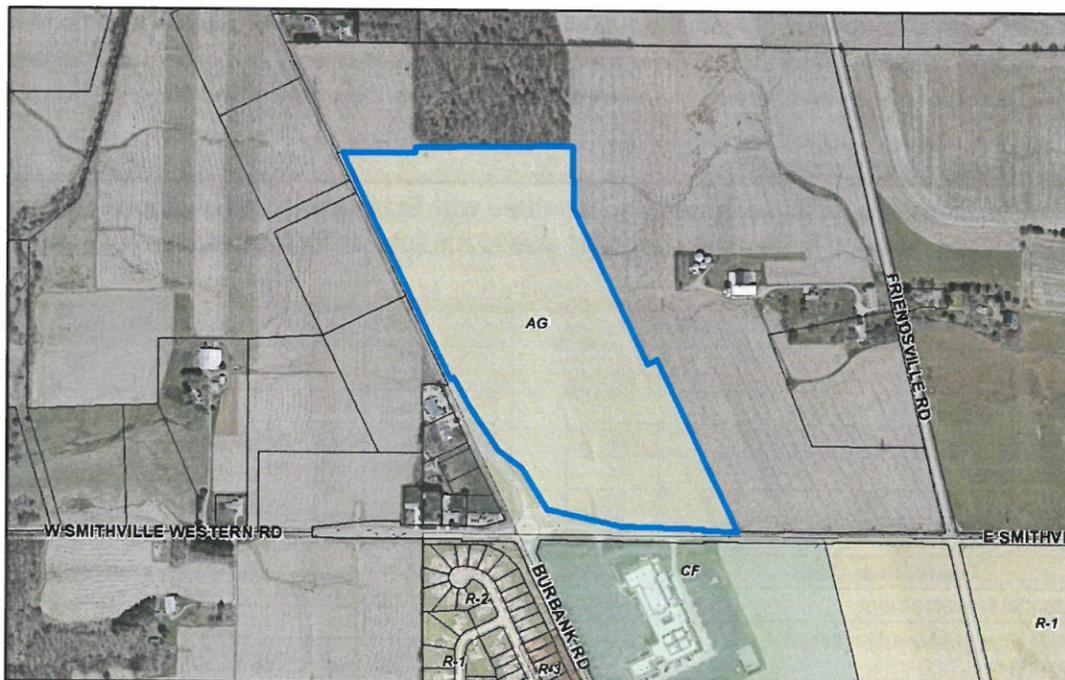
**Application PC-18-25**  
**McCoy Property Zoning Map Amendment**

Property Owners: J McCoy Farm Homestead LLC  
Applicant: Majeed Makhoulf  
Location: Northeast corner of Burbank Road and West Smithville Western Road  
(Parcel Number 67-02990.000)  
Current Zoning: AG (Agricultural)  
Proposed Zoning: C-3 (General Commercial)  
Request: Approval recommendation from the Planning Commission to City Council for a Zoning Map Amendment to change the zoning from AG (Agricultural) to C-3 (General Commercial)

**LOCATION AND SURROUNDING USES**

The site consists of 53.428 acres at the northeast corner of Burbank Road and West Smithville Western Road. Adjacent properties include the following uses and zoning:

- North – Undeveloped and Agriculture (Unincorporated)
- South – Church, School and Agriculture (CF, Community Facilities)
- East – Agriculture (Unincorporated)
- West – Agriculture, Commercial, Two-Family Residential, and Single-Family Residential (Unincorporated)





**PROPOSED APPLICATION/BACKGROUND**

In early 2009, the property was annexed into the City of Wooster without an application to designate zoning. The property was therefore zoned R-1 (Suburban Single-Family Residential) by default.

In mid-2009, the property was rezoned from R-1 (Suburban Single-Family Residential) to AG (Agricultural). The property was rezoned as the owner intended to continue farming operations on the site with no immediate plans for development and agriculture was a prohibited use in the R-1 district. As noted in a staff memo for the application in 2009, future non-residential development was contemplated for the property:

There is no doubt that, at some point in the future, the land will likely be developed. As the nature of this future development is unknown, designating the area as R-1, (Suburban) Single Family could be misleading to potential buyers of neighboring property as the nature of the development may be other than R-1.

The current application is to rezone the property from AG (Agricultural) to C-3 (General Commercial). The purpose of the proposed rezoning is to allow the site to be developed for commercial uses.

**ZONING DISTRICT INTENT**

The AG District is established as follows, per Section 1107.05(g):

The purpose of this district is to protect active farmland from development, to provide areas for recreation and conservation purposes, to furnish areas for public and semi-public uses, to protect watersheds, to guide growth and development of the community, and to hold land from development of more intensive land uses until such time as adequate public facilities and services can be provided.

The C-3 District is established as follows, per Section 1107.05(e)(4)(C):

The C-3 General Commercial District is established to accommodate a broad range of commercial services and activities in locations adequately served by major streets and other facilities and to provide a wide range of goods and services to a large consumer population from the larger regional area.

**PERMITTED USES AND STANDARDS**

Table 1109-1 includes a list of all Permitted (P), Permitted with Standards (PS), Conditional (C) and Prohibited (X or not included in the table) principal uses in the subject zoning districts:

AG & C-3 PRINCIPALLY PERMITTED USES		
Use Type	AG	C-3
<b>Agricultural Uses</b>		
Agriculture (Raising of Crops)	P	P
Agriculture (Livestock)	PS	X
Community Gardens	PS	PS
Greenhouses and Nurseries	C	X
<b>Residential Uses</b>		
Cluster Residential Development	X	X
Convent, Monastery, or Other Housing for Places of Worship	X	X
Dormitories	X	X
Dwellings, Multi-Family	X	C
Dwellings, Single-Family Attached	X	X
Dwellings, Single-Family Detached	X	X

AG & C-3 PRINCIPALLY PERMITTED USES		
Use Type	AG	C-3
Dwellings, Two-Family	X	X
Dwellings, Two-Family Conversion from a Single-Family Dwelling	X	X
Fraternities and Sororities	X	X
Group Homes or Residential Facilities	See Section 1109.03(c)(6)	
Manufactured Home	X	X
Mobile Home	X	X
Skilled Nursing or Personal Care Facilities	X	PS
Transitional Housing	X	C



AG & C-3 PRINCIPALLY PERMITTED USES		
Use Type	AG	C-3
<b>Commercial and Offices Uses</b>		
Adult Uses	X	X
Agriculture/Farm Supplies and Sales	X	X
Animal Day Care/Animal Grooming	X	P
Assembly Halls, Membership Clubs, and Conference Centers	X	PS
Automated Teller Machine (Stand-Alone)	X	C
Automotive Fuel Sales	X	P
Automotive Repair (Heavy)	X	C
Automotive Sales and Leasing	X	C
Automotive Service Station and Parts Sales	X	PS
Bars and Taverns	X	P
Bed and Breakfast Establishments	X	X
Business and Professional Offices	X	P
Business Service Establishments	X	P
Campgrounds	X	X
Financial Institutions	X	P
Funeral Homes and Mortuaries	X	P
Hotels or Motels	X	P
Kennels/Animal Boarding	C	PS
Live/Work Units	X	PS
Medical or Dental Clinics/Offices and 24-Hour Urgent Care	X	P
Medical Marijuana Dispensaries	X	C
Microbrewery, Microdistillery, or Microwinery	X	P
Mixed Use Building (with Residential Uses)	X	P
Mobile Home, Commercial Truck, and Recreational Vehicle Sales, Leasing, Service, or Storage	X	X
Parking Garages	X	X
Parking Lots (Principal Use)	X	X
Personal Service Establishments	X	P
Recreation Facilities	X	C
Restaurants	X	P
Retail Commercial Uses	X	P
Service Commercial Uses	X	P
Theaters	X	PS
Vehicle Washing Establishment	X	PS
Veterinarian Offices/Animal Hospital	C	P

AG & C-3 PRINCIPALLY PERMITTED USES		
Use Type	AG	C-3
<b>Industrial Uses</b>		
Bulk Storage of Liquids or Grain	X	X
Contractor Offices	X	X
Crematorium	X	X
Data Center	X	X
Machinery and Heavy Equipment Sales, Leasing, and Storage	X	X
Manufacturing and Production (Heavy or Outdoors)	X	X
Manufacturing and Production (Indoors)	X	X
Medical Marijuana Testing and Processing	X	X
Outdoor Storage and Bulk Sales	X	X
Printing and Publishing	X	X
Radio and Television Stations	X	X
Recycling Collection/Processing Facilities	X	X
Research and Development Facilities	X	X
Self-Storage Facilities	X	X
Soil and Mineral Extraction Activities	X	X
Warehouses	X	X
Wholesale Sales and Distribution Centers (Indoors)	X	X
Wholesale Sales and Distribution Centers (Outdoors)	X	X
<b>Public and Institutional Uses</b>		
Active Recreational Uses	C	P
Cemeteries	C	X
Colleges and Higher Educational Institutions	X	C
Community Recreation Facility	X	X
Cultural Facilities and Structures	C	PS
Educational Institutions (K-12)	C	P
Essential Services	Exempt per Section 1101.05(b)	
Government Facilities	C	P
Government Offices	C	P
Hospitals	X	C
Nursery Schools or Day Care Centers (Children or Adults)	X	P
Passive Parks, Open Space, and Natural Areas	P	P
Places of Worship	C	PS
Utility Facilities and Buildings	C	P
Wireless Telecommunication Facilities	See Section 1109.03(f)(10)	



Tables 1115-3 and 1115-4 include development standards for the subject zoning districts:

COMPILATION OF TABLES 1115-3 AND 1115-4		
	AG	C-3
Minimum Lot Area	217,800 sq. ft.	20,000 sq. ft.
Minimum Lot Width at the Building Line	500 ft.	100 ft.
Minimum Front Yard Building Setback	25 ft.	30 ft.
Minimum Side and Rear Yard Building Setbacks from any Nonresidential Zoning District	40 ft.	10 ft.
Minimum Side Yard Building Setback from any Residential Zoning District	40 ft.	50 ft.
Minimum Rear Yard Building Setback from any Residential Zoning District	40 ft.	50 ft.
Maximum Lot Coverage by Buildings	None	30%
Maximum Building Height	35 ft.	45 ft.
* To simplify the table, notes have been removed. See Tables 1115-3 and 1115-4 for all notes.		

### **COMPREHENSIVE PLAN (2014)**

#### **Chapter 3 - Land Use, Demographics and Housing**

Section 3.1 includes a general land use analysis examining existing zoning within the city and projected demand. As the analysis was a portion of a larger plan, it did not include a detailed study. Detailed land use analysis studies are typically a separate project and are not conducted within a comprehensive plan. The general land use analysis concluded that the city was comprised of enough land to accommodate residential and non-residential development for the next ten years.

However, since 2014, there has been significant unanticipated interest in commercial development in the Burbank Road area. Numerous commercial developments have been proposed such as the Shoppes at Burbank (TJ Maxx, Five Guys, etc.), Aldi on Burbank Road, a Riffel Road hotel, and Meijer on West Milltown Road. In addition, there has been continued interest for multi-family developments throughout the city, which is a conditional use in the C-3 district.

Section 3.2 of the plan, Public Input, indicates that "There is a desire to attract and promote high-quality vibrant developments that will attract and serve a variety of age groups". The proposed C-3 zoning classification has the potential to promote such developments and serve various age groups.

The Future Land Use map, Figure 3.11, of the Comprehensive Plan categorizes future land use for properties within the City of Wooster Corporation limits. As future development was uncertain and the property was zoned AG, the future land use map listed the property's use as Single-Family Residential.

#### **REVIEW CRITERIA**

Recommendations and decisions on zoning map amendment applications shall be based on consideration of the following review criteria. Not all criteria may be applicable in each case, and each case shall be determined on its own facts.

- A. The proposed amendment is consistent with the comprehensive plan, other adopted City plans, and the stated purposes of this code;
- B. The proposed amendment is necessary or desirable because of changing conditions, new planning concepts, or other social or economic conditions;
- C. The proposed amendment will promote the public health, safety, and general welfare;
- D. The uses that would be permitted on the property if it were reclassified would be compatible with the uses permitted on other property in the immediate vicinity;



- E. The proposed amendment follows lot lines or the centerlines of streets, railroads, or other rights-of-way;
- F. Adequate utility, sewer, and water facilities, and all other needed public services exist or can be provided to serve the uses that would be permitted on a property if it were reclassified;
- G. The proposed amendment is not likely to result in significant adverse impacts upon the natural environment, including air, water, noise, storm water management, wildlife, and vegetation, or such impacts will be substantially mitigated;
- H. The proposed amendment will not constitute an instance where special treatment is given to a particular property or property owner that would not be applicable to a similar property, under the same circumstances;
- I. The proposed amendment is not likely to result in significant adverse impacts upon other property in the vicinity of the subject tract; and
- J. The proposed amendment would correct an error in the application of this Planning and Zoning Code as applied to the subject property.

#### **STAFF RECOMMENDATION**

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Staff recommends approval of application PC-18-25 to change the zoning of 53.428 acres at the northeast corner of Burbank Road and West Smithville Western Road with Parcel Number 67-02990.000 from AG (Agricultural) to C-3 (General Commercial), as submitted.

Staff's recommendation is based on the appropriateness of the proposed zoning classification for the property in relation to the subject review criteria and does not include the consideration of any specific use or plan for the site. It is staff's assessment that:

- The proposed zoning is compatible with the area.
- Impacts of development will be sufficiently addressed by the Development Plan process.
- The application addresses changing economic conditions in the area fulfilling demand for commercial and possibly multi-family residential development on an arterial street/state route.
- A more intense use for the site than agriculture or single-family residential was contemplated during the annexation and rezoning of the property in 2009.

J. McCoy Farm Homestead, LLC  
5100 Friendsville Rd.  
Wooster, OH 44691

October 2, 2018

City of Wooster Planning Commission  
538 North Market Street  
Wooster, OH 44691

Re: Application to Rezone Property at Intersection of Burbank Road and East  
Smithville Western Road in Wooster, Ohio, to C-3 Zoning District  
(Wayne County Permanent Parcel Number 67-02990.000)

Dear Planning Commission Members:

This is to confirm that J. McCoy Farm Homestead, LLC is the owner of the subject property in the City of Wooster, Ohio, having Wayne County Permanent Parcel Number 67-02990.000, which is the subject of the application to be rezoned to C-3 (Central Business District).

Pursuant to Section 1105.02(a) of the City's Zoning Code, this is to confirm that Attorney Majeed G. Makhlouf and the law firm of Berns, Ockner, & Greenberger LLC have been authorized to represent J. McCoy Farm Homestead, LLC before the City of Wooster in seeking and effectuating the requested rezoning.

I am the managing member of J. McCoy Farm Homestead, LLC, and have the authority to sign and submit this consent and authorization on behalf of the property owner.

Sincerely,

  
J. Stewart McCoy  
Managing Member

10/4/18

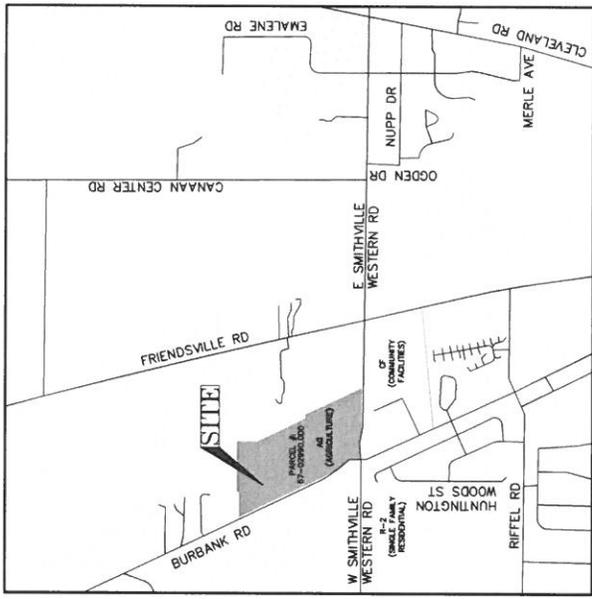
cc: Andrew Dutton, City Planner  
Majeed G. Makhlouf, Esq.



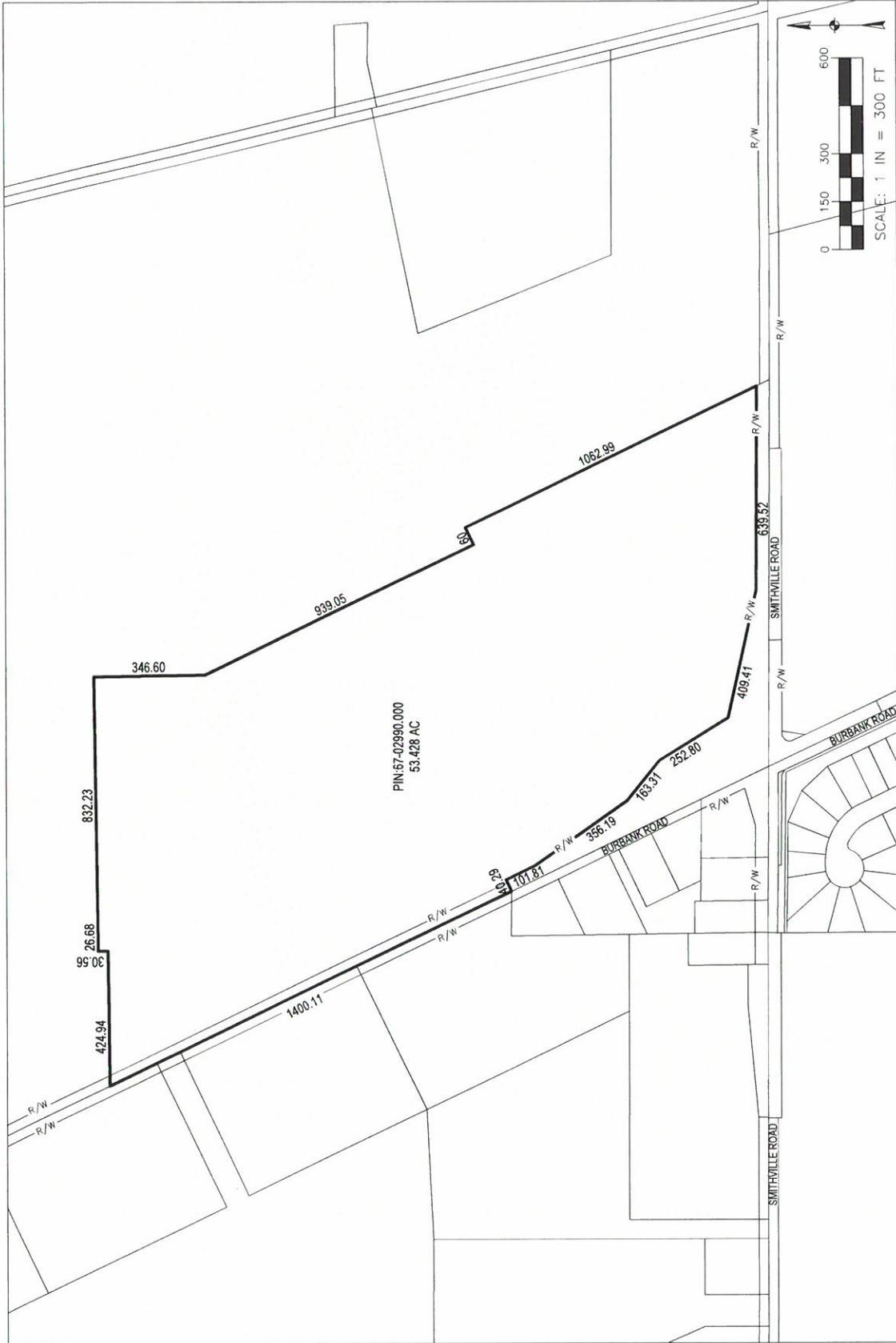
BURBANK  
 SMITHVILLE  
 ROAD  
WORSTER, OH

LOCATION  
 MAP

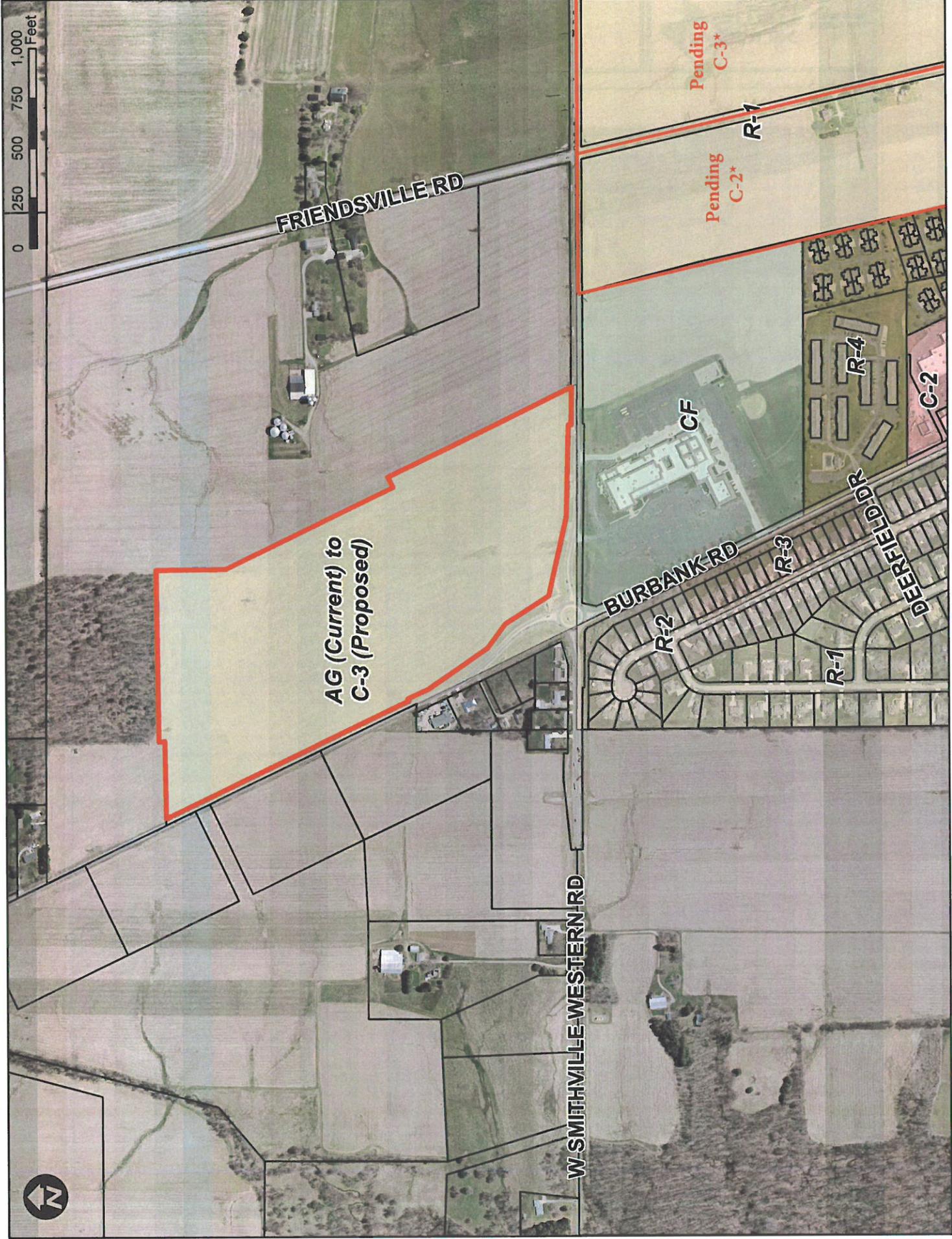
PROJECT NUMBER  
 OP180106  
 DRAWN MCS  
 CHECKED ML  
 APPROVED ML  
 DATE 10-4-18

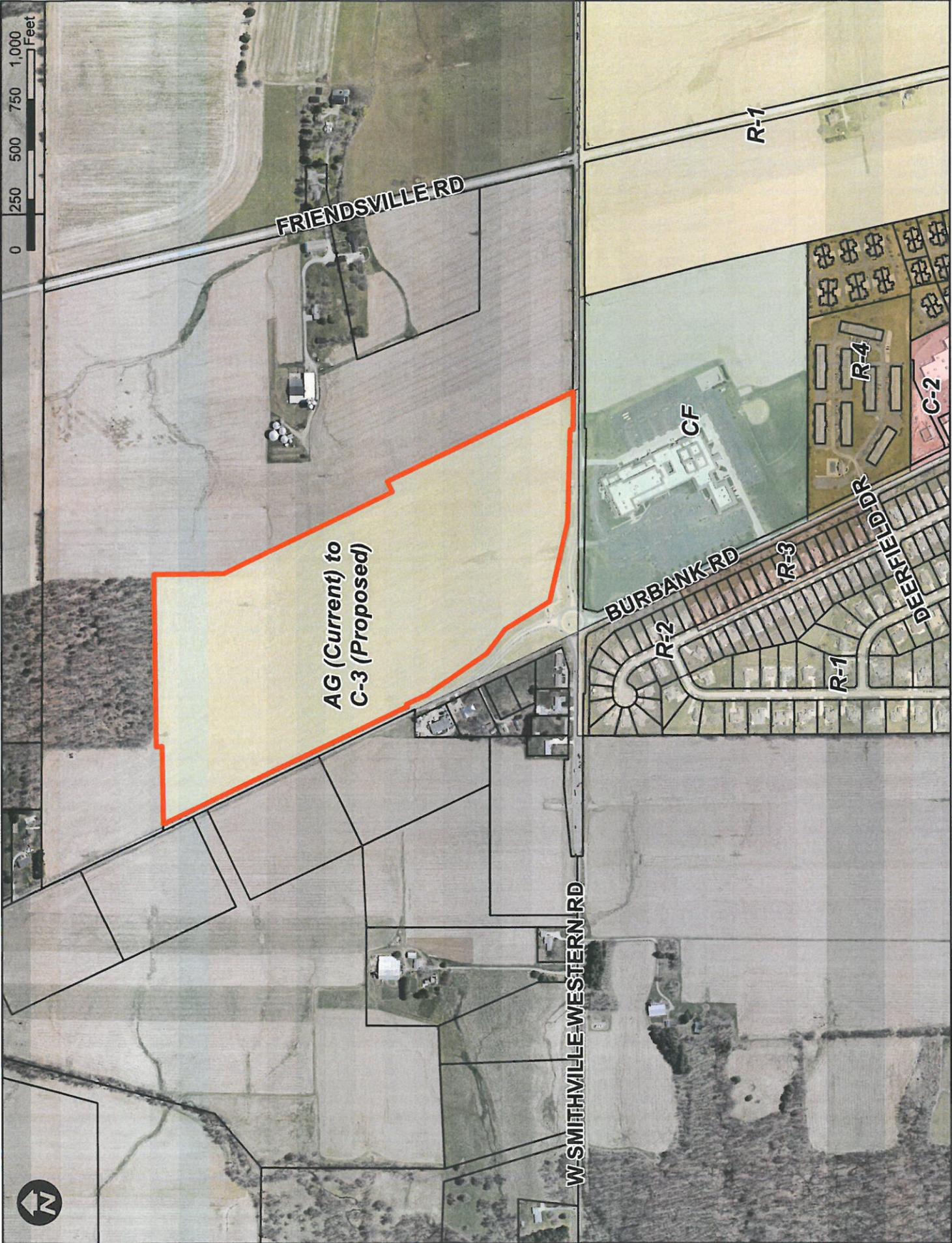


**LOCATION MAP**  
 1:2000









FRIENDSVILLE RD

AG (Current) to  
C-3 (Proposed)

CF

BURBANK RD

R-1

DEERFIELD DR

R-4

C-2

R-2

R-3

R-1

W SMITHVILLE WESTERN RD

0 250 500 750 1,000 Feet



ORDINANCE NO. 2018-023

AN ORDINANCE APPROPRIATING FROM VARIOUS FUNDS TO INDIVIDUAL ACCOUNTS FOR THE CURRENT EXPENSES AND OTHER EXPENDITURES FOR THE CITY OF WOOSTER FOR THE FISCAL YEAR ENDING DECEMBER 31, 2019, AND DECLARING AN EMERGENCY

WHEREAS, the Charter of the City of Wooster provides, at §6.04, that no later than the second regular meeting of November the Mayor will prepare and present to the City Council for adoption an annual Appropriation Ordinance providing for the expenses of the municipal government for the coming fiscal year.

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF WOOSTER, OHIO:

SECTION 1. That to provide for the current expenses and other expenditures of the City of Wooster for the Fiscal Year ending December 31, 2019, the following appropriations (detailed copy attached hereto) are hereby authorized.

SECTION 2. The budget approved by Council and the appropriation of funds to implement the budget represent the estimated expenditures needed to administer programs approved for the coming fiscal year. The budget is a work plan of the estimate of future needs for a given program as determined by Council when the budget is adopted.

In adopting the budget, Council recognizes that conditions may change during the fiscal year that may call for staff reductions or increases depending upon the facts in each instance.

In recognition of this fluid, constantly changing condition, the Mayor shall review requests for additional positions and for filling vacant positions within the limitations of the budget. After making a study of each request, he shall have the authority to approve, disallow or postpone such requests for additional personnel. In addition, he shall be responsible for resolving questions related to the staffing pattern of each department and division as determined by Council action on the annual budget.

Personnel requests in excess of the annual budget shall be studied and recommendations developed for the consideration of Council.

The Mayor shall be responsible for ascertaining that personnel requirements do not exceed those included or implied in the budget and/or Appropriation Ordinances.

SECTION 3. This Council finds and declares that all formal actions concerning and relating to the adoption of this Ordinance occurred in an open meeting of this

Council or its committees, in compliance with the law.

SECTION 4. This Ordinance is hereby declared to be an emergency measure necessary to the immediate preservation of the public health, peace, safety and welfare of the City, or providing for the usual daily operation of a municipal department or division, and for the further reason that prompt action is necessary in order to commence and complete the various projects at the earliest possible time for the convenience and enjoyment of the general public; wherefore, this Ordinance shall be in full force and effect from and immediately after its passage and approval by the Mayor; provided it receives the affirmative vote of at least three-fourths of the members of Council; otherwise it shall take effect and be in force from and after the earliest period allowed by law.

1st reading 11-19-18 2nd reading \_\_\_\_\_ 3rd reading \_\_\_\_\_

Passed: \_\_\_\_\_, 2018 Vote: \_\_\_\_\_

Attest: \_\_\_\_\_  
Clerk of Council President of Council

Approved: \_\_\_\_\_, 2018 \_\_\_\_\_  
Mayor

Introduced by: Jon Ansel



ORDINANCE NO. 2018-024

AN ORDINANCE AMENDING CHAPTER 521, HEALTH, SAFETY, AND SANITATION, OF THE CODIFIED ORDINANCES OF THE CITY OF WOOSTER, OHIO AND DECLARING AN EMERGENCY

WHEREAS, the City of Wooster desires to prohibit the use of electronic cigarettes in buildings owned and operated by the City of Wooster; and

WHEREAS, the health effects of such devices are currently unknown and such devices may create health hazards.

WHEREAS, disallowing the use of electronic cigarettes will benefit the residents of the City of Wooster.

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF WOOSTER, OHIO:

SECTION 1. That Chapter 521 of the Codified Ordinances, entitled, HEALTH, SAFETY, AND SANITATION shall be amended to include Section 521.14 PROHIBITION OF ELECTRONIC CIGARETTE USE IN CITY BUILDINGS, to read as follows:

**521.14 PROHIBITION OF ELECTRONIC CIGARETTE USE IN CITY BUILDINGS**

(a) “Electronic cigarette” means any electronic product or device that produces a vapor that delivers nicotine or any other substance to the person inhaling from the device to simulate smoking and that is likely to be offered to or purchased by consumers as an electronic cigarette, electronic cigar, electronic cigarillo, vape pen, e-hookah or electronic pipe.

(b) Use of electronic cigarettes is prohibited in all buildings and vehicles owned and/or operated by the City of Wooster.

(c) Whoever violates this section is guilty of a minor misdemeanor.

(d) Signs shall be posted in all buildings owned and operated by the City of Wooster notifying the public that the use of electronic cigarettes is prohibited and is subject to a fine under Section 501.99.

SECTION 2. This Council finds and declares that all formal actions concerning and relating to the adoption of this Ordinance occurred in an open meeting of this Council or its committees, in compliance with the law.

SECTION 3. This Ordinance shall take effect and be in force from and after the earliest period allowed by law.

SECTION 4. This Ordinance is declared to be an emergency measure necessary to the immediate preservation of the public health, peace, safety and welfare of the City, or providing for the usual daily operation of a municipal department or division, and for the further reason that prompt action is necessary to protect the public and the City; wherefore, this Ordinance shall be in full force and effect from and immediately after its passage and approval by the Mayor;



### Request for Agenda Item

Authorization for Bid

Purchase Capital Item

Non-Capital

Division <b>Recreation</b>	Meeting Date Requested <b>11-19-18</b>
Project Name <b>Prohibit Vaping in City Buildings</b>	Estimated Total Funds/Costs <b>0</b>
Is Full Amount Budgeted? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No If YES, three readings NOT REQUIRED	
If No, How is the Purchase to be Funded? <p style="text-align: center;">N/A</p>	
Description of Request The Wooster Recreation Dept. requests that City Council pass an ordinance that prohibits the use of electronic cigarettes in all City of Wooster buildings	
Justification / Benefits This will promote a healthier environment for the citizens of Wooster and City employees.	
Will this Project affect the City's Operating Costs <b>No</b>	
What Alternatives Exist and what are the Implications of the Alternatives <b>None</b>	
Is this a Sole Source Bid or Non-Bid Situation <input type="checkbox"/> Yes <input type="checkbox"/> No If Yes, Explain The Circumstances: <b>N/A</b>	
Is there a need for Suspension of the Rules or a Time Frame when this must be passed? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No If Yes, Note Reasons	
<b>NOTE: Emergency Clause Required if Legislative Effective Date is IMMEDIATE.</b>	
Manager Requesting: <b>Jeff Battig</b>	Date: <b>November 14, 2018</b>

Approved for Agenda  Yes  No

*JB*



November 14, 2018

To: City Council

From: Jeff Battig – Recreation Manager

Re: Vaping

Sometime during February I was informed that a card player was “vaping” in the Lewis Lounge at the Wooster Community Center. At the time I assumed that vaping was similar to smoking laws and asked the gentleman to please use his electronic cigarette outdoors. He informed me sometime later that “vaping” was not against the law. After conferring with our Law Department we decided not to pursue this unless it became a consistent problem at the Community Center.

During October I received numerous complaints from our senior participants at the Community Center. They have stated that it makes them nauseous and feel ill. I have had to move some of our card players to other parts of the building in order to accommodate their needs. I am also concerned about my staff being exposed to the second-hand fumes from the electronic cigarettes. To date, the scientific community is undecided if “vaping” is hazardous to your health.

I am requesting City Council be proactive and consider passage of a vaping ordinance to protect the health and welfare of our citizens and staff.

ORDINANCE NO. 2018-025

AN ORDINANCE AMENDING CHAPTER 521, HEALTH, SAFETY, AND SANITATION, OF THE CODIFIED ORDINANCES OF THE CITY OF WOOSTER, OHIO AND DECLARING AN EMERGENCY

WHEREAS, the City of Wooster desires to promote the health and safety of those who could benefit from the use of the shelter facilities available in the City of Wooster; and

WHEREAS, individuals without shelter will be safer in their persons and property if they make use of the available shelter facilities in the City of Wooster.

WHEREAS, There is a need to continuously maintain communication with those who would benefit from shelter resources in the City of Wooster.

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF WOOSTER, OHIO:

SECTION 1. That Chapter 521 of the Codified Ordinances, entitled, HEALTH, SAFETY, AND SANITATION shall be amended to include Section 521.15 USE OF AVAILABLE SHELTER FACILITIES, to read as follows:

**521.15 USE OF AVAILABLE SHELTER FACILITIES**

SECTION 1.

(a) As used in this ordinance:

(1) "Lodge or lodging" means to sleep; to come to rest and refuse to vacate the area when requested by a law enforcement officer.

(2) "Right of Way" has the same meaning as it does in provision 301.32 of this code.

(3) "Tree lawn" has the same meaning as it does in provision 905.02.32 of this code.

(4) "Sidewalk" has the same meaning as it does in provision 903.01 of this code.

(b) No person shall lodge on a public sidewalk, tree lawn, right of way, or other public place.

(c) No law enforcement officer shall issue a citation, make an arrest, or otherwise enforce this section against any person unless:

(1) Shelter space is readily available to the individual in need;

(2) An offer has been made to transport the person to the available shelter;

and,

(3) The officer requests or orders the person to refrain from the alleged violation of this section.

(d) A person may be cited or arrested for a violation of this section if the person fails to comply after receiving the oral request or order and refuses to go to or to be transported to the available shelter after being given one hour to relocate from the sidewalk or other public place.

(e) Whoever violates this section is guilty of a minor misdemeanor for the first offense. All subsequent offenses within one year shall be a misdemeanor of the fourth degree. The penalties for both offense levels shall be as defined in 501.99 of this code.

SECTION 2. This Council finds and declares that all formal actions concerning and relating to the adoption of this Ordinance occurred in an open meeting of this Council or its committees, in compliance with the law.

SECTION 3. This Ordinance shall take effect and be in force from and after the earliest period allowed by law.

SECTION 4. This Ordinance is declared to be an emergency measure necessary to the immediate preservation of the public health, peace, safety and welfare of the City, or providing for the usual daily operation of a municipal department or division, and for the further reason that prompt action is necessary to protect the public and the City; wherefore, this Ordinance shall be in full force and effect from and immediately after its passage and approval by the Mayor; provided it receives the affirmative vote of at least three-fourths of the members of the Council; otherwise it shall take effect and be in force from and after the earliest period allowed by law.

1st reading 11-19-18 2nd reading \_\_\_\_\_ 3rd reading \_\_\_\_\_

Passed: \_\_\_\_\_, 2018 Vote: \_\_\_\_\_

Attest: \_\_\_\_\_  
Clerk of Council President of Council

Approved: \_\_\_\_\_, 2018  
Mayor

Introduced by: Craig Sanders

## MEMO FROM THE LAW DEPARTMENT

**TO:** City Council

**CC:** Bob Breneman, Mayor, Joel Montgomery, Director of Administration

**FROM:** Director of Law, John Scavelli

**DATE:** November 16, 2018

**RE:** Proposed amendments to Chapter 521 of the Wooster Codified Ordinances

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The City Administration is providing one piece of legislation that would amend Chapter 521, Health, Safety, and Sanitation, of the City Codified Ordinances. The legislation would attempt to facilitate individuals being provided available services. We are currently considering a second piece of legislation that is aimed at facilitating citizen and individual's safety within public areas and road R/W.

These amendments have been informed by extensive research into the legal issues and current case law. The Ninth District Court of Appeals has determined that laws that criminalize homelessness where there is no viable option for shelter violates the Eighth Amendment of the United States Constitution. *Martin v. City of Boise*, 902 F.3d 1031, 1048 (9th Cir. 2018). The Eighth Amendment prohibits cruel and unusual punishment. "As long as there is no option of sleeping indoors, the government cannot criminalize indigent, homeless people for sleeping outdoors, on public property, on the false premise they had a choice in the matter." *Id.* While this decision is not controlling case law in Ohio, it is persuasive. Following this ruling opens the City up to the smallest chance of legal challenge.

In addition to the proposed ordinance amendments, we wanted to update you on activities performed and planned by the City and the Police Department in response to downtown issues and concerns expressed and observed over the last year.

- Maintain our membership on the Housing Coalition and partnership with social service agencies. We will continue to work with social service agencies to address the social concerns that may contribute to homelessness, such as mental health issues, substance abuse issues, and others that our social service agencies are better equipped to handle. We will also attempt to coordinate services provided in a way that is conducive to downtown business activities. Officers and social service agents have performed several events downtown, and will continue to do so through the Housing Coalition and a Quick Response Team developed by partnering agencies and the Police Department. We will also follow-up with individuals and agencies contacted during targeted downtown outreach events.
- Continue daily patrols downtown on both day and night shifts. Officers have been on the street, in alleys and in parking lots almost every day for several months.
- Designate a downtown liaison officer. An officer and/or officers will be designated to patrol downtown businesses specifically and make contact business owners on a regular basis regarding current issues and incidents.

- A full-time parking enforcement and liaison officer is currently being advertised and will be filled with a certified peace officer for a dedicated downtown position.
- Extra-duty shifts will be posted for voluntary patrols for added security. These positions are paid at the officer overtime rate.
- For the immediate future, our Police Department has put out a directive for an extra duty patrol at Trinity Church every weekday morning, monitoring the church property, adjacent parking lots, sidewalks, alleys and other activity areas. This is in addition to the daily foot patrols.

As always, if there are concerns about or observations of any criminal or illegal activity, we would urge anyone to notify the Wooster Police Department directly and immediately at the non-emergency number 330-287-5702 so an officer can be dispatched.

Please do not hesitate to contact me if you have any questions.

ORDINANCE NO. 2018-026

AN ORDINANCE REVISING THE AUTHORIZED RANGE OF  
PAY SCALES AND BENEFITS FOR HOURLY RATED AND  
SALARIED EMPLOYEES AT WOOSTER COMMUNITY  
HOSPITAL, AND REPEALING FORMER ORDINANCES

WHEREAS, the Board of Governors of Wooster Community Hospital, at its meeting on November 28, 2018, recommended the adoption of new maximum pay scales and benefits to remain competitive within the industry and community; and

WHEREAS, the Charter and Ordinances of the City of Wooster provide that the Board of Governors shall fix compensation for hospital personnel, subject to the approval of City Council.

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF WOOSTER, OHIO:

SECTION 1. That the authorized range of pay scales and benefits for hourly rated personnel and salaried employees of the Wooster Community Hospital by grade and job group, respectively, shall be as shown on the schedule attached and made a part of this document, and shall be made effective as of January 8, 2019.

SECTION 2. That the Board of Governors of Wooster Community Hospital shall have the authority to establish, or to promulgate the rules and regulations for establishing, the grade or job group into which each position at the hospital should be placed.

SECTION 3. That all previous ordinances and resolutions or sections in conflict with this Ordinance are repealed.

SECTION 4. This Council finds and declares that all formal actions concerning and relating to the adoption of this ordinance occurred in an open meeting of this Council or its committees, in compliance with the law.

SECTION 5. This Ordinance shall take effect and be in full force from and after the earliest date allowed by law.

1st reading \_\_\_\_\_ 2nd reading \_\_\_\_\_ 3rd reading \_\_\_\_\_

Passed: \_\_\_\_\_, 2018

Vote: \_\_\_\_\_

Attest: \_\_\_\_\_

Clerk of Council

\_\_\_\_\_  
President of Council

Approved: \_\_\_\_\_, 2018

\_\_\_\_\_  
Mayor

Introduced by: Jon Ansel



## Request for Agenda Item

Authorization for Bid

Purchase Capital Item

Non-Capital

<b>Division</b> Development	<b>Meeting Date Requested</b> December 3, 2018
<b>Project Name</b> TIRC Recommendations - CRA	<b>Estimated Total Funds/Costs</b> \$0.00
<b>Is Full Amount Budgeted?</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No If YES, three readings NOT REQUIRED	
<b>If No, How is the Purchase to be Funded?</b> <p style="text-align: center;">N/A - Non-Capital</p>	
<b>Description of Request</b> The 2017 City of Wooster's Tax Incentive Review Council (TIRC) convened on November 26, 2018 at 5:15pm to review the performance of each active 2017 Community Reinvestment Area (CRA) agreement. The TIRC meets annually to recommend Continuation, Modification, or Termination of commercial tax-abatement agreements to Wooster City Council. Per ORC 5709.85, Wooster City Council is required to "vote to accept, reject, or modify all or any portion of the recommendations".  The TIRC recommended continuance of 39 CRA agreement. One agreement was recommended for modification, known as 07-006, which may be addressed administratively should Council accept the recommendation. Please refer to the CRA Recommendations Summary provided previously. \$537,525 in real estate taxes were forgone in 2017, while \$60,445 in taxes were created, and \$245,812 in revenues preserved. 324 jobs were created/saved and generated \$170,100 in income taxes.  This request will allow the City to remain compliant with State of Ohio law governing the municipality's ability to offer the Community Reinvestment Area program, one of 2,019 available in the State of Ohio. The intention of the CRA is to enable businesses to reinvest in a defined geography where private investment is otherwise weak and to create job opportunities.	
<b>Justification / Benefits</b> Action on this item allows the City of Wooster to remain compliant with its CRA Program which has enabled the City to competitively secure major industrial expansions in multi-state competitions. It is among the most popular and only economic development tool available for small non-primary businesses (such as retail). The CRA project is credited with the redevelopment of Downtown Wooster and provision of new residential housing opportunities.	
<b>Will this Project affect the City's Operating Costs</b> No.	
<b>What Alternatives Exist and what are the Implications of the Alternatives</b> Council may accept, reject, or modify all or any portion of the recommendations.	
<b>Is this a Sole Source Bid or Non-Bid Situation</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No If Yes, Explain The Circumstances:	
<b>Is there a need for Suspension of the Rules or a Time Frame when this must be passed?</b> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No If Yes, Note Reasons Passage before 12/31/2018 is recommended.	
<b>NOTE: Emergency Clause Required if Legislative Effective Date is IMMEDIATE.</b>	
<b>Manager Requesting:</b> Jonathan Millea	<b>Date:</b> November 27, 2018

Approved for Agenda  Yes  No



**Jonathan S. Millea, AICP**  
Development Coordinator  
Phone : (330) 263-5250  
Fax: (330) 263-5247  
Email: jmillea@woosteroh.com

538 N. Market Street \* P.O. Box 1128  
Wooster, Ohio 44691-3406

## MEMO

**To:** Wooster City Council  
**From:** Jonathan Millea, Development Coordinator  
**CC:** Wooster Safe Routes to School Committee  
**Date:** 11/29/2018  
**Re:** 2017 Tax Incentive Review Council Recommendations

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Dear Members of the Wooster City School District Board of Education and Wooster City Council,  
Please find below a summary of the Tax Incentive Review Council's recommendations for action following a review of the 2017 performance of the City's Enterprise Zone and Community Reinvestment Area agreements where real estate tax abatement was received.

### **Recommendations on Enterprise Zone Agreements:**

- Agreement 389-07-01 – Bosch Rexroth Corporation & Chesterland Estates - *Continue*  
*Note: This was the final year of abatement for this project.*
- Agreement 389-12-01 - Seaman Corporation - *Continue*
- Agreement 389-12-02 - ABS Materials - *Continue*
- Agreement 389-13-01 - Luk USA, Inc. (2013) - *Continue*
- Agreement 389-13-02 - McConnell Wooster Properties dba Bauer Corporation - *Continue*
- Agreement 389-14-01 - Daisy Brand LLC (2014) - *Continue*
- Agreement 115C-14-01 - Daisy Brand LLC (2014) - *Continue*
- Agreement 389-14-02 - Certified Angus Beef LLC - *Continue*
- Agreement 389-15-01 - Luk USA (2015) - *Continue*
- Agreement 389-15-02 - Wooster Growth/Tekfor USA - *Continue*
- Agreement 389-16-01 - Luk USA (2017) - *Continue*
- Agreement 115C-17-01 - Daisy Brand LLC (2017) - *Continue*

### **Recommendations on Community Reinvestment Area Agreements:**

- Agreement 05-001 - Wooster Republican Printing Company – *Continue*  
*Note: The City of Wooster and the Wooster Republican Printing Company are “out-of-agreement”, as the later no longer owns the real estate abated. Therefore, abatement ceased effective Dec. 31, 2016. The new owner of the real estate has continued the business and appears to be vastly exceeding the original job commitments. By continuing the agreement, rather than simply terminating or cancelling it, the City retains its rights for remedies in the unlikely event the building would be vacated prior to Dec. 31, 2018.*
- Agreement 06-001 - Michael R. Rose - *Continue*
- Agreement 06-002 - Liberty Market Properties LLC - *Continue*
- Agreement 06-003 - HAYNN Construction Inc. - *Continue*
- Agreement 06-004 - Coyote Group LLC - *Continue*
- Agreement 06-005 - Gold Star Holdings, LLC - *Continue*
- Agreement 07-001 - 544 LLC - *Continue*

Agreement 07-002 - CCM Real Estate LLC - *Continue*  
Agreement 07-003 - Coyote Group LLC - *Continue*  
Agreement 07-004 - Liberty Market Properties - *Continue*  
Agreement 07-005 - S Properties LLC - *Continue*  
Agreement 07-006 - MRR Properties – **MODIFY**

*Note: For reference, the TIRC recommended a modification of the agreement by reducing employment commitments from four jobs to two, and payroll from \$97,000 to \$34,528. As the level and term of the abatement remain unchanged, such changes to the agreement may be made administratively after providing the Wooster City School District with ample notice.*

Agreement 10-001 - Coyote Group LLC - *Continue*  
Agreement 10-002 - Merchants Block LLC - *Continue*  
Agreement 11-001 - CM Properties-Wooster LLC - *Continue*  
Agreement 12-001 - Brasfond USA Corp. - *Continue*  
Agreement 12-003 - S & D Realty, LLC - *Continue*  
Agreement 12-004 - G&G Properties of Ohio - *Continue*  
Agreement 13-001 - Condor Pacific Properties, dba Gomoplast Machinery - *Continue*  
Agreement 13-002 - Palm House Apartments II, LLC - *Continue*  
Agreement 13-003 - Xcess Limited LLC - *Continue*  
Agreement 14-001 - C&C Wellert Properties LLC - *Continue*  
Agreement 14-002 - Wootown Properties LLC - *Continue*  
Agreement 14-002 - Ekho Kole LLC - *Continue*  
Agreement 15-001 - Morrison Enterprises LLC - *Continue*  
Agreement 15-002 - Liberty Street Partners LLC - *Continue*  
Agreement 16-001 - JAS LLC - *Continue*  
Agreement 16-002 - North Pole Holdings LLC - *Continue*  
Agreement 16-003 - Brian Polen & Tammy Polen - *Continue*  
Agreement 16-004 - Planet Fitness - *Continue*  
Agreement 17-001 - iAlexo LLC - *Continue*

A copy of the Tax Incentive Review Council's meeting minutes along with supporting documentation will be provided ahead of Council's next regularly scheduled meeting. Thank you.

*Jonathan Milles, AICP*

Development Coordinator



### Request for Agenda Item

**Authorization for Bid**

**Purchase Capital Item**

**Non-Capital**

<b>Division</b> Development	<b>Meeting Date Requested</b> December 3, 2018
<b>Project Name</b> TIRC Recommendations - EZ	<b>Estimated Total Funds/Costs</b> \$0.00
<b>Is Full Amount Budgeted?</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No If YES, three readings NOT REQUIRED	
<b>If No, How is the Purchase to be Funded?</b> <p style="text-align: center;">N/A - Non-Capital</p>	
<b>Description of Request</b> The 2017 City of Wooster's Tax Incentive Review Council (TIRC) convened on November 26, 2018 at 5:15pm to review the performance of each active 2017 Enterprise Zone (EZ) agreement. The TIRC meets annually to recommend Continuation, Modification, or Termination of agreements to Wooster City Council. In accordance with ORC 5709.85, Wooster City Council is required to "vote to accept, reject, or modify all or any portion of the recommendations".  The TIRC recommended continuance of all active EZ agreements. Please see the attached summary of recommendations. Among the active projects, \$537,525 in real estate taxes were forgone in 2017. A total of 2,312 jobs were created or preserved and generated \$2,279,822 in city income taxes. All 18 EZ projects generated \$728,292 in created real estate taxes. Out of this, \$41,073 in taxes went directly to the City of Wooster, \$462,672 to the WCSD, and \$73,281 to GLSD). WCSD and GLSD would need to pass 1.06 mill and 0.74 mill levies to make up for their 2017 revenue gains respectively.  This request will allow the City to remain compliant with State of Ohio law governing the municipality's ability to provide incentives for economic development through the Enterprise Zone Program. The City of Wooster is just one of 66 cities in the State of Ohio to offer the Enterprise Zone Program. The program allows communities to strategically partner with businesses making significant investments by temporarily forgoing a portion of future created tax revenues. The program is reserved for "exporting" businesses.	
<b>Justification / Benefits</b> Action on this item allows the City of Wooster to remain compliant with its Enterprise Zone Program, which has enabled the City to competitively secure major industrial expansions in multi-state competitions. Today, active agreements impact approximately 10% of the City's workforce while generating \$2.3 M for the City government and served to keep real estate taxes lower for existing properties by adding to the inventory of taxable improvements.	
<b>Will this Project affect the City's Operating Costs</b> No.	
<b>What Alternatives Exist and what are the Implications of the Alternatives</b> Council may accept, reject, or modify all or any portion of the recommendations.	
<b>Is this a Sole Source Bid or Non-Bid Situation</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No If Yes, Explain The Circumstances:	
<b>Is there a need for Suspension of the Rules or a Time Frame when this must be passed?</b> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No If Yes, Note Reasons Passage before 12/31/2018 is recommended.	
<b>NOTE: Emergency Clause Required if Legislative Effective Date is IMMEDIATE.</b>	
<b>Manager Requesting:</b> Jonathan Millea	<b>Date:</b> November 27, 2018

<b>Approved for Agenda</b> <input type="checkbox"/> Yes <input type="checkbox"/> No
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