

Putting “Implementable” Comprehensive Plans into Practice



Examples from:

Lycoming County, PA
Dauphin County, PA

October 24, 2017

**PA Chapter APA
Conference**

State College, PA

The Concept of an Implementable Comprehensive Plan

It all started one day at
DCED...



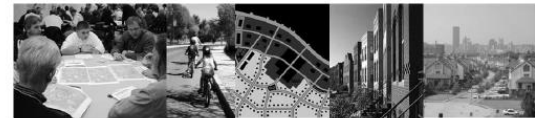
July 2008



Creating an Implementable Comprehensive Plan

Workbook and Reference

Version 1.1
August 27, 2012



The Concept of an Implementable Comprehensive Plan

And now, the lone champion...



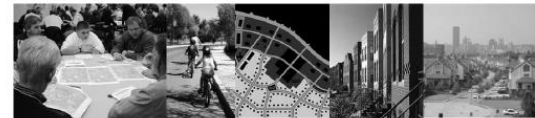
Denny Puko



Creating an Implementable Comprehensive Plan

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The Concept of an Implementable Comprehensive Plan

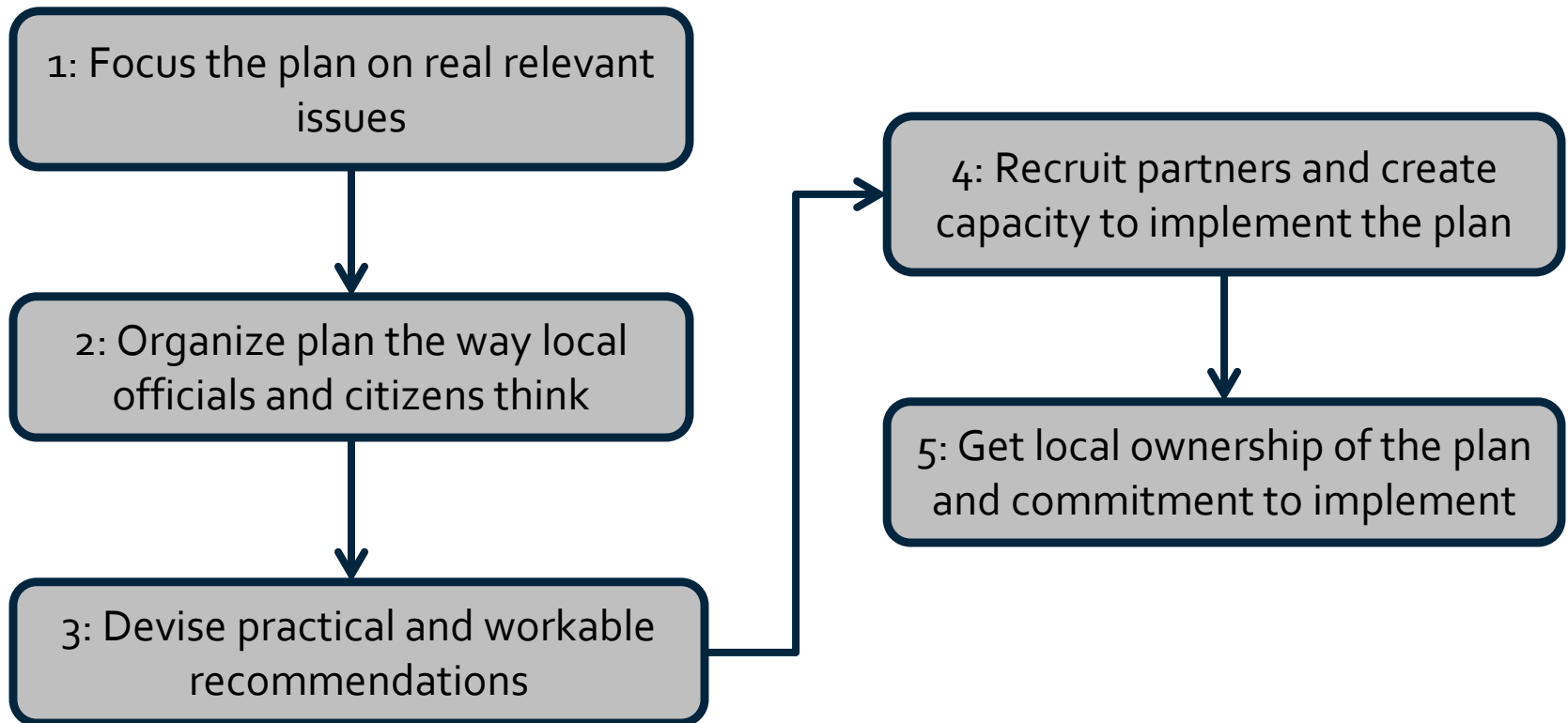
- It's time for Planners to think differently about a Comprehensive Plan!
- Planning should help communities take action – teach them how to move in new directions and achieve their vision
- Implementation, not preparation is the target
- Staying committed to using the process to initiate action!
- Importance of stakeholder advocacy and broad participation

The Concept of an Implementable Comprehensive Plan

Ten Questions:

- Is the plan **realistic**?
- Is the plan **comprehensive**?
- Is the plan **specific**?
- Is the plan **linked** with related functions?
- Does the plan link **public and private interests**?
- Is the plan **citizen-focused**?
- Is the plan **understandable**?
- Is the plan problem- and **solution-specific**?
- Is the plan **change-specific**?
- Is the plan **current**?

5 Keys for an Implementable Plan



The Concept of an Implementable Comprehensive Plan

Two Examples:

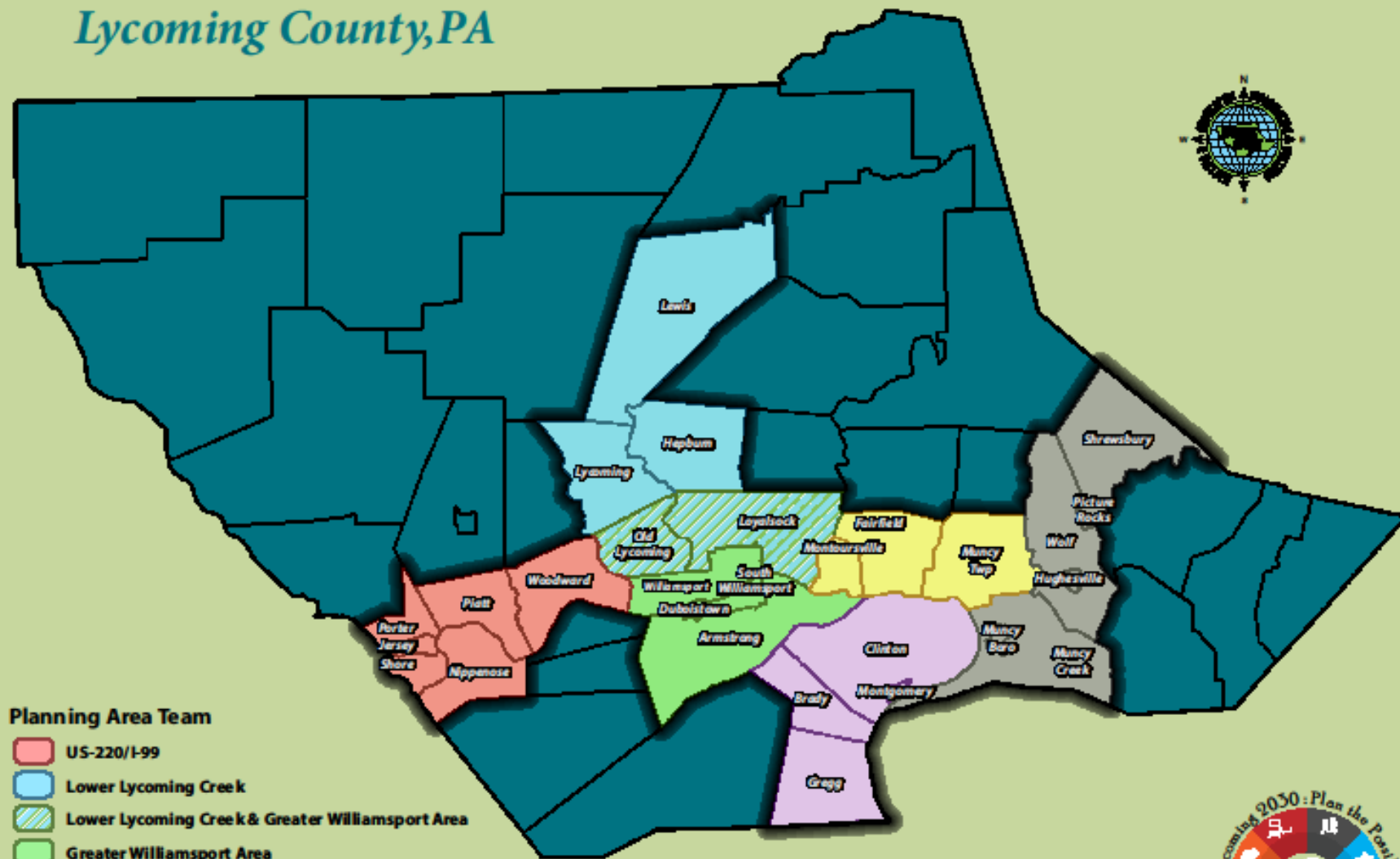
- ❑ Lycoming County Multi-municipal Comprehensive Plan Updates
- ❑ Dauphin County Comprehensive Plan

The Lycoming County Example



Growth Planning Areas

Lycoming County, PA



Planning Area Team

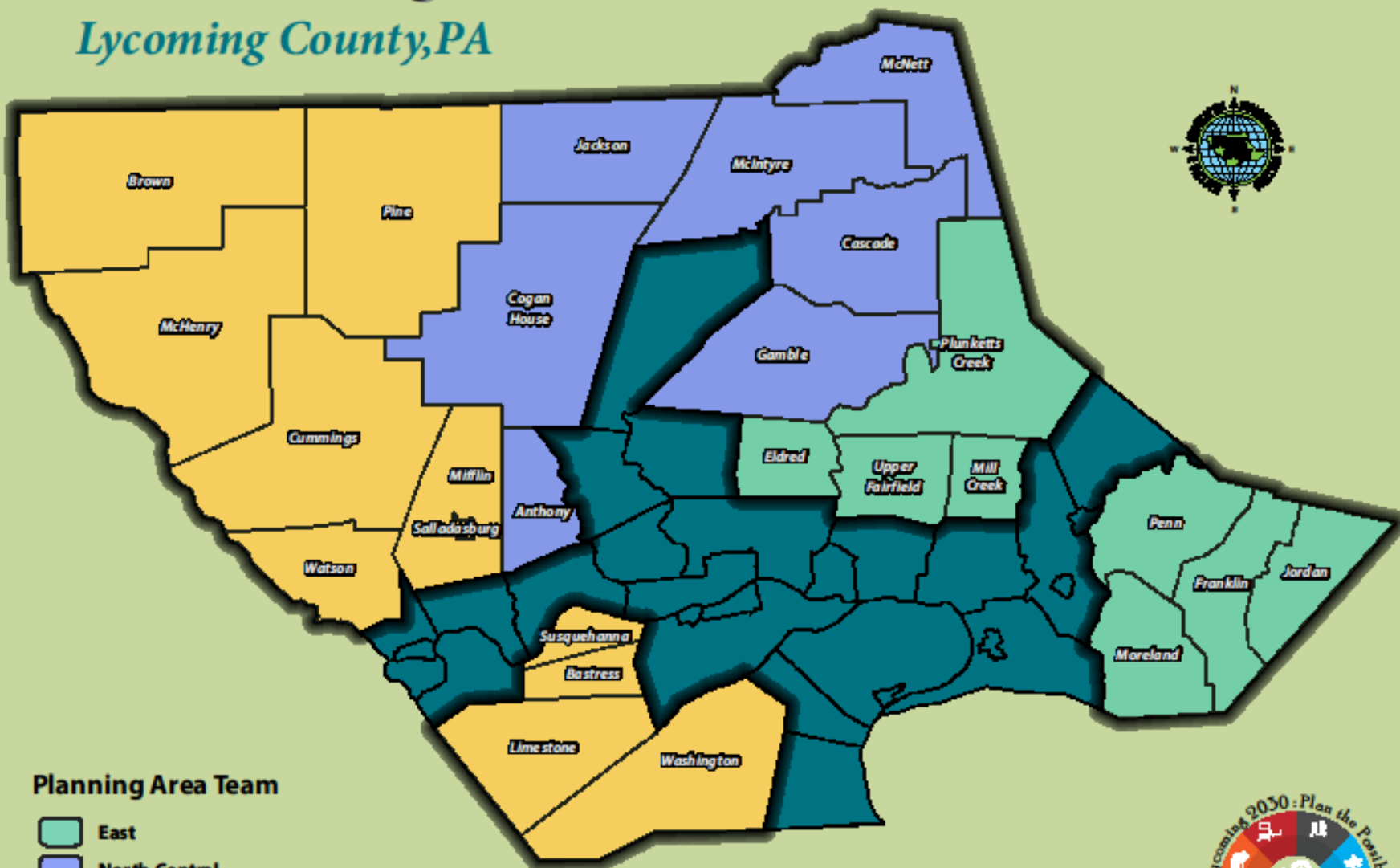
- US-220/I-99
- Lower Lycoming Creek
- Lower Lycoming Creek & Greater Williamsport Area
- Greater Williamsport Area
- Montoursville/Muncy
- US-15 South
- Muncy Creek

0 5 10 20 Miles



Rural Planning Areas

Lycoming County, PA



Planning Area Team

- East
- North Central
- West

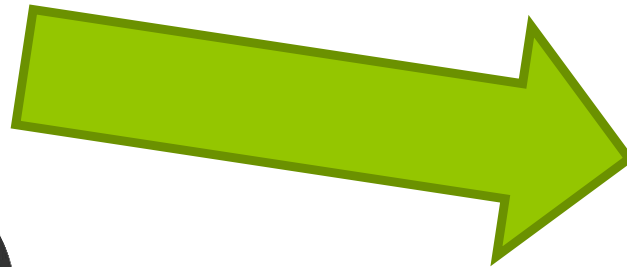
0 5 10 20 Miles



The Lycoming County Example

We started by having an internal contest










- ❑ What is our timeframe?
- ❑ What message do we want to convey?
- ❑ What do we want the public to understand?



The Lycoming County Example

We collected data and information based on these topical areas.



Agriculture	
Community Development	
Community Facilities and Infrastructure	
Economic Development	
Natural Resources	
Land Use	
Heritage, Culture, and The Arts	
Public Safety	
Transportation and Mobility	

The Lycoming County Example

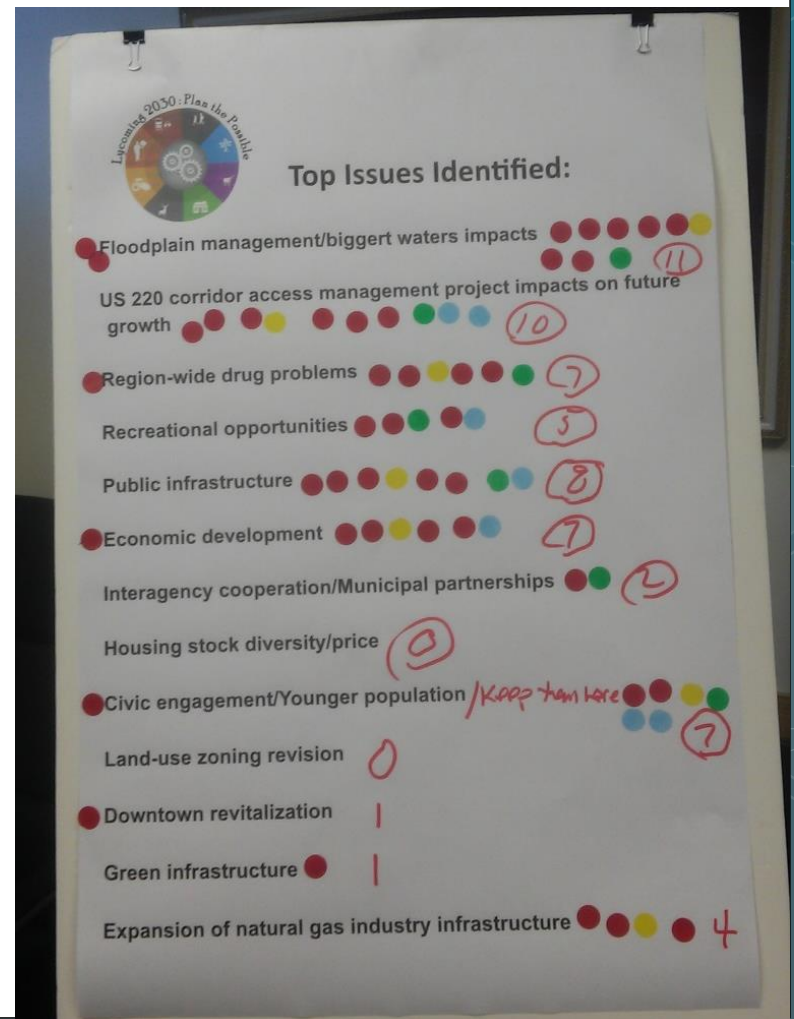
Message from the beginning: focus on implementation

- ❑ Focus on developing specific projects/programs/initiatives of regional significance
- ❑ Plan to be used as a roadmap for future investments
- ❑ A tool to attract investment in the planning area

The Lycoming County Example

What was our process?

- ❑ Validated previous plan info
- ❑ Highlighted Accomplishments since 2005
- ❑ Looked at trends since 2005
- ❑ Completed new SWOT analysis and prioritization
- ❑ Identification of (today's) Most Significant Issues
- ❑ Priorities of Regional Significance
- ❑ Implementation Strategy



Outreach Efforts:

LC Commissioners

School Districts (8)

Youth leadership

Young professionals

Senior Expo

Lycoming Arts

Historical Societies

Public meetings around the county

Municipal Summit

Meetings-in-a-Box

Public Events

Interviews

Intercept Surveys

On-line Survey

Focus Groups

Community Development

Community Facilities and Infrastructure

Developers

Heritage / Arts / Culture

Manufacturing

Naturals Resources

Agriculture

Public Safety

Transportation and Mobility

Youth

Outreach Efforts



Outreach Efforts

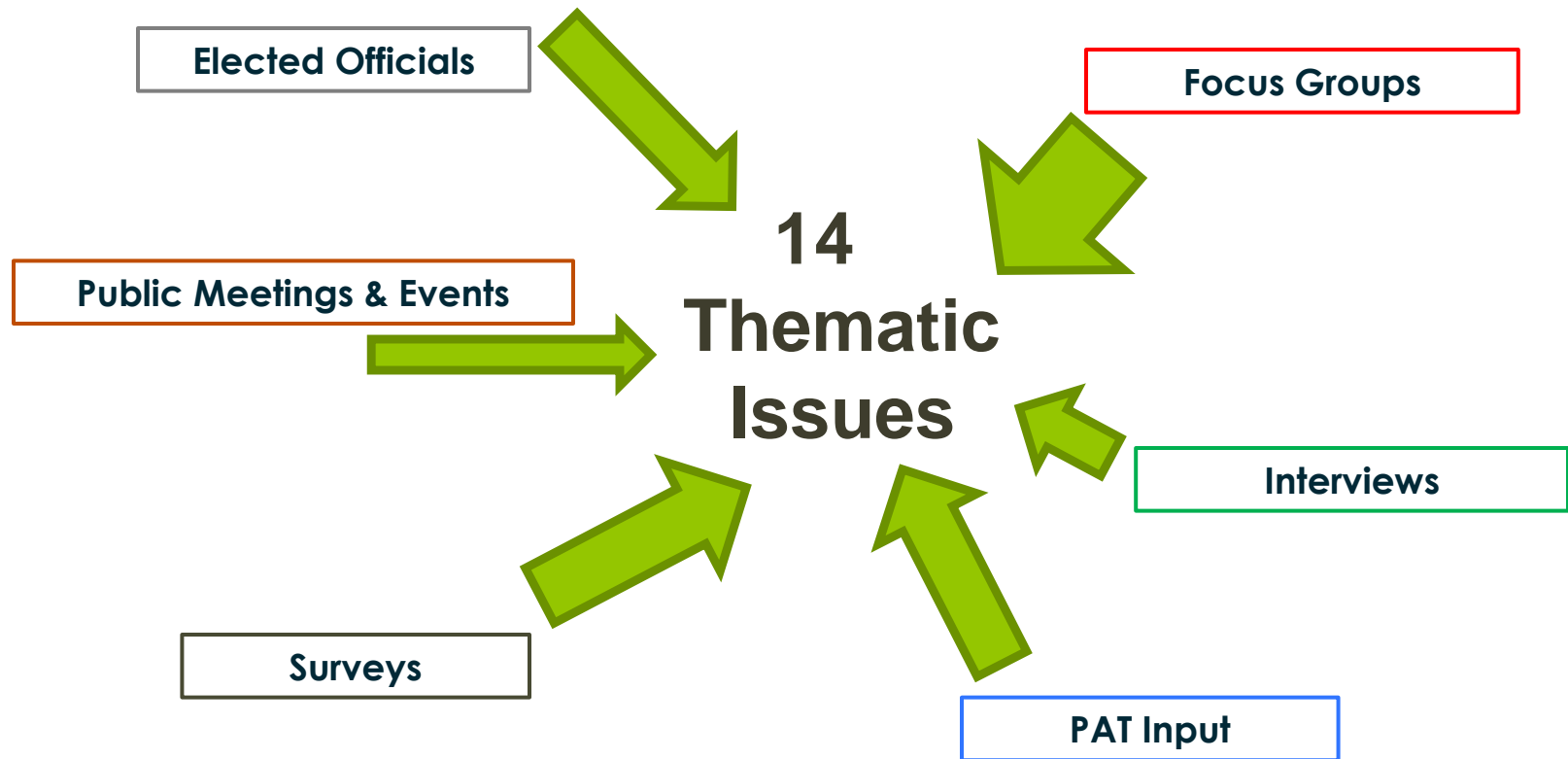
On-line survey:

- ❑ What **do you like** about Lycoming County and want to make sure lasts well into the future?
- ❑ What **don't you like** about Lycoming County and wish were different?
- ❑ “Lyco Bucks” exercise: If you were in charge of making decisions, where would you invest resources first?
Select 5.



Business card distributed throughout summer

The Lycoming County Example



The Lycoming County Example

14 Thematic Issues prioritized across all PATs

These 14 Issue Statements were determined to be of importance to the six multi-municipal planning areas in Lycoming County during the 2015-2017 update process. All of these were selected by at least one PAT as a priority issue in their Comprehensive Plan.

1. The economy is changing, and our communities and workforce are not optimally positioned to realize our untapped economic potential and become resilient to economic trends.
2. Flooding is a threat to life, property, and communities throughout the county.
3. Communications infrastructure (especially cell phone and broadband internet) do not meet the needs of all areas of the County.
4. Significant cultural and historical resources are not adequately documented, protected, and promoted.
5. Current land use regulations and enforcement do not consistently and adequately meet community visions and respond to changing conditions.
6. Downtown and village center areas across the County are not thriving or achieving their maximum potential.

The Lycoming County Example










7. Fragmentation of local government in Pennsylvania is a barrier to efficient delivery of some public services. (all 6 PAT's)
8. Natural gas infrastructure is not adequate in all areas of the County.
9. Outdoor recreation resources are not fully developed, protected and promoted.
10. Drugs, particularly heroin, are creating significant social, economic, public health, and safety problems across the County.
11. Our multi-modal transportation system, particularly the airport, has deficiencies in safety, physical condition, and availability of facilities in some areas of the County.
12. Volunteerism and civic engagement, particularly among young people, are insufficient to sustain community institutions and services.
13. Water, sewer, and stormwater infrastructure systems are not sufficient across the County to meet all needs.
14. Water quality is vital, but is vulnerable to a multitude of threats.

The Lycoming County Example

The 14 major problems identified in Lycoming County

... relate to these topical area elements of comprehensive planning

1. The economy is changing, and our communities and workforce are not optimally positioned to realize our untapped economic potential and become resilient to economic trends.	→ → →	Agriculture	Community Facilities and Infrastructure	Economic Development	Natural Resources	Land Use	Heritage, Culture, and The Arts	Transportation and Mobility		
2. Flooding is a threat to life, property, and communities throughout the county.	→ → →	Agriculture	Community Development	Community Facilities and Infrastructure	Economic Development	Natural Resources	Land Use	Heritage, Culture, and The Arts	Public Safety	Transportation and Mobility
3. Communications infrastructure (especially cell phone and broadband internet) do not meet the needs of all areas of the County.	→ → →	Community Facilities and Infrastructure	Economic Development	Public Safety						
4. Significant cultural and historical resources are not adequately documented, protected, and promoted.	→ → →	Agriculture	Economic Development	Natural Resources	Land Use	Heritage, Culture, and The Arts				
5. Current land use regulations and enforcement do not consistently and adequately meet community visions and respond to changing conditions.	→ → →	Agriculture	Community Development	Community Facilities and Infrastructure	Economic Development	Natural Resources	Land Use	Heritage, Culture, and The Arts	Public Safety	Transportation and Mobility
6. Downtown and village center areas across the County are not thriving or achieving their maximum potential.	→ → →	Community Development	Economic Development	Land Use	Heritage, Culture, and The Arts	Transportation and Mobility				
7. Fragmentation of local government in Pennsylvania is a barrier to efficient delivery of some public services.	→ → →	Agriculture	Community Development	Community Facilities and Infrastructure	Economic Development	Land Use	Heritage, Culture, and The Arts	Public Safety	Transportation and Mobility	
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9. Outdoor recreation resources are not fully developed, protected and promoted.	→ → →	Community Facilities and Infrastructure	Economic Development	Natural Resources	Land Use	Heritage, Culture, and The Arts	Transportation and Mobility			
10. Drugs, particularly heroin, are creating significant social, economic, public health, and safety problems across the County.	→ → →	Community Development	Economic Development	Public Safety						
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13. Water, sewer, and stormwater infrastructure systems are not sufficient across the County to meet all needs.	→ → →	Community Development	Community Facilities and Infrastructure	Economic Development	Natural Resources	Land Use	Public Safety			
14. Water quality is vital, but is vulnerable to a multitude of threats.	→ → →	Agriculture	Community Development	Community Facilities and Infrastructure	Economic Development	Natural Resources	Land Use	Public Safety		

Agriculture	
Community Development	
Community Facilities and Infrastructure	
Economic Development	
Natural Resources	
Land Use	
Heritage, Culture, and The Arts	
Public Safety	
Transportation and Mobility	

The Template

Priority Issue

- ❑ Back Story
- ❑ Issue Overview
- ❑ Key Implications
- ❑ Top Viable Project of Regional Significance
 - How Project Addresses Issue
 - Project Leadership
 - Steps for Success
 - Funding Resources/Strategy

Priority Issue #3



Outdoor recreation resources are not fully developed, protected, and promoted.

Back Story Lycoming County is known for its beautiful mountains, wide valleys, miles of hiking trails, scenic bikeways and pristine streams and creeks. The recreational resources of the GWA Planning Area contain many of these same amenities and are a key reason why many residents choose to live, work, and play in these six municipalities. In short, these natural and recreational resources are among the greatest assets of this Planning Area. Residents of the GWA communities desire to develop or expand these existing recreation assets, as well as improve access to them, so that residents and visitors alike can more fully capitalize on the benefits they provide:

- opportunities for positive community impacts
- enhanced quality of life
- improved health benefits
- expanded transportation options (e.g., trails)
- new educational opportunities
- economic growth

GWA PAT members identified the natural beauty and scenery of Greater Williamsport as the top strength of this Planning Area. Likewise, the potential to capitalize on outdoor recreation resources located very close to the urbanized area was selected as the top opportunity for this Planning Area.



Outdoor enthusiasts enjoy a walk along the nationally recognized Susquehanna Riverwalk

Priority Issue Overview During the GWA Comp Plan public outreach, the desire for more outdoor recreation opportunities was among the top four priorities listed by respondents (see Appendix C for survey results). The consensus among PAT members and the general public is threefold:

- Expand existing recreation assets
- Add to the area's recreational resources
- Improve access to these recreational venues

This issue was well documented in the 2005 adopted GWA multi-municipal comprehensive plan. That document identified the development of new recreational opportunities as a key strategy to enhancing the community's infrastructure. Specifically, the adopted 2005 GWA Comprehensive Plan had two major recommendations:

Top Viable Project of Regional Significance for this Issue (First of Three)**SUSQUEHANNA RIVER WALK EXTENSION AND ACCESS IMPROVEMENTS**

The Susquehanna River Walk Extension Project will connect the existing River Walk with Susquehanna State Park, as well as improve connections to the existing River Walk. The main part of the project consists of a 2.4-mile extension of the existing Susquehanna River Walk. In addition, improvements to the River Walk access will be pursued.



As a destination, the Susquehanna River Walk is utilized by residents and tourists alike for sightseeing, fishing, and jogging

Photo Credit: Lycoming County

HOW PROJECT ADDRESSES THE ISSUE

The Susquehanna River Walk is a walkable and bike able recreation and transportation route providing a scenic connection to multiple parts of the City of Williamsport, including the CBD, Pennsylvania College of Technology, Lycoming College, and Susquehanna State Park.

PROJECT LEADERSHIP

Lead Agency – Lycoming County PCD and Susquehanna Greenway Partnership

Other Partners – City of Williamsport, Pennsylvania College of Technology, Lycoming College, Susquehanna Economic Development Association (SEDA)-COG Joint Rail Authority, Williamsport Sanitary Authority, USACE, PennDOT, Department of Conservation and Natural Resources (DCNR), DCED

STEPS FOR SUCCESS

STEP NUMBER	DESCRIPTION OF STEP	TIME FRAME	RESPONSIBLE PARTIES
1	SELECT PROJECT DELIVERY TEAM	FIRST YEAR	GWA PAT
2	PLANNING AND DESIGN TO DETERMINE FINAL ROUTE OF RIVER WALK EXTENSION FROM MAYNARD STREET TO SUSQUEHANNA STATE PARK, INCLUDING NEWBERRY CONNECTION ➤ DCNR GRANT SECURED IN EARLY 2017	YEAR ONE-YEAR TWO	LPCD, CITY OF WILLIAMSPORT, PENNSYLVANIA COLLEGE OF TECHNOLOGY, PENNDOT, USACE, DCNR
3	PLANNING AND DESIGN OF BICYCLE/PEDESTRIAN UNDERPASS AND NEW RIVER WALK CONNECTION AT BASIN STREET	YEAR TWO	SEDA-COG JRA LYCOMING COLLEGE, CITY OF WILLIAMSPORT, SUSQUEHANNA GREENWAY PARTNERSHIP, LPCD.
4	BEGIN CONSTRUCTION OF RIVER WALK EXTENSION	YEAR TWO-YEAR FOUR	LPCD, CITY OF WILLIAMSPORT, PENNDOT, PENNSYLVANIA COLLEGE OF TECHNOLOGY, USACE, DCNR
5	CONSTRUCT BIKE & PEDESTRIAN UNDERPASS & NEW RIVER WALK CONNECTION AT BASIN STREET	YEAR THREE – YEAR FOUR	SUSQUEHANNA GREENWAY PARTNERSHIP, SEDA-COG JRA
6	FEASIBILITY/PLANNING AND DESIGN OF RIVER WALK CONNECTION TO SOUTH REACH ROAD	YEAR FIVE - YEAR SEVEN	CITY OF WILLIAMSPORT, LPCD, DCNR, USACE, PENNDOT, SUSQUEHANNA GREENWAY PARTNERSHIP
7	CONSTRUCTION OF RIVER WALK CONNECTION TO SOUTH REACH ROAD	YEAR EIGHT	CITY OF WILLIAMSPORT, LPCD, DCNR, USACE, PENNDOT, SUSQUEHANNA GREENWAY PARTNERSHIP

FUNDING RESOURCES

Potential funding sources for this project include PA DCNR, PennDOT Multimodal Funds, Transportation Alternative Program (TAP) funds, PA DCED Multimodal Funds, and Act 13 Legacy Funds.

Top Viable Project of Regional Significance for this Issue (First of Two)

SUPPORT THE AIRPORT AUTHORITY'S CONSTRUCTION OF A NEW TERMINAL AND NEW ACCESS ROAD AT WILLIAMSPORT REGIONAL AIRPORT

To address existing facility deficiencies and position the airport for long-term viability, this project would create a new 30,000-square-foot terminal facility that is modern and energy efficient, and has space to house two additional airlines. This project would include state-of-the-art passenger processing and security systems with a secured holding room that would comfortably accommodate up to 200 passengers—more than five times the capacity of the current hold area.

This project is consistent with the Williamsport Area Transportation Study Long Range Transportation Plan adopted by the Williamsport Metropolitan Planning Organization in December 2013. Need for this project is also supported in an Airport Terminal Replacement Feasibility Study approved by the Federal Aviation Administration in 2014.

HOW PROJECT ADDRESSES THE ISSUE

The Williamsport Regional Airport Terminal Building Replacement addresses the above-cited deficiencies in physical facilities and airline operations and services. By addressing these current limitations, the airport's value as a transportation facility, quality of life asset, and economic driver would expand expanded.

This project could positively impact the regional economy by providing opportunity to add more flights to more destinations at competitive air fares via stimulation of more airline competition. Current annual economic impact of the airport is approximately \$66 million (based on a PennDOT Bureau of Aviation commissioned study) supporting 253 jobs directly related to airport operations and tenants. This project is anticipated to create opportunities to expand positive economic impacts of the airport. A modern full service airport could also help recruit additional industries to the area, as well as better support current employer air service needs, especially with likely resurgence of Marcellus Shale activity. This project will include a building design that would that will allow future expansion to ensure the facility is able to continually respond to changing demand and operational needs.



Photo Credit: Williamsport Regional Airport
A plane takes off from the Williamsport Regional Airport

This project would also improve ingress and egress at the terminal through a separate but related project that would extend Montour Street to connect with Airport Road and provide a second access to the airport.

PROJECT LEADERSHIP

Lead Agency – Williamsport Municipal Airport Authority

Other Partners – County of Lycoming, PennDOT Bureau of Aviation, Federal Aviation Administration, Federal Highway Administration (FHWA), First Community Foundation Partnership, PA DCED, Williamsport-Lycoming Chamber of Commerce, Senator Gene Yaw, Representative Garth Everett



Artist rendition of the new airport terminal

STEPS FOR SUCCESS

STEP NUMBER	DESCRIPTION OF STEP	TIME FRAME	RESPONSIBLE PARTIES
1	ADVERTISE FOR BIDS	JANUARY 2017	AIRPORT AUTHORITY
2	AWARD CONSTRUCTION CONTRACTS	MARCH 2017	AIRPORT AUTHORITY
3	INITIATE CONSTRUCTION	JULY 2017	AIRPORT AUTHORITY
4	COMPLETE CONSTRUCTION	FALL 2018	AIRPORT AUTHORITY

FUNDING/FINANCING STRATEGY

Committed Funding Source	Amount
Act 13 (County of Lycoming)	\$ 3,000,000
State Transportation Capital Budget	\$ 5,000,000
Redevelopment Capital Assistance Program (RCAP)	\$ 3,000,000
Passenger Facility Charge	\$ 1,500,000
DCED Multi-Modal Transportation Funds	\$ 1,500,000
FHWA TEA-21 Earmark	\$ 1,172,000
First Community Foundation Partnership	\$ 1,000,000
Total	\$ 16,172,000

The Dauphin County Example





[HOME](#)

[INTRO](#)

[GROWING WITHIN
OUR ENVIRONMENT](#)

[GROWING OUR
ECONOMY](#)

[GROWING OUR
COMMUNITIES](#)

[TRACKING OUR
PROGRESS](#)

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Introduction

The Dauphin County Comprehensive Plan -- "Growing Together" -- establishes an overall vision for the future of Dauphin County. The Comprehensive Plan sets the direction and identifies the goals for the County's community, environmental, and economic initiatives. But, beyond stating the goals, this Comprehensive Plan seeks to be an "Implementable Plan" by outlining and establishing the methods, actions and accounting for progress of meeting the goals.

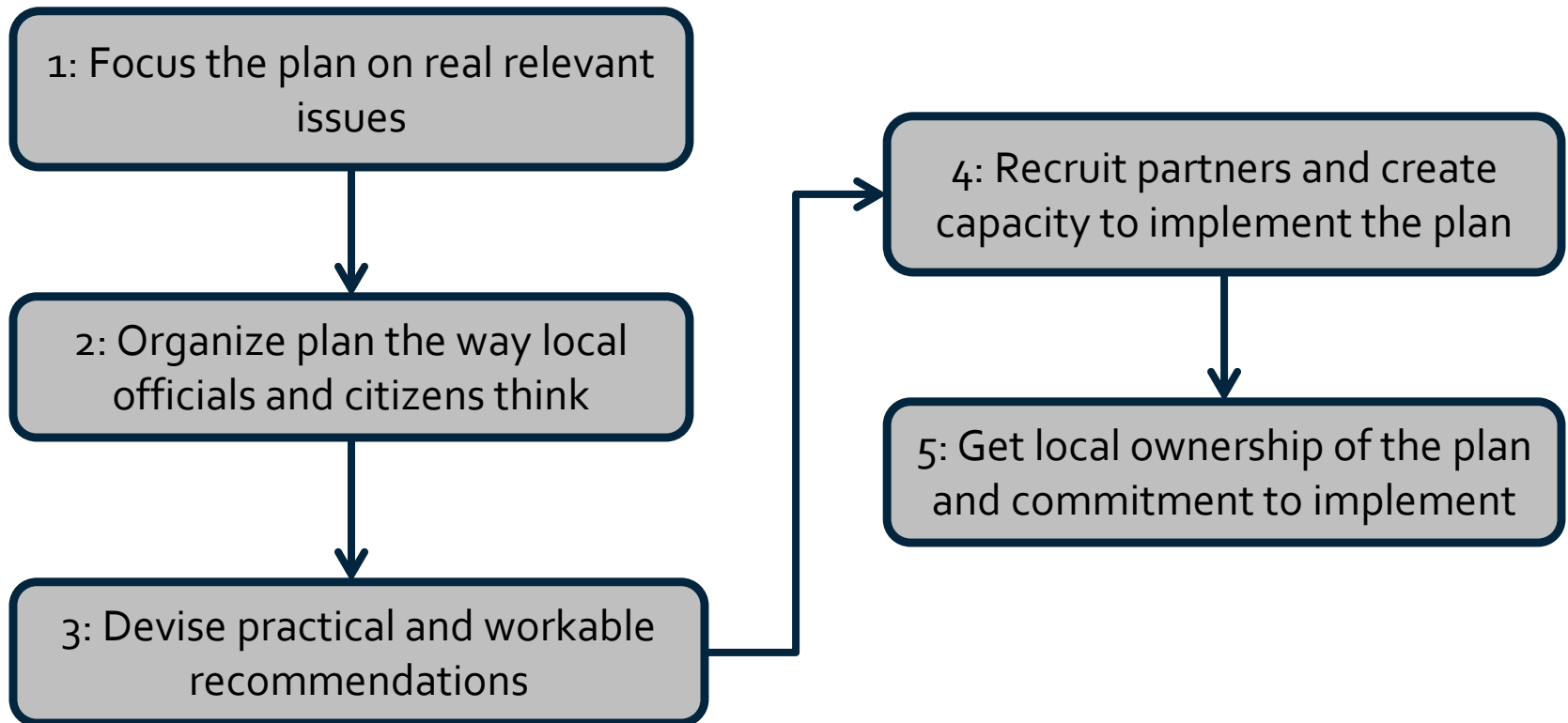


The Comprehensive Plan was developed after conducting an assessment of community issues. This was completed through a survey of Dauphin County residents and conducting in depth interviews with community implementation partners. This work received oversight and input from a Comprehensive Plan advisory committee. This work identified the problems to be solved, the needs to be addressed, and opportunities to be pursued. Further refinement of the broad goals results in an identification of practical and workable recommendations in sufficient depth and detail which includes specific action steps, responsible parties, estimated cost and means of financing. The information identified so as to provide a guide toward the implementation of the tasks.

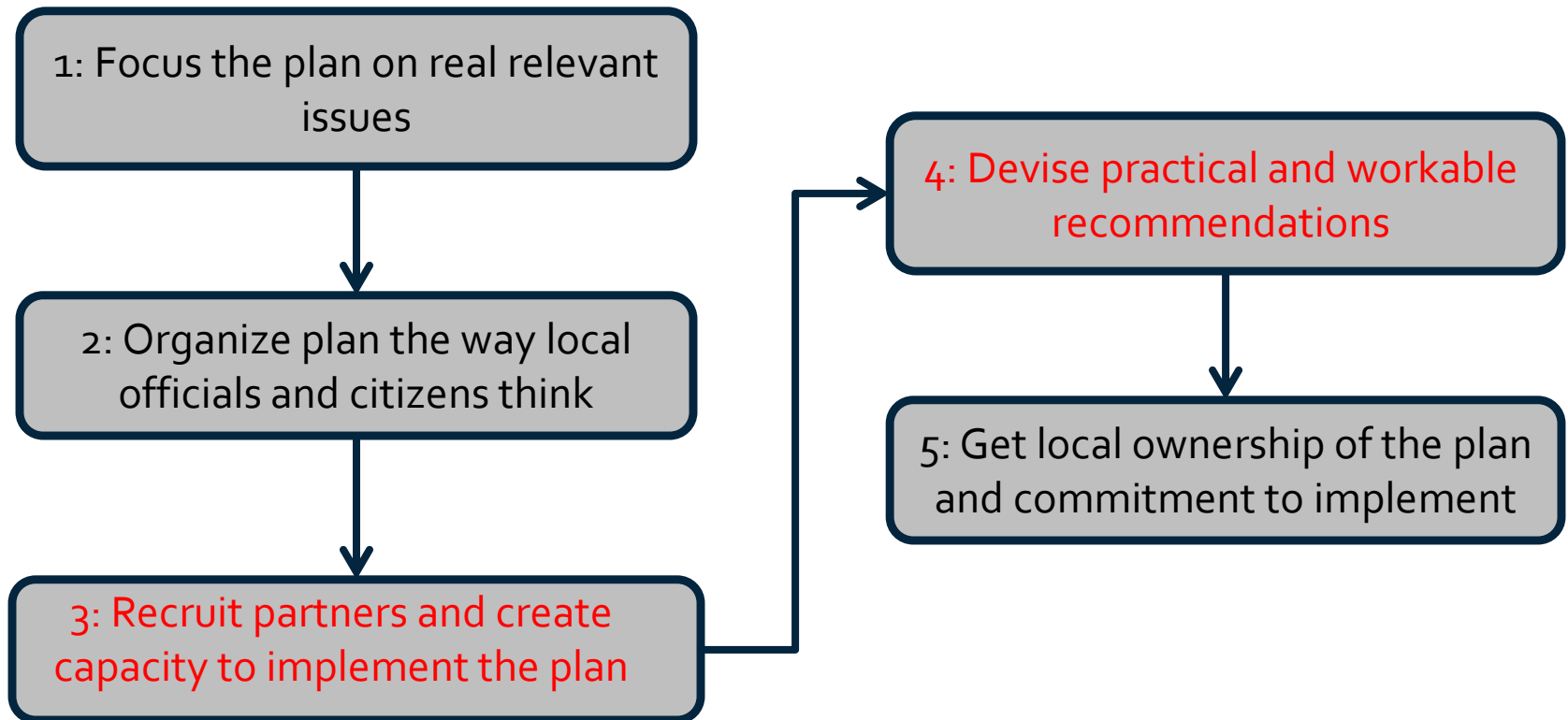


There have been changes in interpersonal connectivity and the way we share data — through internet and mobile means particularly. With this understanding, The Dauphin County Comprehensive Plan is available primarily on a web page format. Utilizing this medium, the plan will be able to utilize the presentation of information and interpersonal connectivity to make Dauphin County Comprehensive Plan easy to use and understand. Also, it will allow for the

Issues Oriented Model



Dauphin County Model



Survey Design

- **Introduction**

- Basic info about relationship to DC

- **Housing**

- Role of DC in Housing Development

- **Economic Development**

- Focus locations for Economic Development

- **Transportation**

- How do people move around the County

- **Utilities & Community Facilities**

- Integrations of Library Survey

- **Ag, Natural & Cultural Resources**

- Character of County and Resources preservation

- **Land Use**

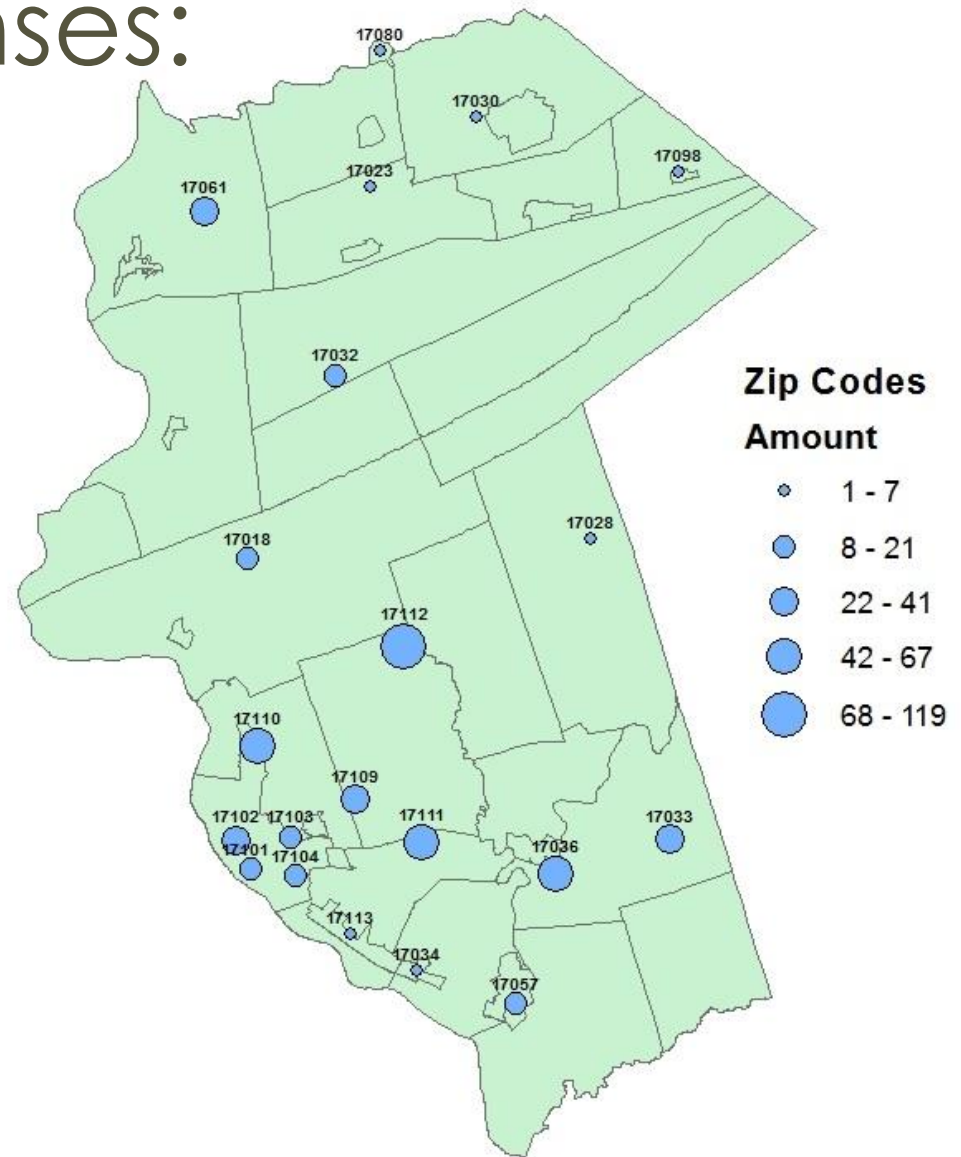
- What Land Uses are important to Focus on in the Future

- **Public Participation/Demographics**

- Staying involved

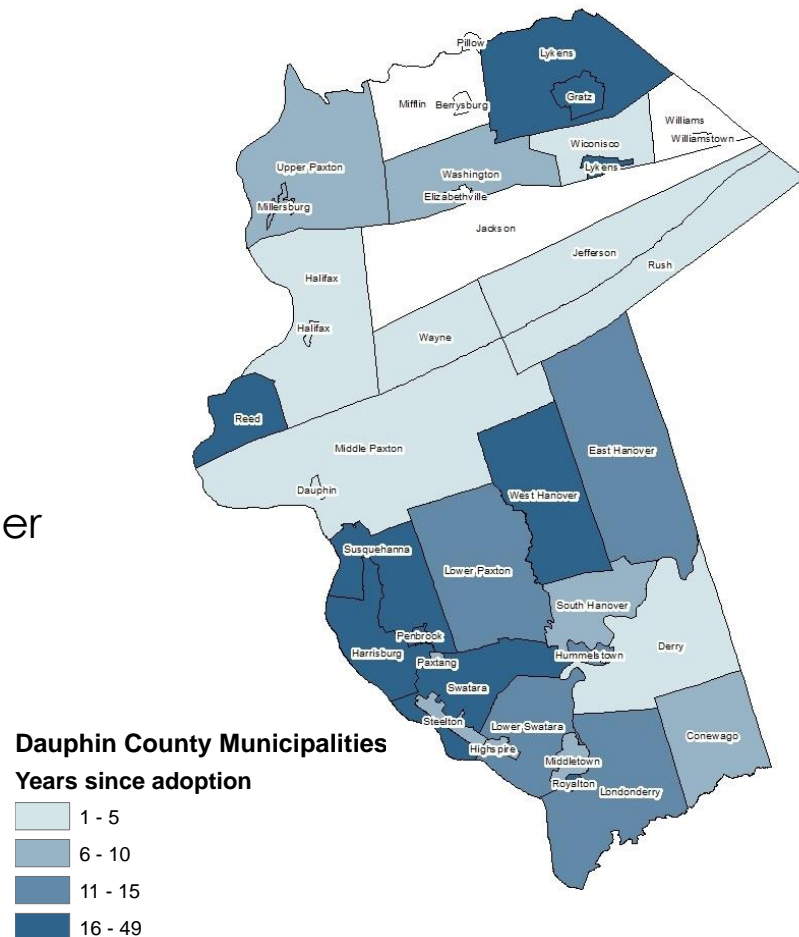
Survey Responses:

- Open from April 4th to May 27th, 2016
- 49 total questions on SurveyMonkey
- 613 total responses



Plan Relevant Issues

- ▶ Community Development
- ▶ Environmental Enhancement
- ▶ Economic Growth
- ▶ Municipal/Implementation Partner Resource Guide



Outreach Efforts:

DC Commissioners

DC Housing Authority

DC Library System

DC Parks & Rec

DC Conservation District

DC Human Services

DC Economic Development

DC Public Safety

Derry Township

Upper Dauphin COG

Susquehanna Township Schools

East Hanover Township

Harrisburg City

CREDC

Area Office on Aging

Capital Region Water

SARAA

Hershey/Harrisburg
Regional Visitors Bureau

Greater Hbg Assoc
of Realtors

Capital Area
Transit

Tri-County Community Action

PSU Harrisburg

Pinnacle Health

Home Builders
Assoc

PSU Hershey Med

Hbg Young
Professionals

Manada
Conservancy

PA DCNR

PA Historical &
Museum Commission

PennDOT District 8-0

PA DEP



Input Sought:

- Key Challenges, Issues & Goals
- Current Initiatives or Activities
- Future Initiatives or Activities

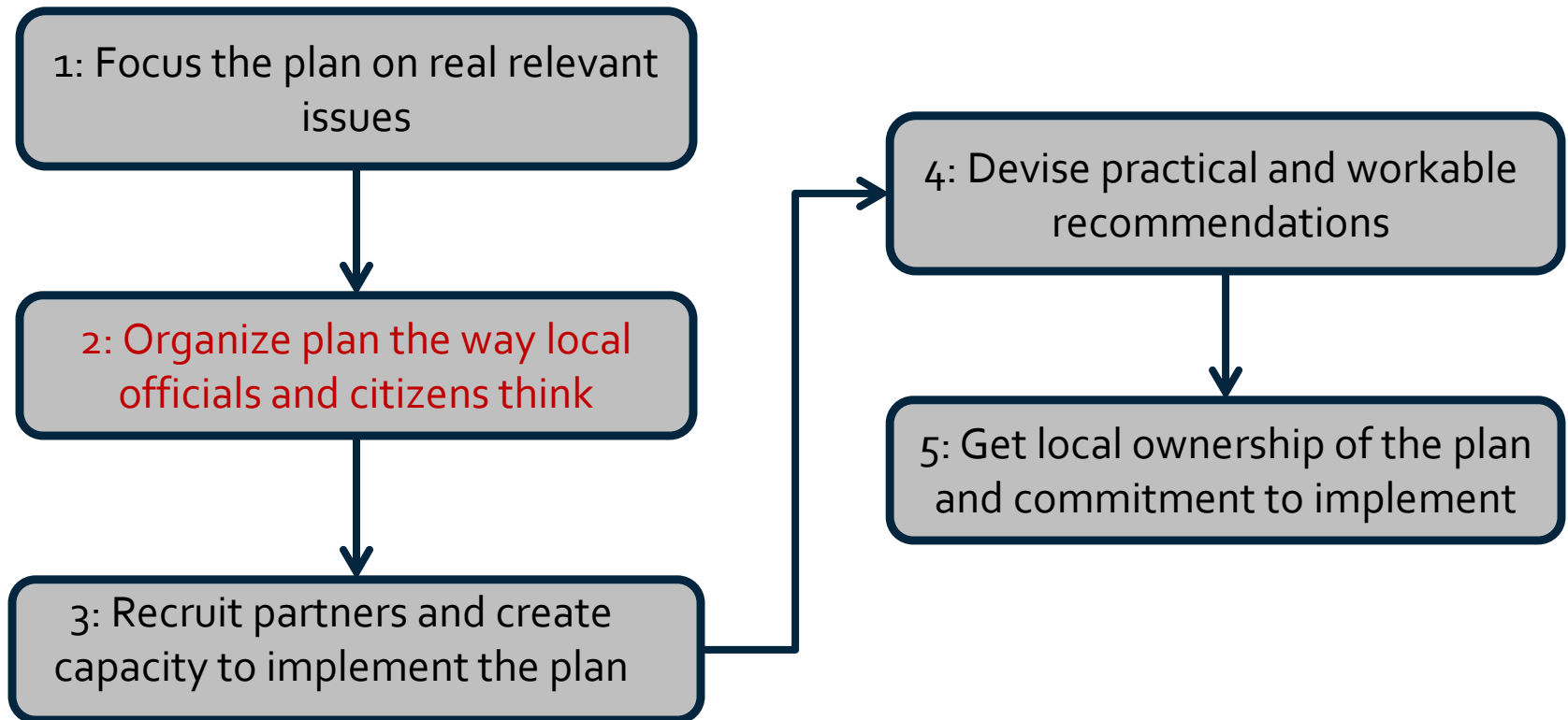
Implementation Phase

Steering
Committee/Interviewees

July 2017

Implementation
Partners

Dauphin County Model



Lessons Learned

- ◉ *Requires flexibility – No standardized approach*
- ◉ *Implementation support beyond in-house staffing is critical*
- ◉ *Create a process, not a document*
- ◉ *Consultant roles can vary*
- ◉ *Matching schedules for elected officials, funding, and partners can be challenging*
- ◉ *Budget needs can vary significantly and can increase as implementation areas are refined*
- ◉ *No rules on the level of detail needed*
- ◉ *May drive the need for an MPC update*



Questions & Answers

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