

University of Connecticut  
Department of Geography  
Urban and Regional Planning

Lecture 2. Planning, Planners, and Plans

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Planning for Commercial Development  
Understanding Planning

What is Planning?

- Preparing for the future
- Dealing with problems of the past
- A systematic approach to problem solving
- A strategy for improvement
- Predicting the future with the risk of being wrong
- A continual process of learning and adjustment

A process to achieve desired outcome.

What Planning is NOT?

- Design standards
- Streetscapes
- Zoning and regulations (including form based codes)
- Smart Growth
- Traditional Neighborhood Design
- Transit Oriented Development

The above are tools that may be used to implement plans.

Planning as a Profession

Fundamentals of Planning as a Profession

Planning is...

- goal-oriented.
- future-oriented.
- an organized thought process
  - It leads to an action.
- based on the past.
- a political process.
- a profession.



## Fundamentals of Planning as a Profession

What does it mean to be a professional?

- Someone who provides a service for others
- Someone who is paid
- Someone who is educated
- Someone who is experienced
- Someone who acts 'professionally'
- Someone who is certified (or equivalent)



## Fundamentals of Planning as a Profession

Professional Applications of Planning

- State/Regional/Town Planning
- Environmental Management
- Transportation Engineers
- Emergency Management
- Land Use/Development Law
- Economic Developers/Realtors
- Urban Designers/Facility Design
- Campus/Facilities Planners



## Fundamentals of Planning as a Profession

Types of Town Government in Connecticut

- Mayoral
- Managerial
- First Selectman/Legislative
- Town Meeting  
(Chapters 7 & 8 of the CT State Statutes)
  - BENEFITS OF EACH
  - LIABILITIES OF EACH
- Planners are Civil Servants in government



## Fundamentals of Planning as a Profession

How do they differ? Why a planner shouldn't be a politician?

■ Politician

■ Civil Servant

## Fundamentals of Planning as a Profession

The job of planner in your town

\*\*\*Provide Direction and Improve the Quality of Life\*\*\*

- Control/direct development
- Preserve/improve community character
- Protect/conserv the environment
- Benefit the health and welfare of community residents

## Fundamentals of Planning as a Profession

What do planners really do?

### Planning Functions

- Conduct Research
- Create Policies
- Make Plans and Programs
- Implement Plans/Programs
- Fund Plans/Programs \$\$\$\$

### Office Functions

- Public Outreach
- Technical Advising
- Coordinate public sector development activities
- Review Proposals
- Administer/Enforce
- Budget



## Fundamentals of Planning as a Profession

Planners don't...

- Approve policies
  - They draft them for others' approval
- Approve plans
  - They create them for others' approval
- Decide on funding
  - They make proposals that others consider
- Planners role is advisory
  - Who do they advise?



Understanding Planning

## Understanding Planning and Plans

### What is Planning?

- Since 'planning' is a verb, not a noun, its grammatical form provides some clues to its meaning. Webster's Dictionary defines 'planning' as:
  1. to draw up a plan of,
  2. to have in mind, or
  3. to formulate a way to achieve or do.
- In business, planning is often called 'strategic management.' Strategic management has been defined as "a continuous, iterative process aimed at keeping an organization as a whole appropriately matched to its environment."
- While any of these definitions captures the essence of what planning is all about, planning is simply an approach to problem solving, a process for making informed decisions about the future.

## Understanding Planning and Plans

### Why should we plan?

- Planning is something that we perform in our everyday lives.
  - We plan our routes to work, we plan our shopping needs, we plan for social gatherings, we plan for financial needs, and we plan for a variety of other things.
  - We often make plans without thinking about it.
- In an increasingly hectic world, planning provides the opportunity to:
  - establish some order in our lives,
  - focus on the 'bigger picture',
  - promote important values,
  - work towards significant goals, and
  - achieve our purposes.

## Understanding Planning and Plans

### When should we do planning?

- Preparation is the key to understanding important issues and their implications.
  - Emergency planning takes place so that procedures will be ready if, or when, the need arises.
- Our land use pattern, once established, is fairly permanent.
  - If we wait until guidance is needed, it may be too late.
- If we are to address concerns and keep a community appropriately matched to the social, economic, and fiscal environment -- then we will be better off making those decisions on the basis of current information about the community and the current feelings and needs of residents.

## Understanding Planning and Plans

### A Plans and Planning the same?

- No!
- We must not confuse 'the Plan' with 'planning.' While preparing 'the Plan' is an important part of planning, the goal of the planning process is to learn more about the dynamics of a situation so that informed decisions can be made - both today and in the future.
- The purpose of planning is not to prepare plans but to produce intelligent, informed decisions.

## Understanding Planning and Plans

What is the planning process?

- The planning process involves identifying, analyzing and solving problems.
- The planning process typically involves the following steps:
  - WHERE WE ARE?
  - WHERE WE WANT TO GO?
  - HOW WE WILL GET THERE?
  - IMPLEMENTATION?
- The planning process works best as a continuous and iterative process.
  - Planning should be conducted as cyclical process in which experience provides new insights that lead in new directions.

## Understanding Planning and Plans

What is the most important part of the planning process?

- Implementation is the real purpose of the planning process.
- Preparing a plan may be an interesting and exciting venture, it will not be considered a success if it is not implemented.
- Preparing a Plan of Conservation and Development may last one to two years.
- The implementation phase may last for ten to twenty years.
- Implementation is the whole reason that we plan.

## Understanding Planning and Plans

What are some planning principles?

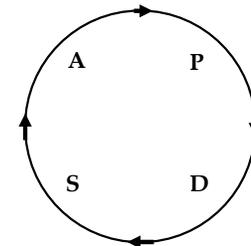
- Planning establishes a long term vision...used to guide short-term decision making.
- Planning promotes:
  - coordinated efforts,
  - consistent results, and
  - efficiency and economy in implementation
- Long-term vision to established by an open discussion of current policies.
- Planning can help establish general agreement on future direction.
- The planning process provides a framework for future decision making.
- Conditions may change through the planning process—readjustment may be needed.
- Planning must be flexible. No one has a crystal ball.

## Understanding Planning and Plans

Plan – Do – Study – Act: The PDSA Cycle of Learning

4. **Act** - Adopt the change, or abandon it, or run through the cycle again.

3. **Study** - the results. What did we learn? What went wrong?



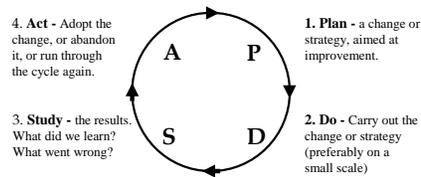
1. **Plan** - a change or a strategy, aimed at improvement.

2. **Do** - Carry out the change or strategy (preferably on a small scale)

Planning should be flexible, continual, and ongoing process that we learn from.

## Understanding Planning and Plans

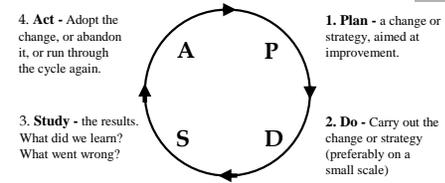
### PDSA Cycle of Learning – An Idea for Improvement



The PDSA Cycle of Learning and Improvement begins with an idea (a solution to an issue or problem—a means for improvement), this is the **0th Stage**. The Cycle of Learning and Improvement starts in the **Planning Stage** with consideration of the questions “**What are we trying to accomplish?**” “**What are the desired outcomes?**”

## Understanding Planning and Plans

### PDSA Cycle of Learning – Stage 1. Plan

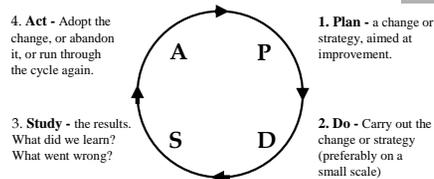


The Plan consists of four components:

1. **Improvement:** Changes or strategies that we can implement that (we predict) will bring about the improvement.
2. **Theory:** The reasons we believe these changes or strategies will bring about improvement. This includes any assumptions and the reasoning behind the assumptions. This is our theory, no matter how tentative it is.
3. **Prediction of Outcomes:** Prediction of what results we will get from carrying out the changes or strategies, based on our theory.
4. **Observation/Measurement:** A method of observation or measurement that can be used to see whether the actual results of carrying out the plan are as predicted.

## Understanding Planning and Plans

### PDSA Cycle of Learning – Stage 2. Do

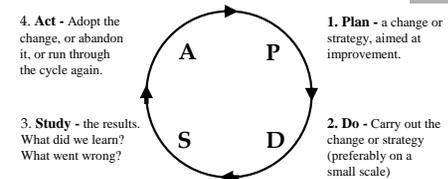


In the **Do Stage**, the planned changes or strategies are carried out and the results are observed or measured

1. **Implementation:** The implementation of the PLAN for change, the strategies developed in the Plan Stage.
2. **Observation/Measurement:** The observation and measurement of the PLAN implementation.

## Understanding Planning and Plans

### PDSA Cycle of Learning – Stage 3. Study



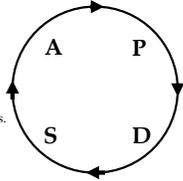
The **Study Stage** involves comparison of the results observed in the Do stage with the predictions made in the Planning stage. There are two possibilities:

1. **Theory/Prediction Failed:** The observed results of the implementation and predictions do not correspond. This provides an opportunity to learn since we have cause to revise the theory used as a basis for the plan and the mean of implementation.
2. **Theory/Prediction Worked:** The observed results of the implementation and predictions do correspond. We do not have cause to revise the theory used for the plan, which increases our degree of belief in the theory's usefulness.

## Understanding Planning and Plans

### PDSA Cycle of Learning – Stage 4. Act

4. **Act** - Adopt the change, or abandon it, or run through the cycle again.



3. **Study** - the results. What did we learn? What went wrong?

1. **Plan** - a change or strategy, aimed at improvement.

2. **Do** - Carry out the change or strategy (preferably on a small scale)

In the **Act Stage** the theory is revised (acted upon), if such a need were indicated in the Study stage, thereby providing a new foundation for any future cycles. If so, the next PDSA cycle starts with an answer to the initial questions of **“What are we trying to accomplish?”** **“What are the desired outcomes?”**

## Planning as a System

## Understand Planning as a System

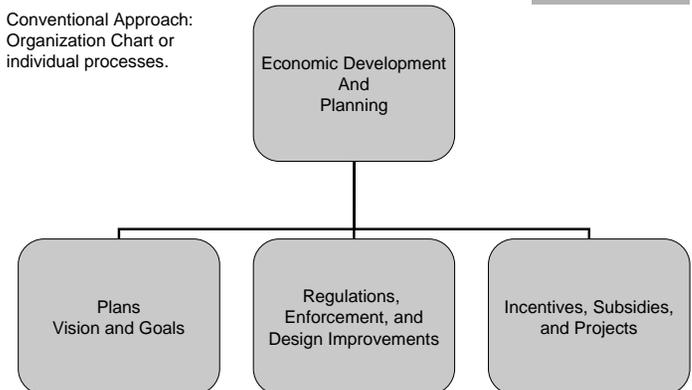
### Appreciation for a system

- **What is a system?** “A system is a network of independent components that work together to try to accomplish the aim of the system.”
- “A system must have an aim. The aim of the system must be clear to everyone in the system. The aim must include plans for the future. The aim is a value judgment.”
- “A system must be managed.” “It is important that an aim never be defined in terms of a specific activity.”
  - **Real Estate Development, Economic Development, Community Development, Planning, and Land Use all are Part of a Larger System:** We often fail to recognize all of these process are part of a complex system that includes many components, factors, and participants.
  - We must recognize the development process as system if we want to improve it.

## Understand Planning as a System

### Appreciation for a system

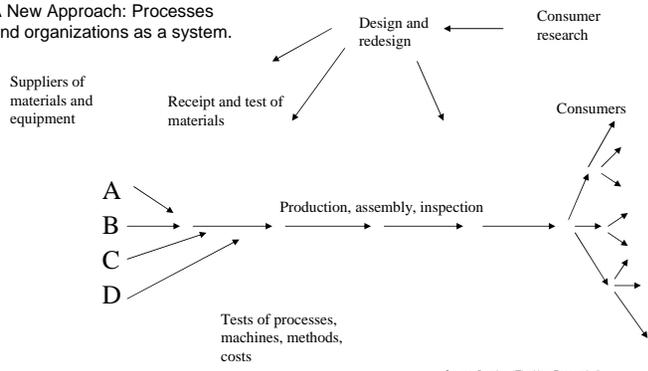
Conventional Approach:  
Organization Chart or  
individual processes.



## Understand Planning as a System

### Deming Flow Diagram of a System—Not an Organizational Chart

A New Approach: Processes and organizations as a system.

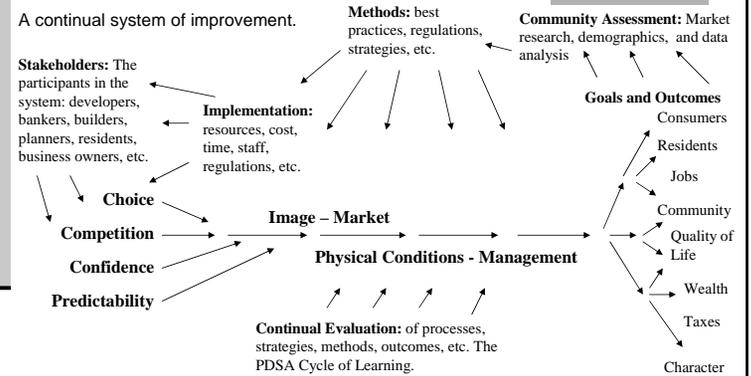


Source: Deming, "The New Economics"

## Understand Planning as a System

### The Planning and Development System as a Flow Diagram

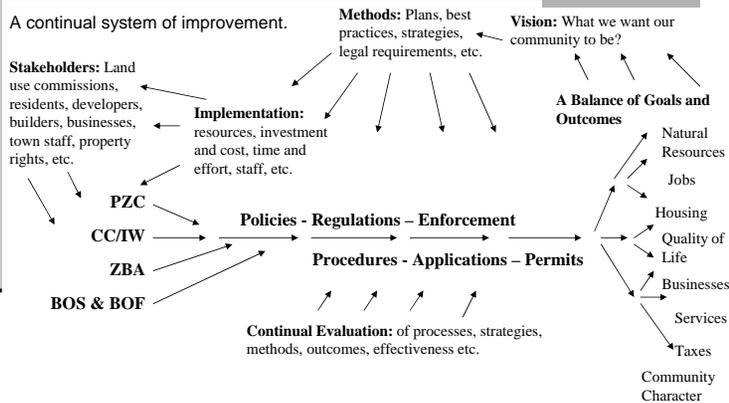
A continual system of improvement.



## Understanding Land Use Administration as a System

### Land Use Administration as a Flow Diagram

A continual system of improvement.

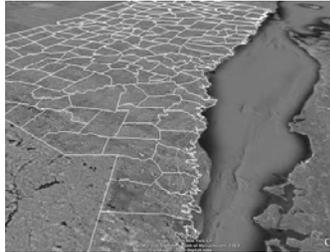


Comprehensive Plans

## Fundamentals of Planning and Plans

### The Theory of Planning

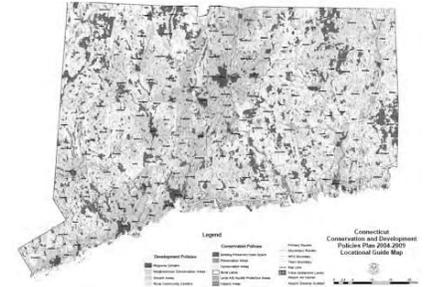
- Rationality
  - Inventory and measure all relevant issues
  - A comprehensive approach
- Incrementalism
  - The “science of muddling through”
  - Planning should be concerns with incremental practical improvements
- Advocacy Planning
  - Planners should not be a mere technician, but an advocate for the under-represented



## Fundamentals of Planning and Plans

### Many names for plans

- City Plan
- Development Plan
- Master Plan
- Comprehensive Plan
- Plan of Conservation and Development



## Fundamentals of Planning and Plans

### What empowers a community?

#### ACTUALLY HAVING A PLAN

- Need a reason to use the tools
- Need a goal for use of the of the tools
- A plan may be needed or required in order to justify public expenditures



## Fundamentals of Planning and Plans

### Comprehensive Plans

- Comprehensive Plan
  - Definition
  - Requirements for Success
  - In Connecticut (Plans of Conservation and Development)
  - Empowered by CT State Statutes
  - 10 year planning ‘windows’



## Fundamentals of Planning and Plans

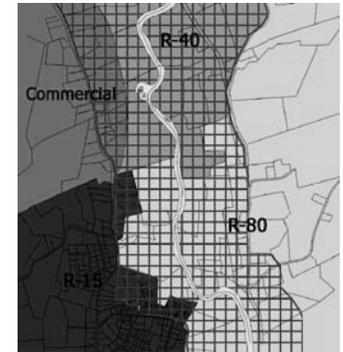
### What is a Plan of Conservation and Development

1. A physical plan of the community
  - Some social and economic aspects, but focus is to guide physical development
2. A long range plan
  - Covering a time period of 10 or more years
3. It is comprehensive
  - Covers more than one neighborhood—the community
4. It is a statement of policy
5. It is a guide to decision making by the planning commission and other board and agencies

## Fundamentals of Planning and Plans

### Comprehensive Plans Lead to Other Planning

- If you have a comprehensive plan then you have empowered...
  - Site Planning
  - Departmental Planning
  - Capital Improvements Planning
  - Zoning
  - Subdivision Regulations
  - Historic District Regulations
  - Etc. Etc. Etc.
- These can be used to put the plan into effect



## Fundamentals of Planning and Plans

### The 'Rational' Planning Method: Problems-Plans-Actions-Results

#### The Foundation

- What's the problem?
- How do you know?
- What are our goals?
- Where are we now?
- What are our limits?
- What are our resources?
- Where are we going?
  - Projection/Prediction

#### Plan Creation

- Creating Solutions
- Testing Solutions

#### Going Forward

- Evaluation and Selection
- Implementation

#### Looking Back

- Review

## Fundamentals of Planning and Plans

### The Land Component of Comprehensive Plans

- Tools of Comprehensive Planning
- Goals
  - Avoid adversarial uses
  - Promote complementary uses
  - Improve the 'look' of a community
  - Promote efficient use of land
  - Minimize public costs
  - Increase public revenues
  - Promote social equity
  - Protect the public health, safety, and welfare



## Fundamentals of Planning and Plans Plans of Conservation and Development

### What is a Plan of Conservation and Development?

- A tool for guiding the growth of a community.
- It's purpose is to establish a vision for the future and determine policies that will help attain that vision.
- It is a statement of recommendations addressing the physical development of our community.
- Section 8-23 states (Plan of Conservation and Development):
  - "Such plan shall show the commission's recommendations for the most desirable use of land within the municipality for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population in the several parts of the municipality."
- The Plan should be viewed as outlining the future physical layout of the community as well as the means of arriving at that future layout.

## Fundamentals of Planning and Plans Plans of Conservation and Development

### C.G.S. 8-23 – Plan of Conservation and Development

- The Commission shall:
  - prepare, adopt and amend a plan of conservation and development...
  - review the plan of conservation and development at least once every ten years...
  - adopt such amendments to the plan or parts of the plan...
  - as the commission deems necessary to update the plan.

## Fundamentals of Planning and Plans Plans of Conservation and Development

### C.G.S. 8-23 – Plan of Conservation and Development

- The Plan shall:
  - be a statement of policies, goals and standards for the physical and economic development of the municipality...
  - show the commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population...
  - be designed to promote...the coordinated development of the municipality and the general welfare and prosperity...
  - make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region...
  - promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs...
  - Consider...the use of cluster development to the extent consistent with soil types, terrain, and infrastructure capacity.

## Fundamentals of Planning and Plans Plans of Conservation and Development

### C.G.S. 8-23 – Plan of Conservation and Development

- The Plan may:
  - show the commission's recommendation for a system of principal thoroughfares, parkways, bridges, streets and other public ways; for airports, parks, playgrounds and other public grounds; for general location, relocation and improvement of public buildings; for the general location and extent of public utilities and terminals...water, sewerage, light, power, transit and other purposes; and for the extent and location of public housing projects.
  - include recommended programs for the implementation of the plan...
  - (include) such other recommendations...in the plan as will...be beneficial to the municipality.

## Fundamentals of Planning and Plans

### Plans of Conservation and Development

#### Typical Plan organization:

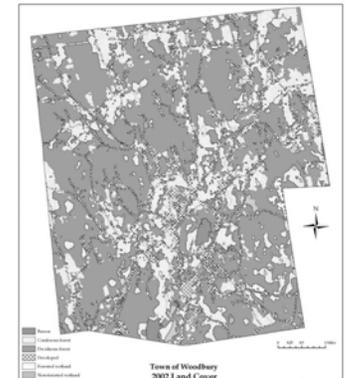
- **Introduction**
  - An introduction to town, Plans of C & D, and the recommendations.
- **Overall Conditions and Trends**
  - Information on issues that affect town residents as they prepare for the future.
- **Natural Resource Conservation**
  - Overview, assessment, and program for natural resource conservation.
- **Open Space**
  - Overview, assessment and program for open space protection and preservation.
- **Housing and Residential Areas**
  - Overview, assessment and program for housing and residential development.
- **Economic Development**
  - Overview, assessment and program for business and economic development.
- **Community Facilities**
  - Overview, assessment and program for town facilities and programs.
- **Transportation**
  - Overview, assessment and program for transportation and circulation.
- **Future Land Use Plan**
  - A compilation of the recommendations into an overall Plan for Roxbury.
- **Implementation**
  - An overview of how the Plan is to be implemented during the planning period.
- **Conclusion**
  - A summary of the plan and the planning process.

## Fundamentals of Planning and Plans

### Plans of Conservation and Development

#### Natural Resources—Land Cover

- Types of cover:
  - Water
  - Farm
  - Forest
  - Grass
  - Urban/developed
  - Locations
- What does it tell us?
  - Use
  - Change over time

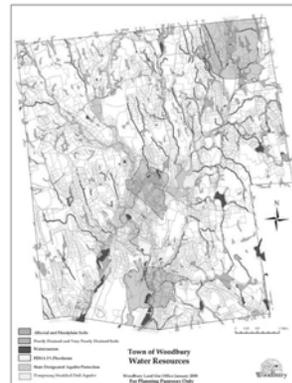


## Fundamentals of Planning and Plans

### Plans of Conservation and Development

#### Natural Resources—Water Resources

- Locations
- Type—streams, rivers, ponds, lakes, etc.
- Water Quality—surface, groundwater
- Aquifer protection
- Use—Drinking, recreation, fire?

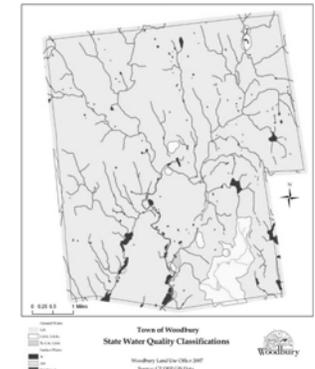


## Fundamentals of Planning and Plans

### Plans of Conservation and Development

#### Natural Resources—Water Resources

- State Water Quality Classifications



## Fundamentals of Planning and Plans

### Plans of Conservation and Development

- Open Space
  - Location
  - Types of Open Space:
    - Managed Open Space
    - Preserved or Protected Open Space
    - Perceived Open Space

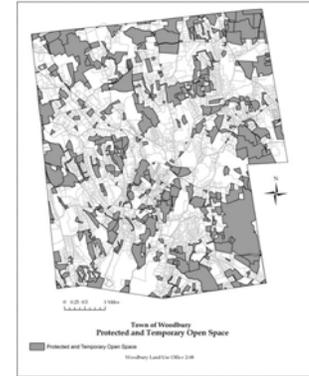


www.donaldpoland.com Source: Woodbury Plan of Conservation and Development 49

## Fundamentals of Planning and Plans

### Plans of Conservation and Development

- Natural Resources—Open Space
  - Protected and “Temporary” or Perceived Open Space
  - Why do care about the location of both?
    - Plan for future open space acquisition to create larger areas and connections.



www.donaldpoland.com Source: Woodbury Plan of Conservation and Development 50

## Fundamentals of Planning and Plans

### Plans of Conservation and Development

- Natural Resources—Open Space
  - Analysis
    - Where we are?
    - Where we want to go?
    - How we get there?



www.donaldpoland.com Source: Woodbury Plan of Conservation and Development 51

## Fundamentals of Planning and Plans

### Plans of Conservation and Development

- Evaluation of Residential Development
  - Pattern of Development
    - Developed Land
    - Undeveloped Land
  - Residential Build-out Analysis
    - Intent and Purpose
    - Mathematical Calculation
    - GIS Analysis
    - Benefits
    - Issues



www.donaldpoland.com Source: Woodbury Plan of Conservation and Development 52

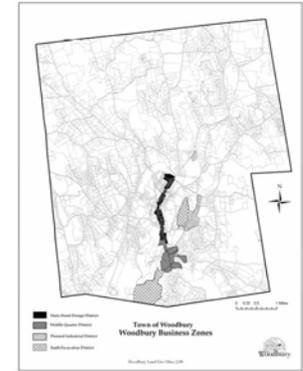
**Fundamentals of Planning and Plans**  
Plans of Conservation and Development

- Pattern of Residential Development
  - Subdivisions
  - Existing open space
  - Open Space acquired as a result of subdivisions



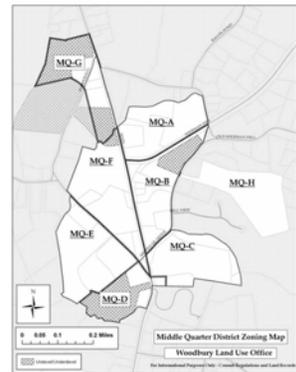
**Fundamentals of Planning and Plans**  
Plans of Conservation and Development

- Evaluation of Commercial Development
  - Pattern of Development
  - Developed Land
  - Undeveloped Land



**Fundamentals of Planning and Plans**  
Plans of Conservation and Development

- Evaluation of Specific Interest or Concern
  - Pattern of Development
  - Developed Land
  - Undeveloped Land
  - Concerns or issues?



**Fundamentals of Planning and Plans**  
Plans of Conservation and Development

- Community Facilities Planning
  - Location of existing facilities
    - Parks/Recreation
    - Government Administration
    - Public Safety
    - Sewer/water facilities
  - Need for expansion?
  - Potential for expansion?
  - Available land?
    - Town owned
    - Other



