

# Imagine West Shore

## C.1 Implementation Summary

As conveyed through its mission statement, the IWS Joint Comprehensive Plan establishes a vision for the future of the boroughs of Camp Hill, Lemoyne, and Wormleysburg. Achieving that vision will require ongoing dialogue and cooperation among many different people and organizations in the region. The IWS Steering Committee guided this important regional comprehensive planning process and determined the most appropriate strategies for addressing important issues.

From the outset, they identified several themes relating to the need for regional cooperation and implementation; most notably, the need for increased coordination of public improvement projects within and among municipalities and the need to get more citizens involved, build capacity, and grow the regional volunteer base. With those directives, the Steering Committee completed their work with a focus toward regional implementation of the plan's many key strategies, while still allowing each borough the ability to implement strategies within their own community.

While the IWS Steering Committee had primary responsibility for the planning process, another group, the West Shore Collaborative Task Force (WSCTF), was tasked with developing an effective organizational system (tentatively called the *West Shore Collaborative*) to get the region on a path to implementation. Task Force representatives from each community met over the course of several months to learn about other successful community and regional implementation systems; discuss viable organizational options for structure, operations, oversight, etc.; and determine a preferred implementation system for pursuing and successfully completing larger, more regional types of projects.

Based on their own community knowledge and experience—and most importantly their strong desire to “get moving and working on regional projects”—the WSCTF reached general consensus on the development of a simple system of regional coordinating committees

to implement the IWS Joint Comprehensive Plan. Although not as strictly prescribed as a formalized Intergovernmental Cooperation Agreement (ICA), Task Force members concluded that this type of organizational structure will provide a viable framework to establish and cultivate strong working relationships among the three communities. In the immediate term and over the long run, the West Shore Collaborative (WSC or Collaborative), as proposed, can establish a positive track record of implementation. Further, the three boroughs will be in a much better position to investigate a more formalized organization for regional planning, policy development, and project execution.

With the adoption of the IWS Joint Comprehensive Plan, the three communities have the opportunity to finalize the details of this implementation system, secure their respective borough's sign-off on the West Shore Collaborative model, and finally, begin implementation. The Task Force is proposing that the West Shore Collaborative be structured as a committee system with representation from each of the three participating boroughs. Oversight of the organization/implementation system will be provided by a “Regional Coordinating Committee”. A series of “Functional Committees” will each be responsible for the implementation of regional initiatives in the following fairly broadly defined areas: Community Infrastructure, Economic Development, and Quality of Life. The Task Force envisions that the functional committees will each take responsibility for fairly broad functional areas. An example of the types of issue/project areas is shown below:

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Functional Committees		
Economic Development	Community Infrastructure	Quality of Life
Downtown Revitalization	Roads	Housing
Commercial / Industrial Redevelopment	Bridges	Public Safety
Workforce Development	Sidewalks	Open Space / Recreation
Historic and Cultural Assets	Water	Municipal Services / Planning / Code Enforcement
	Sewer	Schools
	Stormwater	
	Transit	
	Streetscapes	

The individuals initially appointed by their respective communities to serve on the proposed West Shore Collaborative Coordinating Committee will have the responsibility of prioritizing the key regional strategies identified in the IWS Joint Comprehensive Plan (Section B) and assigning them to one of the functional committees for implementation. The functional committees will then be tasked with undertaking the work of selected high priority regional projects/programs. It will be important that none of the functional committees take on more work than their current level of resources (financial, volunteer, and community partnerships) will allow them to complete successfully.

There is a great deal of work to be done to get the region from the point of agreeing to an organizational structure to actually getting down to business. Cumberland County is committed to partnering

with the region. They are working to ensure that these three communities have the resources and assistance needed to bridge the gap between the intense planning process and the creation of a viable and sustainable organization with the capacity to proceed with regional implementation.

## **To Keep Moving Forward: Focus on Organizational Development**

Organizational development is the process through which an organization develops the internal capacity to be the most effective it can be in working towards its mission and sustaining itself over the long term. The individuals representing the three boroughs on the WSC will need to be both motivated to tackle the hard work of organizational development and appreciative of the importance of the connection between achievement of the region's vision and the strengths of the organization.

The proposed WSC will be comprised of a diverse set of components that will define its effectiveness and sustainability over time. In addition to launching the exciting work of implementing regional projects, the boroughs of Camp Hill, Lemoyne, and Wormleysburg must also keep their focus on the overall growth and development of the regional organizational structure. While perhaps not as exciting as rolling up their sleeves to start working on actual projects, these efforts will ensure that the WSC will remain in alignment with the IWS mission and that the Collaborative is set up for success going forward. Moving forward together, these communities will further define and refine the following core components of the WSC organization:

### **Governance and Structure**

The WSC will need to ensure they have a viable organizational structure and policies for decision making. They will need to work toward seamless relationships among committees and borough

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elected and appointed officials and staff members, as well as establish clear committee roles and responsibilities, governance systems and structures. Finally, they will benefit greatly from the development of individual committee members' skills and capacity and from planning for leadership development and transitions.

## **Strategic Thinking and Planning**

Using the IWS Joint Comprehensive Plan as their strategic road map, the Collaborative's work will have clear priorities and be able to focus on a reasonable number of regional initiatives and key strategies. Periodically, the organization will need to take stock of their strengths and weaknesses and the environment in which they work in order to (re)set clear goals, objectives, strategies, and tactics. Additionally, the organization should recognize the importance of adapting to change, internally and externally, to keep regional initiatives on track.

## **Program and Project Development and Implementation**

The WSC will need to pay careful attention to identifying desired outcomes, developing appropriate activities, and giving staff and/or volunteers the necessary resources. Likewise, the organization will not remain effective if they do not monitor their results and adapt the program to new information and lessons learned from evaluation.

## **Evaluation, Learning and Accountability**

To be effective, the WSC must be accountable to its constituents, including funders, their own committees, and respective communities. They will need to be active in evaluating their work and learning from success and failure. The organization will need to make a commitment to documenting their work, reporting and communicating in timely and appropriate ways, and aspiring to be transparent to their internal and external publics (**See Model Regional Communication Plan**). Being a learning organization means having the systems in place to evaluate progress and having an organizational culture that is willing to learn and open to change.

## **Human Resource Management**

People are the most valuable resource an organization has. How the Collaborative develops and manages people will be critical to their productivity and success. The organization should strive to develop volunteers that embrace and support the organization's values, vision, and mission. They should also embrace their role in providing individuals with avenues of service and opportunities for personal development that match their skills and interests. Furthermore, the WSC will need to appreciate that their volunteers must take care of themselves and not be overwhelmed or exhausted by the work.

## **Organizational Culture**

Organizational culture includes written and unwritten rules that shape and reflect the way an organization operates. In short, it is how people do the work of the organization. It is the environment in which decisions are made and conflicts are resolved. The management structure, tone, and appearance of publications of the West Shore Collaborative will be true expressions of the organization's culture.

## **Management Systems and Structures**

If organizational culture is the informal, invisible way the organization works, the management systems and structures are the formal and visible ways the Collaborative will complete its work. In effective organizations, these systems and structures are aligned with the organization's vision, values, and mission. They are reviewed and adapted regularly so that they stay responsive to the current needs of the organization. Policies and procedures are documented in writing, as appropriate and understood by the people most affected by them.

## **Resource Development**

Organizations that have all the other core components in place cannot be successful without resources to do the work. To be effective, the WSC must have clear plans for resource development

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and the human capacity to implement those plans. Sustainable resource development requires clear understanding of each committee's regional priorities, programs, and financial objectives, as well as a long-range plan and an annual plan for funding.

## Model Regional Communication Plan

### **Introduction / Purpose**

As conveyed through the adopted mission statement, the IWS Joint Comprehensive Plan will establish a vision for the future of the participating communities. Achieving that vision will require ongoing dialogue and cooperation among many different people and organizations. When communities expand their planning scale beyond their own borders, the resulting region requires a strong framework to guide their efforts. To that end, these communities have proposed establishing a system responsible for implementation of the plan called the West Shore Collaborative. This proposed organization will require a good strategic Regional Communication Plan as one of the fundamental building blocks for effective and accountable plan delivery.

For the purposes of this regional planning effort, the region should adopt a Regional Communication Plan with a focus on both the short and long term. Short-term activities will guide communications during the completion and adoption of the plan and start up of the implementation effort. In the long term, activities will direct and sustain communication throughout regional implementation. The following Model Regional Communication Plan proposes a proactive approach to foster effective two-way communication, enable regional problem solving, and deliver strong and consistent information that will reinforce the idea of a region with one common purpose: the citizens.

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## **Model Regional Communication Plan**

### **1. Core Communication Values / Foundation for Regional Communication**

The following core values are essential to cultivating effective regional communication:

- Communication is a two way process. The region will work to emphasize and practice active listening and encouraging feedback.
- Communication will be accurate and timely. To be influential, regional communication must be credible.
- Communication will be grounded in the interests and language of the receiver in both content and context.
- Communication will be compelling and continuous to compete for regional audience attention.
- Evaluation is an essential tool in continual communication improvement.

Through commitment to the above core values, the region will be able to build and maintain a strategic communication system based on a strong foundation, including the following principles:

- Participating communities are committed to making a good start in the regional planning effort and then turning that momentum into an established pattern for communication. Early and continual communications will be key to developing a long-term regional communication system.
- No one community will dominate regional communication. As in the planning process, all must participate equally.
- Although the Regional Communication Plan has an overall regional goal (objectives, initiatives, and actions), it will respect local and regional differences.
- The success of the regional communication effort will require that the region invest in it. Communication, like all aspects of inter-municipal cooperation, takes resources. The region will address, at the earliest possible time, where such resources will come from and how they will manage them over the long term.
- For the Plan to achieve sustainable implementation, the communication system needs to come from a stable institutional base. The strategy requires both strong leadership and accountability to ensure the consistent delivery of communication activities.

### **2. Communication Ground Rules**

It is important to agree to a set of ground rules for communication at the initial stages of the planning process. They are an important basis for valuing and respecting the individuals and organizations from the participating communities as

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well as the communities themselves. The ground rules define a behavioral model which addresses how individuals work together, communicate, participate, cooperate, and support each other. They may be used to define and standardize procedures, use of time, work assignments, meeting logistics, preparation, minutes, discussion, reporting, respect, and courtesy. To be effective, ground rules must be clear, consistent, agreed to, and followed; furthermore, they should be added to and revised as needed.

## Meeting Logistics

- The Coordinating and Functional Committees will each establish a schedule of regular meetings based on the scope of their current initiatives on a date and time as agreed to by the communities. Location of the meeting will rotate among the communities.
- All meetings will have an agenda. The agenda and any additional materials to be discussed at the meeting will be developed by the respective Committee Chair or their designee and distributed to committee members ahead of the meeting in enough time to absorb the information.
- Committee members are responsible for contacting the Committee Chairperson(s) with any agenda items they want to include at least two weeks prior to each meeting. Agenda items can be added at the meeting with the concurrence of the committee members present.
- All Committee members are expected to attend regularly scheduled meetings unless they are out of town, on vacation, or sick. If a Committee member is unavailable, he or she may have a designated, empowered representative attend in his or her place.
- Meetings will start promptly. All members are expected to be on time. If, for extenuating circumstances a member is late, he/she must catch-up on his/her own.
- Each Committee will designate an individual responsible for taking and distributing meeting minutes, including an action item list identifying deadlines and responsible individuals.
- Meeting minutes will be distributed within a reasonable timeframe following each meeting.

## Regarding individual rules of engagement, all Committee Members will:

- Emphasize collaboration and use consensus for important decisions and issues. For less important issues, committees will rely on a subject matter expert with input from others. When the committee cannot reach consensus, an agreed upon alternative method for reaching a final agreement is implemented.
- Practice both active and reflective listening. Before making a point, members will confirm to the group that they appreciate the views of others by restating their point and seeking agreement that they truly understand the prior points.
- Practice self respect and mutual respect.

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- Avoid finger pointing—address the process not the individual. Criticize only ideas, not people.
- Focus on the future, instead of getting stuck in the past.
- Watch for "trigger" words – remembering that language IS important.
- Be open to new concepts and to concepts presented in new ways. Keep an open mind. Appreciate other points of view.
- Agree to disagree, when necessary.
- Participate enthusiastically.

## Regarding Committee rules of engagement, all Committees will:

- Include everyone in the discussion. Allow each participant to speak on an issue once before anyone gets to speak twice on the same issue.
- Handle differences or conflicts openly and positively. Differing perspectives about issues and approaches will be regarded as *problems to be solved* rather than as *battles to be won*.
- Ensure only one person talks at a time. Allow the person speaking to finish his/her statements. Don't interrupt someone while he/she is talking.
- Avoid the use of "killer" statements; don't shoot down ideas.
- Participate in "one" meeting and discuss items being handled by the entire group. Questions, ideas, and thoughts are shared with the whole group – rather than in sidebar conversations.
- Share the responsibility for keeping each meeting on track (and, when necessary, call for a review of the ground rules).

### **3. Overall Goal**

The primary goal of the plan is to create a common framework for the effective development and delivery of regional communication both throughout the planning process and following plan adoption. Each community accepts their role in the course of the planning process to create an environment that will produce positive and constructive communication. Moreover, the region accepts responsibility for working together to achieve consistent, efficient, and high impact regional communication toward the long term visibility and viability of the effort.

### **4. Focus on Short- and Long-Term Communication**

For the immediate timeframe, the communities will spend the coming months completing the plan and finalizing the details of the implementation system, securing their respective community's sign-off on the regional committee model

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and finally, beginning implementation. In the short term, the Regional Communication Plan will provide an internal structure to define how all involved communicate:

- with the County and any professional advisors;
- among its members; and,
- back to each municipality's elected and appointed officials.

Over the long term, the Regional Communication Plan will ensure that the implementing organization delivers timely, clear, and consistent communication to its stakeholder audiences. The established organizational framework – based on strong leadership – will ensure that the communication activities keep pace with plan implementation and remain focused on the relevant issues of the region.

Most importantly, the Regional Communication Plan will serve as a guide to managing the involvement and, when necessary, conflicting viewpoints of a wide range of stakeholders. Understandably, the participating communities do not all have the same interests, agendas, or priorities. The communication system provides a process to account for and respectfully accommodate these differences so that the region can take the resulting recommendations seriously. The process will also ensure that the region is ready to take advantage of all opportunities both while developing the plan and as implementation gets underway.

## **5. Objectives**

The following objectives define what the region wants to achieve through communication.

- Engage all key internal and external audiences impacted by the regional comprehensive plan.
- Ensure that both internal and external stakeholders understand the goals, objectives, and expected outcomes of the regional comprehensive plan.
- Exploit innovative and existing communication channels and techniques to maximize awareness and understanding of both the regional plan and the regional implementation effort.
- Establish an element as part of the implementation effort (e.g., Regional Communication Team) to ensure an integrated and consistent approach to sustainable communications within the region and beyond.

## **6. Key Audiences**

- Regional Plan Steering Committee
- Implementation/Organizational Committee
- Municipal Staff

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- Local Elected Officials
- Planning Commissions
- Zoning Hearing Boards
- Parks/Recreation Commission
- Shade Tree Commission
- Environmental Advisory Council
- Public Safety and Emergency Service Providers
- Residents
- Property Owners
- Community Development Organizations (Local / County)
- Economic Development Organizations (Local / County)
- Civic Associations (Local / County)
- Educational Institutions
- Business Sector (Industrial/Commercial) Partners
- Neighboring Municipalities
- County Officials and Agencies
- State Officials and Agencies
- Federal Officials and Agencies

## **7. Key Message**

In the short term, the Regional Communication Plan will establish a simple yet clear and effective key message for external communication:

***EXAMPLE: The participating communities have joined forces to plan for the future of the region. Through the efforts of the implementation effort/organization, these communities will work to advance the quality of life in region by identifying, evaluating, and implementing community and economic development strategies consistent with the Regional Comprehensive Plan. There is great strength in unity, and by coming together to develop and implement a regional comprehensive plan, these communities are greatly enhancing their ability to get things done.***

## **8. Critical Initiatives**

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The following critical initiatives will enable the participating communities to operate both during the process to create the plan as well as going forward with implementation.

- Develop and commit to implement both short-term and long-term regional communication plans.
- Establish roles, responsibilities, and expectations of committee members as well as any professional advisors.
- Agree upon the approach for dealing with conflicts before they arise. Set up a structure specifically to deal with potential conflicts – such as a Regional Communication Team (RCT) – so that if a situation does occur, there is a neutral path that individual participants, organizations, and/or the region can take to mitigate the negative effects. A RCT could use a convener to guide the team. The convener role may be better played by a regional business or nonprofit partner.

## **9. Communication Tools**

Methods to carry out the Region’s communications initiatives will include:

<input type="checkbox"/> Media Statements / Press Releases	<input type="checkbox"/> Annual Regional Meeting/Event
<input type="checkbox"/> Annual Reports	<input type="checkbox"/> Newsletters
<input type="checkbox"/> Website	<input type="checkbox"/> Q&A / FAQ Sheets
<input type="checkbox"/> Fliers / Brochures	<input type="checkbox"/> Background Papers
<input type="checkbox"/> Letters / Memos	<input type="checkbox"/> Speakers Bureau
<input type="checkbox"/> PowerPoint Presentations	<input type="checkbox"/> Videos
<input type="checkbox"/> Personal Communication	

## **10. Specific Actions: Short-Term**

In the short term, communication activities will focus on developing and managing an internal system for both the Regional Plan Steering Committee and the group considering the implementation framework under which to operate during the regional planning and capacity building process.

Activity / Message / Method	Audience	Timing / Frequency	Responsibility

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## **11. Specific Actions: Long-Term**

Over the long term, the Regional Communication Plan will ensure that the region works proactively to deliver timely, clear, and consistent communications to its stakeholder audiences. Once the Coordinating Committee is in place, they will establish a communication team and/or subcommittee with responsibility for developing, implementing and reviewing all communication activities. This committee – based on supportive leadership and strong accountability – will ensure that communication activities keep pace with plan implementation and remain focused on the relevant issues of this region. Recommended long-term communication activities include regular reporting to the communities, regular updates or inserts in each of the three community newsletters, development and maintenance of a regional website, annual event and related document to report on and celebrate regional accomplishments.

## **12. Evaluation and Improvement**

The region will measure the success of the Regional Communication Plan by the extent to which they achieve both their communication and plan implementation objectives. Ongoing evaluation, review and improvements will ensure that communications activities keep pace with the implementation of plan and remain focused on the relevant regional issues.

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## Future Consideration:

### Intergovernmental Cooperation Agreement

Should the region wish to investigate a formal Intergovernmental Cooperation Agreement (ICA) at a later date, there are a number of issues to consider:

#### Basic Provisions of the Intergovernmental Cooperation Act

The Pennsylvania legislature enacted the Intergovernmental Cooperation Act of July 12, 1972, P.L. 762, which is now codified as 53 Pa.C.S. §§ 2301 to 2315. The Act authorizes two or more "local governments" to "...jointly cooperate...in the exercise or in the performance of their respective governmental functions, powers or responsibilities." 53 Pa.C.S. § 2303(a). In order to do so the local governments are required to enter into "...any joint agreements as may be deemed appropriate for such purposes."

A local government may institute intergovernmental cooperation by an ordinance of its governing body, and also it may be required to take such action if so directed by voter approved initiative or referendum. 53 Pa.C.S. § 2305. Ordinances approving inter-municipal cooperation must specify the conditions of the agreement, the duration, the purposes, the manner and extent of any financing, the organizational structure necessary to implement the agreement and the manner in which any property, real or personal, shall be acquired, managed or disposed of. 53 Pa.C.S. § 2307.

#### Other Issues of Intergovernmental Cooperation Agreements:

In addition to the basic provisions of ICAs set forth above, the following are additional issues that municipalities should consider in pursuing more formalized ICAs:

- Drafting the ordinance to allow modifications to the agreement after the ordinance is enacted. If the ordinance approves a specific draft of an agreement, there has to be a new ordinance enacted to approve a modification to the agreement.

- Adding general language authorizing municipal officials to take all actions such as "Borough Council is authorized to take such other action as may be necessary to carry out the purposes of this Ordinance in connection with the implementation of the Agreement."
- Ensure the ordinance for each local government has similar provisions concerning modification of the agreement and authorization to take all necessary action.
- Consider a joint legal advertisement for the proposed ordinance for all three boroughs to lessen advertising costs.
- No borough should enact the ordinance before the language of the Intergovernmental Cooperation Agreement is finalized.
- Determine who will draft the agreement and how the three boroughs will allocate initial costs.
- Make sure the agreement spells everything out. Accept no assumptions and force each governing body to consider all issues.
- Address the procedure for making and communicating future decisions regarding the agreement.
- Ensure that if any other statute (e.g. the PA Municipalities Planning Code) is involved, the terms of the agreement comply with that statute.
- Clearly address how any costs are going to be allocated or shared.
- Address whether other local governments can join into the agreement, withdrawal of a participating local government, complete termination of the agreement, and dispute resolution procedures, such as mediation.

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## **In Closing...**

In closing, adoption of the IWS Joint Comprehensive Plan or development of any regional implementation organizational structure should not be interpreted to suggest that the regional planning program and collaboration process for the IWS region is complete. Actually, adoption of the joint comprehensive plan signifies the region's future planning, collaboration, and implementation activities are just beginning. Strategies and recommendations have been established for the future of the IWS region in a number of social, environmental, and physical areas. It will be up to each community along with its leadership, residents, and volunteers to continue communicating and collaborating on local and regional implementation projects to attain the IWS vision.

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### **C. Implementation**

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