

Chapter 10 – Implementation

Introduction

Adoption of this comprehensive plan should not be interpreted to suggest that the planning program for Juniata County is complete. Adoption of the plan signifies the county's future planning activities are just beginning. Policies and recommendations have been established for the future of the county in a number of social, environmental, and physical areas. It will be up to the community, its leadership, and volunteers to implement and administer the planning program to attain these visions.

This chapter outlines techniques that may be used to implement the policies and recommendations of the Plan. Implementation of the plan is achieved by assigning responsibilities to the county's various committees and local volunteers. Implementation also involves the development and updating of land use and development of ordinances.

The Comprehensive Planning Process

The underlying principle being stressed in the county's planning program is that the comprehensive plan should provide the county's seventeen municipalities with broad toolbox of community planning strategies that will support local planning programs. It is not meant to force county planning consistency upon the local municipalities. Its value as an educational instrument, a resource inventory, and the center for the county's goals and policies should not be overlooked either.

Review and Update

Because times and circumstances change and external conditions related to the community are not stagnant, the Board of Commissioners and Planning Commission must coordinate periodic updates of the plan. Offering the comprehensive plan for public comment and planning commission review will keep the plan on the county's agenda and allow new ideas and concerns regarding county issues to surface and be addressed and incorporated as new policies and recommendations. Policies that are outdated and obsolete may be removed or amended to address the county's current needs and goals.

- It is recommended that the comprehensive plan be formally reviewed at least once every year.
- Data contained in the basic studies should be updated when new information becomes available.
- Following review and amendment to the comprehensive plan, the Board of Commissioners and Planning Commission should formulate a schedule for the year's activities related to implementation of the plan.

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- Citizen participation should be promoted and encouraged during the comprehensive plan's review and amendment process.

Land Use Management

The county's comprehensive plan establishes a set of broad objectives and plans that outline the rationale and expectations of the county's physical growth and development.

The Future Land Use Plan has been formulated in a manner that situates future growth wisely based on the utility infrastructure, transportation infrastructure, and existing land uses.

Capital Improvement Programming

The purpose of a capital improvement program is to present a budgeting technique for acquisition, major construction, community facility development/improvement, and/or other improvements over a fixed period of time (usually five or six years). Successful plan implementation requires an effective capital improvement programming process to ensure that plans for community services are carried out. Such a program can also attain other more specific purposes and/or accomplish the following:

1. Allow various improvement proposals to be tested against a set of adopted policies and goals.
2. Better scheduling of public improvements that require more than one year to complete.
3. Provide the opportunity to purchase land before costs go up.
4. Provide for long range financial planning and management.
5. Help stabilize tax rates through proper debt management.
6. The capital improvement budget is a compilation of projects together with the amounts and sources of revenue and/or funding for the coming fiscal, or calendar year.
7. Offer an opportunity for citizens and public interest groups to participate in decision making.
8. Contribute to more effective and efficient management of municipal affairs.
9. The capital improvement budget is normally regarded as the first year of the capital improvement program, and is treated in the capital improvement section of the annual municipal budget.

Two major components of the Capital Improvement Program are (1) capital improvements, and (2) the capital improvement budget. It is extremely important to understand exactly what

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constitutes a capital improvement and a capital improvement budget before attempting to establish an overall capital improvement program.

In general, a capital improvement is any valued asset that is expected to provide use or service to the community for a number of years. These improvements are normally considered nonrecurring expenditures for physical facilities associated with the governing body. Some examples of capital improvements are streets and highways, water/sewer system projects, maintenance equipment, landscaping, and other municipal facilities, or equipment.

As mentioned above, the capital improvement program itself is a multi-year schedule of projects and a planned budget of expenditures necessary for their financing. The program normally covers a five to six-year period that includes the upcoming budget year and a five-year period beyond. It is generally proposed that the capital improvement budget and capital improvement program be prepared and amended annually. Adoption of various revisions that may be necessary should be done annually and as part of the regular municipal operating budget.

Within the capital improvement program conceptual framework presented in the chapter, an emphasis is placed on thoroughly examining finances over a five-year period. Understanding the financial situation is necessary to establish a definitive financial status of the community to utilize in determining its financial capabilities in order to program and fund selected capital projects. Once the financial status is determined, recommendations are formulated to establish the proper administrative framework and time line for capital programming that are "tailored" to the municipal management structure.

Procedures for collecting and evaluation of project requests for programming consideration may also be developed when the financial status is established. A basic inventory of existing facilities should be reviewed with recommendations for expansion of this listing to include other facilities or information necessary to form a more definitive database. A significant source of information has been already inventoried in this plan. Once this final listing is determined, the county will be able to evaluate these facilities as to their eventual renewal, replacement, expansion, or retirement. The concluding segments of this section discuss the adoption of the Capital Improvement Program and the importance of monitoring the Capital Budget on an annual basis.

It is recommended that the county consider instituting the following programming process to assure that a financial plan be provided for the realization of the comprehensive plan recommendations. Due to the numerous procedures involved in the annual review and revisions to the budget program, it is recommended that the capital improvement program, adopted pursuant to the comprehensive plan, not be included in the plan text, but maintained as a separate and supporting document.

Developing Financial Policies

It is critical to the capital improvement process that a clearly defined financial policy be developed that is sensitive to the financial capabilities of the county and its municipalities and acceptable to its residents. Such a policy must satisfactorily deal with the issues of taxation, debt

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service level, utilization of service and user fees, identification and availability of appropriate grants and funding sources. The policy must also establish realistic levels of municipal services.

Inventory of Existing Facilities

A general inventory of community facilities and services should be outlined in the capital improvement plan. For capital programming purposes, it is recommended that the inventory of existing facilities only address those facilities and services managed by the county or local municipality and include each facility along with its age, condition, estimation of usage, and target year for replacement, expansion, retirement, or new facility construction. Examples of facilities, whether existing or proposed, to be included in the inventory, include:

1. Municipal buildings and centers
2. Municipal public works buildings/vehicles/equipment
3. Municipal streets, signs, storm drainage, and other infrastructure
4. Other facilities as identified

Determine Status of Previously Approved Projects

A detailed accounting should be made of all capital projects previously approved for implementation. This should be accomplished in the early phases of the programming process, so as to account for all outstanding capital financing obligations and to assure their inclusion in the program review and evaluation process.

Financial Analyses

The data required to evaluate the financing capacity of the county and local municipalities is developed through the following four-step process:

1. Collect all available data pertaining to critical financial elements over the previous five to ten years and compute the historical trends.
2. Using these historical trends and other information, project the trends of critical financial elements for six future years.
3. Calculate the amount of money to finance new capital outlays based on the data derived from information collected in Step 2.
4. Determine how each proposed capital project outlay might affect the local tax rate.

The financial analysis segment is one of the most critical elements of the capital improvement programming process. Successful implementation of a capital improvement program and

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completion of its projects are dependent upon adequate financing. The number of public improvement projects that can be funded depends on the following variables:

1. The level of recurring future operating expenditures.
2. The current level of bonded indebtedness.
3. The legal limit of debt it may incur.
4. Any potential sources of additional revenue available for financing capital improvement projects.

Methods of Financing Capital Improvements

There are a variety of methods by which capital improvement projects can be financed. It is important to understand that whatever method of financing may be determined appropriate, a reliable source of funding extending over the entire duration of each project is necessary. The following funding sources are some of the more traditional methods of capital project financing and should be seriously considered in preparing the capital improvement program.

Current Revenues

Capital projects can be funded from current revenues. This funding source is best applied to those projects of modest cost that will require cash allocations over two or three years. Specific revenues could be placed aside and accumulated annually over a period of years until the balance is large enough to pay cash for the improvement. This type account is normally called a capital reserve fund, and has the potential to earn a sizable amount of interest if invested properly.

It should be noted that this method will save interest payments that would be incurred if the funds were borrowed. By utilizing this method, the county or local municipality also avoids reducing its remaining borrowing capacity, while maintaining or improving its bond rating.

Municipal Bonds

Bond issues are a very common method used by local governments to acquire project funding. There are several different types of bonds that should be addressed. These include:

General Obligation Bond - This type of bond is required to be guaranteed for payment by the full faith and credit of the municipality. Because of this guarantee, lower interest rates may be obtained.

Special Assessment Bonds - These bonds are repaid through assessments levied against property owners that will benefit from the particular capital improvement project being constructed. This type of bond is appropriate when used to finance street, water, sewers, storm drainage, or similar improvements that increase property values and benefit adjacent properties.

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Revenue Bonds - As their name suggests, revenue bonds are normally sold for projects that generate revenue. They are repaid through revenue receipts acquired through service charges or fees paid by the users of such facilities as sewer and/or water.

Short Term Notes

Another financing option available is short-term notes issued by banks. It is possible that using short-term notes may result in lower interest rate charges.

The Pennsylvania State Government has several funding programs available to local governments for project financing. Several programs that could be applied include the Community Facilities Program, Site Development Program, and Business Infrastructure Program. Information on these programs is available from the Pennsylvania Department of Community and Economic Development. The Pennsylvania Community Development Block Grant Program administered by the Pennsylvania Department of Community and Economic Development is a very popular funding source used by local governments for capital project funding.

Evaluate and Program Projects

This phase of the programming process is the very important to the overall coordination of the program. A Capital Improvements Committee must thoroughly review each of the capital project proposals for clarity, accuracy, and completeness. The Capital Improvements Committee has the vital role of selecting and prioritizing projects. Prioritizing can be completed through completion of the following tasks:

1. Evaluate the general project design.
2. Evaluate the relative need and cost of each project proposal.
3. Determine the project implementation schedule.
4. Establish the financial programming for the selected projects.
5. Determine the legal appropriateness.

The Committee may revise these tasks to meet its own preferences and needs. However, it must determine the extent of detail and accuracy it needs within a certain criteria. A commonly used priority system used involves dividing the proposed projects into four categories: (1) essential (2) desirable, (3) acceptable, (4) deferrable. The project proposals can be further described in terms of whether a project contributes to public safety, prevents hazards, satisfies a critical need, or would be beneficial, but not essential. Another type of priority system used involves classifying projects in terms of criteria such as protection of life, public health maintenance, conservation of natural resources, and replacement of obsolete facilities.

Capital Improvements Program Adoption

Upon completion of the Capital Improvement Program and Capital Improvement Budget, the Capital Improvements Committee should forward the program to the local governing body for final review and adoption. Copies should be made available to each member of the governing body prior to the formal presentation and discussion. This procedure provides each member of the governing body an opportunity to become thoroughly familiar with each proposal and present any questions prior to the legislative meeting. If necessary, the governing body should hold any necessary meetings with key personnel involved in the process to discuss any issues that may surface.

It is recommended that the governing body hold at least one formal public hearing to provide for public input and assurance that the program is acceptable. In approving the Capital Improvements Program, it is recommended that the capital budget be approved first, thus formally incorporating it into the upcoming annual budget. Adoption of the remaining five to six year program, which is subject to annual review, revision, and authorization, should follow.

Monitoring the Capital Budget

Successful capital improvement program implementation and coordination requires careful and accurate monitoring of project implementation. It is important that monitoring responsibility assignments and reporting procedures be specifically identified. Reporting periods must also be established in accordance with the scope and complexity of the program.

Relationship of a Capital Improvement Program to the Comprehensive Plan

Chapter 9 provides a list of Implementation Tasks and Activities that have been developed through the comprehensive planning process. The majority of these tasks require a financial commitment from the county or local municipality. It is evident through this planning process that the county or local municipalities may not have the necessary funds to implement the tasks in one given budget year. This is where the Capital Improvement Program and Budget can assist in the implementation of the tasks. The information provided in this chapter provides an overview and purpose of a capital improvement program.

Community Development Strategy

The Juniata County Community Development Strategy is based on the goals and objectives of the Juniata County Comprehensive Plan, which focus is the retention of the county's rural life style, infrastructure improvement/investment, protection of its environmental resources, developing relationships with the seventeen municipalities, and providing a tool box of strategies that can be used by local municipalities in developing their own community planning programs.

The Community Development Strategy is the link to the county's Community Development Block Grant (CDBG) program and although administered locally by SEDA-COG, the County

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Board of Commissioners has the ultimate authority to solicit and prioritize eligible projects for CDBG funding.

Since becoming involved in the CDBG program the Juniata County Board of Commissioners have consistently ranked community facility needs as the highest priority with those funds primarily targeted to capital costs of infrastructure investment. As stated in the County's 2009 CDBG application, "The challenge for the County and its older communities is to transform 19th century public facilities so that they are able to meet 21st century needs and standards." This prioritization approach is expected to continue and is supported by this plan.

The Future Land Use Plan establishes a High Growth Area, Rural Growth Area, and Village Area in addition to other rural land classifications. The concept behind the Future Land Use Plan is to guide higher density more intense development to these areas that are supported by potable water and sewerage systems, and appropriately sized highway infrastructure. This growth policy dovetails with the Commissioners' use of the CDBG program.

Three-Year Community Development Plan (CDP)

Before any project can be funded through the CDBG program, the County's CDP must be updated. The Comprehensive Plan represents the vehicle from which the Commissioners can prioritize projects and update the CDP. Through direct outreach to each of the municipalities and authorities in the County, and through newspaper coverage announcing the program funding process, county residents are apprised of the program's objectives, the process of updating the CDP, and the criteria for selecting projects for the coming fiscal year.

Project Selection Process

Several months before the projects are selected for funding; the County Commissioners conduct an information meeting and overview the project identification and selection process. After which all municipalities and interested parties are invited to submit potential projects within a given timeframe. Over the next four to six week period, the Commissioners meet with project sponsors; each project is analyzed for eligibility, fundability, local commitment, and urgency of need. The County recognizes that careful analysis of true need and low to moderate income beneficiaries is an important first step before CDBG allocations are considered for any project. However, the Board of Commissioners also recognize that there are certain projects that are essential to public health safety and welfare of county citizens and therefore must be considered for allocation prior to determination of low to moderate income benefit. In these instances the County will act proactively to ensure the safety of the public. All projects are welcomed to be submitted with the understanding that not all projects will meet eligibility requirements, program requirements, or be selected by the Board of Commissioners.

The final project selection and their associated funding allocations for the upcoming year are then published in local newspapers, and citizens are encouraged to comment on both the revised plan's multi-year objectives and those specific projects that have been prioritized for funding and implementation during the coming year.

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The aforementioned process represents a summary of the project solicitation, selection, and prioritization process. For a detailed program description it is recommended that municipalities and interested parties contact the Juniata County Board of Commissioners Office.

Program Goals and Objectives

The following Program Goals and Objectives have been developed by the state:

1. To assist communities in preparing Development Plans designed to address significant needs of low and moderate-income people.
2. To assist communities in administering community projects designed to a number of significant community development needs identified in their Comprehensive Development Plans, with an emphasis on infrastructure improvement/investment.
3. To encourage and assist communities to focus upon and address housing and community facility problems; and, to pursue economic development and commercial revitalization activities through public/private investment initiatives that will result in the development and expansion of job opportunities within the Commonwealth.

National Objectives

Each activity proposed in applications must meet at least one of the following three national objectives:

1. To principally benefit low to moderate-income persons/households.
2. To aid in the prevention or elimination of slums or blight.
3. To meet other community development needs of a particular urgency.

The following Community Development Objectives have been developed the County:

1. Housing Needs

High Priority – Rehabilitate existing owner-occupied housing stock throughout the county to bring older housing up to health and safety standards, and to increase the quality of living conditions of low- and moderate-income persons, with emphasis on the elderly

Medium Priority – Monitor county housing conditions and determine whether future HOME Program rehabilitation activities are warranted.

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2. Community Facility Needs

High Priority – Continue to fund public infrastructure projects that increase the health and safety of Juniata County residents and promote a more livable community.

Medium Priority – Continue to invest in significant historic structures that preserve the County’s cultural heritage and benefit low to moderate income communities.

Medium Priority – Continue to work with municipalities to develop and enhance recreational opportunities for County residents and visitors.

3. Public Services/Public Facility Needs

Medium Priority – Work with non-profit organizations on capital improvement and operational capacity projects when such projects will result in maintaining worthwhile activities that support county residents.

4. Economic Development Needs

High Priority – Utilize the County Comprehensive Plan to assist with future economic development decisions.

Medium Priority – Support Juniata Business and Industry (JBI) in marketing of its new industrial park and identify areas where County assistance may be warranted and appropriate.

Current and Historic CDBG Projects

The following tables list the CDBG projects and associated funding from 2004 through 2009. The types of projects funded is consistent with the County’s approach to fund projects that improve the county’s infrastructure, improves public health safety and welfare, and projects that benefit low to moderate income families.

Since 2004 Juniata County has received \$1,520,828 in entitlement money that has been awarded to various projects throughout the county. The average yearly entitlement amount over the same period is \$254,471 with the high being in 2004 and the low in 2008.

The County is permitted to use up to 18% of the yearly entitlement for administration of the program, community planning projects, such as comprehensive plans, ordinances, Act 537 Plans, and staffing. In the past the County has allocated approximately \$10,000 to help staff the Juniata County Planning Department with the remainder being applied program administration.

As supported by current policy and this plan it is anticipated that CDBG entitlement money will continue to be primarily allocated to “brick and mortar” type projects such as listed below.

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Table 10-1: 2009 CDBG Projects

Project Name	Amount
Village of Walnut Sewer System	\$133,660.
Mifflintown Municipal Authority Third Street Water Main Replacement	\$32,918.
Port Royal Municipal Authority Milford Street Sewer Line Replacement	\$7,150.
County Emergency Communications Tower	\$17,201.
Mifflin –Juniata Dental Clinic Increase Services/Staff	\$12,500.
Administration	\$44,172.
Total CDBG Funding - 2009	\$247,601.

Source: SEDA-COG

Table 10-2: 2008 CDBG Projects

Project Name	Amount
Milford Township Housing Rehabilitation Sewer Line Laterals	\$155,462.
Mifflin-Juniata County Dental Clinic Dental Equipment and Staff Salaries	\$8,068.
Village of Walnut Sanitary Sewer	\$34,172.
Administration	\$47,698.
Total CDBG Funding - 2008	\$245,400.

Source: SEDA-COG

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Table 10-3: 2007 CDBG Projects

Project Name	Amount
Mifflintown Municipal Authority Water System Improvements	\$9,874.
Richfield Area Joint Authority Water System Improvements	\$20,534.
Village of Walnut Sewer	\$176,540.
Administration	\$42,530.
Total CDBG Funding - 2007	\$249,478.

Source: SEDA-COG

Table 10-4: 2006 CDBG Projects

Project Name	Amount
Mifflin-Juniata County Dental Clinic Equipment Replacement	\$2,500.
Richfield Water System Improvement	\$22,673.
Mifflintown Borough Orange Street Water Main Repair	\$129,660.
Port Royal Municipal Authority Water Reservoir Repair	\$43,000.
Administration	\$50,048.
Total CDBG Funding - 2006	\$247,881.

Source: SEDA-COG

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Table 10-5: 2005 CDBG Projects

Project Name	Amount
Mifflin- Juniata AAA Acquisition	\$77,268
Richfield Water System	\$23,460.
East Waterford Sewer System	\$96,240.
East Salem Sanitary Sewer System	\$23,460.
Administration	\$41,923.
Total CDBG Funding - 2005	\$262,351.

Source: SEDA-COG

Table 10-6: 2004 CDBG Projects

Project Name	Amount
Village of Walnut Sanitary Sewer	\$285.
Port Royal Borough Reservoir	\$21,560.
McCulloch's mills Historic Preservation	\$32,680.
East Waterford Sanitary Sewer System	\$10,000.
Mifflintown Municipal Authority Third Street Water main	\$126,052.
Milford Township Housing Rehab – Sewer Laterals	\$41,780.
Administration	\$35,760.
Total CDBG Funding - 2004	\$268,117.

Source: SEDA-COG

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Community Development Recommendations

The following list of objectives/projects, as developed through the community planning process, may be eligible for CDBG Funding:

Community Character

Protect, enhance, and promote those characteristics in Juniata County that make it a distinctive place, including its strong sense of community built around small populated areas, and the county's many family oriented organizations.

CDBG Projects

1. Support Green construction and implementation of energy reducing measures.

Community Facilities and Utilities

Ensure community services are adequate to meet the needs of existing and future residents and businesses of the county, and guide future development within well defined growth areas that are adequately served by necessary community services, including access to high speed internet.

CDBG Projects

1. Fund improvements to water and sewer systems, especially in the High Growth and Rural Growth Areas.

Economic Development

Achieve and promote a healthy and complimentary business partnership between the boroughs and other commercial areas developing in the U.S. 22/322 and U.S. 11/15 corridors to ensure positive economic growth countywide. Identify strategies to nurture the rural/agricultural economy that will encourage private preservation of the region's agricultural resources, and implement the recommendations identified in the tourism plan.

CDBG Projects

1. Support job creation in the manufacturing, tourism, and agricultural sectors.
2. Support the expansion of the Juniata County Industrial Park.

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Natural and Historic Preservation

Sustain and enhance the region's natural and scenic resources and important agricultural lands for the benefit of current and future generations by guiding growth to designated growth areas. Identify and protect the region's historic resources and promote the preservation of those resources through ordinances or integration of historic resources into proposed developments.

CDBG Projects

1. Support improvements to the county's stormwater conveyance system, especially in the High Growth and Rural Growth areas.
2. When appropriate, support the improvements to the county's historic properties.

Housing

Continue to provide for a wide range of housing types at various densities and affordability levels that will meet the future housing needs of the county. New development in the county should retain open space and be designed in such a way to maintain the rural character of the county. Encourage infill and redevelopment in the boroughs and other developed areas of the county, and recognize the important role that boroughs and other designated growth areas in the county play in meeting housing needs for all individuals at all income levels.

CDBG Projects

1. Support the conservation and rehabilitation of existing housing.
2. When necessary, support the construction of elderly housing in the county.
3. Support energy improvement projects and green building.

Parks, Recreation, and Open Space

Implement the recommendations of the Juniata/Mifflin Greenway, Open Space, and Rural Recreation Plan.

CDBG Projects

1. Support eligible projects/improvements as recommended by the Juniata/Mifflin County Greenway, Open Space, and Rural Recreation Plan.

Implementation Tasks and Activities

The following table define immediate, short-, and long-range tasks and studies that need to be initiated if recommendations and guidelines established in the plan are to be implemented. While this listing in no way covers all the detailed plan recommendations and policies, it does emphasize those that are most important. The completion of many of these tasks should result in an improved quality of life within the county.

Immediate - These activities are currently underway or should be initiated within one year of adoption of the plan. They represent core activities important to plan implementation.

Short Term - These activities are moderately important and relate too many of the immediate activities and should be initiated within two to five years from adoption of the plan.

Long Term - At the present time, these activities are of low priority and should be initiated six years and beyond from the adoption of the plan.

Implementation Partners and Funding Source

In order for this plan to be effectively implemented lead organizations and partners must be identified. While some organizations and agencies listed may have a stronger interest or expertise in certain tasks and activities, in no way should only those agencies be involved. In keeping with the theme of this plan, any group or individuals interested will be encouraged to participate in the planning and implementation process.

When moving forward on a specific action plan item the county must identify the appropriate lead organization and associated partners for that action. Recognizing that people and policies change over time flexibility in identifying the appropriate lead organization and partners is a very important to the county. Table 10-2 is a non-inclusive list of public and private partners that can be assigned as the lead organization or as an implementation partner and should be used in conjunction with the action plan:

Table 10-7: Lead Organization/Partner and Funding Sources

Lead Organization/Partner	Funding Source
1. Juniata County Board of Commissioners	Yes
2. Juniata County Planning Department	No
3. Juniata County Row Offices and Various Departments	No
4. Juniata County Conservation District	Yes
5. Juniata County Historical Society	No
6. Juniata County Local Municipalities and Authorities	Yes
7. Local Fire and Ambulance Associations	No
8. Local/Regional Watershed Organizations	Yes
9. Local and Regional Economic Development Organizations	No
10. Penn State Ag Extension	Yes
11. SEDA-COG	Yes
12. Pennsylvania Department of Transportation (PennDOT)	Yes

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Lead Organization/Partner	Funding Source
13. Pennsylvania Department of Community and Economic Development (DCED)	Yes
14. Pennsylvania Department of Conservation and Natural Resources (DCNR)	Yes
15. Pennsylvania Department of Environmental Protection (DEP)	Yes
16. Pennsylvania Historical and Museum Commission	Yes
17. Pennsylvania Downtown Center	No
18. Pennsylvania Department of Education	Yes
19. Pennsylvania Fish and Game Commission	Yes
20. Pennsylvania Emergency Management Agency	Yes
21. Pennsylvania Investment and Authority (PENNVEST)	Yes