portions of the township. The enactment of zoning ordinance provisions supporting this idea, along with central water and sewer system extensions and capacity increases, road improvements, and community facilities development, are the principal measures by which the Township can promote development within designated areas as opposed to the rural and agricultural portions of the municipality.

Low and medium-low residential densities are indicated on the Land Use Plan as the predominant land use, along with open space, for the Central-West and Route 34 Corridor designated growth areas. As well, low and medium-low residential densities are indicated for the western tier of the Greenmount designated growth area. Other areas of low and medium-low residential densities shown on the land use plan reflect existing development expected to remain through the planning period.

Recommended densities for low and medium-low density areas are 0.4 to 4.0 dwelling units per acre, translating to single family detached dwellings (in conventional configurations) on lots from about ¼-acre to 2½ acres.

For low and medium-low density portions of the designated township growth areas the housing element of the Growth Management Plan recommends opportunities to construct residences in cluster development configurations. Cluster development remains an important prospect for development within growth areas in addition to the rural/agricultural portions of the township. First, residential clustering encourages developers to set aside the most environmentally-sensitive areas of tracts undergoing development. Second, this kind of development can help the community retain much of the historic and rural landscape with which most residents strongly identify. Third, this type of residential development creates permanent open space lands usable for a variety of recreational purposes. Fourth, clustering may produce construction economies in the form of reduced lengths of roads and sewer mains, and economies to the Township in the form of road maintenance and plowing and water and sewer system maintenance. Finally, a recent study of clustered housing in Loudoun County, Virginia, suggests that clustering does not undercut housing values -- land values for clustered housing were as high as for conventional suburban tract housing on three-acre lots.

Cluster development, then, is essential for environmental protection and landscape conservation, can make land available for recreational purposes, has the potential to make housing more affordable and achieve economies in municipal services, and does not undercut property values. As with the rural/agricultural parts of the township, regulatory flexibility and zoning incentives in low and medium-low density areas are recommended. Cumberland Township may offer landowners conventional zoning for large-
moderate- and small-lot residential construction, and a variety of options, including special conditions and associated benefits, for cluster development.

Cluster development in low and medium-low density areas should have at least twenty percent of a tract for open space, with density incentives to encourage set-asides of sixty percent (or more) of a tract for open space. For low density areas, even with clustering, single-family detached dwelling units can be expected to be the exclusive structural type. But in medium-low density areas, especially in cases where a high percentage of the total tract area is proposed to be preserved as permanent open space, opportunities to construct other housing types, such as twins and townhouses, should also be available.

Residential Classification -- Medium & Medium-High Density

Medium and medium-high residential densities are recommended for the township center area of the Central-West designated growth area, the secondary center area of the Greenmount designated growth area, and the Meadows Drive area of the Route 34 Corridor designated growth area. These residential densities are most appropriate for locations close to the community facilities and commercial services recommended as a focus for each of the three designated growth areas. The term mixed use as used in the Land Use Plan incorporates medium and medium-high density residential uses, in addition to other, compatible, non-residential uses. Areas shown in the Land Use Plan with a MX designation are therefore appropriate for medium and medium-high density residential use.

Some existing medium and medium-high density residential developments are well-located with respect to the recommended designated growth areas and their hubs. These developments include the Devonshire Village multi-family housing in the Greenmount designated growth area, the Lincoln Estates Mobile Home Park in the Central-West designated growth area, and the Meadows townhouses in the Route 34 Corridor designated growth area. Each development is an important "building block" around which growth area community and service functions, as well as additional medium and medium-high density residential development, can take place.

Medium and medium-high density residential development is an important component of the mixed community-residential-commercial character projected for the township center and secondary center. Existing medium and medium-high density residential uses in these areas should be reinforced as part of efforts to establish the economic and social viability of the centers. New residential development in and around these centers, however, must be undertaken in a manner that is sympathetic to the desired mixed-use, moderate-
Chapter Three: Growth Management Plan

scaled, and pedestrian-oriented qualities envisioned for these areas.

Medium and medium-high density residential development should include a wide variety of structural types, including small-lot single-family detached dwellings, single-family attached (twins and townhouses), multi-family (garden apartment), and mobile-home units. A diversified housing mix, attractive to various household types and income levels, should be pursued for these locales.

The open space and recreational facility needs of residents of medium and medium-high density residential development can differ from those associated with very low, low, and medium-low density residential areas. Recreational needs for lower-density residential areas may be mostly accommodated within individual developments, especially when such housing is constructed using the principles of cluster development. For more-intensive kinds of residential development, provisions for neighborhood permanent open space and recreational facilities can be more critical. For this reason, recommended areas for medium and medium-high density residential development also correlate with projected community park and recreational facilities in the township center, secondary center, and the hub of the Route 34 Corridor designated growth area.

There are a few existing medium-high density residential developments that are not located optimally with respect to the recommended future development pattern. These are projected to remain through the planning period, but not to expand nor intensify.

Affordable Housing

Housing affordability in the region is formally assisted through a combination of privately- and publicly-operated facilities (there are two such developments in the township) and publicly-administered programs for low- and moderate-income families and individuals. These facilities and programs, however, still only represent a small percentage of housing units. For most township residents, housing affordability questions must be addressed without the availability of formal subsidies.

Affordability in the township has been assisted by a good stock of older (mostly circa 1955 to 1975) dwellings close to Gettysburg, in the crossroads “village” areas, and elsewhere in the township. The continued viability of this housing is an important component of the Housing Plan element of the Growth Management Plan. Cumberland Township, with the assistance of Adams County, should continue to monitor the available sources of federal and state
funding for housing rehabilitation, low- and moderate-income housing construction, and infrastructure improvements, and should participate in these programs.

In general, the Plan proposes to increase opportunities for affordable housing principally by providing new settings for housing construction at medium and medium-high densities within designated growth areas. At the same time, housing opportunities may be expanded through more efficient use of the current housing stock. Provisions for residential conversions, accessory apartments, and shared housing should be addressed through Plan implementation. (“Accessory apartment” refers to a separate dwelling unit contained within and subordinate to a single-family dwelling unit. “Shared housing” refers to individuals not related by blood or marriage sharing the same dwelling unit.)
SECTION 6: COMMUNITY FACILITIES PLAN

The goal of the community facilities element of the Growth Management Plan is to provide the complement of facilities and services necessary to serve the residents of the township through the planning period. Public school, park and recreation, community, administration, and emergency services facilities are reviewed in this section.

Schools

The Gettysburg Area School District, of which the township is only a part, recently completed a new high school on a 120-acre campus on US Business Route 15 (Old Harrisburg Road) in Straban Township. This site is just on the other side of Rock Creek from Cumberland Township. With the opening of the new high school, the school district has embarked on a general facility reorganization plan that will see all district students in grades four and five attend the newly-named Lincoln Elementary School—the old high school—and Gettysburg Area Middle School serve students in the sixth grade in addition to those in grades seven and eight.

With the new high school and general facilities reorganization, the school district is in an excellent position to accommodate enrollment increases that may result from continuing area residential development and accompanying population increases. Enrollment projections for 2002-2003 shown in Table 2.8.1 suggest that capacities of the existing facilities should be adequate for the five-to-ten year period, with the possible exception of Gettysburg Area Middle School.

Projecting out twenty years (the Comprehensive Plan's horizon), it is likely that some facility expansion may be required. The Comprehensive Plan recommends that such expansion, if needed, take place in conjunction with existing school physical plants. In the event that new sites for schools are needed, the Plan recommends areas designated MX in the Land Use Plan for such uses.

A concern that has arisen along with the new high school is local student access to it. Pupils who walk or bike to school have difficulty reaching the facility conveniently and safely. Adams County has undertaken a pedestrian/cyclist access study for the high school and is expected to recommend implementation of improvements to road rights-of-way and open space areas to establish accessible and safe pathways to school for students on foot or bicycle.
Chapter Three: Growth Management Plan

In addition to their formal role as educational institutions, school buildings and grounds are important community facilities. The Gettysburg Area School District and its constituent municipalities should work cooperatively to ensure that district school facilities are true community resources, with opportunities for use by the general resident population as well as by enrolled children.

Parks and Recreation Facilities

According to the National Recreation and Park Association (NRPA), municipalities should be provided with three types of parks — playlots, neighborhood parks, and community parks — in the following ranges:

<table>
<thead>
<tr>
<th>Type of Park</th>
<th>Acreage Range per 1,000 Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Playlot</td>
<td>1</td>
</tr>
<tr>
<td>Neighborhood Park</td>
<td>1 - 2</td>
</tr>
<tr>
<td>Community Park</td>
<td>5 - 8</td>
</tr>
<tr>
<td>TOTAL</td>
<td>7 - 11</td>
</tr>
</tbody>
</table>

For a 2020 township population of 7,800 to 8,800 (see Section 3 of this chapter and Chapter 2, Section 6), some 50 to 100 acres of parkland would be required, according to the NRPA standards. For the township, however, the NRPA standards may be less applicable than for a more heavily urbanized community. As well, if new residential developments are constructed over the planning period according to cluster design principles, many of the playlot and neighborhood park needs will be able to be met at the level of individual developments, and will not constitute a direct responsibility of governmental units or community organizations. Continued formal agreement between Cumberland Township and the Borough of Gettysburg for township residents to use the borough’s “Rec Park” would also lessen the net acreage needed in the township for parkland.

The Adams County Parks, Recreation, and Open Space Plan (December 1997) recommends the creation of substantial new park and recreation facilities for the “Gettysburg/Central Adams Planning Area,” consisting of the Borough of Gettysburg and Cumberland, Franklin, Freedom, and Highland Townships, as well as parts of Mount Joy Township and Straban Township. According to the County Recreation Plan, there are 117 acres of existing community parkland and 14 acres of existing neighborhood parkland in the Gettysburg/Central Adams Planning Area, and 154 acres of new community parkland and 16 acres
Chapter Three: Growth Management Plan

of new neighborhood parkland are needed by 2010 (a ten-to-twelve-year horizon). "Map 6" of the County Recreation Plan indicates a proposed neighborhood park in the Route 34 Corridor area and a community park just south of the Greenmount area, straddling Cumberland and Freedom Townships along Marsh Creek.

The County Recreation Plan’s locations for two proposed new parks in the township are generally consistent with the Cumberland Township Comprehensive Plan’s Land Use Plan, except that the position of the southerly park is not associated closely enough with the concentration of population and uses recommended for the Greenmount designated growth area. Missing from the County Recreation Plan is a new park area connected with the township center on US Route 30 (Chambersburg Road). The Cumberland Township Comprehensive Plan’s Land Use Plan recommends parkland in each of the designated growth areas of the township.

The County Recreation Plan also outlines a potential greenway system incorporating conservation and selected recreation along Marsh and Rock Creeks and several of its tributaries and along the railroad line running north from Gettysburg through the township. This system is supported conceptually by the extensive Environmental Protection Areas/Significant Buffers/Parks classification of the Cumberland Township Comprehensive Plan’s Land Use Plan.

While the Land Use Plan recommends parkland in each of the designated growth areas of the township, there are a variety of ways in which this parkland may become available for park and recreation use. Several means are possible, including:

1. Outright purchase by the Township or County or by a private, not-for-profit organization among whose purposes is the conservation of open space land and/or operation of park and recreation facilities;

2. Dedication of property to the Township through the land development process;

3. Acquisition of an easement for open space and/or park and recreation uses by the Township or County or by a private, not-for-profit organization; or

4. Donation of property or easements to the Township or County or to a private, not-for-profit organization

Funds for municipal purchase of sites for recreational purposes or easements for recreational use can come from mandatory “fee-in-lieu” provisions that Cumberland Township can put in place. As enabled by the Pennsylvania...
Chapter Three: Growth Management Plan

Municipalities Planning Code, municipalities may require developers to either contribute land for recreational purposes or pay a fee representing the proportionate costs of a municipality to provide recreation facilities and/or improvements.

The utility of the land development process to gain usable open space for the community as a whole should not be ignored. As presented in Sections 3 and 5 of this chapter, the cluster form of residential development within the designated growth area has several potential public benefits, including making land available for community park and recreation purposes. In many instances, creation of permanent open space lands through the land development process and the dedication of such lands to Cumberland Township may be the most efficient and cost-effective means of gaining additional community parkland.

Another source of funds, this time for recreational facility development, is the Recreational Improvement and Rehabilitation Act Program (RIRA) grants, allocated to municipalities by the Commonwealth of Pennsylvania, usually with county involvement.

It is important to note the interest of Adams County in open space preservation and parkland creation. The County, along with the National Park Service, should be encouraged to acquire or gain easements over areas designated in the Land Use Plan for Parks and Environmental Protection Areas & Significant Buffers. In consultation and cooperation with Cumberland Township, Adams County should assist in implementing the recommendations of its Parks, Recreation, and Open Space Plan in the township.

When projecting future demands for recreational facilities and programs, it is necessary to consider not only existing circumstances but also evolving demographic changes, land use forecasts, and broad cultural trends as well. While population growth and new residential development imply increased demands for recreational facilities, population shifts toward older age groups suggest the need for a greater variety of indoor and outdoor recreational opportunities, and the increased number of women's sports teams, in response to a general societal shift, places additional demands on community and school facilities. Multiple-use facilities and shared-use, community-oriented buildings and sites should be pursued as a cost-effective way to maximize recreational opportunities in the township.

Before proceeding toward any kind of parkland acquisition and/or development, the Township should survey resident recreational preferences. Through this process the kinds of facilities actually needed in the township may be identified. For example, while there is likely some interest in additional sports fields, municipal and county recreational preference surveys often reveal...
Chapter Three: Growth Management Plan

the most preferred types of recreational facilities for residents to be things like “hiking, biking, jogging, and equestrian trails” and “open space/natural habitats.” Were a township recreational preference survey to demonstrate such a selection locally, then opportunities for hiking/biking as well as nature appreciation would need to be provided as sites for recreation became available.

Municipal Administrative Facilities

The Cumberland Township Municipal Building, on PA Route 116 (Fairfield Road), dates from the early 1980s and has served the township well as an administrative center. Steady population increases in the township and other changes over the last two decades, however, have meant that the administrative functions of local government have become greater and more complex. Demands for space at the municipal building have risen. Over the next few years the building may need to be expanded or space elsewhere may need to be used for some municipal administrative functions. Any new municipal administrative facilities that may be considered should be located in the township center in the vicinity of US Route 30 (Chambersburg Road) and Herr’s Ridge Road.

Emergency Services

The three fire companies — Gettysburg, Barlow, and Greenmount — that serve the township are well-located to serve the township as a whole and the Central-West, Route 34 Corridor, and Greenmount designated growth areas in particular. The fire companies possess adequate manpower and equipment to provide emergency services to the community, but updated equipment will be needed over the course of the planning period and additional vehicles and associated apparatus will be necessary as further development occurs in the township and the rest of the fire companies’ service areas.

The all-volunteer status of the community-based fire companies and ambulance corps may produce increased staffing problems in the future. These local emergency service providers must compete with a variety of other agencies, activities, and programs for residents’ time and interest. Volunteers must submit to greater time demands due to more sophisticated training procedures, and widely-dispersed work locations coupled with traffic congestion make it difficult for adequate numbers of volunteers to reach emergency scenes quickly during regular business hours. Some paid firefighters and paramedics may be needed in the three community-based companies that serve the township and its vicinity over the planning period.
Suburban and semi-rural places with growing populations, such as Cumberland Township, usually find themselves subject to increased demands for police services. This is not so much a direct response to the actual gain in numbers of residents, although obviously more people can translate into a need for more police, as it is a reflection of the expectations of the new residents and sometimes even changed attitudes on the part of some longtime residents. With growth and change in such an area usually comes real or merely perceived increases in the crime rate, and the incoming resident population frequently brings with it expectations of a high level of police services. These factors all combine to put pressure on a municipality to provide increased policing.

On these grounds, it is probably reasonable to assume that, over the next ten to twenty years, the local police force in the township may need to be expanded to serve a growing and increasingly affluent population. This may mean increased staff, new facilities, and new equipment. The existing police facilities in the Cumberland Township Municipal Building may not be adequate to house the larger police operations anticipated over the planning period. Their needs must be considered in combination with plans for an expanded or new Township Building (see “Municipal Administrative Facilities,” above).

Conceivably, the Cumberland Township police force could be amalgamated with another existing local force or reconstituted as an entity under the control of several municipalities. Either of these scenarios would complicate the headquarters location question, but accessibility to all parts of the service area would remain a key issue.

Road Maintenance Facilities

The township’s network of roadways will continue to grow as new residential developments are created and new streets are dedicated to the municipality. This growth may translate into requirements for additional staffing, storage facilities, and equipment for Cumberland Township’s road maintenance department. The existing facilities that house the department, for example, may not prove to be adequate over the twenty-year time period. Consideration should be given to the department’s needs when new municipal facilities are considered.