

# **Strategic Planning Options**

**Cumberland Township,  
Adams County, Pennsylvania**

**Report To the  
Board of Supervisors**

**Prepared by  
Kerry L. Moyer, Ph.D.**

**The Civic Research Alliance**

**April 26, 2011**

**Board of Supervisors, Cumberland Township**

David Waybright  
Thomas Shealer  
Debra Golden  
Barbara Underwood  
Randy Phiel

**Township Manager**

Ben Thomas, Jr.

**Chief of Police**

Don Boehs

**Superintendent of Roads**

Thomas Shealer

**Township Secretary**

Carol Merryman

**Township Clerk**

Michelle Long

**Zoning Officer**

William Naugle

**The Civic Research Alliance**

The Civic Research Alliance addresses a crucial niche in Pennsylvania: Providing objective and nonpartisan research/strategic services to nonprofit, private, and public policy entities seeking to better serve their communities, schools, regions, and the Commonwealth. Emphasis is placed upon *independent* research and strategic planning services that support decision making for those contemplating change. Such changes may include public policy considerations, resource sharing, streamlining operations, or thinking through alternatives to traditional ways of doing business in Pennsylvania.

The Alliance is free from politics, ideological predisposition, specific points of view, or research outcomes based upon anything but fact and objective analysis. Its studies provide viable options for decision makers, helping them think through new ideas and approaches.

For additional information visit [www.civicresearchalliance.com](http://www.civicresearchalliance.com).

## Table of Contents

	<b>Page</b>
PART I: Introduction and Summary of Strategies.....	I-7
The Challenge .....	I-7
Background .....	I-7
Preparation for the 2011 Strategic Plan .....	I-8
Strategic Planning Components .....	I-9
Summary of Township Strategies .....	I-9
Strategic Planning Assumptions .....	I-22
Assumptions Linked to Quality of Life and Attractive Neighborhoods in Cumberland Township .....	I-22
<i>Background</i> .....	I-22
<i>Development and Land Use Assumptions</i> .....	I-23
<i>Township Facilities, Roads, and Equipment Assumptions</i> .....	I-23
<i>Human and Natural Resource Assumptions</i> .....	I-24
<i>Regional Responsibility Principles and Assumptions</i> .....	I-24
<i>General Assumptions</i> .....	I-24
<i>Revenue Assumptions</i> .....	I-26
<i>Expenditure Assumptions</i> .....	I-26
 PART II: Analysis of Cumberland Township Demographics .....	 II-1
Summary .....	II-1
<i>Population Estimates</i> .....	II-1
<i>Social Characteristics of Cumberland Township</i> .....	II-1
<i>Economic Characteristics of Cumberland Township</i> .....	II-1
<i>Housing Characteristics of Cumberland Township</i> .....	II-2
Detailed Population Characteristics for Cumberland Township .....	II-3
<i>General Characteristics of Township Residents</i> .....	II-3
Population by Gender .....	II-3
Households .....	II-3
Detail of Township Housing .....	II-4
Educational Attainment .....	II-5
Marriage Status .....	II-7
Veterans .....	II-7
Residents with Disabilities .....	II-8
Ethnicity and Language of Residents .....	II-9
Mobility of Township Residents .....	II-12
Resident and Family Income .....	II-14
Age of Residents .....	II-16
Housing .....	II-17
<i>Housing Stock Projections for Cumberland Township</i> .....	II-26
Demographic Trends .....	II-28
<i>Cumberland Township Population Trends</i> .....	II-28
<i>Population Characteristics Trends</i> .....	II-29

## Table of Contents

	<b>Page</b>
<i>Comparisons of Cumberland Township with Adams County and Municipal Neighbors</i> .....	II-30
Demographic Consequences for Cumberland Township .....	II-37
<i>Cumberland Township Housing Trends</i> .....	II-37
<i>Trends in Township Revenue Base and Expenditures</i> .....	II-38
Summary .....	II-39
 PART III: Economic Information and Analysis .....	 III-1
Introduction.....	III-1
Regional Economic Demographics.....	III-1
<i>Nonemployer Statistics</i> .....	III-2
Employment.....	III-5
Building Permits .....	III-6
Current Employer Business Patterns .....	III-8
<i>Manufacturing</i> .....	III-8
<i>Health Care</i> .....	III-9
<i>Education</i> .....	III-10
<i>Financial Services</i> .....	III-10
<i>General Services</i> .....	III-11
<i>Accommodation and Food Service</i> .....	III-12
<i>Arts, Entertainment and Recreation</i> .....	III-13
<i>Retail Trade</i> .....	III-14
<i>Other Possibilities</i> .....	III-16
Existing Economic Base of Cumberland Township .....	III-16
<i>Land Use in Cumberland Township</i> .....	III-17
Existing Patterns .....	III-17
Homes, Apartments, and Mobile Homes.....	III-18
Neighborhoods.....	III-18
Commercial Centers.....	III-19
Land Use Planning.....	III-20
Institutional Land Use.....	III-21
<i>Traffic Patterns</i> .....	III-22
The Base Realignment and Closure Commission.....	III-24
Potential Township Strategies.....	III-25
Township Strategies.....	III-26
 Part IV: Operations Audit .....	 IV-1
Introduction.....	IV-1
Background Information.....	IV-1
Auxiliary Services.....	IV-2
<i>Fire Protection</i> .....	IV-2
<i>Private Contractors</i> .....	IV-3
<i>Sewage Collection and Treatment</i> .....	IV-3

## Table of Contents

	<b>Page</b>
Review of Operations .....	IV-3
<i>General Fiscal Operations</i> .....	IV-4
Revenue and Expenditures.....	IV-4
Use of Debt .....	IV-4
Payment in Lieu of Taxes (PILOTs).....	IV-5
Fee vs. Tax Revenues .....	IV-6
General Operation Requirements.....	IV-7
<i>General Requirements for Staffing the Township Office</i> .....	IV-7
<i>Police Requirements</i> .....	IV-7
Staffing.....	IV-9
Facilities.....	IV-10
Community Demographics .....	IV-10
The Police Force Budget.....	IV-11
The benefits and disadvantages of a shared or regional police force ....	IV-11
Maintenance Requirements.....	IV-12
<i>Staffing</i> .....	IV-12
<i>Operations</i> .....	IV-12
Budget .....	IV-13
Materials and Supplies.....	IV-13
<i>Administration Requirements</i> .....	IV-14
Staffing.....	IV-14
Township Administrative Budget .....	IV-14
Professional Services .....	IV-15
Insurance and Bonding .....	IV-15
Public Utilities Services .....	IV-15
Repair and Maintenance Services .....	IV-15
Contributions.....	IV-15
Other Operating Expenses .....	IV-15
Transfers to other funds .....	IV-16
Debt and Debt Service .....	IV-16
The Expanding Role of the Township Manager .....	IV-16
Zoning .....	IV-19
Zoning as a Strategic Planning Tool .....	IV-22
Providing Utility Services.....	IV-23
<i>The Challenge of Water Service</i> .....	IV-23
Source of Water .....	IV-23
Choice of Water Authority.....	IV-25
Other Considerations .....	IV-25
The Cumberland Township Authority .....	IV-26
Regional Networking and Shared Services.....	IV-27
Cumberland Township Partners.....	IV-28
<i>Public-Private Partnerships</i> .....	IV-28
<i>Payments In Lieu of Taxes (PILOTs)</i> .....	IV-29

## Table of Contents

	<b>Page</b>
<i>Department of Community and Economic Development</i> .....	IV-29
<i>Adams County</i> .....	IV-30
<i>Adams County Council of Governments</i> .....	IV-31
<i>Pennsylvania State Association of Township Supervisors</i> .....	IV-32
Potential Township Strategies.....	IV-32
Attachment A – SWOT Analysis.....	IV-39

## PART I: Introduction and Summary of Strategies

### Cumberland Township, Adams County, Pennsylvania

#### The Challenge

On a map Gettysburg is shown as the intersection of Route 30 and Business Route 15.

From a planning perspective, Cumberland Township represents the intersection between a small town and two important National Parks. Part of the planning challenge is addressing the question: Whose town is this? Within this dilemma Cumberland Township aspires to what is vital to all vibrant municipalities: providing basic services, protecting a desired quality of life, promoting economic development to keep good jobs and human resources in the community, and adopting a land development plan in the best interests of its residents. However, there are unique aspects for planning when a township hosts two of the best known national shrines in the United States—including providing for the safety and comfort of up to two million visitors each year.

In some ways, the realistic needs of the township do not match the public perception of responsibility assigned the host municipality of the Gettysburg battlefields. National parks on the scale and importance of Gettysburg bring out patriotism and provide a way to connect very personally with history. For many, including those who do not live in the region, the battlefield is educational, historic, even spiritual (the historic markers often look like memorials). It is something we all own as Americans, but we sometimes forget the dynamic, contemporary needs of the park's host and neighbors. For township residents, public service and economic realities cannot forever reflect 1863.

Somehow the fact that this park is associated with a small town makes it more intimate and meaningful. However, the national parks are in Cumberland Township, not the Borough of Gettysburg. Further, it is difficult at times to separate Cumberland Township from Gettysburg because of shared mailing addresses, linked authorities, and their close geographic setting. In addition to serving as a municipal host for the national parks, and up to two million visitors each year, the township must also support its residents and businesses. Hence, in emotional terms, Cumberland Township is the intersection of preservation with the need to support itself in a *contemporary* economic environment. For this reason, and recently with the application for a gaming center within its borders, local planning in Cumberland Township can attract a national interest.

#### Background

In 1998 the Cumberland Township Board of Supervisors formed a Comprehensive Plan Task Force. One result of that effort was preparation of the Cumberland Township Comprehensive Plan prepared by Norman Day Associates in Philadelphia. The final plan was adopted in June of 2000 and included a contemporary review of land use, population, housing, employment,

cultural/historic resources, and community facilities. A Growth Management Plan evolved from the 2000 study that included a:

- List of township goals, objectives, and policies
- Land use plan
- Circulation plan (mostly traffic patterns and parking)
- Housing plan
- Community facilities plan
- Cultural, historic, and landscape resources conservation plan
- Utilities plan
- Environmental protection plan.

A list of the Year 2000 Comprehensive Plan Goals can be found in Appendix A of a previous study prepared for Cumberland Township by the Civic Research Alliance.

Ten years later, in 2010, the existing Board of Supervisors decided to update the operational plan and adopt a more strategic approach to move forward. This decision was in no small part meant to preserve a high level of resident services during a time of national economic stagnation and revenue challenges common to all Pennsylvania townships.

#### Preparation for the 2011 Strategic Plan

The Board of Supervisors began this latest planning process by reviewing the existing set of goals the township adopted in 2000. Based upon that review the Board decided to continue with certain goals, to adopt new goals that address existing conditions in 2011, to eliminate overly specific goals, and to add new topics for study and analysis, including public safety and economic development.

After review, due diligence, and discussion the Board of Supervisors concluded that:

- Most goals and objectives presented in the Year 2000 plan remain valid in 2011 but (sometimes) lack the specificity to begin strategic planning; the need for strategies to meet goals became a primary purpose of this new plan
- Certain prior goals would not be included in a new strategic plan, including the Aesthetics Goal and Identity Goal (though still relevant they can become part of a related goal or objective)
- Additional goals would be added to the 2011 plan including reviews of:
  - Public safety/township police
  - Revenue collection—types/levels of taxes and fees
  - Extraordinary budget challenges moving forward (including retirement costs and insurance costs)
  - Regional development and shared services opportunities



- Township administrative and budgeting structure
- Existing water and sewer authority structures
- Capital and Equipment Planning.

### Strategic Planning Components

The first component of this strategic plan is a review and analysis of current population trends, population characteristics, economic statistics, projected growth, and other relevant demographics for Cumberland Township. In this initial study knowledgeable leaders and professionals were interviewed to gain insight about the demographic characteristics of the region (Cumberland Township cannot separate itself from changes and issues that surround it). Interviews included Cumberland Township supervisors, county officials, those actively involved in regional economic development, and the administration of the National Parks.

The second component is a complete economic census of the region to support goals and strategies that trigger economic activity. Cumberland Township has a small business and industrial base, but the township remains primarily a bedroom community. The ability to provide local jobs and to keep human resources in the area are a major concern of this Board.

The third component provides a complete management audit of Cumberland Township operations by department. This audit seeks efficiencies and new ways of doing business.

Each of these planning components is presented in the following report. A summary of the SWOT analysis is found in Attachment A.

### Summary of Township Strategies

A summary of township strategies directed at township operations is presented in the following table.

### Operations Goals and Strategies for Cumberland Township

General Goal	Specific Township Strategies	Comments
Preserve existing conservative fiscal restraint	<p>The Board should continue to:</p> <ul style="list-style-type: none"> <li>• Keep expenditures below revenues</li> <li>• Budget with an emphasis on containing costs rather than raising taxes</li> <li>• Avoid the use of debt for operations</li> <li>• Build a budget reserve, but save those funds for a rainy day</li> </ul>	The Board's actual revenues and expenditures have not always been on target in the last six years; shortfalls have been paid out of reserve funds
Examine the prudent use of debt when to the township's advantage	<p>The Board can:</p> <ul style="list-style-type: none"> <li>• Spread out development costs during times of rapid growth</li> <li>• Reduce anticipated budget deficits when expenses are one-time or during times of growth</li> <li>• Spread the contributions of capital investments over time so that future residents contribute to capital in consideration that current and future township residents will consume the services or use the facilities provided</li> <li>• Address the rising capital demands of the township by becoming more innovative in accessing long-term private or public capital</li> </ul>	The addition of a capital fund in 2011 provides additional incentive to examine planned expenditures or leases that can cost less, in the long run, by using low cost financing
Encourage Payments in Lieu of Taxes (PILOTs)	<p>This is a personnel intensive effort where the Board and township officials will:</p> <ul style="list-style-type: none"> <li>• Negotiate one-on-one with exempt organizations</li> <li>• Calculate taxes for exempt properties to show how township revenues are affected</li> <li>• Help plan economic development projects with the county and negotiate PILOTs from their inception</li> </ul>	Exempt property is a challenge for all Pennsylvania municipalities; for Cumberland Township economic development projects by Adams County and the presence of the National Parks and its Foundation present ongoing (and growing) exempt property
Whenever possible, replace tax revenues with fees	<ul style="list-style-type: none"> <li>• Fees should be set to recoup actual township expenses</li> <li>• Institute fees when individuals, rather than the township as a whole, benefit (building inspections, leaf pickup, brush hauling, etc.)</li> </ul>	Fees help offset lower tax revenues in times of financial recession; fees are inherently fairer than any property tax

Police Department Operations		
Develop financial budgeting and monitoring for the police department	<ul style="list-style-type: none"> <li>• There is a need for additional financial monitoring and budget planning</li> <li>• Equipment purchases must be based upon usual life cycles and obsolescence of existing materials and equipment</li> <li>• Adjust ongoing expenses to changing revenue projections</li> </ul>	The number of calls and other demands upon the township's police force are growing rapidly (indeed, the township responds to more calls than any other municipality in the county, including Gettysburg Borough)
Switch the discussions with police from collective bargaining agreements to increasing resources and finding efficiencies	<ul style="list-style-type: none"> <li>• Jointly identify the best methods of innovation, experimentation, and accountability</li> <li>• Use savings to support police salaries and benefits</li> <li>• Minimize overtime, but as much as possible maintain (or restore) salaries</li> <li>• While preserving officer safety and effectiveness, review the use of part-time and full-time officers</li> </ul>	Inflexibility on both sides may be the ultimate cost of a township police force
Upgrade police facilities	<p>Plan for:</p> <ul style="list-style-type: none"> <li>• Additional space to interview suspects and counsel victims is needed; privacy is an issue</li> <li>• The general configuration of the township facility to assure safety of officials and possibility of attack</li> <li>• Improved signage and direction to the police department entrance</li> <li>• A secure evidence room</li> <li>• An expanded holding cell capacity</li> </ul>	Some adjustments can be made by a changed policy or usual way of doing business; others will require capital expenditures
Integrate community demographics into police department planning	<p>Use general township strategies to maintain a:</p> <ul style="list-style-type: none"> <li>• Relatively low population density, with few areas of high density housing</li> <li>• High level of resident education</li> <li>• High number of older residents in relation to younger residents</li> <li>• History of stable family and community situations</li> <li>• Operations plan based upon demographics, analysis, and department data to explain and justify the need for staffing or equipment changes</li> </ul>	To the highest degree possible, future police planning and budgeting should take into account changing demographics and new challenges/pressures upon the police force

<p>Build an ongoing monitor process into administration of the budget</p>	<ul style="list-style-type: none"> <li>• Monthly reviews with the Board or township manager will monitor short-term spending and assure spending is within the budget</li> <li>• Increasing mandates and responsibilities upon officers can be communicated and translated into new budget items</li> </ul>	<p>Many of these activities have already been put in place by the township in 2011</p>
<p>Explore the advantages of a regional police force</p>	<ul style="list-style-type: none"> <li>• Be quick to join discussions and slow to make decisions</li> <li>• The initial agreement is the most important aspect of regional forces and should be examined in regard to future resources that must be allocated</li> <li>• Reconsider the <i>Southern Adams County Regional Police Study</i> produced in 2003</li> </ul>	<p>There are three regional police forces in York County that can serve as successful examples, though they took several years to implement and refine; anticipate that many residents will initially oppose a regional force</p>
<p>Consider the plan submitted by the Chief of Police in 2010 as long-range and cost out planned efforts on an annual basis</p>	<ul style="list-style-type: none"> <li>• Work together to find innovative ways to increase efficiency, support officers, keep benefits, and reduce expenditures such as overtime.</li> <li>• Keep on top of training and equipment (including new technology and new approaches)</li> <li>• Create a budget item specifically for equipment (everything from patrol cars to GPS systems)</li> <li>• As much as possible, use civilian support help to keep officers focused upon public safety (minimize paperwork, filing, form completion, communications with courts, etc.)</li> </ul>	<p>Include plans to address specific needs that are seasonal (camp grounds) or related to visitors (traffic control); monitor how everyday conditions are changing (more traffic, people staying year round in campgrounds, etc.)</p>
<p>Prepare a plan to recruit and retain part-time officers</p>	<ul style="list-style-type: none"> <li>• Use part-time officers, as feasible, to lower overtime costs</li> <li>• Maintain maximum flexibility in the scheduling of officers</li> </ul>	<p>There will be a higher cost to the township to provide recruitment activities, training, and competitive hourly wages</p>
<p><b>Maintenance Operations</b></p>		
<p>Adjust the number of maintenance crew members to match needed services</p>	<ul style="list-style-type: none"> <li>• Add a fifth maintenance crew member</li> <li>• Use this additional staff member to better respond to and routinely schedule larger projects, as well as responses to weather-related emergencies</li> </ul>	<p>This goal was adopted by the Board in early 2011</p>

Develop formal agreements for shared programs and maintenance projects between public works and the sewer authority	<ul style="list-style-type: none"> <li>• Increase efficiencies and service by sharing staff, equipment, and other resources</li> <li>• Use agreements to provide additional backup for emergencies</li> <li>• Coordinate services for residents</li> </ul>	May not produce cost savings for the township though the level of service will increase
As much as possible, move services to a fee basis	<ul style="list-style-type: none"> <li>• Leaf pick up or brush removal could be provided on a per parcel or per permit basis</li> <li>• Consider new or additional township services that could be provided under a fee structure</li> </ul>	Best to first survey the community to measure the expected response
Analyze contracting maintenance services to a private company	<p>Research opportunities by:</p> <ul style="list-style-type: none"> <li>• Using GFOA (Government Finance Officers Association) models to measure savings</li> <li>• Identifying and working with other townships that have moved to contracting to learn results, problems, and generally what to expect</li> </ul>	Contracting requires significant oversight of the contract and contractor performance; this type of outsourcing generally works best for smaller municipalities than those the size of Cumberland Township
Budget and plan for completed projects	<ul style="list-style-type: none"> <li>• Dollars should follow projects from start to finish</li> <li>• Plan and budget to avoid deferred maintenance or partially completed projects</li> </ul>	When available, take advantage of rapid changes to the downside for commodity prices
Make optimal use of the capital expenditures fund	<ul style="list-style-type: none"> <li>• Employ standard life cycle and expected use timelines to plan equipment purchases</li> <li>• Use the capital expenditures fund to replace all major equipment (perhaps set a base cost for inclusion)</li> </ul>	Separating equipment expenditures from General Fund expenditures will help focus upon needed equipment and cost planning
<b>Administrative Operations</b>		
Redefine the township clerk position as part-time	<ul style="list-style-type: none"> <li>• Continue to schedule for four days each week</li> <li>• Position may or may not require benefits</li> </ul>	Provides savings in General Budget staffing costs; can be changed to full-time status when needed
Redefine the position of township zoning officer	<ul style="list-style-type: none"> <li>• Make use of the incumbent's high degree of expertise in general township administration</li> <li>• Monitor the balance between inspections and other assignments</li> </ul>	Changing this position assignment would provide backup for the administrative offices and better use the talents of the officer

Merge the functions of township manager and chief financial officer	<ul style="list-style-type: none"> <li>• Assign both budgeting and expenditure monitoring to the township manager</li> <li>• Continue to use this position to work directly with department heads to develop future budgets and to monitor ongoing expenses</li> </ul>	This approach provides to the Board an <i>ongoing</i> assessment of operations and costs
Find alternatives to further expand the role of the township manager	<ul style="list-style-type: none"> <li>• Review the consequences of assigning all new mandates to the manager</li> <li>• Schedule assignments so that financial monitoring is maintained</li> <li>• Task the manager to keep expenditures within budget (or signal the Board when events beyond control change expenditures)</li> </ul>	Certain additional duties should be negotiated and discussed rather than routinely delegated
Use the joint resources of the township office and Cumberland Authority in a more efficient way	<ul style="list-style-type: none"> <li>• Literally place Cumberland Authority administrators under the direction of the township manager</li> <li>• Cross train all staff to provide backup services</li> <li>• Fully integrate administrative support and services</li> </ul>	This change may best be accomplished in an incremental timeline
Put to use available recreation funds	<ul style="list-style-type: none"> <li>• Seek services that best match township characteristics and the need for facilities or services</li> <li>• Scope out prime locations for small parks or facilities for children</li> </ul>	Current recreation funds should be used prudently, but as soon as possible
<b>Shared Services and Regional Activities</b>		
Maintain informal agreements with neighboring municipalities	<ul style="list-style-type: none"> <li>• Use “handshake agreements” with other municipalities</li> <li>• Minimize paperwork and administrative tasks that deter from each department’s mission or that might increase staff workload</li> </ul>	May require joint scheduling, on a more formal basis, for major projects or planned sharing of equipment
Identify regional services that are to the advantage of Cumberland Township	<ul style="list-style-type: none"> <li>• Seek other municipalities that also want to “dance the dance” with you</li> <li>• Scope out actual services to share such as: <ul style="list-style-type: none"> <li>○ IT services</li> <li>○ GPS services</li> <li>○ Legal and other professional services</li> </ul> </li> </ul>	It is probable that this action will be initiated by Cumberland Township, though other possibilities (such as the newly-formed COG) should be considered

	<ul style="list-style-type: none"> <li>○ Paving contracts</li> <li>○ Joint purchasing</li> </ul>	
Support regional networks	<ul style="list-style-type: none"> <li>• Provide leadership for the newly formed Council of Governments</li> <li>• Work more closely with county officials</li> <li>• Strengthen networking with the National Park Service and the Foundation</li> </ul>	Cumberland Township will probably need to take a leadership role; some staff time must be devoted to make networking successful
Take the regional approach to a higher goal	<ul style="list-style-type: none"> <li>• Look to reduce health care insurance premiums through a risk pool</li> <li>• Look to co-ops for sharing utility costs</li> </ul>	Future savings depend upon ongoing voluntary participation over which no single township has control

### Economic Development Goals and Strategies for Cumberland Township

General Goal	Specific Township Strategies	Comments
Target non-employer business	<ul style="list-style-type: none"> <li>• Review residential zoning to allow home businesses</li> <li>• Consider commercial centers that cater to small business by sharing office space, support staff, and equipment</li> <li>• Allow construction; information services; professional, scientific, and technical services; administrative support services; and health care/social assistance businesses in private homes</li> <li>• Target arts, entertainment, and recreation services to best match the interests of the township's residents</li> </ul>	<ul style="list-style-type: none"> <li>• An aging population suggests more individuals will leave their existing employment through retirement, then create their own businesses (especially given the educational attainment of many township residents)</li> <li>• Additional business activity will occur without direct impact upon the environmental or aesthetic values of the community (most firms will be in the home and create no additional need for roads, parking, utilities, etc.)</li> <li>• This type of development fits well with the historic preservation and values of the region</li> </ul>
Work closely with veterans and veterans groups	<ul style="list-style-type: none"> <li>• Create a veteran's business council</li> <li>• Explore a veterans subgroup within the regional Chamber of Commerce</li> </ul>	<ul style="list-style-type: none"> <li>• This group of residents is expected to grow in the coming years</li> </ul>

<p>Support agribusiness</p>	<ul style="list-style-type: none"> <li>• Allow farmers to have secondary businesses on property</li> <li>• Assist residents gain Clean and Green status</li> </ul>	<p>Examples include Bed &amp; Breakfast, agritourism, and farm stands</p>
<p>Work with regional organizations to keep employer firms in the area</p>	<ul style="list-style-type: none"> <li>• The county and the Adams County Economic Development Corporation are suitable partners to help retain existing commercial development</li> </ul>	<ul style="list-style-type: none"> <li>• Manufacturing is the major employer in Adams County, but most Cumberland Township residents work in management or professional positions</li> <li>• Employer firms remain most important to the economic stability of the region</li> <li>• Manufacturing employs 6,580, adds over \$1 billion in value added, and spends over \$1 billion annually for materials</li> </ul>
<p>Focus on health care and social assistance</p>	<ul style="list-style-type: none"> <li>• Encourage construction of nursing homes and retirement centers</li> <li>• Work within zoning ordinances to keep a campus appearance rather than a high-density housing appearance</li> </ul>	<ul style="list-style-type: none"> <li>• These institutions require a low level of township services</li> <li>• A wide range of jobs is needed by these centers</li> <li>• Gettysburg is a marketable address</li> </ul>
<p>Form working partnerships with the regional higher education institutions</p>	<ul style="list-style-type: none"> <li>• Consider resource sharing</li> <li>• Develop a shared executive program</li> <li>• Work with academic departments to provide planning assistance, IT support, and communications</li> <li>• Take advantage of programs offered by the Harrisburg University</li> </ul>	<ul style="list-style-type: none"> <li>• The HACC campus in Cumberland Township is a satellite; the full range of services can be provided by the Harrisburg Center</li> </ul>
<p>Attract health care and insurance firms from Frederick and Harrisburg</p>	<ul style="list-style-type: none"> <li>• Meet with executives of designated firms to market the advantages of Cumberland Township</li> </ul>	<p>Advantages include:</p> <ul style="list-style-type: none"> <li>• Rural setting</li> <li>• Easy commuting</li> <li>• Good place for backup services</li> <li>• Reasonably priced real estate (by Maryland standards)</li> </ul>



<p>Avoid proliferation of general services</p>	<ul style="list-style-type: none"> <li>• Discourage additional automotive, personal care, laundries, and other basic services</li> </ul>	<p>Disadvantages include:</p> <ul style="list-style-type: none"> <li>• Add to traffic congestion</li> <li>• Need to cluster to be competitive</li> <li>• Local market is saturated</li> <li>• Needed services exist near to the township</li> </ul>
<p>Avoid expansion of accommodation and food services</p>	<ul style="list-style-type: none"> <li>• Let other townships and other locations support additional tourist accommodations</li> <li>• Food services, if approved, should reflect the upscale nature of the township</li> <li>• Avoid additional RV parks and campgrounds to minimize township services</li> </ul>	<p>In Adams County there is currently:</p> <ul style="list-style-type: none"> <li>• An existing glut of hotel rooms</li> <li>• High vacancy rates</li> <li>• No market for more rooms</li> </ul>
<p>Market arts, entertainment, and recreation venues</p>	<ul style="list-style-type: none"> <li>• Both residents and businesses will be attracted to the county's 11 golf courses and country clubs</li> <li>• Support regional fairs, concerts, art centers, and fine arts</li> <li>• Continue to use Gettysburg (town and college) as the hub of arts and entertainment</li> </ul>	<p>It is not necessary to add new venues in Cumberland Township, but, if necessary, these might be confined to the Hunt Avenue area</p>
<p>Limit retail trade to specialty shops and craft/arts centers</p>	<ul style="list-style-type: none"> <li>• Keep the commercial hub for major retail outlets in Gettysburg and to the east in Straban Township</li> <li>• Additional retail outlets would be practical in the Greenmount area, especially through a new use of the Boyds Bears facility</li> </ul>	<p>Disadvantages include:</p> <ul style="list-style-type: none"> <li>• A saturation of retail outlets</li> <li>• Existing dominance of big box stores that make smaller stores difficult to survive</li> </ul> <p>Specialty stores seem particularly well suited for existing commercial areas closest to the National Parks</p>
<p>Encourage non-store retailers</p>	<ul style="list-style-type: none"> <li>• Work with the cable franchise to ensure broad band access is available throughout the township</li> <li>• Encourage on-line businesses and business to business firms</li> <li>• Allow, with necessary restrictions, home businesses (there are about 88 now)</li> </ul>	<p>This is a growing enterprise across the country and is well suited to the location and resident characteristics of the township</p>

<p>Continue to use the 2000 Comprehensive Plan to attract economic development</p>	<ul style="list-style-type: none"> <li>• Direct commercial growth to three primary areas:                             <ul style="list-style-type: none"> <li>○ Central-West Region</li> <li>○ Route 34 Corridor</li> <li>○ Greenmount Area</li> </ul> </li> <li>• Aggressively pursue the a proposed commercial center between Route 30 and the CSX mainline</li> </ul>	<p>Take full advantage of existing water and sewer lines, or plan new lines in potential development areas such as Greenmount or extension along Rout 30</p>
<p>Traffic patterns</p>	<ul style="list-style-type: none"> <li>• Work with National Park Service when planning new traffic hubs</li> <li>• Expand park roads to serve as commuter roads for residents</li> <li>• Avoid the expense of traffic lights and future maintenance through other solutions (including traffic circles and other alternatives)</li> </ul>	<p>Use planning to specifically overcome the existing disadvantages of the hub and spoke pattern of roads from the Borough of Gettysburg</p>
<p>Plan land use</p>	<ul style="list-style-type: none"> <li>• Establish Designated Growth Areas (DGAs)</li> <li>• Coordinate township DGAs with Adams County DGAs</li> <li>• Work to direct new construction into the DGAs and to avoid sprawl in the rest of the township</li> </ul>	<ul style="list-style-type: none"> <li>• Preserve existing neighborhoods</li> <li>• Showcase the township’s support for residential development of all types</li> <li>• Help recruit commercial development</li> <li>• Take the current zoning plan one step further to address planned development</li> </ul>
<p>Get help from residents to promote residential planning</p>	<p>Establish an internal residential development work group (the Board may come up with a better name); this is a planning group, not a review group for building permits and development plans which already exists</p>	<ul style="list-style-type: none"> <li>• Coordinates the group’s thinking and goals across township departments</li> <li>• Provide public access to the expertise and concerns of the community</li> <li>• Include by invitation other groups and individuals in the township or region</li> <li>• Acts as a sounding board for the Board of Supervisors</li> <li>• Can provide information and analysis for further planning</li> <li>• Can recruit community volunteers with specific expertise</li> </ul>

<p>Get help from residents to promote commercial planning</p>	<p>Establish an internal commercial development work group; membership in this group will be by invitation of the Board and can include experts from outside the township (such as the Adams County Economic Development Corporation or the Chamber)</p>	<ul style="list-style-type: none"> <li>• Help attract and recruit potential business</li> <li>• Coordinate thinking and goals across businesses</li> <li>• Provide access to the expertise and concerns of business leaders in the community</li> <li>• Include by invitation other groups and individuals within the business community</li> <li>• Acts as a sounding board for the Board of Supervisors</li> <li>• Can provide information and analysis for further planning</li> <li>• Can recruit volunteers with specific business or economic expertise</li> </ul>
<p>Gather information for future planning</p>	<p>Combine the goals of the Designated Growth Areas with the findings of the residential and commercial development work groups into the basis for strategic planning</p>	<ul style="list-style-type: none"> <li>• The ongoing analyses of the work groups could be invaluable to future planning efforts</li> <li>• The resulting plan will be feasible, reasonable, and representative of the township</li> <li>• Some of the planning burden is shifted from limited township staff resources</li> </ul>
<p>Make the National Parks work for the township</p>	<ul style="list-style-type: none"> <li>• Focus on cultural tourism             <ul style="list-style-type: none"> <li>○ Historical, artistic, scientific or entertainment</li> <li>○ Use the parks to attract a particular type of visitor:                 <ul style="list-style-type: none"> <li>▪ Professional conferences</li> <li>▪ Cultural events and activities</li> <li>▪ Business development meetings</li> <li>▪ Specialized tours</li> </ul> </li> </ul> </li> <li>• Add on to other types of tourism             <ul style="list-style-type: none"> <li>○ Agritourism</li> <li>○ Arts programs</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Can serve as the foundation for community development attached to cultural and natural amenities             <ul style="list-style-type: none"> <li>○ According to the Advisory Council on Historic Preservation, cultural and heritage tourists stay longer and spend more money than other kinds of travelers</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>○ International programs</li> </ul>	<ul style="list-style-type: none"> <li>○ Build upon existing attractions, some of which are in Cumberland Township</li> </ul>
<p>Consider “cultural districts”—an area within the township where there is a concentration of cultural opportunities</p>	<p>A district might include museums, heritage paths, or performing arts. A district could also serve as an arts center, but the district needs to gain recognition for something specific like wine tasting, gourmet shops and restaurants, or fairs and festivals linked to the National Parks</p>	<p>The township already has a museum district. It can be:</p> <ul style="list-style-type: none"> <li>• expanded but must pay its own way within the township</li> <li>• the center for social networking, crafts, and cultural services</li> <li>• Very individualized—the more nonstandard the services/venues, the better</li> <li>• Build districts upon existing culture and historic routes</li> </ul>
<p>Add detail to zoning requests and future planning</p>	<p>Additional information might include:</p> <ul style="list-style-type: none"> <li>• Physical clustering of cultural and historic activities, preferably in the existing museum district</li> <li>• Presentation of special events, fairs, festivals, etc., sponsored by organizations</li> <li>• Small-sized businesses that focus upon heritage tourism</li> <li>• Use of existing private bus and public service transportation to get traffic off the roads</li> <li>• Clustering businesses where water and sewer services already exist</li> <li>• Grant opportunities that help construct public areas located in specific areas (perhaps Fairfield Road or Route 30)</li> </ul>	<p>Such requirements, which could be informal, will help developers shape their projects, and serve as a clear signal from the township that a strategic plan is in place</p>
<p>Establish an internal housing development working group</p>	<p>This group would analyze information and make <i>recommendations</i> to the Board regarding property upgrading, land development, site planning, zoning changes, building regulations and ordinances, aesthetic aspects of neighborhoods, neighborhood amenities, and public amenities</p>	<p>This group does not need to hold regular meetings and can be called upon only when needed</p>

<p>Focus on a singular business and service center district for initial development</p>	<p>Possible locations include:</p> <ul style="list-style-type: none"> <li>• The Gettysburg campus of HACC; as the college expands so can economic partnerships with the township</li> <li>• The Greenmount Area because of its unique access from Route 15</li> <li>• Route 116 just to the west of the Borough of Gettysburg where a small office concentration already exists</li> </ul>	<p>The <i>type</i> of business is more important than its location; service centers can be placed at a comfortable distance from residential areas</p>
<p>Plan for additional institutional use of township land</p>	<p>The township provides a near perfect location for:</p> <ul style="list-style-type: none"> <li>• Private schools</li> <li>• Nursing homes</li> <li>• Retirement communities</li> <li>• Statewide or national organization headquarters</li> </ul>	<p>Larger institutions can be directed to DGAs and matched with appropriate locations in the township (such as the Greenmount Area for larger businesses and venues)</p>
<p>Plan for a more effective use of the Doersom Airport and surrounding land</p>	<p>Generate development around the Doersom Airport to include:</p> <ul style="list-style-type: none"> <li>• Resorts</li> <li>• Game fields</li> <li>• Preservation of open lands</li> <li>• Outdoor recreation venues and public parks</li> <li>• Transportation-related businesses (warehousing and trucking, for example)</li> <li>• Partnerships with the federal government and regional economic development groups</li> <li>• Support of continuing air traffic support</li> </ul>	<p>An airstrip is an increasingly valuable asset to any community</p>
<p>Monitor the progress of the Base Realignment and Closure Commission</p>	<ul style="list-style-type: none"> <li>• Work closely with elected officials in Frederick County (MD) and in Washington</li> <li>• Participate in direct discussions between Adams County officials and state or federal officials</li> </ul>	<p>The full impact upon Adams County is not yet known as the move of civilian federal workers continues from East Coast sites into Maryland, especially Frederick and Fort Ritchie</p>

## Strategic Planning Assumptions

The list of township strategies presented in the previous pages is based upon the factual information available. However, moving forward is different than knowing history; history is important, but only as it is applied to predictions of the future. These predictions require assumptions—carefully stated expectations. They answer the question: Based upon the past and the present, what might we expect in the future?

Assumptions are an integral part of research and planning. The most important assumptions must be identified and included in the final analysis, as they are here. At times assumptions expose current thinking as an extension of past habits, political history, or continuing to do things just because “this is always how we do things.”

Township supervisors, managers, and others on a leadership team also use assumptions as a matter of convenience—providing a link between experience, informed opinion, and the relationships between the township’s services and governance.

For many townships the use of assumptions strengthens problem-solving skills. Honest assumptions help remove bias, make good use of the experience and history all players bring to the planning process, and clearly point to restrictions or opportunities. Often, assumptions will change during a planning process: biases are addressed, changes in conditions are identified, and new or better information is gathered.

The planning assumptions that follow were used to address:

- Changes in conditions for the township
- Agreement upon goals and objectives for the strategies to be developed
- An ability to develop criteria for measuring changes in demographics or the economic base of the region
- Avoidance of over generalization about conditions or current demographics.

The following assumptions were created from interviews and reviews of past township documents, plans, and studies.

### Assumptions Linked to Quality of Life and Attractive Neighborhoods in Cumberland Township

#### *Background*

Cumberland Township is a residential (or bedroom) community with a deep history and rural character that has been maintained to a remarkable degree despite substantial development in the region during the past 60 years. The residential charm of the township is characterized by well-kept homes and properties of all sizes, many in a wooded setting.

Key township features include extensive woodlands, gently sloping topography, a mix of rural and suburban neighborhoods, and several main roads that spoke from Gettysburg Borough—one of which is the original statewide highway (Route 30). Streams are prominent features in the township and have directly influenced the character and provided borders of the township from its beginnings. The natural beauty, nearby amenities, proximity to major urban areas on the east coast, regional recreational opportunities, farms, and the reverence of the Gettysburg battlefields all contribute to the attractiveness of the township.

The past five decades have witnessed a significant increase in development throughout the township, in all forms of residential housing, but with particular focus upon increasingly expensive single-family homes with substantial site improvements. Development of these homes was possible because of the availability of lots of sufficient size to support larger homes. Cumberland Township has not yet reached the point in its development where the most easily developed land is already fully developed. However, some of the remaining vacant land has environmentally sensitive characteristics or historic significance.

Over the past decades less attention has been paid to commercial development than to residential development.

#### *Development and Land Use Assumptions*

- It is assumed that the current residents of Cumberland Township wish to preserve, as much as possible, existing township and neighborhood characteristics, and will expect good stewardship by the Board of Supervisors to do so.
- An immediate, comprehensive change in zoning, development philosophy, or land use outlook by the current Board of Supervisors is not warranted, though minor revisions (mostly clarifications) may be in order.
- The Board has increased its interest and support of commercial development.
- There is a desire to preserve what is good and attractive about the township.
- Though some areas of the township have *environmental* constraints, they are small in size and will not significantly prohibit additional development.

#### *Township Facilities, Roads, and Equipment Assumptions*

Cumberland Township's road system consists of major highways (Route 15), major secondary roads (Route 30), a variety of neighborhood streets, and historic roadways that have limited traffic carrying capacity. Major improvements to some roadways could be detrimental to the numerous historic sites within the township. It might also be assumed that the National Park Service sometime in the future might want to close specific local roads to help with traffic in the park—as they have proposed in the past. Assumptions include:

- Public transportation services are virtually nonexistent and little prospect for expansion is assumed in the near future
- Extension of public water and sewer lines (now confined to higher density areas) is needed to encourage residential and commercial development while other developments are served by wells and private waste disposal systems
- It is *possible* that future water needs in the township are jeopardized by control of the water system by the Gettysburg Municipal Authority Residential or commercial development in some parts of the township is not feasible; sprawling low-density development may also be financially improbable
- Local recreational facilities are adequate; there is no need to provide additional services by the township
- Residential and hopefully commercial development will increase at the end of the current recession
- There is a desire to retain the rural and residential character of Cumberland Township
- The township's character will be maintained through traditional, well-kept, low-density housing requiring modest and low-key infrastructure support, though other types of housing will be considered.

#### *Human and Natural Resource Assumptions*

- The demographic characteristics of township residents will support increased opportunities for volunteers, helping to create a stronger community spirit
- There will be in the *short term* sufficient water and sewer infrastructure to support new residential and commercial development.

#### *Regional Responsibility Principles and Assumptions*

- Cumberland Township possesses an unusually high degree of resources important to the region, state, and country, imposing a high degree of regional responsibility in terms of cooperation, staff expertise, and support of regional projects such as the COG
- The township police department supports neighboring police forces and the state police; this is a major and expensive contribution of Cumberland Township, but a necessary one
- The Board of Supervisors will continue to play a regional role in providing services, support, and backup police protection.

#### *General Assumptions*

The list of general assumptions that follows was developed from interviews with a wide range of individuals directly working for, or directly linked to, Cumberland Township.



- A new strategic plan should begin with an update of the previous plan (produced in 1999, adopted in 2000), but reflect contemporary conditions and changes during the past decade
- Wherever possible, the township will continue to support the historic treasures of the region and continue to work closely with the National Park Service to protect four distinguishing elements of Cumberland Township:
  - Numerous historic structures that are visually prominent throughout the township
  - A road system that allows easy access by visitors to battlefields and other historic sites in the township
  - Avoidance of development within sight of historic sites that might detract from its importance and reverence
  - Preservation of the original woodlands, fields, and other features that are important to the history lessons of Gettysburg
- There will be an increased effort to attract commercial development that reflects the needs of residents, the workforce of the township, and the characteristics of township neighborhoods
- The existing variety of home and property sizes will be retained to address the needs of a diversity of age groups to help stabilize the real estate tax base
- The township will continue to protect the township's environmental resources, including:
  - Clean streams
  - Careful control of storm water runoff
  - Preservation of wetlands and transition areas
  - Minimal addition of traffic
- The approximately 30 percent of Cumberland Township's land area that is preserved as public or quasi-public open space will continue to exist and may expand as additional private land is integrated in the National Park as it becomes available
- Open space continues to be important to current and future residents and to the region as a whole, providing an important relief from densely developed urbanized areas to the east and south
- The township will protect, perhaps expand, open space areas—especially those important to environmental protection, historic preservation, future agricultural use, and community character
- Future residential development will continue in Cumberland Township based upon the following assumptions:
  - Existing zoning ordinances will remain relatively unchanged in the near future
  - The Board of Supervisors will continue to enforce current zoning and fend off challenges and requests for changes or exceptions
  - Development will follow the existing zoning districts as expected
  - No new or expanded restraints will be mandated by county or state enactments.

### *Revenue Assumptions*

[NOTE: Revenue and Expenditure Assumptions were provided by the Pennsylvania Economy League, Central Office]

The following assumptions are used to provide the baseline revenue projections:

- Total taxes will increase from about \$1.971 million in 2010 to \$2.103 million in 2015, an increase of about \$132,000
- In the short-term (next two years) real estate taxes will remain flat; after 2012 taxes will increase annually about two percent
- Total real estate taxes should grow to \$1.031 million annually by 2015
- The earned income tax will grow from \$625,000 in 2010 to \$650,000 in 2015; this is an annual increase of about \$5,000
- Real estate transfer taxes will remain at 2010 levels this year (about \$90,000), then increase by \$10,000 each year to 2015
- Non-tax revenue will increase at a higher rate of 3.6 percent each year increasing from \$519,000 in 2010 to \$538,000 in 2015
- For non-tax revenues, the amount of cable television proceeds will increase by \$1,500 each year, fines will increase by \$1,000 annually
- Building permits and inspections will increase slowly from 2010 levels to \$105,000 in 2015 (up from a low of \$50,000 budgeted in 2010)
- Though increases in amusements taxes and PILOTs are desirable, there is no assurance at this time either can be successfully negotiated with other organizations.

### *Expenditure Assumptions*

- General government expenditures are expected to increase to \$643,000 in 2015, which represents an annual growth of one percent from 2010
- The cost of buildings and plant will increase minimally from \$40,000 in 2010 to \$43,000 in 2015
- Police represent the single-largest expenditure for the township and will continue to do so; total police expenditures are expected to increase from \$1.118 million in 2010 to \$1.390 million in 2015 (a 24.4 percent increase)
- Public works expenditures will increase as the cost of materials and equipment increases more rapidly than CPI; expenditures will increase to \$558,000 in 2015 from \$475,000 in 2010 (\$112,000 or 33.6 percent)
- Debt service has been greatly decreased by the refinancing of debt in early 2011; it is expected that capital debt will be repaid in 15 years

- Most supplies, purchases and other services are expected to increase at the same rate as the change in the Consumer Price Index; however, escalating prices for commodities such as fuel, metal, concrete, paving materials, etc. will continue at a rapid pace.