

*A Technical Guide to Developing
Urban Forestry Strategic Plans
&
Urban Forest Management Plans*



Wisconsin Department of Natural Resources
Bureau of Forestry

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This guide is intended to help local units of government and others develop urban forestry plans that: 1) address local needs, and 2) meet the standards of Wisconsin's Urban Forestry Assistance grant program.

Why Plan?

Planning is key to effective management of any program. Good plans make the difference between cost-effective, proactive management and costly crisis management. Plans establish focus and direction. They provide the framework for program implementation and a basis for consistent decision making. They are tools for determining budgets and other support needs.

What are Urban Forestry Plans?

Urban forestry planning occurs on several levels. At the broadest level, *strategic* plans establish the overall goals and objectives of the organization's urban forestry efforts. Ideally, strategic planning is one of the first tasks undertaken in the establishment of a community forestry program. Also called long-range, comprehensive or master plans, strategic plans create a blueprint for administration and management of a community tree program. Strategic plans include input from local citizens, organizations, businesses, municipal staff and elected officials. They are integrated with other comprehensive community plans.

Urban forest *management* plans are specific to the field operations of the community tree program. Typically based on a detailed tree inventory, management plans identify and prioritize site-specific tree planting, maintenance and removal activities within a multi-year time frame.

Urban forestry planning also takes on a variety of other forms. Land use plans, greenway plans, site development plans, public landscape design and maintenance plans and similar planning efforts require input from those involved with public tree care.

Pre-Planning

Pre-planning is done to establish basic parameters for plan development. Pre-planning should identify such things as:

- what kind of plan is needed
- who will be involved in its development and at what stage
- how the plan will be used
- how awareness and support for the plan will be generated

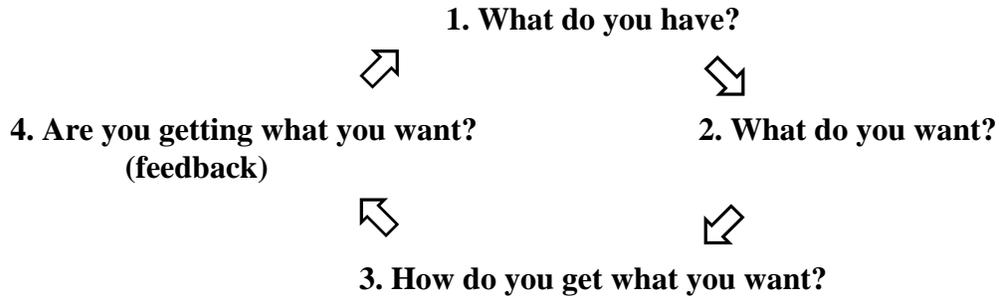
Available interest, expertise, time and financial resources of the organization should be considered when determining how to develop the plan. Organizations lacking the necessary human resources might choose to hire an urban forestry consultant to prepare the plan.

Urban Forestry Assistance grants, administered by the Department of Natural Resources, are available for projects that develop or expand management capacity for sustained urban forestry programs at the local level. This cost-share program favors development of strategic and management plans, however other types of urban forestry plans may also be eligible for funding. Grant funded plans must meet Department standards (see pp.14-15).

Pre-planning should take place prior to applying for an *Urban Forestry Assistance* grant. Pre-planning makes the application process easier and invariably results in a better project proposal.

The Planning Process

Planning is a continuous process that follows a logical sequence of steps. Four principal questions drive the process, regardless of the type of plan or its complexity:



How to Use This Guide

The wide spectrum of community tree issues and planning considerations can make the task of developing an urban forestry strategic or management plan appear formidable, particularly to organizations lacking trained staff. This guide offers a "how to" approach to urban forestry planning, utilizing the four step process shown above. By following step-by-step through the guide, any organization can develop a thorough, functional urban forestry plan, regardless of community size or technical resources.

The examples contained in this guide are given merely to stimulate ideas and illustrate concepts. Because each community is unique, plans will differ from one community to another. Not all plans will need to address every point discussed. Some communities may wish to include information beyond that presented in the guide. There is no prescribed order, length, format or style for a plan. Organizations are encouraged to develop clear, action oriented plans that best suit their unique needs and circumstances. Above all, a plan must be *useful* or it won't get used! For further planning assistance, contact the DNR urban forestry coordinator serving your region.

Step 2: What do you Want?

a. needs

Various program needs will be evident from your assessment in Step 1. You might want to group needs into categories.

For example... Awareness Needs

- increased public awareness of the values and benefits of community trees
- better local support for an urban forest management program
- better understanding among residents about proper tree selection, planting and care

Administration & Management Needs

- more training and education for tree program staff
- updated municipal tree ordinance
- alternative sources of program funding
- creation of a tree board

Tree Needs

- more species and age diversity
- better maintenance for existing public trees
- fewer hazardous trees

b. goals

Develop broad goals that address the needs you have identified. Steer away from vague statements such as, "improve the quality of life." Goals should be quantifiable so that progress can be measured.

For example...
1. The urban forestry program has community and political support.
2. Residents are knowledgeable about proper tree planting and care.
3. Trees are integral in all community planning decisions.
4. Community trees are maintained at optimum levels of stocking, health, age and species diversity, and are appropriate for the site.
etc.

Step 3: How do you Get What you Want?

a. strategies

Once goals are determined, start figuring out ways to achieve them. Recommendations should be in the form of specific strategies or objectives. If desired, strategies can be further broken down into actions and tasks. Look at sample goal #4, "*community trees are maintained at optimum levels of stocking, health, age and species diversity, and are appropriate for the site.*" Recommendations might look something like this:

Strategy 1: Complete a community tree inventory.
Action: Determine how inventory will be conducted.
Action: Apply for Urban Forestry Assistance grant.
Action: Hire intern or consultant, as necessary.
Action: Conduct inventory.
Task: Conduct training, as necessary.
Task: Purchase equipment and materials, as necessary.
Action: Analyze inventory findings.
Strategy 2: Prepare a management plan based on inventory findings.
etc.

b. time, responsibilities and budgets

Plans are unlikely to be implemented without a clear indication of who will do what, when, and at what cost. Develop an implementation schedule that identifies *who* is responsible for each strategy (action, task), *when* each will be completed and what each will *cost*. Be sure to prioritize the implementation schedule. Here’s an example of how a portion of an implementation schedule might look:

GOAL #1: COMMUNITY TREES ARE MAINTAINED AT OPTIMUM LEVELS OF STOCKING, HEALTH, AGE AND SPECIES DIVERSITY, AND ARE APPROPRIATE FOR THE SITE			
Strategy 1: Complete a community tree inventory			Priority - 1
<i>Recommended Actions & Tasks</i>	<i>Cost/Funding Source</i>	<i>Performed By</i>	<i>Status/Completion Date</i>
Determine how inventory will be conducted	N/A	tree board	September, 1997
Apply for Urban Forestry Assistance grant	N/A	tree board	October, 1997
Hire intern or consultant	\$1000 - 4000 urban forestry grant	tree board & staff	February, 1998
Perform inventory	N/A	intern or consultant	June - July, 1998
Conduct training, as necessary	N/A	technical advisor	June, 1998
Purchase equipment and materials, as necessary	\$0 - 500 urban forestry grant	tree board	June, 1998
Analyze inventory findings	N/A	intern or consultant & tree board	August, 1998
Strategy 2: Prepare an inventory based management plan			Priority - 1

c. justification of recommendations

Plans whose recommendations would require a substantial budget increase should include specific justification, either in the plan itself or in an attachment. You might address *how* implementation will improve public safety, customer satisfaction or cost-effectiveness. What problems will be solved or reduced? What alternative recommendations were considered and why were they rejected? It might be helpful to make a side-by-side comparison between existing and proposed program costs and benefits. Administrators and budget decision makers are unlikely to endorse your plan or supply budget requests without a clear, convincing argument for doing so.

Step 4: Are you Getting What you Want?

a. monitor & evaluate

How will you assess whether the strategies, once implemented, are moving you toward your goals? For example, to determine whether strategies for reaching sample goal #2 are working, you might look around the community at trees on private property. Are they being planted and cared for properly? Are you getting feedback on municipal tree planting and care practices? Has the quality of commercial tree care services changed? Are local commercial arborists certified? Are there other ways to measure tree knowledge among residents? Include specific monitoring recommendations in your plan.

b. take corrective action

Include a schedule for reviewing and updating the plan. Goals, strategies and priorities may change over time. New program staff or volunteers may bring different ideas or priorities. Periodic review and updating are important to avoid wasted effort and to keep the plan a working document.

Appendix and Summary

Your strategic plan should also include an appendix of reference information useful for plan implementation. Appropriate material might include: community map(s), relevant ordinances or tree policies, technical resources, potential sources of funding, summaries of surveys, etc.

Finally, for a plan that is quite lengthy or detailed, it is helpful to include a one or two page "executive summary." For those who haven't the time or interest to read the entire plan, a short summary of its highlights should provide a fair idea of the plan's general direction and major recommendations.

b. management goals

Determine quantifiable goals based on needs.

For example...

1. Optimum tree cover is established and maintained.
 2. Optimum level of age and species diversity is established and maintained.
 3. Conservation of tree resources is promoted.
 4. Street trees are appropriately selected, situated and maintained to minimize hazard, nuisance, hardscape damage and maintenance costs.
 5. Management of the urban forest is cost-effective and efficient.
 6. Management strategies are acknowledged, understood and cooperatively implemented by appropriate municipal departments.
- etc.

Step 3: How do you Get What you Want?

a. strategies and action steps

This is the meat-and-potatoes of the management plan. Management Plan strategies should consist of *site-specific, inventory based recommendations* for accomplishing stated goals, to include:

Tree and stump removal

- * priority (hazard) removals ... how many, rate of removal, where (list or description)
- * replacement needs
- * wood residue utilization
- * stump grinding, reseeding ... how many existing and anticipated, how many per year, where (list or description)

Maintenance

- * priority pruning (safety, health) ... how many, rate of removal, where (list or description)
- * other maintenance - watering, insect & disease control, mulching, cabling & bracing, fertilizing, stake removal, etc... what, where (list or description), what species, when/how often
- * mature tree pruning (maintenance, routine)... how many, where (list or description), when/how often
- * new tree maintenance program ... what, where (list or description), what species, when/how often
- * ongoing tree protection measures

Planting

- * planting site assessment ... how many existing and anticipated planting sites, where (list or description), constraints & opportunities, new tree protection
- * prioritized planting plan ... optimum stocking level, planting rate, citizen requests
- * site specific evaluation of diversity, design & function
- * site specific species recommendations

Administrative Support

- * analysis of adequacy of current staffing levels and recommendations on any or all work to be done by staff, outside contractors, volunteers, or if additional staff is or will be needed
- * equipment needs ... what type, how many, purchase or lease
- * staff training/education
- * storm damage & hazard tree plans; inspections
- * policies re: citizen requests for tree work, permits for tree work
- * public notification of scheduled operations

Note: Recommendations should make reference to any existing policies and industry standards, as appropriate. Referenced policies and technical standards should be incorporated into the plan appendix.

b. prioritizing operations

When developing your plan, consider the following priorities of management activities:

1. Public Safety! Remove hazardous trees and limbs.
2. Maintain what you have.
3. Plant after maintenance needs have been met.

Remember also to build in funding for maintenance when you plant, just as you would for any other component of infrastructure (roads, bridges, utilities, etc.).

According to the USDA Forest Service, new programs or those in which routine maintenance and removals have been neglected should spend approximately 80% of their operations budget on maintenance and removals. The remaining 20% is for planting and administration. Once the initial heavy maintenance and hazard tree removals have been performed, the following *IDEAL** budget is suggested:

	IDEAL	(TYPICAL)
Pruning and other maintenance	45-50%	38%
Removals	20%	35%
Planting	20-25%	14%
Administration & supervision	10%	13%

Note that maintenance expenditures should be about twice those for planting. Also, *TYPICAL* expenditures for removals are much higher than *IDEAL*. With greater emphasis on maintenance, the tree population should become healthier and longer lived, decreasing removal costs.

*The "ideal" budget figures are offered as a guideline only. In all cases, forestry expenditures should be based on actual needs as determined from a tree inventory and other local circumstances.

c. time, responsibilities and budget

Develop an implementation schedule as described for strategic plans. Budgets should be based on real information (e.g., what does it cost to conduct "maintenance pruning" on a 14" tree?) The budget work sheet and instructions on pp.10-11 will help you estimate the cost of planting, maintenance and removal activities specified in your plan.

d. justification of recommendations

As for strategic plans, management plans whose recommendations call for a substantial budget increase should include specific justification, either as part of the plan or as an attachment to the plan.

Step 4: Are you Getting What you Want?

Monitor and evaluate progress, take corrective action and reset goals as described for strategic plans.

As for strategic plans, include an appendix with information useful for plan implementation. Appropriate material might include: community map, map of utilities, technical & safety standards, list of vendors, recommended species lists, equipment & vehicle rates, etc. Also include an executive summary if needed.

Estimated Costs for a Five Year Urban Forest Management Program

Estimated costs for each activity			2000		2001		2002		2003		2004		Five year cost
Activity	Diameter Class	Cost/tree (in dollars)	# of trees	Total Cost									
Tree Removals	1-6"												
	7-12"												
	13-18"												
	19-24"												
	25-30"												
	31-36"												
	Over 36"												
Activity Totals													
Stump Removal	1-6"												
	7-12"												
	13-18"												
	19-24"												
	25-30"												
	31-36"												
	Over 36"												
Activity Totals													
Immediate Priority Pruning	1-6"												
	7-12"												
	13-18"												
	19-24"												
	25-30"												
	31-36"												
	Over 36"												
Activity Totals													
High Priority Pruning	1-6"												
	7-12"												
	13-18"												
	19-24"												
	25-30"												
	31-36"												
	Over 36"												
Activity Totals													
Sub-Total This Page													

Estimated costs for each activity			2000		2001		2002		2003		2004		Five Year Cost
Activity	Diameter Class / Sub-activity	Cost/tree (in dollars)	# of trees	Total Cost									
Routine Pruning	1-6"												
	7-12"												
	13-18"												
	19-24"												
	25-30"												
	31-36"												
	Over 36"												
Activity Totals													
Tree Planting	Site prep												
	Tree purchase												
	Planting												
Activity Totals													
New Tree Maintenance	Training pruning												
	Mulching												
	Watering												
Activity Totals													
Other Maintenance													
Activity Totals													
Sub-Total This Page													
Sub-Total Previous Page													
Totals per Year													

Completing the Budget Table

Diameter class is a measure of the size of the trees. Diameter is measured at 4.5 feet above the ground. The diameter classes shown may differ depending on the inventory program used.

For each activity, determine the *\$/tree* for accomplishing that activity in each diameter class. This amount will encompass the average time multiplied by the personnel and equipment costs required to complete that activity for that size class.

Immediate priority and High priority pruning is for **public safety** - removal of hazardous and/or potentially hazardous limbs (those which are dead, dying, diseased, decayed or structurally unsound). **Routine** pruning indicates trees that are pruned on a regular cycle. If trees have not been routinely pruned in the past, the first cycle of **Routine** pruning may involve more work and be more expensive due to the trees having many large branches, deadwood or poor form that must be corrected via pruning. The subsequent cycles of **Routine** pruning usually takes far less time than other pruning, since only minor corrections or deadwooding are needed. Some "routine prune" trees may not need any work even though according to the pruning cycle, they are due for pruning. Note that once the immediate priority and high priority pruning have been completed, all mature trees will fall within the routine pruning category. From that point on, each year should include one-sixth of the total mature tree population (for a 6 year pruning cycle) for routine pruning.

New tree maintenance includes several activities. It involves training pruning - the systematic corrective and directional pruning of newly planted trees, usually done twice in the first ten years (at 2-3 years and 5-7 years after planting). After this time they are incorporated into the routine pruning cycle. It also involves mulching, watering and other necessary activities.

Other maintenance can include a wide variety of activities, such as watering, mulching, insect & disease monitoring and treatment, fertilizing, cabling & bracing, etc. for all trees. You should modify this column to accommodate your anticipated maintenance needs. Although weather, pest outbreaks and similar circumstances can make it difficult to accurately project **other maintenance** costs, an estimate should be included in the budget.

Enter the number of trees you expect to handle each year by activity and size class, then calculate the **total cost** for each year as follows: *\$/tree x # of trees = Total cost for each year.*

The **number of trees to be planted each year** is determined as follows.

$$\frac{\text{Number of planting sites} + \text{number of removals}}{\text{Number of years to full stocking}} + \text{Number of trees that are expected to die each year} = \text{Number of trees to be planted each year}$$

Ideally, tree planting does not begin until the **high priority** and **maintenance** pruning is complete. Newly planted trees should be pruned at least twice within the first ten years of planting. For example, trees planted in 2000 could be pruned (**training pruning**) in 2003 and 2007. After this they should be placed on the five to six year pruning rotation with the other trees. **Training pruning** will eliminate 90% of all structural problems throughout the life of the tree. Pruning small trees with small limbs is far less costly to do and will save a lot of money long term, while greatly increasing the health and value of the community trees.

Note: Any tree service involved in municipal pruning should be able to supply average cost and time estimates.

Note that this table will only provide costs for the operations part of the program, typically what is covered within a management plan. Additional costs for public education, staff training, administering the program, equipment purchase and maintenance costs, etc. should also be calculated into the overall community forestry budget.

Sample Outlines for Strategic and Management Plans

STRATEGIC PLAN

- I. Executive Summary
- * II. Statement of Purpose and Scope
- III. Historical Background
- * IV. Current Situation
- * V. Needs Statement
- * VI. Goals
- * VII. Objectives/Strategies (& Actions, Tasks)
- * VIII. Implementation Schedule with Budgets
- IX. Budget Justification (can be attachment to plan)
- * X. Evaluation Mechanism
- XI. Appendices
 - A. Community Map
 - B. Shade Tree Ordinance
 - C. Survey Summaries
 - D. Potential Funding Source
 - E. Technical Resources
 - F. Tree City USA Program Information
 - etc.

MANAGEMENT PLAN

- I. Executive Summary
- * II. Statement of Purpose and Scope
- * III. Inventory Summary & Analysis
- * IV. Assessment of Administrative & Public Awareness Needs
- * V. Goals
- * VI. Objectives/Strategies (& Actions, Tasks)
- * VII. Implementation Schedule with Budgets
- VIII. Budget Justification (can be attachment)
- * IX. Evaluation Mechanism
- X. Appendices
 - * A. Inventory Documentation (e.g., data summary)
 - B. Community Map with Management Districts
 - C. Relevant Ordinances
 - D. Map of Utilities
 - E. Technical & Safety Standards
 - F. Species Lists
 - G. Equipment & Vehicle Rates
 - H. List of Vendors
 - I. Storm Management Plan
 - etc.

* required elements for plans developed with funding from an Urban Forestry Assistance grant (see pp.14 & 15)

Planning Tips & Troubleshooting

A plan is not an end unto itself, rather it is the chosen route to a destination. Many impressive looking plans end up on a shelf gathering dust because there is no vehicle for reaching the destination, or because the vehicle becomes stalled along the way. A plan will be more useful and more likely to be implemented if:

- * it is ambitious but realistic, achievable within the abilities and constraints of the organization. A plan that might work well for one community or organization could be a "pie in the sky" for another.
- * it contains a full complement of *clear and specific recommendations for action* based on stated goals. Anyone who reviews the plan should be able to answer such questions as: What is the first step toward implementing this plan? Who is responsible for initiating that step? Who else will be involved? What equipment, training &/or technical resources are needed to take that step? What will it cost? What happens after that step is completed? **A good plan provides enough information to give a clear idea of the next step(s) and the resources (time, dollars, people) needed to take that step.**
- * it is used to develop annual work plans. Ideally, annual work plans are developed from *both* strategic and management plans. Prior to the start of a new year, establish a calendar of tasks based on recommendations in the strategic and management plans.
- * it has a broad support base. Avoid the temptation to include only tree enthusiasts or insiders in the planning process. Identify and include all affected parties and adversaries.
- * plan development is a team effort. Regardless who prepares the plan, everyone who will be involved in its implementation should thoroughly review all drafts and provide objective input. The DNR Urban Forestry Coordinator serving your region is available to review and comment on drafts.
- * plenty of time is allowed for plan development and review. Urban forestry planning is a complex and protracted process. Anticipate numerous revisions, setting interim deadlines as needed. Regardless who prepares the plan, it is unlikely that a first draft, or even a second, will fully address your planning needs.
- * your community's elected officials are made aware of your planning effort. Their interest and support will help ensure integration with the plans and activities of other municipal departments and will increase the likelihood of plan implementation.
- * someone is given responsibility for overall plan development, implementation and evaluation. To help ensure thoroughness and continuity, responsibility is best given to someone with the time and interest to give the plan the attention it deserves.

If a consultant will be preparing your plan, be sure to request a copy of "Guidelines for Working With Consultants on Urban Forestry Grant Projects" from the Urban Forestry Coordinator serving your region.

Minimum Requirements for Grant Funded Urban Forestry Strategic Plans

Sponsor of Plan: _____

Project Number: _____

- ___ 1. statement of purpose and scope of plan
- ___ 2. urban forestry background, current situation & key issues; overview of needs
- ___ 3. long-term goals for shaping program direction, priorities & policies; must address, at a minimum: *tree resource, program administration, & tree awareness & program support needs*
- ___ 4. proposed strategies (actions, tasks) to accomplish *tree resource* goals (i.e., a broad range of recommendations detailing how to establish, provide &/or develop such things as: urban forest management plans; hazard tree management plans; tree health care plans; greenway &/or land use plans; ecosystem management guidelines; tree inventories; technical standards & specifications; design standards; stocking & phasing objectives; species/site criteria; maintenance cycles & priorities; tree protection policy; tree removal criteria; etc.)
- ___ 5. proposed strategies to accomplish *program administration* goals & objectives (i.e., a broad range of recommendations detailing how to establish, provide &/or develop such things as: funding sources; program budgets; staffing & staff training; tree board &/or other program volunteers; ordinances; policy & procedures for equipment procurement & disposal, contractual services, permits &/or licenses, public & worker safety, tree work documentation, accomplishment reporting & program evaluation, assessing & collecting tree damages, handling citizen requests, emergency response, abatement of public & private tree hazards, hardscape conflict resolution, wood waste utilization, etc.)
- ___ 6. proposed strategies to accomplish *tree awareness & program support* goals & objectives (i.e., a broad range of recommendations detailing how to establish, provide &/or develop such things as: I&E programs for homeowners, schools, organizations, targeted populations or neighborhoods; Arbor Day & other awareness opportunities; TCUSA participation; recognition &/or awards programs; news media relationships; inter- and intra-departmental cooperation; communications &/or partnerships with utilities, real estate developers & builders, business community, green industry, DOT, etc; program promotion & publicity; political support; sources of technical assistance; etc.)
- ___ 7. implementation schedule of all activities; must include:
 - a. priorities
 - b. who is responsible for each activity
 - c. target dates for completing each activity
 - d. projected costs
 - e. funding sources, as appropriate
- ___ 8. mechanism for evaluating & updating plan (i.e., who, when & how?)
- ___ 9. plan fluent, functional, technically sound & appropriate to needs of community
- ___ 10. funding credit statement

FOR DEPARTMENT USE ONLY

___ **REVISION REQUIRED;** letter to sponsor _____
(date)

___ **PLAN APPROVED** _____ by: _____
(date) (signature)

comments _____

Minimum Requirements for Grant Funded Urban Forest Management Plans

Sponsor of Plan: _____

Project Number: _____

- ___ 1. statement of purpose and scope of plan
- ___ 2. assessment of tree resource, program administration and public awareness needs; assessment must be sufficiently detailed to provide a basis for management goals & activities for the duration of the planning period; inventory documentation (or comparable data) must be included in the appendix
- ___ 3. management goals based on needs assessment
- ___ 4. proposed activities (strategies, actions, tasks) to accomplish management goals; must address planting, pruning, other maintenance & removal needs identified through inventory summary and analysis, to include:
 - a. prioritized planting locations (by location, land use or other parameter)
 - b. site assessment for planting locations (e.g., physical characteristics & limitations; proposed site modifications; tree placement/siting considerations; species & size considerations; site-specific tree protection measures)
 - c. prioritized pruning by location & type of pruning (e.g., safety, training, maintenance, routine)
 - d. prioritized inspections & miscellaneous maintenance by type & location, as appropriate (e.g., re-inventory; hazard tree inspections; transplant survival checks; insect & disease monitoring & treatment; fertilizing; soil treatment; root treatment; grass/weed control; cabling/bracing; supplemental watering; removing stakes, ties & wrap; mulching)
 - e. prioritized tree & stump removal (by degree of hazard, species, size, location, land use or similar parameter); tree replacement or site restoration
- ___ 5. recommendations for administrative activities to support planting, pruning, other maintenance & removals, to include:
 - a. staffing needs (e.g., how many, type of position, contract vs. staff, training needs)
 - b. equipment needs (e.g., what kind, how many, where/how to obtain)
 - c. wood residue utilization (if no policy already exists)
- ___ 6. implementation schedule of all activities for at least 5 years; must include:
 - a. who is responsible for each activity
 - b. target dates for each activity
 - c. projected costs
 - d. funding sources, as appropriate
- ___ 7. mechanism for evaluating & updating plan (i.e., who, when & how?)
- ___ 8. plan fluent, functional, technically sound & appropriate to needs of community
- ___ 9. funding credit statement

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(date)

___ **PLAN APPROVED** _____ by: _____
(date) (signature)

comments _____

