

CHAPTER 18

Plan Administration and Implementation

County government in Pennsylvania operates within a limited scope of planning authority by virtue of the autonomous nature of the local government authority. The Pennsylvania Municipalities Planning Code (MPC) sets forth planning directives for County and local governments. County governments are required by law to adopt a comprehensive plan, while local municipalities may do so at their option.

Under the Pennsylvania MPC, the County plays an advisory role in plan preparation and implementation at the local municipal level. This position of limited County authority is clearly defined by provisions of the MPC which authorize local zoning and subdivision and land development ordinances to supercede the jurisdiction of any similar ordinance adopted by the County. Provisions that MPC indicate that municipal comprehensive plans shall be “generally consistent” with the adopted County Comprehensive Plan.

The programs and plans of local governments are in many instances conflicting. The major effort in County plan implementation must be to promote intergovernmental cooperation and coordinate planning among the various levels of government. In order to be effective, the County Comprehensive Plan should function as the integrating force for local municipal plans.

The plan can also be helpful to the County agencies and departments by providing data needed for their own activities. The Plan provides county agencies the governing body's policies on matters which might fall within the realm of their functions. In particular the Housing and Redevelopment Authorities, Solid Waste Authority, Transportation Authority, Transportation Department, Conservation District, County Engineer, Tax Assessment Office, and County Planning play mutually supporting roles in both maintenance and implementation of the comprehensive plan. All interests stand to gain in the long run from being able to fit their goals, objectives, and plans into the overall framework of the County's Comprehensive Plan.

Plan administration, and implementation, therefore, involves a variety of supporting activities. The most important aspect is the sincere commitment of County and local officials to achieve the goals and objectives of their respective comprehensive plans, in a mutually supportive manner. It is imperative that both the public and private sectors fully realize the implications of this commitment to the comprehensive planning process. Such a commitment requires effective personnel to carry out the plan policies, as well as, providing adequate financial support.

Successful plan implementation also requires an effective capital improvements program. A capital improvement is normally considered any expenditure for physical facilities associated with a governmental body. It includes costs for land acquisition or interests in land; construction and major alterations to buildings or other structures, street construction or utility installation, fixed equipment, landscaping, and other similar expenditures.

A capital improvement program is a multi-year schedule of projects, and the planned expenditures budgeted necessary to finance them. The program normally covers a six-year period consisting of the upcoming budget year, and a five-year period beyond. It is usually prepared annually and adopted as part of the regular municipal operating budget.

It is recommended that the County take full advantage of available federal, state, regional, county, and local resources to achieve its planning objectives. Also, two Universities located in the region function as valuable technical resources. The Pennsylvania State University Campus, in Dauphin County maintains a graduate level curriculum in Public Administration and the Institute for State and Regional Affairs. The Pennsylvania State Data Center of the U.S. Bureau of Census is also located on this campus. Shippensburg University in Cumberland County maintains undergraduate and graduate level planning and local government administration related curriculums. In particular, the University maintains the Center for Local and State Governments, which is located on campus. Technical assistance and services are available through the Center.

The following policies and courses of action of the Planning Commission are set forth as prerequisites to accomplishing the recommendations of this Plan.

1. Establish the following standing committees to assist in its review planning functions:
 - Land Use Committee
 - Transportation Committee
 - Housing Committee
 - Community Facilities Committee
 - Codes and Ordinances Committee
 - Plan Review Committee
2. Promote County and Municipal coordination through the county's Outreach Program.
3. Maintain active representation on the Harrisburg Area Transportation Study Technical and Coordinating Committees.
4. Maintain active representation on the Tri-County Regional Planning Commission.
5. Maintain active representation in the County's Farmland Preservation Program.
6. Actively promote local government participation in the Local Planning Assistance Program.
7. Prepare quarterly newsletters on planning related activities and issues for distribution to local officials and interested organizations, institutions, and individuals.
8. Maintain an effective liaison with the transportation authority.
9. Support, and if deemed necessary, enhance the County Planning Department's staff capabilities to accomplish the following planning tasks:
 - Update the existing land use inventory through field survey and utilization of tax assessment records. An existing land use code should be established, with appropriate codes posted on each tax parcel.

- Maintain a complete and current file of all municipal comprehensive plans, subdivision and land development regulations, zoning ordinances, sewerage plans, and other planning related documents adopted at the local level.
- Maintain a complete and current set of all municipal flood hazard boundary maps and studies.
- Maintain a complete and current listing of all municipal governing body members, planning commission members, and local code enforcement officers, to include addresses and phone numbers.
- Provide and encourage support staff training and professional enhancement at the local and county level on a continuing basis.
- Establish and maintain a monitoring program to conduct updates of the Comprehensive Plan on a two-year basis.
- Enhance the Planning Department’s GIS capabilities to support countywide planning activities.
- Develop and maintain a memorandum of understanding between Cumberland County and Tri-County Regional Planning Commission to maximize delivery of countywide and regional planning services.

Recommendations

The following table summarizes the major recommendations of the Cumberland County Comprehensive Plan. Those with the highest priority are indicated and the timing is listed as either short range or long range. Short range recommendations are intended to be set into action within the next few years. Long range recommendations are intended to be acted upon further in the future.

FUTURE LAND USE PLAN

<i>Recommended Action</i>	<i>High Priority</i>	<i>Timing</i>
Encourage and assist local governments in the preparation and implementation of municipal comprehensive plans and implementing zoning codes and ordinances.	✓	Continuous
Protect prime farmlands through agricultural preservation techniques.	✓	Short Range
Investigate a bond issue as a method to finance farmland preservation.	✓	Short Range
Direct growth toward designated Planned Growth Areas.	✓	Short Range
Promote revitalization of the historic downtowns.		Continuous
Promote compatible land uses along municipal borders.		Continuous
Encourage effective buffers between incompatible land uses.		Continuous
Encourage mixed use development as an alternative to sprawl and strip development		Continuous

<i>Recommended Action</i>	<i>High Priority</i>	<i>Timing</i>
Limit the number of access points along major roadways to		Continuous

increase safety and improve traffic flows.		
Promote the creation and preservation of greenways and open space.		Continuous

COMMUNITY FACILITIES PLAN

<i>Recommended Action</i>	<i>High Priority</i>	<i>Timing</i>
<i>Parks, Recreation, Greenways and Open Space</i>		
Encourage municipalities to develop and adopt comprehensive park, recreation, and open space plans. Intermunicipal plans are strongly encouraged.	✓	Continuous
Promote the goals outlined in “ Pennsylvania Greenway: An Action Plan for Creating Connections”. Encourage and promote the development of local greenway projects in order to establish a greenway in every community by 2020.		Long Range
Encourage the preservation of the eight regional greenways identified in the 2000 Cumberland County Greenway Study by encouraging municipalities to develop ordinances to facilitate preservation.		Continuous
Develop and implement two multi-municipal pilot greenway projects – water based and land based.		Continuous
Complete and adopt the Cumberland County Open Space Preservation Plan by 2004. The Plan shall include an investigation of a bond issue to finance preservation efforts	✓	Short Range
<i>Implement the six recommendations contained in the 2000 Cumberland Countywide Greenway Study.</i>		Continuous
Develop a feasibility study to determine if a need exists for a County level park and recreation department.		Long Range
Promote the development and adoption of municipal standards for parkland acreage.		Continuous
Maintain and enhance the two existing County recreation facilities.		Continuous
<i>Emergency Response and Protection Services</i>		
Encourage the consolidation of the local police departments, fire companies, and emerging medical services on a multi-municipal basis.		Continuous
Coordinate with neighboring counties to provide and/or assist with emergency services.		Continuous
Continue to provide quality educational programs to municipal, county elected officials, and public service organizations.		Continuous
Maintain the operation of a countywide 800mhz public safety communication system.	✓	Continuous
Maintain the operation of an integrated county Geographic Information System (GIS) and Computer Aided Dispatch System (CAD).	✓	Continuous
Develop a Hazards Mitigation Plan for Cumberland County and appoint a Hazards Mitigation Officer.		Short Range

<i>Recommended Action</i>	<i>High Priority</i>	<i>Timing</i>
<i>Sewage Services</i>		
Encourage all municipalities to adopt a sewage facilities plan in accordance with the Pa. Sewage Facilities Act (Act 537).	✓	Continuous
Promote regionalized sewage service planning between adjacent municipalities where appropriate.		Continuous
<i>Solid Waste Management</i>		
Achieve a 35% recycling rate by 2004.		Short Range
Develop a permanent manned recycling drop-off facility and have it operational by 2006.		Short Range
Encourage municipalities without curbside trash and recycling programs to voluntarily develop programs.		Continuous
<i>Water Supply</i>		
Update the County's Water Supply Plan including assessing groundwater quantity and quality and develop an aquifer map for the County.	✓	Short Range
Incorporate provisions into local ordinances requiring developers to determine water needs generated by development.		Continuous
Encourage adoption of wellhead protection provisions by municipalities.		Continuous
Encourage a coordinated water supply system including interconnections where possible to improve efficiency.		Continuous
<i>Stormwater Management</i>		
Complete stormwater management plans (Act 167) for all designated watersheds in Cumberland County in order of a priority ranking.		Long Range
Review adopted plans every five years for necessary updates.		Continuous

TRANSPORTATION PLAN

<i>Recommended Action</i>	<i>High Priority</i>	<i>Timing</i>
<i>Highway</i>		
<i>Encourage infill development and discourage sprawl.</i>		<i>Continuous</i>
<i>Encourage mixed-use development.</i>		<i>Continuous</i>
<i>Improve poorly designed highway, intersections and interchanges.</i>		<i>Continuous</i>
<i>Examine highway goods movement/distribution transportation patterns. The I-81 interchanges corridor should be examined to determine appropriate and inappropriate locations for distribution facilities.</i>	✓	<i>Short Range</i>
<i>Ensure locally initiated projects are considered on the TIP.</i>		<i>Continuous</i>
<i>Promote the use of Intelligent Transportation Systems (ITS) technologies to improve the efficiency of limited access highways</i>		<i>Continuous</i>
<i>Public Transit</i>		
Promote transit projects and discourage highway capacity increases through the county's representation on the HATS committee.	✓	Continuous

<i>Recommended Action</i>	<i>High Priority</i>	<i>Timing</i>
Promote and advertise 234-RIDE program administered thru Tri-County Regional Planning Commission to promote car-pooling.		Continuous
Consider <i>CORRIDORone</i> and other transit alternatives to relieve traffic congestion in the region. Continue to monitor the project's progress directed toward the eventuality of <i>CORRIDORone</i> as a transit alternative.	✓	Continuous
<i>Encourage transit-oriented development especially near existing and proposed public transit routes (including CORRIDORone).</i>		Continuous
Identify suburb-to-suburb routes that connect residential areas with major suburban-based employment centers.		Continuous
Encourage employers to provide transit subsidies.		Continuous
Encourage in-fill development and higher development densities near the transit stations through zoning regulations.		Continuous
<i>Freight Rail</i>		
Encourage zoning along rail corridors that is compatible with freight rail.		Continuous
Coordinate efforts between Norfolk Southern and Capital Area Transit to ensure that the needs of both entities are met by the joint use of the line when <i>CORRIDORone</i> is implemented.	✓	Continuous
<i>Aviation</i>		
Discourage incompatible land uses adjacent to or near the Carlisle and Shippensburg airports, reducing land-based safety hazards.		Continuous
Cooperate with airport officials to expand and improve operational efficiency at Carlisle Airport.		Continuous
Upgrade Shippensburg Airport to support a wider variety of services.		Long Range
<i>Bicycle/Pedestrian</i>		
Incorporate the recommendations of the HATS Bicycle and Pedestrian Plan – 2001.		Continuous
Encourage municipalities to require the installation of sidewalks in a mixed use or high to medium residential development areas.		Continuous
Encourage the development and preservation of greenways and open space.		Continuous

HOUSING PLAN

<i>Recommended Action</i>	<i>High Priority</i>	<i>Timing</i>
Focus efforts to invest in infrastructure on areas within Planned Growth Areas.	✓	Continuous
Encourage future high-density residential development within community service areas making more efficient use of infrastructure and lessening development pressure on outlying areas.		Continuous
Provide for a variety of housing types (including mobile/manufactured homes) at varying price ranges in locations that can support residential development through local ordinances.		Continuous
Offer density bonuses within Planned Growth Areas to encourage developers to preserve open space/ recreational and environmentally sensitive areas within developments.		Continuous
Increase opportunities for construction of townhouses and apartments, and allow developers to include different architectural designs in areas appropriate for higher density development.		Continuous
Encourage all municipalities in the County to consider adopting a zoning ordinance, BOCA or other basic building codes, and within boroughs, a more complete housing code should be considered.	✓	Continuous
Emphasize the need to preserve and rehabilitate existing housing through municipal ordinances.		Continuous
Promote a Historic/ Downtown Preservation Ordinance with an appointed Board to establish guidelines, especially in Boroughs.		Continuous
Encourage a mixed use/ village center.		Continuous
Provide and monitor data to identify housing trends to plan for the future.		Continuous
Encourage municipalities to utilize table 10-1 assessing future housing needs that can be accomplished through zoning.	✓	Continuous
Assist and support the Redevelopment and Housing Authority to secure and allocate funding for various housing programs.	✓	Continuous
Allocate funding for the maintenance of housing stock in older suburban areas currently aging beyond the critical point.		Continuous
Encourage the development of housing designed to meet the special needs of the elderly and handicapped, and promote the availability of group homes for the mentally, physically and developmentally disabled within residential districts.		Continuous

**NATURAL AREAS RESOURCE AND
HISTORIC RESOURCES PRESERVATION PLAN**

<i>Recommended Action</i>	<i>High Priority</i>	<i>Timing</i>
<i>Natural Areas Management</i>		
Promote regulations that preserves natural floodplains and restricts new development within identified 100 year floodplains.	✓	Continuous
Support efforts of municipalities to update and enforce existing floodplain management regulations in compliance with revisions to the Floodplain Management Act and the National Flood Insurance Program.		Continuous
Encourage municipalities to provide greater protection of floodplains by exceeding the minimum requirements outlined in the report by the Pennsylvania Department of Community and Economic Development entitled, <u>Suggested Provisions</u> .		Continuous
Encourage municipal adoption of stormwater management controls in compliance with watershed plans developed in accordance with the Stormwater Management Act.	✓	Short Range
Consider programs to relocate existing development out of the floodplain.		Long Range
Encourage the preservation of floodplains for open space/greenways purposes to preserve vegetative buffers, protect water quality, and stabilize stream banks.	✓	Continuous
Restrict intensive commercial and industrial operations from locating near floodplains. Encourage agricultural operations to limit the access of livestock to streams.	✓	Continuous
Encourage municipal implementation of wetland preservation techniques including planning, regulatory, and acquisition where appropriate.		Continuous
Utilize Best Management Practices in stormwater control, which emphasize on-site infiltration to recharge the groundwater.	✓	Continuous
Encourage adoption of wellhead protection programs		Continuous
Adopt site design standards that help protect groundwater through subdivision and zoning regulations		Continuous
Continue household hazardous waste programs to remove harmful substances from the waste stream.		Continuous
Include steep slope requirements concerning land use and development, especially those containing the slopes of North and South Mountains in municipal regulations.		Continuous
Encourage municipalities to require a site investigation of proposed developments in carbonate geology to determine potential impacts.		Continuous
Include provisions for landscaping and the preservation of natural vegetation in subdivision and land development ordinances.		Continuous
Promote preservation of farmland soils (Class I and II) as a high priority using methods described in the Future Land Use Chapter.	✓	Short Range
<i>Recommended Action</i>	<i>High Priority</i>	<i>Timing</i>
Promote use of the Natural Areas Inventory by municipalities, developers, and residents when reviewing or developing plans.		Continuous

<i>Historic Resources Preservation</i>		
Identify and protect historic resources through municipal comprehensive plan updates.		Continuous
Provide technical assistance and guidance to municipalities interested in establishing an historic ordinance.	✓	Continuous
Encourage municipalities to further protect historic resources in established historic districts by developing historic districts overlay zones in their zoning ordinances and provide technical assistance to aid this process.	✓	Continuous
Leverage funding mechanisms to acquire, rehabilitate, and protect historic sites and structures in the County.	✓	Continuous
Encourage municipalities to inventory local historic sites, structures and districts for nomination to the Pennsylvania Inventory of Historic Sites and the National Register of Historic Places.	✓	Continuous
Support the Cumberland County Historical Society in its goals to maintain and preserve sites and documents of historic significance, and educate the public of their importance.		Continuous
Initiate discussions with municipalities to protect the aforementioned unprotected historic sites.	✓	Short Range