This guide provides an overview for developing an infrastructure master plan at a subregional level. While each plan will ultimately reflect the special needs of that particular subregion, the steps to develop a plan are ultimately the same. The process contains five steps:

1. Sign MOA
2. Base Conditions
3. Community Facilities
4. Land Use / Transportation
5. Memorialize Decisions

Each step is outlined in this guide, and is discussed in five ways:

**What is the purpose of this step?**

**What critical questions and tasks should this step contain?**

**What is the relationship between this step and the next steps?**

**Who are the players that need to be involved in this step?**

Each step will contain a number of disciplines, or “players”, each of whom will have a purpose and role in that step. There are essentially three types of players that will be involved in the planning process:

- **Policy Stakeholders** – These are high level agency individuals who agree to work together, and craft the “big picture”, defining issues, goals, participants and products.

- A **Working Group** – Once the planning process begins, a Working Group is formed to provide the technical guidance needed to develop the plan and conduct the public involvement process. A Policy Stakeholder may continue on the Working Group, or may appoint a senior staff person to represent their organization. An appointee agrees to keep others within the organization informed and involved as may be needed.

- **The Public** – Elected officials and the public must be included in and kept informed during the master planning process.

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**1. Purpose of this Step**

To institutionalize the decisions made in Steps 2, 3 and 4 so that predictable outcomes for infrastructure can occur in the future.

**list of critical questions and tasks**

- What state, regional, county, local and other plans and policies need to incorporate the decisions resulting from the MOA?

- What is the process/time frame to amend or adopt for each identified?

- What process(es) are needed to update information as needed over time?

**relationship to next step**

Conclusion of this step fulfills MDA signatory obligation.

**2. Players**

**disciplines needed**

- Transportation Planning (State, MPO, County, local)
- Environmental
- Agriculture
- Institutions (schools, library, religious, police, fire)
- Elected officials, Developers, and the Public

**purpose and role of each player**

- Transportation Planning, Modeling, Design - DelDOT/OTC
- Community Planning - OSP/State, MPO, County, local
- Environmental - DNREC
- Agriculture - DDA
- Institutions - (local governing body, schools, library, religious, police, fire)

**participants**

- Secretary of Transportation
- Secretary of DNREC
- Secretary of Agriculture
- Heads of Office of State Planning, MPO, County Executive, Mayor(s)
- School District(s) superintendent(s)

**3. Product(s)**

**interim**

- Approved, amended and/or executed documents that institutionalize master plan:
  - State level plans
  - MPO plans and policies
  - County master plan
  - Local plans
  - School district plans
  - Developer agreement(s)

**final**

- Approved, amended and/or executed documents that institutionalize master plan:
  - State level plans
  - MPO plans and policies
  - County master plan
  - Local plans
  - School district plans
  - Developer agreement(s)

**4. Duration**

**about how long**

Dependent on type and number of policies that require amendment, and agreements to be developed.

**5. Concurrence Requirements**

**internally**

Internal and external concurrency achieved through documents

**externally**


Memorialize Decisions

The purpose of Step 5 is to develop the tools which will allow the plan to be implemented. Depending on the type of future land use, economic development and transportation infrastructure decisions made in Step 4, policies at the local, county, regional or state level will need to be amended. New policy documents may also need to be created, such as a developer recoupment agreement to provide infrastructure in a growth area.

Each plan or policy that needs to be amended or created should be identified. The Working Group should develop an Action Plan which identifies who will lead, who will support and the expected timeframe for developing and implementing each tool.

What are the products that this step will produce?
Each step will produce a product or products that will move the plan forward towards completion.

How long will this step take?
It is important to work towards the purpose of each step. Time will vary depending on the size and complexity of the plan being undertaken, the particular step and other variables.

Concurrence Requirements
For the process to move forward, at the conclusion of each step, each entity participating in the Memorandum of Agreement (MOA) must agree with the products of that step. This agreement signals that the plan can proceed to the next step.

Concurrence is both internal and external. Participants may need to discuss an issue within their organization or agency and bring comments or approval back to the group. Externally, depending on the step, the group may also need to seek consensus with elected officials or the public.
The process to develop an infrastructure master plan contains five steps:

Step 1: Sign Memorandum of Agreement, or MOA
Step 2: Base Conditions
Step 3: Community Facilities
Step 4: Land Use/Transportation
Step 5: Memorialize Decisions

Step 1, Sign MOA, provides the framework, or “vision” for what is to be accomplished in the plan. This vision becomes the guiding force to make and measure decisions. The vision is revisited throughout the process as more information becomes known and understood. Each subsequent step builds on the previous step to achieve this vision.

Step 2: Base Conditions, accomplishes three tasks:
- Assembles the base data needed for the plan
- Defines what natural, built and farmland assets exist and where their boundaries are
- Defines the future built areas, or centers

Step 3: Community Facilities, defines the infrastructure elements which form the public framework, or context, for the plan. Community facilities may include:
- Education
- Emergency Services
- Health Care
- Libraries and Cultural Facilities
- Sewer availability
- Green infrastructure, including parks and trails

Step 4: Land Use/Transportation, defines the type, nature and tools needed for future land use, economic development and transportation.

Step 5: Memorialize Decisions, is a final, critical step. Step 5 lays out how the plan will be implemented, by whom, and within what time frame. This step defines what plan and policies need to be created, or what existing plans and policies need to be amended, to implement the decisions made in Steps 2, 3 and 4.

Elected officials and the public are kept informed throughout the process. Their input is sought at key milestones to help shape the decisions that will move the plan forward to the next step.
Once the existing and future needed community facilities have been defined, existing and future land use, economic development, and transportation infrastructure can be identified in the context of where existing and future centers were defined in Step 2: Base Conditions and the existing community facilities and future needs identified in Step 3, land use and economic development should be discussed. To support these scenarios, land use should be defined in fairly specific terms - the types of uses, the range of densities, and the nature of economic development. To fully evaluate land use and economic development scenarios, the transportation and sewer infrastructure improvements needed to support these scenarios should be defined.

The Working Group may want to develop possible growth scenarios to discuss with the elected officials and the public. Land use should be defined in fairly specific terms - the types of uses, the range of densities, and the nature of economic development. To fully evaluate land use and economic development scenarios, the transportation and sewer infrastructure improvements needed to support these scenarios should be defined.

The Working Group may want to develop possible growth scenarios to discuss with the elected officials and the public. Land use should be defined in fairly specific terms - the types of uses, the range of densities, and the nature of economic development. To fully evaluate land use and economic development scenarios, the transportation and sewer infrastructure improvements needed to support these scenarios should be defined.
Developing an Infrastructure Master Plan will require participation from transportation, planning, environmental, agriculture, education and other entities. The first step is to define what entities need to be involved at a "big picture" policy level. Once these Policy Stakeholders agree to work together and have discussed what they want to accomplish, an MOA should be prepared.

The MOA defines the vision for the Infrastructure Master Plan. It provides a written understanding of the specific goals to be accomplished, an understanding of the process and products that will be developed and documents the commitment of all signatories to work together. It is typically signed by heads of agencies or organizations. These entities, in turn, form a Working Group who will guide the master planning process.

Public involvement is a very important component of the planning process. A MOA should have a section that states that the elected officials and the public will be involved. At each step in the process, those developing the plan should consider whether the public is to be involved, and the nature of decisions or comment they will be asked.

The MOA parties should discuss and create a set of ground rules to follow in each meeting. This creates a uniform set of expectations that will help the planning process move more smoothly and efficiently. A typical set of ground rules could be:

- Each person must consistently participate for the process and the end result to be successful.
- Follow through on commitments. Each participant is responsible for providing whatever input, information or materials are within their responsibility. Each person must be responsible for providing comment, whether in agreement or disagreement. Silence is considered agreement.
- A range of opinions strengthens the analysis and decision-making process.
- Working together will sometimes bring conflict, but conflict is sometimes necessary to reach a decision.
- Be respectful of peoples’ time. Start on time; end on time. Limit side conversations.

A signed MOA signals that Step 1 has been completed, allowing the process to move forward to Step 2.

### 1. Purpose of this Step

To identify potential locations for future community facilities within the areas identified in Step 2

**list of critical questions and tasks**

Working Group to discuss:

- Where are our existing community facilities:
  - public and private schools?
  - sewer/utilities?
  - libraries?
  - emergency services?
  - green infrastructure?

- What base information exists to answer these questions and in what form is it?

- What are our future community facility needs?

- What are the policies that guide/change locating these facilities?

- How is this information updated? (ex. public school needs are defined by population projections; need identified in 10 Year Plan)

This information will be mapped as a layer over the base conditions and used to make future community facility, land use and transportation decisions

### 2. Players

**disciplines needed**

- Transportation Planning (State, MPO, County, local) - including population projections
- Environmental
- Agriculture
- Institutions (schools, library, religious, police, fire)
- Transportation Planning and Design - DelDOT/OTC
- Community Planning - OSP/State, MPO, County, local
- Environmental - DNREC
- Agriculture - DDA
- Institutions - (local governing body, schools, library, religious, police, fire)

**purpose and role of each player**

- Senior Transportation staff
- Senior DNREC staff
- Senior Agriculture staff
- Designees from Office of State Planning, County Executive
- Head of MPO, Mayor(s)
- School District(s) superintendent(s)

**participants**

- Senior Transportation staff
- Senior DNREC staff
- Senior Agriculture staff
- Designees from Office of State Planning, County Executive
- Head of MPO, Mayor(s)
- School District(s) superintendent(s)

### 3. Product (s)

**interim**

Base conditions map with community facilities overlaid

**final**

### 4. Duration

**about how long**

To be defined in initial planning process and adjusted as necessary as project moves forward

### 5. Concurrence Requirements

**internally**

Concurrence on community facility layer

**externally**

MOA group to brief elected officials on community facilities layer
Community Facilities

Community facilities include schools, libraries, houses of worship, emergency services and open space. These facilities form the heart of a community, and the framework of the Plan.

Existing community facilities should be mapped over the Base Conditions defined in Step 1. The Working Group should discuss and evaluate future community facility needs in relation to the Base Condition mapped in Step 2, and the existing community facilities mapped in this step.

The Working Group should brief elected officials on the findings of this step. Consensus on future community facility needs concludes this step.

1. Purpose of this Step

To assemble the Policy Stakeholders and commit to work together through an agreement

- list of critical questions and tasks
  - Policy Stakeholders to discuss:
    - What are our critical issues?
    - What do we want to accomplish?
    - What information do we need to get there?
    - Who needs to be involved, and at what level, to make this happen?
    - What support do the partners need to make this commitment?
  - To develop this plan:
    - What plans and policies must ultimately be adopted or amended to reflect the plan that results from this MOA?
    - How will information be updated?

- relationship to next step
  - The MOA forms the foundation for the master plan process.
  - Those signing the MOA must be able to provide, review and verify the information necessary to develop base conditions.

2. Players

- disciplines needed
  - Transportation Planning
  - Environmental Planning
  - Agriculture Institutions (schools)

- purpose and role of each player
  - Transportation Planning and Design - DelDOT/DTC
  - Community Planning - OSP/State, MPO, County, local
  - Environmental - DNREC
  - Agriculture - DDA
  - Institutions - (local governing body, schools)

- participants
  - Secretary of Transportation
  - Secretary of DNREC
  - Secretary of Agriculture
  - Heads of Office of State Planning, MPO, County Executive, Mayor(s)
  - School District(s) superintendent(s)

3. Product (s)

- interim
  - Draft MOA

- final
  - Final MOA

4. Duration

- about how long
  - 3 months or less

5. Concurrence

- internally
  - Each stakeholder to define what internal entity (departments, governing boards, etc.) needs to be briefed for project to move forward at this and each step

- externally
  - MOA group to define what other entities may need to be briefed if not participating
  - MOA group to brief elected officials about the MOA and steps of the process

Infrastructure Master Plan Process
In Step 2, Base Conditions are defined. Three critical tasks are undertaken:

**Assemble Base Data**
It is important to have good base data and aerial mapping to guide decision-making in all future steps. Each player in the Working Group will likely have important information that ideally should be captured in layers on base mapping.

Base mapping should be at sufficient detail to allow working at a parcel level in subsequent steps. Once the base mapping is assembled, the Working Group should:

**Define Area Boundaries** for the existing natural environment, the built environment, and the farm environment.

**Define Future Centers.** Future centers are areas where growth can, should and will occur.

Infrastructure decisions in Steps 3 and 4 must support the natural, built, and farm environments and where growth is desired. Once the Working Group agrees on the boundaries for these components, the map should be reviewed and discussed with elected officials. Concurrence on the defined boundaries moves the plan to Step 3.

### 1. Purpose of this Step

To identify and agree on the boundaries for the three major assets (natural, built, farm) and future centers in the master plan.

**list of critical questions and tasks**
- Where are our existing area boundaries for:
  - natural (environmental) areas?
  - built areas/centers?
  - farmland?
- Where are our future centers?
- What base information exists to answer these questions and in what form is it? How is it updated?

### 2. Players

**Disciplines needed**
- Transportation Planning (State, MPO, County, local) - including population projections
- Environmental
- Agriculture
- Institutions (schools)

**Purpose and role of each player**
- Transportation Planning and Design - DelDOT/DTCDMC
- Community Planning - OSP/State, MPO, County, local
- Environmental - DNREC
- Agriculture - DDA
- Institutions - (County and local governing body)

**Participants**
- Senior Transportation staff
- Senior DNREC staff
- Senior Agriculture staff
- Designees from Office of State Planning, County Executive Head of MPO, Mayor(s)
- School District(s) superintendent(s)

### 3. Product (s)

**Interim**
Draft base conditions map with natural, built and farm boundaries delineated at a conceptual level.

**Final**
Refined base conditions map with natural, built and farm boundaries and parcel lines delineated and issues identified.

### 4. Duration

**About how long**
To be defined in initial planning process and adjusted as necessary as project moves forward.

### 5. Concurrence Requirements

**Internally**
Concurrence on defined boundaries for natural, built and farmland areas, future centers.

**Externally**
MOA group to brief elected officials on defined boundaries.