

PART IV: OPERATIONS AUDIT

Cumberland Township, Adams County, Pennsylvania

Introduction

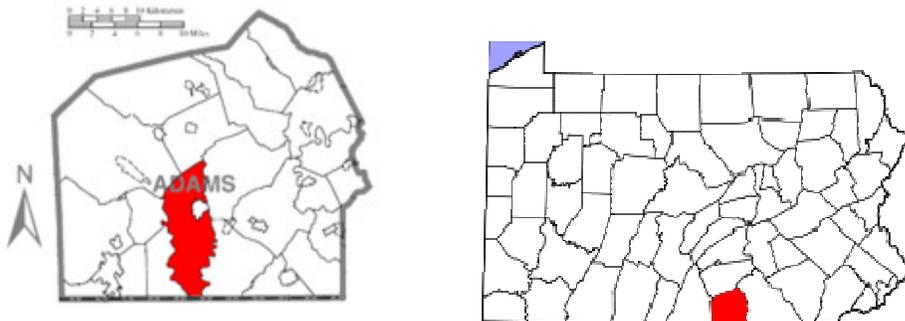
The Board of Supervisors, Cumberland Township, Adams County, Pennsylvania, requested this Operations Review for budgeting and planning in 2011 and beyond. The audit assists the Board plan and implement services that keep residents safe, and help make the township a good place to live and work.

This review is derived from four sources of information: previous township studies, a review and analysis of financial resources, further analysis of demographic and economic data previously presented in this report, and a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis summarizing interviews of township and community leaders.

Effective and efficient operations are partly dependent upon current/predicted demographics; knowledge of demographics helps shape an efficient municipal government. Good government, especially at the local level, is crucial to economic growth. Though public services (safety, infrastructure, maintenance, planning, etc.) are municipal-specific or regional, private capital is mobile. Businesses and residents can, and will, move to places where government works and is supportive.

Background Information

Cumberland Township is located in Adams County, Pennsylvania and occupies a total area of 33.5 square miles. It almost completely surrounds the Borough of Gettysburg, known as the most famous small town in America.



As shown in the maps above, the township extends from central Adams County south to the Maryland border and surrounds Gettysburg Borough on three sides. Most of the Gettysburg

National Military Park and all of the Eisenhower Farm National Site are within its boundaries. Cumberland is one of 21 townships in Adams County along with 13 boroughs.

Cumberland Township has a Board of Supervisors consisting of five elected officials. Only one Supervisor is an employee of the township—the Superintendent of Roads. In addition there is a road crew consisting of four full-time staff to maintain the 43 miles of township roads.

Staffing is typical for a township of about 6,000 residents with one exception—the police force. The appearance of a larger than expected police force is driven in no small part by the almost two million visitors each year within the township’s borders. The total number of full-time township employees is currently 17, or 2.7 employees per 1,000 residents. However, excluding the police, there are 1.3 full-time employees per 1,000 residents. This is well below the average for townships with similar characteristics.

The presence of the Gettysburg National Military Park and the Eisenhower Farm Historic Site within the township has significant influence upon land use planning, resulting in occasional scrutiny of Board actions by state, national, and international organizations. While many townships believe they have unique challenges, Cumberland Township is clearly a genuine example of this circumstance.

Auxiliary Services

Fire Protection

Fire protection has been historically provided by three volunteer fire companies, all of which received some financial support from Cumberland Township. However, in 2010 the township continued support for two companies: Gettysburg and Barlow.

Generally, the need for multiple fire departments in suburban areas has decreased, partly owing to the elimination of barriers (more bridges, fewer rail crossings, etc.). However, the actual reason for a decreasing number of volunteer fire departments in Pennsylvania is the reality of not enough volunteers to staff and operate all the available equipment.

For most municipalities volunteer fire departments are the best deal in town. Most fire departments assume their own fund raising and purchase/maintain their own equipment. Volunteers give their time and effort at no direct cost to the taxpayer. The facility often provides a venue for community events. Various community organizations provide support and provide a sense of belonging and civil responsibility—if not personal satisfaction and attachment.

As a result, many communities, Cumberland Township included, provide support from the General Fund to sustain volunteer fire companies. However, as municipal revenues decrease, it becomes more difficult to support non-municipal services, including fire companies. The result is continued support for only a select few (as is the case for Cumberland Township) or the need

to merge or consolidate existing volunteer fire companies into a more efficient and affordable situation.

Merging or consolidating fire companies is not a natural act in Pennsylvania. Supporters have strong attachments and a long history of affiliation with specific fire companies. Still, the need to consolidate is pressing as municipal funds are decreasing at the same time volunteer manpower to keep each fire company functioning is also decreasing.

One interesting way Cumberland Township can help its volunteer fire departments (above the giving of funds to fewer departments) is to help existing companies consolidate equipment and manpower, allowing each to maintain its original charter. Hence, the fire companies still exist but in an environment of shared services, equipment, facilities, and funding.

Private Contractors

Refuse collection is provided by private contractors where residents pay a fee directly to the service provider. Emergency Medical Services are also provided by an independent association.

Sewage Collection and Treatment

Sewage treatment is provided by an independent authority (the Cumberland Township Authority) which provides and bills its customers directly for services. Sanitary sewer collection lines are operated by the Authority. Detail about sewage treatment and the Authority is provided in a later part of this paper.

Review of Operations

Cumberland Township has evolved into a three department operation (four if the Board of Supervisors is so categorized): the police force, administration, and maintenance (public works). Each has a department director (Chief of Police, Township Manager, and Superintendent of Roads) who is responsible for the day-to-day management of operations. They collectively create, monitor, and enforce the annual budget for the Board.

Administration is straightforward, involving mostly staffing and staffing assignments (though there is need for some equipment to provide computing, communication, and document control). Maintenance has unique staffing, material, and equipment requirements related to road maintenance, snow plowing, and upkeep of facilities. The police force has a sophisticated set of requirements that includes staffing, equipment, security, transportation, crime fighting technology, communications, and a wide range of documentation and reporting requirements. Each department requires basic networking and administrative support services, though some support functions are shared across departments.

General Fiscal Operations

Revenues and Expenditures

Cumberland Township's actual revenues and expenditures have not always been on target. It is considered good practice to underestimate revenues and to overestimate expenditures. In the past five years, 2004 through 2008, actual on-going revenues have fallen below budgeted revenues in four years. In three of the years, 2004 through 2006, these shortfalls have been significant. The shortfall was also significant in 2001. To date, shortfalls have been paid out of reserve funds. The financial review captures detail of revenues and expenditures.

Use of Debt

The Cumberland Township Board has been very conservative and cautious in its use of debt, avoiding altogether any temptation to use debt to fund day-to-day operations and end-of-year budget shortfalls. Basically, debt has been dedicated to facilities with proceeds of \$532,724 in 2008 and \$1,013,333 in 2009. The majority of these funds supported facility upgrades and the construction of new maintenance facilities.

There is the possibility for the Board to use prudent use of debt—saving money over the long term by borrowing needed funds now when interest rates are historically low. The following items make the case for township borrowing in general; borrowing can be used to:

- Spread out development costs during times of rapid growth
- Reduce anticipated budget deficits when expenses are one-time or during times of growth
- 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
- Address the rising capital demands of the township by becoming more innovative in accessing long-term private or public capital.

With the addition of a capital fund in 2011 it is especially prudent to examine planned expenses that cost less, in the long-run, using financing.

In January 2011 the township was able to refinance current debt with Orrstown Bank through a General Obligation Bond not to exceed \$1,650,000. This provides the township with a better rate for existing debt and allows additional funds for borrowing if so desired at the guaranteed low interest rate. The General Obligation Bond will refinance the 2007 and 2008 notes for a period of 300 months.

A 3.99 percent interest rate is fixed for 180 months (15 years) and it is the intent of the Board of Supervisors to repay the entire balance within that time period to preserve the 3.99 percent interest for all existing debt over the next 15 years.

Payment in Lieu of Taxes (PILOTs)

The United States has a long tradition of exempting nonprofit organizations from the local property tax. This is also true for Pennsylvania where legislation has exempted some types of institutions from paying local taxes. There is some irony here because the state of Pennsylvania does not collect a property tax; hence, any exemption created by the state legislature has a direct affect only upon municipalities. The usual exempted groups include non-profit hospitals, schools, colleges, churches, and other philanthropic or service organizations (YMCA, Red Cross, fire departments, cemeteries, etc.). The reasoning behind an exemption is that the organization already provides communities with benefits of health care, education, and general welfare with no profit earned.

Exempt property is a challenge for all municipalities that must continue to supply services (especially road maintenance and police protection) to those organizations and facilities that pay no property tax. The challenge can be acute for communities where exempt properties may comprise 30 to 50 percent of all property. This is especially true for rural communities with large hospitals or colleges. For many communities the number of exempt properties has been growing.

As municipal tax revenues decrease, the effect of exempt property becomes more significant. One approach to raising revenue is to seek voluntary Payment in Lieu of Taxes (PILOTs) from exempt, (yet receiving municipal services) organizations. The purpose of PILOTs is to provide (if only partially) revenues that would have otherwise been collected if the local organization/property was not exempt.

There are no systematic rules or processes for municipalities to seek PILOTs. Those who have been successful (usually mayors) have pursued a very personal approach, meeting with organizations and negotiating one-on-one for a PILOT. Hospitals have been the most generous and frequent PILOT contributors, while smaller organizations and most churches have not been financially able or willing to respond. However, due to the amount of personal effort needed by the mayor and others to obtain PILOTs, many such payments cease when the elected officials leave office and the personal bond is broken.

The challenge is more pronounced for Cumberland Township where large tracts of land are part of the national park system and more land will be added to the military park as it becomes available for purchase. Hence, the challenge for this township will only increase in scope. Though the National Parks are a national treasure, it is left to Cumberland Township to provide support and services.

This is not only a case of decreased revenue; for instance, even though the Park Service has a “police department” the township police provide backup services and most services that involve crimes (the national police officers are more concerned with security). There is need, and it is appropriate, for the federal government to share in the expenses it creates for its municipal host.

A second challenge is accepting economic development programs initiated by Adams County or other public entities. As new facilities are provided to business or support services, properties become exempt from property tax because they are no longer privately owned. With the always increasing reach of the National Park, this two-pronged approach has taken millions of dollars of assessed properties from the tax base.

In addition to negotiating PILOTS with organizations, the township can help support programs similar to the state of Connecticut where the state collects a general tax and distributes the revenues to municipalities based upon its amount of tax-exempt properties. There have been movements and attempts in Pennsylvania to initiate a similar program. Despite the backing of the League of Cities and Municipalities and the Pennsylvania State Association of Township Supervisors, there has been no progress.

Fee versus Tax Revenues

Most municipalities in Pennsylvania are relying less on general taxes and more upon user fees. Moving to fees provides, some believe, a more fair method to collect revenues; those who use the services pay for those services. Also, during times of recession stable fees can offset decreasing earned income taxes. That was true, at least, until the housing recession of 2007 to 2009 when property transfer revenues and property taxes decreased or remained stagnant.

Cumberland Township has been ambivalent about its use of property taxes during the past decade. As the table below shows, real estate taxes provided about 28 percent of all taxes in 2004, but that percent went as low as 13 percent by 2007. At that time township millage was increased to 5.5 and property taxes once again provided a more reasonable 36 percent of all taxes in 2008 and 2009.

Year	Real Estate Taxes	Total Taxes	Percent Real Estate Taxes
2004	\$25,556	\$925,543	28%
2005	\$26,335	\$1,085,160	24%
2006	\$157,724	\$1,125,804	14%
2007	\$163,213	\$1,292,601	13%
2008	\$581,329	\$1,632,427	36%
2009	\$603,917	\$1,672,476	36%

User fees are inherently fairer than any property tax which is why municipalities are increasingly using fees to enhance revenues. Examples of fees include onsite inspections, building permits, fire hydrant, library, street lights, leaf pickup, copying costs, amusements, and parking. That said, fees have been declining in Cumberland Township primarily because most are connected with building and real estate. Also, Act 511 does restrict the type of fees that townships can apply and provides caps for those fees.

Fees (sometimes referred to as “departmental earnings” has increased significantly for the township. Beginning in 2004 with \$59,000, earnings have grown to \$207,000 in 2008 and \$192,000 in 2009. This revenue helps keep certain administrative functions, particularly zoning and building inspections, self-funding. Taxpayers are not asked to support functions that do not directly benefit them. Fees should be carefully reviewed as part of the 2012 budget review process.

Again, fees are set by township ordinance in a manner that is much more direct and simple than raising property taxes. Actual expenditures can be projected and fees set accordingly. Unlike, property taxes, this review may not need to take place each year. Fees resemble the earned income tax; increases are automatic as personal income increases. Also, school districts will continue to be more competitive for property taxes—as may Adams County in the future if higher expenditures are seen caused by unfunded mandates pushed upon them by the Commonwealth. For all these reasons, use of fees should be considered whenever possible.

General Operation Requirements

General Requirements for Staffing the Township Office

Board members have differing views on the priority of increasing the number of township employees (though all agree for the moment that any further expansion may not be feasible. As state before, Cumberland Township has a relatively small municipal staff when compared to other townships of the same size). Staffing needs have been well established for each department.

Justifications are numerous for each department’s argument to expand staffing:

- 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)
- There is a need for additional financial monitoring and budget planning
- Future maintenance costs are growing as the township defers needed road/bridge projects
- There is no provision of back up support and services in the absence of an employee.

A review of staffing by department follows.

Police Requirements

The adequacy and efficiency of a township’s police force is vital to the health of the township itself. Cumberland Township has, through prior planning and hard work, created a police department that is committed to its mission and provides excellent public safety. The police officers are well known in the community and highly visible throughout the township.

The recently hired (at the end of 2010) township manager, himself a police officer (but not in Cumberland Township), has initiated many of the options presented in the previous SafeCity (2006) and planning report (2010) to the township. Obviously, professional, well-trained officers are a valuable asset for the township, but the police force, like every other department, must operate within its budget.

In late 2010 the new township manager initiated a monthly review of police department expenditures, planning for new technology and replacement equipment, and better use of overtime. To a large degree, the success of maintaining the budget also rests on the efforts of the police chief by managing the day-to-day operations of the force and by keeping the township manager and Board apprised of needs, changes, and successes.

Though even the smallest of productivity gains can lead to significant savings for the township, the historic pressures of Act 111 and collective bargaining in Pennsylvania may make it difficult to restructure or innovate. Hence, the purpose of working together is a focus upon keeping members of the police force properly supplied, doing all that is possible to ensure their safety, and maintaining services rather than simply cutting costs.

It is generally challenging to negotiate with public sector unions for several reasons:

- Unions are not only organized workers, they also serve as political groups that influence those with whom they negotiate (a tenth of all delegates at the 2008 Democratic Party Convention were members of teacher unions); as such, unions negotiate as much in Harrisburg as they do in local municipalities
- Over the years, public workers have been rewarded through a wide range of compensation efforts beyond salary (more vacation, compensatory time off, higher pension packages, more holidays, separate sick leave accumulations, and better-than-average health insurance, to name a few)
- Municipal and public workers are inherently part of a monopoly; if teachers strike, schools close and when transport employees strike the buses and trolleys stop running
- In the past few years negotiations have shifted from salaries to benefits, which now increase each year at three times the amount of salaries
- The right to strike has not been limited in Pennsylvania
- The decision to “opt-in” public unions has been largely outlawed, including in Pennsylvania; membership in unions may not be mandatory, but paying union dues is mandatory
- The loss of public employees is also a loss of union membership.

Unions have made great strides in better compensation during the past two decades, generally with the support of the public and elected officials. However, now elected officials no longer have the revenue to keep increasing salaries and benefits as before, if there is revenue to grant any increases at all.

save the township money by avoiding a high number of overtime hours on the part of full-time officers.

Facilities

The police department is currently housed in the Cumberland Township building with the administrative department and Board room. Public works is located on the same site, but in a different building. The existing offices are, at best, minimal. Offices offering privacy are few and relatively small, and do not serve well the need to provide privacy for victims or others confiding during an investigation. While a change in policy and office use will help in the short-term, facilities will remain outdated and insufficient moving forward.

In general, the existing facility should be reviewed for safety and response to an attack. This includes the protection of civilian staff and those in the adjacent administration space. There is still need, as first recommended in 2006, of a secure evidence room and an expanded holding cell or an increase in the number of individual holding cells.

The building as now configured does provide direct or simple access to the police department; the public enters from the back of the township building through a single door that is not a main entrance. While this helps with security, it may be difficult for residents to locate the correct entrance, especially since a visit to the police department for most residents is a rare event. Additional signage (there are small signs at the entrance to the parking lot) and directions outside the building may be helpful.

Community Demographics

In terms of geographic area, Cumberland Township is a relatively large municipality. Like other townships, however, the borders are fixed; any population growth also results in a higher population density. To date, the township has been fortunate in preserving an environment most related to *lower* crime rates such as:

- A relatively low population density, with relatively small areas of high density housing
- High level of resident education
- High number of older residents in relation to younger residents
- Stable family and community situations.

All of the above, which currently provide stability and safety within the township, could change at any time and will change incrementally over time. Hence, planning within the police department should include the realities of demographics and the characteristics of the residents served and protected.

The Police Force Budget

In terms of expenditures and staffing, the single largest township service is public safety (primarily the police force). Recent years have seen the police budget routinely go over its budget. To help prevent this occurring in the future, the Board and the township manager now use prior budgets as a benchmark for future budgeting, unless there are specific changes made to goals or operations. The Board is fortunate to have a study to guide its decisions in the *Management and Operational Review* presented to the Board in May of 2006 (before the current chief came on board). Chief Boehs presented a carefully crafted and impressive planning document to the Board as part of the 2010 budget request, but not all goals could be funded or accomplished in a single budget year.

Another challenge to the police budget regards the role of the Cumberland Township police in the region—including back up for fellow officers in other municipalities. During future budget planning the Board should anticipate that these conflicts will grow with the regional increase in development and population, accumulating police mandates, and increased regional cooperation (such as police involvement with task forces, the COG, the school district, and the Park Service).

The benefits and disadvantages of a shared or regional police force

In a sense, there is a joint police force between Cumberland Township and the National Park Service. The Park Service has about 20 officers who provide a mostly security function at the parks. These officers generally work within the operating hours of the parks; they are not available 24/7. Further, a significant crime is more likely to be handled by the township police.

Still, some agreement that provides joint traffic control, security, or patrolling might be possible and in the interest of the township. The opening discussions would occur between the respective chiefs.

A potential subject for consideration is joining the Cumberland Township police force with other contiguous municipalities to form a regional police force. Appropriate models for regional forces are available in neighboring York County. In addition, a regional force can provide local services to municipalities that now depend upon Pennsylvania State Police but may be interested in participating in (and funding) a regional force.

Generally, a regional police force is created to maintain levels of service rather than to reduce police expenditures. Past experience has not provided decreased police expenditures for participating municipalities. However, cases exist (including York County) where cost increases of municipal police departments were slowed. There have also been examples of cost avoidance as regional forces may operate more efficiently, obtaining and using equipment and sharing civilian support.

There are also safety issues for officers (backup or dilution over a larger geographic area).

On the downside, there is anxiety among elected officials that the regional police force may become a bureaucracy in itself, increasingly difficult to control at the municipal level. Hence, it is imperative that each municipality draw up a clear contract that commits them to future funding (and its share of total funding) for a regional police force.

On paper, it would make sense to first merge the Cumberland Township police department with the Borough of Gettysburg. However, shared police forces usually are successful only when there is a common sense of community before shared services begin. That does not appear to be the case for Gettysburg and Cumberland Township. Other neighbors might be considered, however, including those that share similar costs per resident for police protection.

Maintenance Requirements

Staffing

A general rule of thumb is to limit the number of maintenance crew members to no more than one employee per 1,000 township residents. Clearly, Cumberland Township is well below that criterion (currently five staff for 6,000 residents).

Operations

Cumberland Township is relatively large for a Pennsylvania township of the second class. Because of its size the township has built and must maintain 43.98 miles of roads. Because each of these roads consists of two lanes, the township maintains 88 lane miles.

Each year Cumberland Township receives about \$165,000 from the state's Liquid Fuels Tax, providing about \$1,875 per year per lane mile. The state has placed very strict and narrow restrictions on how these funds can be spent by the township, principally limited to material purchases.

Based upon current estimates provided by KPI, Cumberland Township's engineering firm, the road system in Cumberland Township has an estimated value of \$19,024, 415. In addition, the township maintains about 3,145 linear feet of guide rail at a value of \$113,220 and 15 box culverts at a value of \$240,000. There is also 16,320 linear feet (about three miles) of storm drain pipe at a value of \$1,060,800. The township's three bridges are valued at \$1,275,000, road signs total 715 valued at \$89,375, and the replacement value of traffic signals is \$275,000. The total value of road infrastructure is currently estimated to be \$22,077,810.

The township's budget for road maintenance in 2009 was \$393,775, which is about 1.7 percent of the total value of road infrastructure. With the addition of the Liquid Fuels Tax the township budgeted \$561,775 in 2009 (which is about 2.5 percent of the road infrastructure value). This budget line item includes materials, salaries, benefits, and general support (fuel, supplies, tools, parts, rentals, etc.).

Unit replacement costs (labor and materials) to replace current infrastructure are provided in the following table.

Road Infrastructure Replacement Costs

Stone Subbase (8 inch depth)	\$8.50 s.y.	Guide Rail (Standard PDT)	\$36.00 l.f.
Base Paving (5.5 inch depth)	\$17.50 s.y.	Box/Arch Culvert	\$400.00 l.f.
Wearing Paving (1.5 inch depth)	\$7.50 s.y.	Cross Culvert/Storm Drain	\$65.00 l.f.

s.y. = square yards l.f. = linear foot

Generally, road payment has a life cycle of 12 to 20 years, but a complete overlay is needed at least every 20 years (base paving). Most paving work and major construction is provided by contractors. At funding each year of \$1,850 per lane mile it is easy to see that maintenance costs will be deferred under current budget line items.

In addition to ongoing maintenance funding, a capital expense fund to replace major equipment is imperative. It should be noted that the Board of Supervisors has established a separate capital fund beginning in 2011.

Budget

The biggest disconnect between past budgets and actual maintenance needs was a match of resources that provided the ability to plan and *complete* projects. Using budgeted funds for a project was not always sufficient to complete needed work; over time, more unfinished projects resulted in increased future costs since many such projects will end up in a deferred maintenance circumstance. Therefore, resources needed to complete projects should be costed out to serve as the basis of budget future requests. Dollars would then follow needed projects to completion.

Some Board members have questioned the need for township employees to provide maintenance services rather than contract these serves. The best way to study this suggestion is to find townships that have done contracting and analyze the advantages and potential dollar savings. Generally, townships of the size of Cumberland do not contract; that approach is used by smaller townships or smaller boroughs that contract with neighboring townships. General research shows that contracting may lead to short-term or one-time savings, but that those savings were not always sustained over time.

Materials and Supplies

Public works supplies made up only 2.8 percent of expenditures in 2008. Between 2004 and 2008, supply costs increased at an average rate of 16 percent per year from \$56,946 to \$92,666.

This includes diesel fuel for public works equipment. Since 2008 materials and fuels have doubled and tripled, depending upon the commodity.

Administration Requirements

Staffing

As this report was in preparation the administrative office of Cumberland Township had a full-time township manager, a full-time Secretary (who also serves as treasurer), and a full-time clerk. The clerk position is currently vacant. There is also a zoning officer who shares office space in the township building.

The 2011 General Fund budget does not allow for any additions in staff. There are several possible changes, however, that could strengthen the administrative office and more clearly distribute work load. A secondary advantage is providing backup when someone is unavailable.

First, expenditures could be lowered if the (currently) vacant clerk position was part-time. A part-time clerk could still cover most hours of the four-day operation of the office. Second, the current zoning officer has experience and expertise beyond the confines of his position. He can assume other responsibilities, especially while the number of permits and inspections is historically low. Finally, there seems to be no rationale for maintaining separate staff for the township office and the Cumberland Township Authority. The full-time Authority position in the township office could become part of the overall staffing and staffing assignments. An agreement with the Authority would allow the two organizations to share the cost of this position or the Authority could continue to fund the position.

Township Administrative Budget

Generally, this budget item does not include support for Board members; the Board should continue to maintain its own budget needs. At this point in time the township's administrative team includes four positions: the township manager, the township secretary, the township clerk, and the zoning officer (a position that pays for itself through user fees). A full-time township clerk position was recently vacant. The vacancy provided an opportunity to decide if the filled position should continue to be full-time or if a part-time position was sufficient. A part-time position can always be upgraded if need exists or revenue is sufficient. If this arrangement of four positions is maintained there is little need to budget beyond existing personnel and the required office equipment for their support.

In hiring the current township manager (Mr. Ben Thomas, Jr.) the Board was fortunate in finding a person who can also serve in a fiscal officer/planner capacity. Mr. Thomas is responsible for coordinating the budget process, providing projections, analyzing past expenditure and revenue experiences, proposing the most efficient operations, and providing budget development to support operations.

One change might be budgeted for 2011, if still possible, or for 2012: a decision to switch from a cash basis of accounting to accrual, the method that will place the township in compliance with generally accepted accounting principles for local government.

Professional Services

The Township purchases a broad range of professional services. These include auditing, engineering, legal services, building inspections, employee testing, and codification. Total professional costs increased from \$129,152 in 2004 to \$295,680 in 2008. Engineering services were responsible for most of this increase, with \$216,071 spent on engineering services in 2008. For 2009, professional services are budgeted at \$194,900.

Insurance and Bonding

Insurance, including casualty and compensation insurance, increased from \$90,489 in 2004 to \$102,409 in 2008. Average increases remain a low three percent per year.

Public Utilities Services

The utility costs in the General Fund make up less than one percent of expenditures in an average year; however, because of the rapidly increasing costs of utilities (especially electricity and fuels) General Fund expenditures for utilities is increasing an average nine percent per year. Services include water, electricity, natural gas, and some phone services for municipal buildings.

Repair and Maintenance Services

These services made up 1.5 percent of total expenditures in recent budgets, but need to increase to address a growing problem of deferred maintenance. Repair/maintenance increased an average 11 percent per year from 2004 to 2008. Budgeted expenditures increased significantly in 2009 to cover \$171,000 needed for road and bridge repairs.

Contributions

The major contributions from the General Fund target volunteer fire companies (historically three). In addition to General Fund revenues, the township receives state shared revenues from the Pennsylvania tax on foreign (out-of-state) fire insurance premiums. These funds are transferred to the fire company's relief association. Other contributions are made for recreation, the senior center, and to various other organizations. These contributions have increased at an average rate of 9 percent per year from \$121,960 in 2004 to \$165,745 in 2008. They were budgeted at \$156,900 for 2009. Future contributions will be difficult to maintain.

Other Operating Expenses

In addition to the specific line items covered above, the township has lesser expenditures for training, PSATS unemployment, communication and postage, advertising and printing, rentals,

dues and subscriptions, uniforms, contract services, meetings and conferences, and inspections. In recent budgets these expenditures totaled about 1.4 percent of the General Fund.

Transfers to other funds

The township has not transferred amounts in and out of the General Fund on a regular basis. In 2008, the township transferred \$341,590 from the General Fund, matching this amount from the parks and recreation account. Beginning in 2009 the township began transferring amounts into the capital reserve.

Debt and Debt Service

Cumberland Township does not budget debt service as part of the General Fund. Three years ago the township assumed debt for the construction of a public works building. The building loan payments and the two lease payments totaled \$142,163 in 2009. This amount increased slightly in 2010 to \$144,474 and will decline in the following years as the two leases end. However, as explained in a separate section of this report, the original debt has been refinanced in 2011. Township debt as a percent of assessed real estate valuation is very favorable at 0.31 percent.

The Expanding Role of the Township Manager

Serving as a township manager in Pennsylvania is seldom a 40-hour-per-week job. Increasingly, the manger is required to take on additional responsibility when there is no plan to add other administrative staff. For instance, the Cumberland Township Ordinance that outlines the township's administration of the Right-to-Know-Law (08-2008) designated the township manager as the compliance officer:

§1-402 Open Records Policy

“It is the policy of the Township to require the presence of a designated employee when public records are examined and inspected and to charge reasonable fees for duplication of public records of the Township. Cumberland Township designates the Township Manager as the Open Records Officer, responsible for assuring compliance with the Pennsylvania Right-to-Know Law... “

But the major change in Cumberland Township was a clear designation of the manager serving also as fiscal officer for the Board. This change, partly based upon a study provided to the Board in 2010, identified the (then) existing budget process as a top priority for revision. As a result, the following changes are noted in 2011:

Change	Outcome
The township manager also serves as chief financial officer for the township	<ul style="list-style-type: none"> • Monitors and oversees the budget process, conducting a monthly review of expenses, revenue projections, and department compliance with the current budget • Has the ability to mutually enforce decisions with each department
Township budget process starts early in the year using ongoing information from monthly reviews	<ul style="list-style-type: none"> • Each department head participates in the budget preparation and periodic reviews; are held responsible for keeping within approved expenditures • Helps all township employees adjust to new financial realities • Keeps the Board informed • Eliminates the possibility of “nasty surprises” at the end of the year • Enforces expenditure levels within the budget on a monthly basis
Beginning in 2011 the Board of Supervisors has added three operating fund accounts: Capital Reserve Fund, Park and Recreation Fund, and Traffic Impact Fund	<ul style="list-style-type: none"> • Keeping the capital expenditures separate from the General Fund gives a clearer view of ongoing fiscal health • The reserve funds put into action planning for the future • Separate funds help bring the township into compliance with generally accepted accounting principles
The 2011 budget is balanced with a small (\$3,500) amount of revenues over expenditures	<ul style="list-style-type: none"> • Adopting this budget keeps attention upon the day-to-day expenses and gives department heads a clear plan for spending • Holds everyone in the township office accountable for management of departments

Change	Outcome
The manager was tasked to propose a balanced budget with no property tax increase in 2011	<ul style="list-style-type: none"> • Expenditure cuts balanced the budget rather than increased revenues • Cuts are painful, but applied early they resulted in less pain in the future • Shows the Board of Supervisors is serious about being efficient and living within current revenues
Budget reductions were applied across all township departments	<ul style="list-style-type: none"> • Keeps the process “fair” as all contribute to the new financial reality • Emphasis on efficiency; new efficiencies can prevent additional reductions in the future

In preparing the 2011 budget the Board and township staff used the following process:

- Develop *project* funding rather than *dollar* funding; let dollars *follow* Board priorities, goals, and plans
- Department heads predict expenses or propose new programs within the umbrella plan for General Fund budgets
- The Board now uses regularly scheduled budget workshops for planning and review of proposals already on the table; these proposals have been through a Board committee process with appropriate analysis, earning (or not) a recommendation for Board passage from the committee and a logic for requesting funds (the Finance Committee has become especially active in this regard)
- The township manager provides directions and guidelines for department heads when preparing budgets; these individual budget proposals are then aggregated into a final Board proposal
- The Board, based upon revenue projections can estimate an increase or decrease in specific budget line items; it is then up to the department heads to make adjustments using their expertise and best judgment.

Zoning

The Zoning provisions prepared by Cumberland Township are comprehensive, having evolved over several decades of analysis, public input, and review. Recent major changes to the existing Zoning Ordinance occurred in 2003 and again in 2008 with the passage of Cumberland Township Ordinance No. 120, 2008 which provided:

- Additional definitions for Theme/Amusement/Entertainment/Water Parks (including conditional permitted use in Mixed Use or Business Park District)
- Additional definitions for Theater, Concert Hall, or similar establishments (including conditional permitted use in Mixed Use or Business Park District)
- Adding provisions for over-flow reserve parking lots and lighting in parking lots.

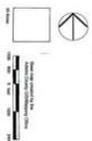
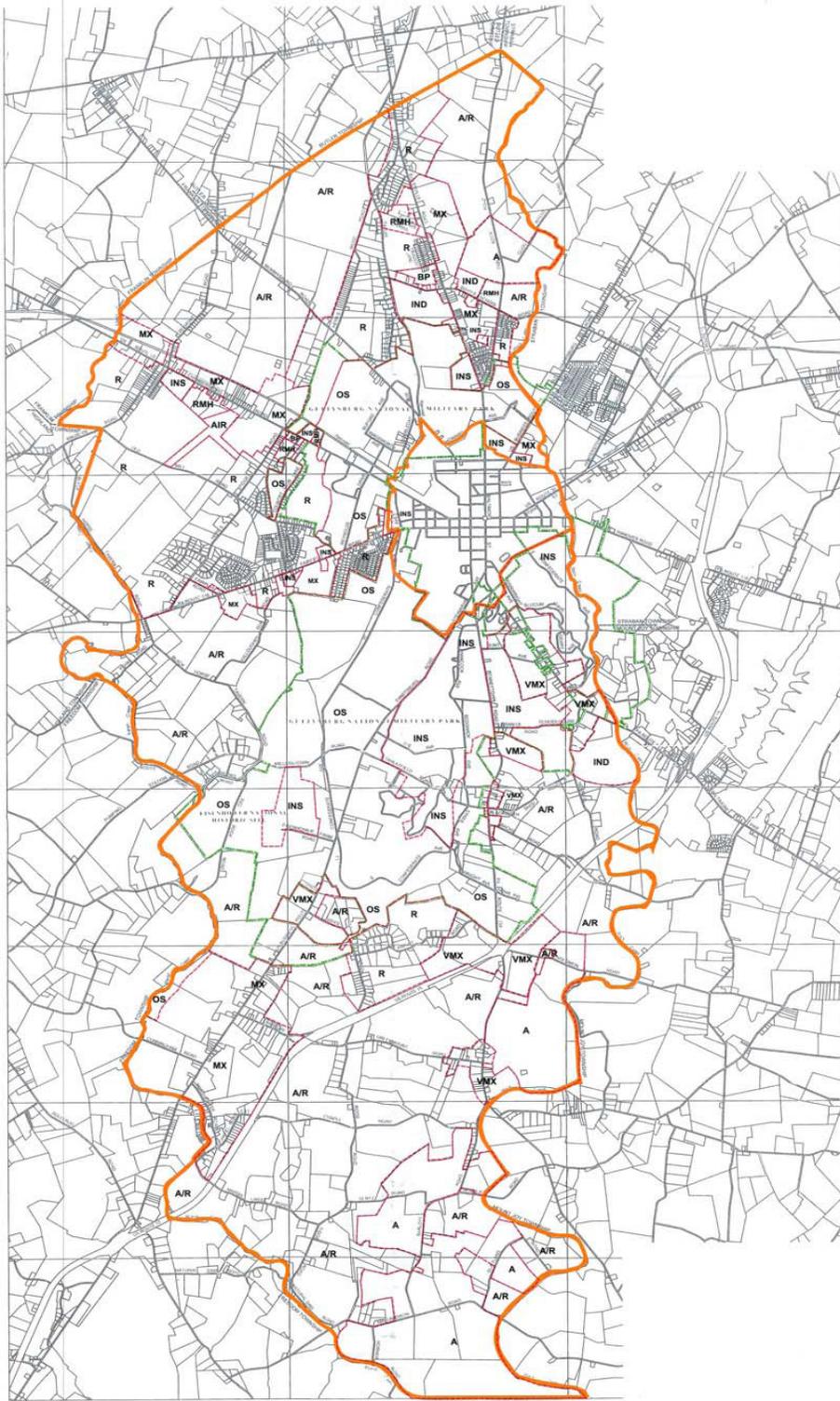
Cumberland Township has established seven Districts to generally organize permitted uses of land development. These Districts are:

- Agricultural Districts
- Residential Districts
- Mixed Use Districts
- Industrial Districts
- Institutional Districts
- Airport Districts
- Open Space Districts

In general, the existing Districts work well, as shown by the few requests for variances filed with the township between 2004 (the year after adoption of the 2003 Ordinance) and 2009 (the year after Ordinance 120 was adopted). That 22 requests were passed and only one was denied shows the ability of current zoning ordinances to balance the needs of the public and the developers. Of these 22 passed variances, only six were non-routine requests that commanded serious discussion and consideration (such as exceptions to the definition of Mixed Use, requests for a Non-Conforming Use, or variances from development standards).

A zoning map for Cumberland Township is provided on the next page.

CUMBERLAND TOWNSHIP
 Adams County, Pennsylvania
Zoning Map November 2004



Legend

--- Zoning District Boundary	R Residential	INS Institutional
--- Park Boundary	RMH Residential	A Agricultural
--- Township Boundary	VMX Village Mixed-Use	A/R Agricultural / Residential
	MX Mixed-Use	AIR Airport
	BP Business Park	OS Open Space
	IND Industrial	TND Traditional Neighborhood Development (Overlay Dist.)

The most difficult types of development to plan and implement are found in Mixed Use Districts. As for other types of Zoning Districts in Cumberland Township, the Zoning Hearing Board is authorized to grant special exceptions and the Board of Supervisors is authorized to grant conditional uses of Mixed Use Districts. Developers can request a wide range of variances for construction in the Mixed Use Districts, though this District includes most allowed development approved for Agricultural, Residential, and Business Districts. Allowed, but with only the *assumed* restrictions of other Districts, are:

Retail Commerce			
• Cultural centers	• Stores and shops	• Restaurants	• Banks
• Cinemas	• Recreation facilities	• Exercise/fitness	• Art studios
• Nursery schools	• Day care centers	• Storage facilities	
Business or Professional Offices			
• Physicians	• Lawyers	• Professional offices	• Veterinarians
• Insurance	• Stock brokers	• Travel agencies	• Government entities
General Services			
• Hotels and inns	• Bed & Breakfast	• Museums	• Libraries
• Educational facilities	• Civic venues	• Religious venues	• Golf courses
• Campgrounds	• Public recreation	• Transit stations	• Utility facilities
Residential			
• Single-family homes	• Two-family dwellings	• Single-family attached dwellings	• Multi-family residential dwellings
• Residences in commercial buildings	• Drive-in facility	• Public garage and motor sales	• Media operations
• Forestry	• Concert hall	• Amusement/entertainment/water parks	

In Cumberland Township, “Mixed Use” has become a vehicle for economic development and for entertainment venues open to the public. However, residential construction (allowed in Mixed Use Districts) is less defined, due to an assumption that such construction is restricted to the types of housing allowable and described in Residential Districts. This may prove incorrect; for instance, it might be possible for developers of high density housing to build units in Mixed Use Districts that would not be allowed in Residential Districts (and, hence, *assumed* not allowed in other Zoning Districts). This is an oversight that should be corrected. Other definitions that may require additional consideration in the near-term include:

- *Assisted Living Facility* (the type and locations of such facilities are evolving)
- *Camping Ground* (if such properties become sites for year-round housing, legal or otherwise)
- *Bed and Breakfast* (increasingly B&Bs are growing in size and might include public restaurants and gift shops)
- *Personal Care Home* (not all such homes are restricted to those unable to care for themselves due to “conditions of age”; certain disabilities cover all age groups)
- *Street, Arterial and Street, Collector* (the growth of the community and the hub and spoke design around the Borough of Gettysburg may have changed the type of right-of-way provided by existing roads; detail is included in the Land Use Chapter of this study)

The Board might want to again review the intention and definitions of the Mixed Use District, which might be used as “pick and choose” in the future by contractors and developers.

Zoning as a Strategic Planning Tool

Though limited, zoning can be a strategic planning tool when used to control by ordinance such items as minimum building lot size and type of commercial facilities allowed. Clear definitions also control the need for variances or noncompliance. Cumberland Township is attractive to developers because:

- There is still ample land available for development
- There is opportunity to construct residences on relatively large tracts of land (often up to five acres)
- Housing similar in size, type, style, and cost are usually found in homogeneous neighborhoods that are separated from other neighborhoods by geography and nonconnectivity of dissimilar neighborhoods
- Fragmentation of housing is common.

Currently, Use Classifications by District are very inclusive. For instance, in addition to the usual crop farming, horticulture, and animal operations, Agricultural Districts can include:

• Forestry	• Single-family residences	• Bed and Breakfasts
• Game preserves	• Museums and libraries	• Recreation facilities
• Kennels	• Farm equipment sales	• Mills
• Golf courses	• Sawmills	• Cemeteries
• Places of worship	• Schools	• Day care centers
• Geriatric centers	• Campgrounds	• Air strips

Similarly, Residential Districts can include mobile home parks, public and not-for-profit private recreation, transit stations, public utility facilities, and forestry. There are special provisions for cluster development where the clustering of homes on reduced-sized lots may be approved in return for the preservation of usable or environmentally-sensitive open space.

Providing Utility Services

In a sense, Cumberland Township provides no direct utility services for its residents. Electricity, communications, natural gas, and trash removal are provided by private companies. However, water and sewer services are provided by public authorities: Gettysburg Municipal Authority for water service and Cumberland Township Authority for sewer service.

The Challenge of Water Service

Cumberland Township is composed of a relatively large geographic area that stretches from north of Gettysburg to the Maryland border. Development has been spotty, partly because of the availability of water and sewer connections available only in the surrounding neighborhoods of the Borough of Gettysburg. In addition, land for development does not always abut existing water and sewer lines, causing pipelines to traverse undeveloped land. Agricultural regions may not need direct services for decades to come. Water systems are always an egg and chicken dilemma: there is need for more water for development and development brings the need for more water.

Source of Water

It is problematic that all water sources in Adams County originate in Adams County. No water flows to the county from outside its borders. However, water sources in the county and in Cumberland Township are tapped by other municipalities, primarily the Borough of Gettysburg.

The mission of the Gettysburg Municipal Authority is straightforward:

The goals of the Authority, Official Board, Manager, and its employees, are to provide to our customers a safe, adequate, reliable and cost effective supply of water as well as the collection and treatment of Wastewater, while planning for future growth, and continuing to meet or exceed all Local, State and Federal Agency guidelines pertaining to water and wastewater services.

The Gettysburg Municipal Authority (GMA) is governed by a Board consisting of

Chairman	Melvin D. Crouse
Vice Chairman	Dr. Timothy Good
Secretary	Theodore Streeter
Treasurer	William Monahan
Asst. Treasurer/Secretary	Dorothy Puhl

Interestingly, there is no representation on the GMA by Cumberland Township. Essentially, the ability to provide water to township residents and future development is in the hands of a neighboring borough, even though Cumberland Township is the source of water for the GMA.

The GMA has an administrator who heads its four divisions:

- Water Treatment Division - Employees are concerned with providing the highest quality water economically feasible to all of GMA's customers
- Wastewater Treatment Division - this division is responsible for maintaining the Wastewater Treatment System to produce an environmentally safe discharge of sewage effluent to the Rock Creek
- Distribution / Collection / Maintenance Division - these employees are responsible for the maintenance and upkeep of the miles upon miles of underground water distribution and wastewater collection pipes, valves, hydrants, manholes, etc., throughout the GMA system.
- Management and Customer Service - The Management and Customer Service Department is responsible for public, customer, and employee relations, as well as overseeing daily operations and project completions. They also read meters, attend to accounting and billing needs, and mark underground lines where future construction projects may occur so that service to our customers is not impaired.

With the exception of the second bullet above, these are the services a water authority in Cumberland Township would need to duplicate.

Choice of Water Authority

Little development, and certainly no large scale residential or basic commercial development, can occur in Cumberland Township without a water system. It is not necessary for increased or expanded service to be furnished by the GMA; it could, for instance, be provided by the Cumberland Township Authority. Or, the township could establish a new authority.

Authorities were initially needed in Pennsylvania because municipalities could not by law borrow the amounts needed to provide large public works projects. This changed somewhat after the Constitutional Convention of 1967-68, but regional and municipal authorities are still growing at a fast pace in Pennsylvania.

The first question to address is the source of water for a new authority. There are two options: prepare a deep well or build a filtration facility to extract water from an existing source. For the township, Rock Creek is the first consideration. Neither project will be inexpensive.

Specifically, Cumberland Township would need to:

- Allow the new water authority (or the existing Cumberland Township Authority) to develop a new water source
- Assist the authority find a suitable site for a well or filtration plant
- Decide how, or if, the new well/plant would link to the Gettysburg Municipal Authority
- Set water usage rates
- Add a base rate for collection by the township regardless of water usage to be transferred from the authority
- Decide if the authority or township will provide billing and maintenance services
- Set basic requirements such as the ability to produce 500 gallons per minute
- Help assure that all Department of Environmental Protection regulations are met (for instance, a well requires a 400 foot water protection zone where certain activities such as use of fertilizer, drilling, types of traffic are not allowed)
- Help obtain the site that is not in a flood plain and is as close as possible to potential customers to reduce the cost of pipelines.

Other Considerations

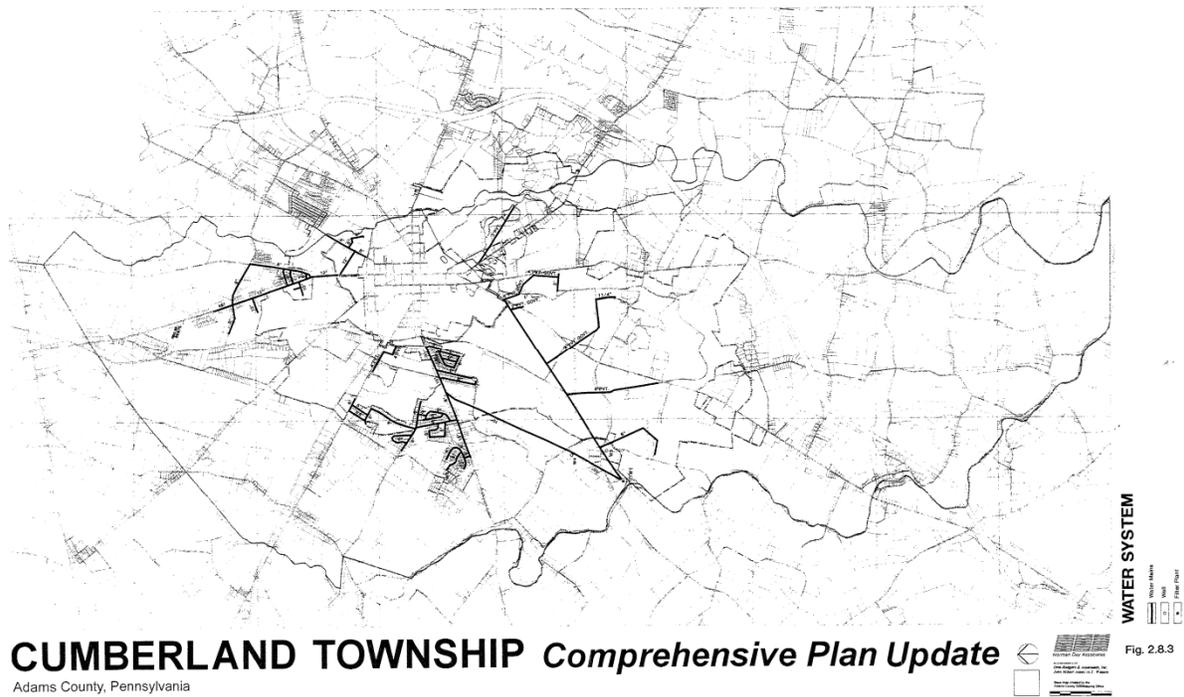
The site of a well or filtration facility will be based partly upon the geography of the township and partly by a location that best supports future development. It is probable that the first location under consideration will be Greenmount. However, there may be need to make the decision based upon geography and the existing water table. A desired flow of 50,000 gallons per day is a minimum starting point (the equivalent of approximately 300 new homes).

There are federal grant programs available to help finance water projects; they generally provide about 20 to 30 percent of the total cost. It is not realistic to think the state will contribute at this point in time.

This arrangement would not necessitate a written agreement with the GMA if the well or filtration plant is located in Cumberland Township.

It is suggested that Cumberland Township contact Towanda, PA to learn what they are doing to establish a new source of water. Towanda is very similar to Cumberland Township in several ways and their decision points are similar.

A map of the township's water system follows.

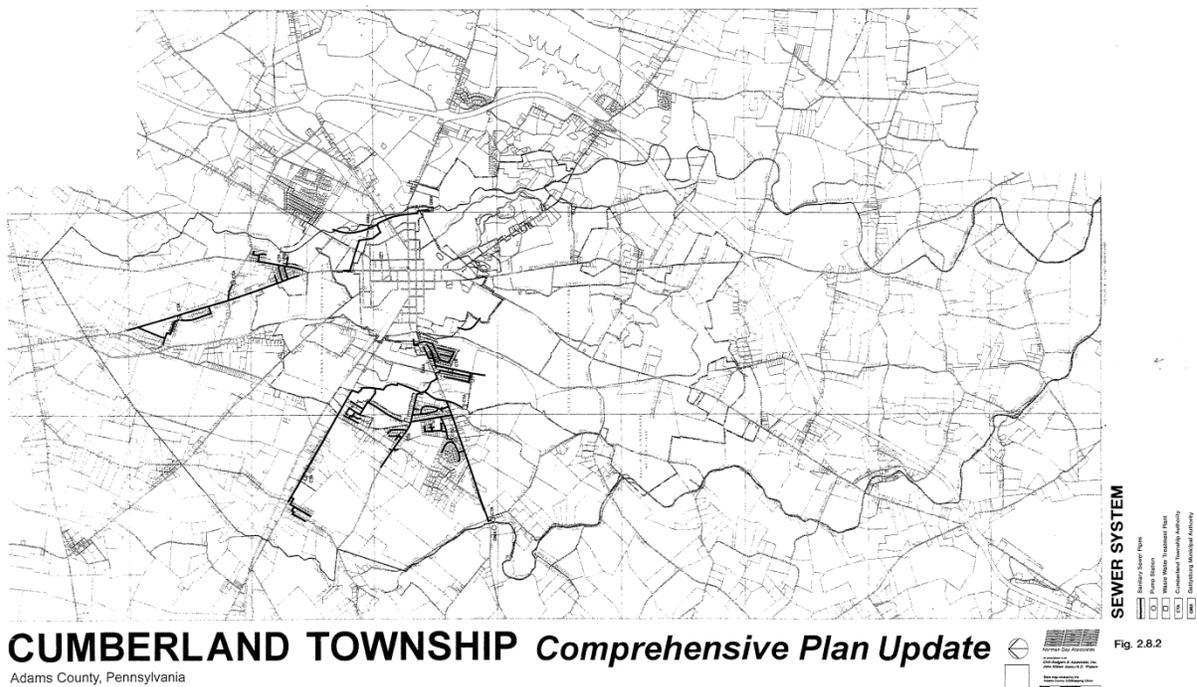


The Cumberland Township Authority

An overview of existing services or plan to expand services will require the assistance of an engineering company. To date, the township has relied upon KPI Technology of Gettysburg, Pennsylvania for this purpose. In addition to planning, KPI provides sewage enforcement.

Past support by KPI has included development projects in Cumberland Township consisting of development and construction plan review, conducting pre-construction meetings and providing minutes, on-site observation and completion of daily inspection reports, maintaining photographic records, conducting periodic meetings, and reviewing bond reduction/release requests.

This firm also assisted Cumberland Township plan and construct the new maintenance building facility. They provided a survey of the property, site design and planning and structural engineering services in conjunction with the project architect. A map of sewer lines in Cumberland Township follows.



Regional Networking and Shared Services

The basis for intergovernmental cooperation in Pennsylvania is the Intergovernmental Cooperation Law, PA Act 180 of 1972 (with subsequent amendments). Basically, this legislation allows municipalities to cooperatively provide any services allowed by law for individual municipalities. These include “handshake agreements” among municipalities.

Act 180 also established the regional Councils of Government, voluntary organizations of local governments whose purpose is to discuss, plan, and undertake joint activities. This goes with Act 247 (1968) which requires municipalities in Pennsylvania to coordinate specific planning

activities, including a municipal comprehensive plan that presents the relationship of the municipality and its proposed development upon adjacent municipalities.

Regional networking is beginning in Adams County by establishing a Council of Governments. It is a good start, and most municipalities adjacent to Cumberland Township share the same problems as the larger region (with the possible exception of some unique aspects of Gettysburg Borough). However, very basic services can be shared or pooled across townships only. It is also important to include the Gettysburg Area School District and other regional organizations in the COG. Key examples of basic shared opportunities include:

- IT and networking services, providers
- Shared financial expertise (bond officers, brokers, etc.)
- Shared legal and other professional services such as planners, engineers, and inspections
- GPS services
- Emergency services (911 is a start).

Though Cumberland Township may need to assume a leadership role or higher level of support for the COG, there are advantages to do so including:

- Supporting a fiscally sound county government that benefits all municipalities
- Strengthening the fiscal and service level of the Borough of Gettysburg to benefit the entire region
- Using the COG to provide a mechanism that brings together the decision-makers from all county public entities to share expertise, experiences, and services
- Unifying current and future local economic and community development strategies
- Addressing on a *regional* basis challenges such as residential development, land use, tax policies and collections, and economic development
- Minimizing the ability of one municipality or one part of the region to grow at the expense of the region (especially important to Cumberland Township as its neighbors are now growing at a faster rate).

Cumberland Township Partners

Public-Private Partnerships

Research shows that municipalities that provide better services are more likely to retain residents and to attract new investment. To that end, the township might consider the use of Public-Private-Partnerships (PPPs) for service delivery. Not all Board members may favor this approach, and not all partnerships have been successful. It is necessary to fully study and analyze these possibilities before taking action. Also, to gain the interest of the private sector, it may be necessary to establish long-term agreements that will not change with each political change on the Board.

This subject is covered in detail in the Economic Development portion of this paper. However, the most promising approach to public-private partnerships in the near future appears to be a closer working relationship with the Adams County Economic Development Corporation, under the leadership of Robin Fitzpatrick. The Cumberland Township Board of Supervisors has the advantage of her experience and the lessons learned by the Corporation.

Payments In Lieu of Taxes (PILOTs)

The single, most beneficial source of PILOTs for the township will be the National Park Service. Historically, this federal agency has opposed PILOTs because it does not want to set a precedent for local payments. However, the associated Foundation has been less reluctant, even providing a small stipend to the township in lieu of amusement taxes (which still might be negotiated in some form). It is most appropriate that any PILOT efforts begin with the Park Service because it is the largest user of township resources.

The process to begin PILOTs is simple; the effort needed to make it work is not. Further, it will take a joint effort by all Supervisors and township administrators to make an impact. The process is:

- Identify the exempt properties in Cumberland Township
- Work with the county assessment office to obtain assessed values for these properties (but be aware that these figures may have little correlation to actual values since the sale of a YMCA building or school is a guess at best)
- Provide a clear, realistic estimate of township resources assigned to each property
- Determine which organizations to approach
- Prepare a script for visitation or a personalized letter for each organization
- Come to agreement regarding the amount of the PILOT.

Department of Community and Economic Development (DCED)

Historically DCED has been the source of support and funding for local government projects and studies. However, at this point in time with a delayed budget request (not until mid-March) and a new governor and changed legislature, the future of DCED is much in doubt. It has served as a convenient cost reduction area for the past four years and is expected to serve in that role as the state budget deficits grow.

Still, no one knows for sure what the future of DCED may bring. Cumberland Township's regional DCED representative is Marita Kelley. She will continue to bring your interests to the attention of DCED. Further, your experience with the EIP process and positive results will place the township competitively for future grants.

Adams County

In 1990 Adams County adopted its most recent comprehensive plan, though revisions are now underway. The primary building blocks of this plan were “Designated Growth Areas” (DGAs). Areas surrounding boroughs, selected villages, and a few crossroads and interchanges were designated to accommodate most of Adams County’s future growth. As stated in the plan:

By designating growth areas, the plan envisioned: (1) maximum protection of agricultural landscapes and sustaining the county’s agricultural related economy, (2) creating efficient communities which are less reliant on frequent, long automobile trips than those now associated with suburban sprawl, (3) maintaining sustainability and viability of the county’s historic boroughs and villages, (4) encouraging new growth and development to locate in areas that could be most cost effectively and efficiently served by essential public services, and (5) keeping energy utilization at manageable levels.

According to the county planning office, about 8,550 new residential units were constructed in Adams County between 1990 and 2005. During this time period, approximately 63 percent of these new units were built within DGA’s. By the end of 2004, approximately:

- 70 percent of the County’s residential units were located on public sewer
- 60 percent were located on public water systems.

The percent of new units in Designated Growth Areas is even higher:

- 80 percent are located on public sewer
- 77 percent are located on public water.

Despite the success of the Designated Growth Areas some development took place in other areas of the county. The following reasons for this divergence are provided by the county planning office:

1. Low cost land in relatively remote areas
2. Larger land parcels available in relatively secluded locations
3. Municipal planning or zoning compatibility, or the complete lack of zoning standards
4. Lack of sewer and water capacity in Designated Growth Areas, causing developers to request approval of privately provided central sewer and water service in remote areas
5. Stringent Maryland development regulations and high impact fees
6. Extremely high housing and land costs in many suburban Washington/Baltimore locations
7. Demographic trends and shifts, including the pending retirement of many Baby Boomers
8. Technology and changing hiring and workplace practices are allowing more people to work from their homes, with only occasional trips to offices and meeting sites.

Though every element relevant to planning in Cumberland Township should be examined, including the county plans, current planning is still underway and will not be available for the near future.

Adams County Council of Governments (COG)

The basis for intergovernmental cooperation in Pennsylvania is the Intergovernmental Cooperation Law, PA Act 180 of 1972 (with subsequent amendments). Basically, this legislation allows municipalities to cooperatively provide any services that they are charged to provide by law on their own. These agreements can be very formal or be “handshake agreements” among municipalities.

Act 180 also established the regional Councils of Government, voluntary organizations of local governments whose purpose is to discuss, plan, and undertake joint activities. This goes with Act 247 (1968) which requires municipalities in Pennsylvania to coordinate specific planning activities, including a municipal comprehensive plan that presents the relationship of the municipality and its proposed development upon adjacent municipalities.

Regional networking is relatively new to Adams County, but is moving forward with the Adams County Council of Governments. It is a good start, and most municipalities adjacent to Cumberland Township share the same problems (with the possible exception of some unique aspects of Gettysburg Borough). However, basic services can be shared or pooled across townships. The COG also includes the Gettysburg Area School District and other regional organizations. Key examples of future shared opportunities include:

- IT and networking services and providers
- Shared financial expertise (bonds, etc.)
- GPS services
- Emergency services (911 is a start).

Cumberland Township may need to assume a leadership role or higher level of support for the COG; there are advantages to do so including:

- Supporting a fiscally sound county government that benefits all municipalities
- Strengthening the fiscal and service level of the Borough of Gettysburg to benefit the entire region
- Using the COG to provide a mechanism that brings together the decision-makers from all county public entities to share expertise, experiences, and services
- Unifying current and future local economic and community development strategies
- Addressing on a *regional* basis challenges such as residential development, land use, tax policies and collections, and economic development

- Minimizing the ability of one municipality or one part of the region to grow at the expense of the region (especially important to Cumberland Township as its neighbors are now growing at a faster rate).

In many ways, Cumberland Township may have the most to gain through an active, responsive Council of Governments. Started two years ago, with the first elected president, Barbara Underwood, a Supervisor from Cumberland Township, the COG hopes to pull together the 23 municipalities, Adams County, and six school districts into a cohesive planning and action board. Other officers elected were Vice-president David Wheeler, of Littlestown; Secretary and Right to Know Officer David Hazlett, of Carroll Valley, and Treasurer Lori Duncan, of Conewago Valley School District.

It is the mission of the Adams County Council of Governments to provide a forum by which governmental entities of Adams County may meet to discuss issues of mutual interest, and to coordinate joint activities between members on an as-needed, voluntary basis.

Initial projects include a regional line painting contract and sharing of sample municipal ordinances. The Adams County COG has excellent examples of operating COGs in the Commonwealth. Perhaps the best example, and a place to begin planning future projects, is examination of the State College area COG.

Pennsylvania State Association of Township Supervisors (PSATS)

Located just outside of Harrisburg, PSATS offers a wide range of training sessions and direct assistance for townships. It is staffed by experts in most areas vital to the administration of townships (labor laws, fire departments, authorities, state legislation, etc.). For instance, should the township decide to open negotiations with the National Park Service PSATS could assist in preparation or in actual negotiations.

The best person to contact at PSATS is Elam Herr. He has more than 30 years experience and is genuinely concerned for the welfare of townships in Pennsylvania. He can direct the township to the many internal resources at PSATS or to experienced professionals in other townships who can be of help.

Potential 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"> • Keep expenditures below revenues • Budget with an emphasis on containing costs rather than raising taxes • Avoid the use of debt for operations • Build a budget reserve, but save those funds for a rainy day 	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"> • Spread out development costs during times of rapid growth • Reduce anticipated budget deficits when expenses are one-time or during times of reduced growth • 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 • Address the rising capital demands of the township by becoming more innovative in accessing long-term private or public capital 	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 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"> • Negotiate one-on-one with exempt organizations • Calculate would-be taxes for exempt properties to show how township revenues are affected • Help plan economic development projects with the county and negotiate PILOTs from their inception 	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"> • Fees should be set to recoup actual township expenses • Institute fees when individuals, rather than the township as a whole, benefit (building inspections, leaf pickup, brush hauling, etc.) 	Fees help offset lower taxes 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"> • There is a need for additional financial monitoring and budget planning • Equipment purchases must be based upon usual life cycles and obsolescence of existing materials and equipment • Adjust ongoing expenses to changing revenue projections 	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"> • Jointly identify the best methods of innovation, experimentation, and accountability • Use savings to support future police salaries and benefits • Minimize overtime, but as much as possible maintain (or restore) salaries • While preserving officer safety and effectiveness, review the use of part-time and full-time officers 	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"> • Additional space to interview suspects and counsel victims is needed; privacy is an issue • The general configuration of the township facility to assure safety of officials and possibility of attack • Improved signage and direction to the police department entrance • A secure evidence room • An expanded holding cell capacity 	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"> • Relatively low population density, with few areas of high density housing • High level of resident education • High number of older residents in relation to younger residents • History of stable family and community situations • Operations plan based upon demographics, analysis, and department data to explain and justify the need for staffing or equipment 	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"> • Monthly reviews with the Board or township manager will monitor short-term spending and assure spending is within the budget • Increasing mandates and responsibilities upon officers can be communicated and translated into new budget items 	<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"> • Be quick to join discussions and slow to make decisions • The initial agreement is the most important aspect of regional forces and should be examined in regard to future resources that must be allocated • Reconsider the <i>Southern Adams County Regional Police Study</i> produced in 2003 	<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 effort on an annual basis</p>	<ul style="list-style-type: none"> • Work together to find innovative ways to increase efficiency, support officers, keep benefits, and reduce expenditures such as overtime. • Keep on top of training and equipment (including new technology and new approaches) • Create a budget item specifically for equipment (everything from patrol cars to GPS systems) • As much as possible, use civilian support help to keep officers focused upon public safety (minimize paperwork, filing, form completion, communications with courts, etc.). 	<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"> • Use part-time officers, as feasible, to lower overtime costs • Maintain maximum flexibility in the scheduling of officers 	<p>There will be a higher cost to the township to provide recruitment activities, training, and competitive hourly wages</p>
<p>Consider options for a regional police force</p>	<p>Begin with these four options:</p> <ul style="list-style-type: none"> • Keep the township police force independent; do not join a regional effort • Explore a combined Cumberland Township/Gettysburg Borough force • Provide contracted services for neighboring municipalities • Plan for a county-wide force 	<p>These are considerations that may or may not become possible in the near future; however, in the long term, municipalities will begin to explore regional police forces with a new sense of economic reality</p>

Maintenance Operations		
Adjust the number of maintenance crew members to match needed services	<ul style="list-style-type: none"> • Add a fifth maintenance crew member • Use this additional staff member to better respond to and routinely schedule larger projects, as well as responses to weather-related emergencies 	This goal was adopted by the Board in early 2011
Develop formal agreements for shared projects and maintenance between public works and the sewer authority	<ul style="list-style-type: none"> • Increase efficiencies and service by sharing staff, equipment, and other resources • Use agreements to provide additional backup crew members for emergencies • Coordinate services for residents 	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"> • Leaf pick up or brush removal could be provided on a per parcel or per permit basis • Consider new or additional township services that could be provided under a fee structure 	Best to first survey the community to measure the expected response
Analyze contracting maintenance services to a private company	Research opportunities by: <ul style="list-style-type: none"> • Using GFOA (Government Finance Officers Association) models to measure savings • Identifying and working with other townships that have moved to contracting to learn results, problems, and generally what to expect 	Contracting requires significant oversight of the contract and contractor performance; this type of outsourcing generally works best for smaller municipalities than Cumberland Township
Budget and plan for completed projects	<ul style="list-style-type: none"> • Dollars should follow projects from start to finish • Plan and budget to avoid deferred maintenance or partially completed projects 	When available, take advantage of rapid changes to the downside of commodity prices
Make optimal use of the capital expenditures fund	<ul style="list-style-type: none"> • Employ standard life cycle and expected use timelines to plan equipment purchases • Use the capital expenditures fund to replace all major equipment (perhaps set a base cost for inclusion) 	Separating equipment expenditures from General Fund expenditures will help focus upon needed projects and planning their cost
Administrative Operations		
Redefine the township clerk position as part-time	<ul style="list-style-type: none"> • Continue to schedule for four days each week • Position may or may not require benefits 	Provides savings in General Budget staffing costs Provides savings in General Budget staffing costs; can be changed to full-time status when needed

<p>Redefine the position of township zoning officer</p>	<ul style="list-style-type: none"> • Make use of the incumbent’s high degree of expertise in general township administration • Monitor the balance between inspections and other assignments 	<p>Changing this position assignment would provide backup for the administrative offices and better use the talents of the officer</p>
<p>Merge the functions of township manager and chief financial officer</p>	<ul style="list-style-type: none"> • Assign both budgeting and expenditure monitoring to the township manager • Continue to use this position to work directly with department heads to develop future budgets and to monitor ongoing expenses 	<p>This provides to the Board an <i>ongoing</i> assessment of operations and costs</p>
<p>Find alternatives to further expand the role of the township manager</p>	<ul style="list-style-type: none"> • Review the consequences of assigning all new mandates to the manager • Schedule assignments so that financial monitoring is maintained • Task the manager to keep expenditures within budget (or signal the Board when events beyond control change expenditures) 	<p>Certain additional duties should be negotiated and discussed rather than routinely delegated</p>
<p>Use the joint resources of the township office and Cumberland Authority in a more efficient way</p>	<ul style="list-style-type: none"> • Literally place Cumberland Authority administrators under the direction of the township manager • Cross train all staff to provide backup services • fully integrate administrative support and services 	<p>This change may best be accomplished using an incremental timeline</p>
<p>Put to use available recreation funds</p>	<ul style="list-style-type: none"> • Seek services which best match township characteristics and the need for facilities or services • Scope out prime locations for small parks or facilities for children 	<p>Current recreation funds should be used prudently, but as soon as possible</p>

Shared Services and Regional Activities

<p>Maintain informal agreements with neighboring municipalities</p>	<ul style="list-style-type: none"> • Use “handshake agreements” with other municipalities • Minimize paperwork and administrative tasks that deter from each department’s mission or that might increase staff workload 	<p>May require joint scheduling, on a more formal basis, for major projects or planned sharing of equipment</p>
<p>Identify regional services that are to the advantage of Cumberland</p>	<ul style="list-style-type: none"> • Seek other municipalities that also want • Seek other municipalities that also want to “dance the dance” with you • Scope potential services to share such as: 	<p>It is probable that this action will be initiated by Cumberland Township, though other possibilities (such as the newly-</p>

Township	<ul style="list-style-type: none"> ○ IT services ○ GPS services ○ Legal and other professional services ○ Paving contracts ○ Joint purchasing 	formed COG) should be considered
Support regional networks	<ul style="list-style-type: none"> ● Provide leadership for the newly formed Council of Governments ● Work more closely with county officials ● Strengthen networking with the National Park Service and the Foundation 	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"> ● Look to reduce health care insurance premiums through a risk pool ● Look to co-ops for sharing utility costs 	Future savings depend upon ongoing voluntary participation over which no single township has control

ATTACHMENT A**SWOT Analysis Results**

The Supervisors of Cumberland Township asked the Civic Research Alliance to conduct a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis based upon interviews with specific individuals chosen by position and expertise. Interview participants were jointly identified by Cumberland Township and The Civic Research Alliance. All responses to interview questions were held confidential.

Person Interviewed	Position	Date of Interview
Don Boehs	Chief of Police	October 2009 and October 2010
Robin Fitzpatrick	Adams County Economic Development Corporation	October 2009, and September 2010
Florence Ford	Township Manager	November 2009
John Gregor	Township Supervisor	December 2009
Debi Golden	Township Supervisor	October 2009 and September 2010
Elliot Gruber	Gettysburg Foundation	October, 2009
Dr. William Hall	Superintendent, Gettysburg Area School District	October, 2009
Stephen Higgs	Detective, Police Force	November 2009
Timothy Knoebel	Township Engineer	October, 2009
John Latschar	Superintendent, Gettysburg National Park	October 2009
Carol Merryman	Township Secretary	November 2009 and September 2010
William Naugle	Township Zoning Officer	October 2009 and October 2010
Randy Phiel	Township Supervisor	September 2010 and October 2010
Richard Schmoyer	Planning Officer, Adams County	October 2009 and November 2010
Thomas Shealer	Township Supervisor; Superintendent of Roads	October 2009, November 2009, and October 2010
Ben Thomas, Jr.	Township Manager	November 2010
Phil Trostle	Auditor	October 2009
Barbara Underwood	Township Supervisor	October 2009 and September 2010
David Waybright	Township Supervisor	October 2009 and October 2010

Full Listing of All Comments by Each Interview Participant

Comments from all interview participants were recorded and organized by subject. Their collective responses are presented on the following pages.

STRENGTHS

Human Resources

- Hiring of township manager was needed and helpful
- Meetings are usually efficient; Board meetings and staff meetings have evolved into useful exercises
- Board workshops are especially useful
- The township is fortunate to have outstanding employees
- The Cumberland Township police department is as good as any in the region
- There is good communication with and among the five supervisors
- Staffing levels are appropriate with the additions of targeted positions over the past several years
- The Sewer Authority now has a full time person in the township building; this allows administrative township staff to devote all time to their duties
- The zoning office pays for itself through fees
- The township road crew is available year round (no part time summer staff or augmented plowing staff is needed)
- There is good staff preparation for meetings
- The township has a well-run road department with a good supervisor and crew
- Retirement and health benefits are relatively generous
- Really committed and professional staff (loyal, always there)

Supervisors

- Township supervisors are well-informed, active, and connected
- Most meetings are to the point; none has been petty
- Supervisors seem to work well together
- The township has a stable political body—supervisors get along well with others and continue to support activities outside of Cumberland Township like the COG
- Cumberland Supervisors have avoided the drama and media of some neighboring municipalities, especially Gettysburg Borough
- The Board is not dominated by particular individuals
- Supervisors embrace conservative approaches to governance in keeping with its conservative population

- The Board can come to agreement despite various personal philosophies, and do so with cooperation and civility

The Cumberland Township Police Force

- The Cumberland Township police force is viewed as the best in the county
- The force is modeled upon a 2005 study conducted for the township by SafeCity Solutions of Lancaster
- The Board also used SafeCity to assist in the recruitment of a police chief
- To date, the police force has kept pace with the increasing need for public safety services, especially those related to township visitation/transient guests
- The response rate and call for assistance rate is relatively high for a township of this size, but is maintained by the force
- K-9 support is particularly good
- Police support is excellent; service is also excellent, virtually complaint-free in the township and very respectful of its residents

Township Facilities and Equipment

- Prism system for accounting detail is working and sufficient
- Small communications network in office is adequate
- Local firm provides engineering studies—they know the area and township ordinances
- The township maintains good roads, as good as any in Adams County
- There is adequate (if just barely) equipment to maintain services
-

Regional Involvement

- The township provides local donations to nonprofit organizations (a complete list with amounts is provided in the text)
- Participation in the county COG is evolving and expected to bring savings to the township in the future—especially through sharing equipment and staff services
- The start of a peer to peer recreation program, working with DCED and other Adams County municipalities, has promising possibilities
- The local YMCA serves the region well and is in the township
- There is a high level of trust and communication between regional organizations and Cumberland Township, in no small part due to the participation of the township manager and individual Board members
- Cumberland Township leadership serves as a “sounding board” for the National Park Service and the Gettysburg Foundation

- Cumberland Township is the main partner with the Park Service and the Foundation, with more interactions than the county or other county municipalities

Financial Resources and Stewardship

- Despite a feeling among the Board and some staff that this is a “poor” area, this area is financially healthy compared to most townships in Pennsylvania and the immediate region in Adams County; this thinking becomes a weakness when the idea permeates that poor people have few options
- The franchise fees from Comcast and others have been strong
- The Board of Supervisors has been cautious in the borrowing of money; prudent use of credit for major projects is now still available in times of tight credit (the prudent use of debt can be used to decrease future expenses)
- Because the township has not been actively seeking intergovernmental and private sources of revenue (also a weakness), reliance on outside funds and the additional financial stress of loss of such funds has been avoided during this economic downturn
- Admission taxes collected by the Gettysburg Foundation serve as a “good neighbor” policy (there is no legal basis to require collection of these taxes)
- The real estate tax base is better in Cumberland Township than for many in the state
- The Township is a supporter of regional tourism, even when the benefits may accrue more to neighboring municipalities

General Strengths

- Township residents receive a high level of service for a relatively low tax burden
- Cumberland Township often serves as a general model for surrounding municipalities (even by many of those municipalities)
- Township regulations and ordinances are appropriate and up to date
- The township has dealt well with residential growth to date
- There appears to be no real public dissatisfaction with their township government
- The township has a cosmopolitan environment, one well beyond its size

Growth and Development

- The township subdivision and land development plans seem to be working
- Inspection ordinances and implementation are working to supervise and control growth
- Bonding requirements for developers have worked well
- There are, to date, adequate controls for drainage, curbs, water lines, sewer, etc.
- Zoning ordinances have been updated in a timely manner

- In addition to the regional amenities, attraction to this township for newcomers include good zoning, stability of governance, and relatively low taxes
- The Board of Supervisors has shown active and sincere concern for land conservation, especially agricultural resources

Strengths Attributed to Being Part of the Gettysburg Region

- Respect for history and the name recognition of Gettysburg connected to that history
- Regional cooperation allows commercial growth along Route 15, outside of historic districts and parks
- The “Olympic Moment” of 2013 when up to 5 million visitors are expected for the sesquicentennial of the Battle of Gettysburg
- There is a diversity of economy and industry; a good mix of manufacturing, services, agriculture, and tourism
- The region is trying to expand upon its economic diversity through a number of channels
- Plans are underway for an increased number of commerce parks in county
- The Gettysburg Foundation has raised \$125 million for a Visitor’s Center, restoration of facilities, preservation projects, and other regional programs; all of these add amenities and stability to the region
- The Adams County Economic Development Corporation works directly with county municipalities and has a good working relationship with Cumberland Township
- Strategic planning by Adams County is active and recently updated by the Delta Development consulting service to:
 - Support and grow business
 - Include schools, colleges, hospital, etc. in the planning process
 - Hold regional meetings (about 100 per year)
 - Help municipalities work directly with local businesses
 - Expand the agricultural manufacturing business
 - Focus on existing businesses to keep them viable and in the region (provides about 35 business loans each year)
 - Help nonprofit organizations develop revenue sources and to write grants
 - Bring together municipalities to work together, such as land use partnerships

WEAKNESSES

Township Services

- There are inadequate property maintenance codes
- There is no access to public transportation for those who need it
- The township does not offer recreation facilities or programs for younger families or younger residents (could be accomplished with the school district)
- Many outside the township believe there is a lack of interest in recreational facilities
- Zoning could use some tweaking—especially given the reality that A/R is really residential
- There is no written, developed mechanism for supporting over 2 million visitors each year on township roads and land
- Newer residents are prone to expect or demand a higher level of township services (though the most common—police protection—has been addressed)
- Most interest in township development involves residential development; there should be services to also support local business

Board of Supervisors

- The Board is prone to be reactive to increasing taxes; should be pay as you go
- The need for taxes are addressed after-the-fact, which is too late
- The Board's budget process does not start in earnest until the end of the fiscal year; the board needs to keep its distance as staff works on draft budgets, then later consider the proposals and consequences
- The Board should request, then consider the DCED projected costs for the township retirement systems
- Leadership among the Board members on specific issues is not always clear and sometimes flounders
- There is not always a clear distinction between managing (which is the role of the department heads) and leading (which is the role of the Board)
- There needs to be a policy that better defines the leadership role of the Board of Supervisors, then get the five members to agree on priorities and get out in front on projects and programs
- The Board cannot always resist the temptation to get into the nuts and bolts of township supervision
- Department projects should be proactive; the current budget process tends to make projects reactive to budget outcomes

Administrative Needs

- There is no strategic plan currently in place to set priorities or to assess effectiveness and efficiency of township services
- Though Board meetings are publicly advertised, there is seldom resident attendance and participation; perhaps a plan is needed to increase public awareness of township activities and administrative needs
- Peer-to-peer ventures are not fully studied; opportunities may be missed
- Public-Private Partnerships have not been fully considered from an administrative view
- There is little “out of the box” thinking

Human Resources

- There is no formal backup of tasks across the small number of township employees
- Sometimes, but not often, “things fall through the cracks”
- The level of staff activity seems to vary with changing conditions
- Operations are not always as business-like as they could be; stronger department supervision could help to address such weaknesses
- In general, department heads should have more authority over day-to-day operations (ordering supplies, road materials, vehicle maintenance, etc.)
- There is need for more meetings of the finance committee with appropriate staff before the final budget approval process begins
- Workloads need to be determined by delegation, responsibility, and timeline
- There are no health benefits for retired employees
- There is no staff specifically charged to pursue non-tax revenues; no one is assigned to seek grant money or to apply for stimulus money, for instance
- The time needed to address the day-to-day issues (zoning, bill collection, accounting, construction approval, etc.) gets in the way of seeing the “big picture” that strategic planning would provide
- All staff, and especially department heads, need to be delegated specific tasks, then held to a deadline for response or goal achievement
- Staff overload sometimes occurs when assignments are not well delegated; this leads to a stressful work environment
- There needs to be additional flexibility with the police force to study new options and alternate operations
- There needs to be better trust among the current staff; an internal program to increase morale might be useful

- There are several concerns related specifically to the police department:
 - There is too much dependence upon overtime
 - It is difficult to derive actual expenses for the police force to help drive the township budget process
 - Reporting issues and processes have yet to be developed; there are currently separate reporting requirements for warnings, stops, and complaints
 - Budgeting remains problematic as the passed budget must be implemented quickly (often within a few weeks)
 - The department might need to move to flex shifts to reduce the number of overtime hours devoted to court and interview time
 - Though trying to provide police protection 24/7, sometimes only one officer is on duty; this is a safety problem and can lead to additional officer injuries
 - The use of permanent shifts has not been, but should be, considered
 - High service demands during the tourist season are provided by accidents on Route 15, three camp grounds, and the perimeter of Gettysburg Borough
 - The upfront costs of recruitment and training of officers is escalating, especially with a three month field training requirement for part time officers
 - The budget does not include preparation for emergencies
 - In times of budget restraints there will be rumors; it would be helpful to address morale through communication
 - There is a challenge to retaining part time police officers (a plan that addresses the part-timers into the future would help if there are promises down the road)
 - There is a need to balance part-time hours with overtime hours
 - The Board should adopt and implement a five-year plan for police operations

Housing Related

- There is a lack of affordable rental properties in the township
- The building permit system needs revision, as do current fees (for instance, there could be a \$20 basic fee with an additional fee per \$1,000 of construction)
- Inspection fees are too low (could be reasonable at \$600 per house)
- Generally, existing zoning logically follows geography and infrastructure; but Greene Mount was seen by some as the first exception
- A series of private treatment centers now need upgraded or replaced
- Water may become the biggest challenge moving forward; Gettysburg Municipal Authority may need to go to a second municipality when spring supplies and Marsh Creek become inadequate
- Economic development has been equated to residential development in the past; there needs to be more diversity of planning and more attention to the larger economic needs of the township

Facilities and Equipment

- The current township building is barely adequate; improvements are needed
- The current township office is not a green building; it is not energy efficient (even more important during the expected rise in utility costs beginning next year)
- While there has been small demand for use of the existing community building, it must be kept in mind that the one available (and rather small) room may be the cause
- GPS/GIS is not sufficiently available; for instance, there is no township sign inventory or drainage system plotting

Utilities

- The township water system is under Gettysburg control but the water source is in Cumberland Township
- Moving forward, the cost of all utilities will increase faster than revenues will increase

Budget Process

- Departments cannot schedule specific projects when no township budget is available to match projects with funding
- There is no life cycle analysis to fund capital projects and road projects (15 to 20 years out is considered minimum)
- Liquid fuels revenue never keeps up with road maintenance costs; the township may need to alter its budget process as these funds continue to decrease
- Money is not always sufficiently budgeted to *complete* projects—not cost effective to schedule several unfinished projects each year
- Recent budgets have not adequately supported deferred maintenance needs
- There are no budget set asides for major purchases (new grader, police vehicle or truck)
- Funding should follow board agreement on needed projects, not vice versa
- Let staff draft the first budget under additional supervision from the township manager
- Charge the township manager to address the specific needs/directions of the Board before the process begins
- The best time to study the upgrade of fees is not during the budget process; use a staff committee to make recommendations earlier in the fiscal year
- A major component of the budget process should be determining the needed level or revenue for the next fiscal year
- The budgeting process should be more long term in planning, perhaps out two years or more instead of one

- Establishing budget numbers does not provide township planning, and allows some items to become arbitrary; line item expenses should be broken into their components
- There needs to be more attention paid to depreciation and life cycle planning of facilities and equipment across all departments, for later inclusion in the budget process
- After the budget has been passed it becomes important to enforce the budgeted amounts (though minor changes may be needed during the budget year)
- Not all unfunded budget items should be taken from the reserves

Demographics

- History of township is, and remains, mostly rural
- Many of the most avid preservationists are those who moved into the township; many are not native to the region
- The population of the township is aging

Regional Weaknesses that will Affect Cumberland Township

- There is no viable regional transportation system
- The region is seeing decreasing employment in the agriculture sector because of new technology and automation
- The region is subject to the possibility of devastating economic losses from the closing of a single, major business
- Regional planning is not always ahead of the economic and social curve
- There is lack of a cohesive regional workforce and workforce development
- There is a relatively high ratio of retired residents to working residents in the region, especially the bedroom communities such as Cumberland Township
- The county and the rest of the region seems to have labeled Cumberland Township as a bedroom community; this may, however inadvertently, keep the township from participating in future economic and commercial planning

OPPORTUNITIES

Development

- New ideas for residential development should be considered, such as the Gaithersburg-type approach
- Cumberland Township provides a great retirement community because of location, the college, regional amenities, rural environment, easy access to shopping, and east coast cities that can be accessed in one day
- Agricultural lands during this economic downturn are again purchased by farmers instead of developers; the township might encourage this trend to continue
- Increased interest from developers from the Baltimore and Washington areas could lead to further development in the region
- Cumberland Township could be a tourism center if attractions are properly sited
- There is opportunity to better attract commercial development through a:
 - Business park
 - Professional complex
 - Plan for light manufacturing
 - Openness to use the appropriately zoned properties for commercial development
- There is an ability to market Cumberland Township as a place to live for younger and middle-aged adults because of its location near professional workplaces in the Frederick and the Harrisburg areas
- The township should set aside some MX zones for real commercial use; sometimes this designation really means residential only

Regional Services

- Cumberland Township could provide a compost facility for Adams County
- Recycling support is beginning to grow; use it to the benefit of the township
- The township should continue to support the evolving Adams County COG
- Continue to use (and expand as possible) the joint purchasing agreements such as COSTARS to purchase more than gasoline
- The township should explore bulk electric agreements for township facilities
- Increase the (mostly) undocumented sharing of equipment and expertise with surrounding municipalities
- Consider a park sharing system with neighboring townships
- Consider merging the Cumberland Township police departments with Gettysburg Borough

Township Services

- The township should consider working with businesses that try to remain open year round, not just for the tourist season (restaurants provide a good example)
- The Gettysburg Country Club offers opportunities for a recreation area; it may be supported by outside funding, user fees, donations, or the establishment of a foundation such as the one used in York County and in the National Military Park
- The small investment compared to the potential facility worth makes the idea of a Country Club recreation area feasible and worth a study

Land Use Planning

- The Board should keep an emphasis upon land preservation, continuing to work with other regional entities to preserve open lands and to maximize the regional effect of the federal parks
- Preservation of agricultural lands is particularly important to this region and should be included in the township's strategic plan
- The township should look into the possibility of acquiring private lands for recreation (but not the country club which is a "white elephant")
- The Board should consider business development in the area of the old foundry on Emmitstown Road

Increasing Township Revenues and Revenue Sources

- The township has an opportunity to focus upon more grants for the next couple of years; submitting proposals in cooperation with Gettysburg Borough, the National Park Service, and the Gettysburg Foundation would greatly increase the odds of competing for funds
- With the new countywide system, there should be better tracking of EIT revenues and other taxes due the township
- There was improved collection of delinquent taxes this year, but past collection generally has been good
- The Board could ask for additional revenues from the Sewer Authority (which is currently sitting on surpluses)
- The township could get together with other municipalities to improve options and costs of health insurance (increase the risk pool)
- The township could contract road repairs and plowing rather than hiring township staff to do so
- There could be cost savings in doing things differently in the future (for instance, using township operations vs. contracting services or leasing equipment)

- Development of the Adams County COG could be very beneficial to the township; Cumberland Township has been the biggest contributor so far and has the opportunity to benefit from shared services and regional planning
- The Board should study all existing township salaries/benefits vs. the cost of contracting for those services (include grass cutting, minor road repairs, and plowing, among others)
- Look into recouping actual expenses from the Sewer Authority
- Consider using Sewer Authority reserves to back up township borrowing
- Consider floating a bond for about \$3.5 million to upgrade all facilities and roadways; will save money in the long run
- Cumberland Township could contract police services for neighboring municipalities such as Franklin Township (as it once did for Straban Township)

Human Resources

- Supervisors should be assigned to look more carefully at specific operations and efficiencies
- There are possibilities for a smaller, leaner staff
- The township shares the problems in general of a small business; a small business must increase skills, cross-train, and review positions for the existing staff

Working with the Gettysburg Military Park

- There exists a good working relationship between the park and the township
- Relations have been good; the fact that the park can comment on land use of 11,000 acres that surround the park has only led to better relations; the park service believes the township has remained “in sync” with the appropriateness of nearby development
- There is good coordination between police services which should be maintained
- Both organizations have worked well to protect historic road corridors, especially Taneytown and Baltimore Pike—all proposed changes have been shared and discussed
- Though adding lands to the National Park removes them from property tax rolls, there is the ability to work with the Park Service to generate additional revenues from expanded attractions and services
- Working carefully with the National Park Service, Cumberland Township can help develop new attractions within the township, including the Living History Farm planned for the Spangler property and moving the amphitheater off the battleground to the Visitor’s Center (both would generate admission taxes)
- Cumberland Township brings significant political clout to obtaining and supporting conservation easements
- Moving forward, coordinated land use planning can be used to:

- Preserve the rural character of life in the township
- Choose pockets of development
- Work with developers to best support the needs of residents
- Strategically locate services that are needed within the township

Regional Opportunities

- County-wide tax collection
- Use regional assets to expand attractions such as the All Star Complex
- National Park Service and the Gettysburg Foundation are committed to preserving battleground lands through purchase; no current plans to purchase land in Cumberland Township but could change with opportunities to add the Spangler Farm and Ziegler's Grove in later years
- Main Street Project in Gettysburg makes the area more attractive to visit and to attract new residents
- Cultural venues and events are expanding for residents; these include the Majestic Theater, new afternoon and evening programs for families in the region, and programs provided by Gettysburg College and HACC
- The airport located in Cumberland Township has some, but very limited, economic opportunities for the region
- In general, there is an opportunity to attract light industrial and distribution businesses into the region
- Cumberland Township could develop and participate in a regional police force; however, the inclusion of Gettysburg Borough would be problematic

Connecting with Township Residents

- Use the expertise of township residents to assist in township governance, perhaps through use of "Friends of the...." model
- Work with the retired professionals from the Carlisle Barracks
- Provide a volunteer service for township activities (not unlike the National Park Service and Gettysburg Borough)
- Can better measure the needs of residents (surveys, for instance)
- Publicly honor volunteers and donors

Township Finances

- Study the advantages of floating bonds to finance needed projects (What are the options?)
- Tie project costs together into a single package

- Use borrowing, if appropriate, to purchase equipment on a life cycle plan
- Study the need to finance a new township building or renovations/expansion of the current building
- Look into the possibility of assessing administrative fees for township services

THREATS

General Economic Environment

- The high cost of gasoline can be especially tough on bedroom communities such as Cumberland Township
- The high cost to the township for developments like Misty Ridge (>200 units), especially if a change in economics demands lower-cost housing
- Surrounding communities are not heavily policed; this places additional risk on Cumberland Township and its police officers
- The expected military base realignment could shift residential growth trends for the entire region; will Cumberland Township continue to be a bedroom community or will changes in population characteristics lead to a variety of housing and commercial development?
- It is difficult to work with Gettysburg Borough because they want everything and expect neighbors to pay a higher share for shared services or programs
- Many economic threats to Cumberland Township are similar to most townships:
 - There are few jobs within the township borders
 - There is not much land available for commercial use (especially around or seen from the park)
 - Neighboring boroughs are close to bankrupt and will have little positive effect on the regional economy
 - The end of the recession is likely to be delayed in this region, and then may not recover quickly
 - A higher rate of inflation could return after the recession, making the costs of goods and services to the township continue to increase rapidly

Financial Threats

- Costs for goods and services are again increasing now and have greatly increased in the past several years
- The cost of electricity in particular and for utilities generally will greatly increase beginning the next fiscal year
- It is not always clear who is responsible for service costs—the county or the township (example is regional transportation); further, increasingly costs are shifted to the township from county and state agencies
- Maintaining a 24/7 police force is increasingly expensive and needs to be further studied
- The Gettysburg Water Authority has control of water distribution—the township has no representation or control over costs yet the water is taken from Cumberland Township
- Using only the liquid fuels tax will not sustain needed road maintenance in the future; preventive maintenance needs to be considered from other sources of revenue

Future Economic Connections with the Gettysburg National Military Park

- Park visitation decreased by 11 percent in 2009 because of the recession and gas costs
- The park employs 92 fulltime employees and up to 55 seasonal employees, some of which live in Cumberland Township
- Long-term, the park service is not looking at growth in number of visitors, but in a longer stay for visitors (often a single day is the normal visit to the park, which uses township resources without the opportunity to recoup costs during a longer stay)
- Any reduction in tourism does affect the region, including Cumberland Township

Regional Environment

- The debt assumed for the new maintenance building is making other projects difficult to consider or finance (plus this is a long-term debt)
- There is too much involvement of township police backing up police in adjoining municipalities
- Traffic is and will remain an issue; Gettysburg's system of highway spokes makes it difficult to move high volumes of cars through the region
- Cumberland Township should study the potential effects of a military base alignment on the region and upon the township
- Township residents are wholly dependent upon the automobile, as are most visitors (Gettysburg is a motoring destination by design and plan)
- Parking issues are most pressing during the tourist season and have not been fully addressed by the region (most parking is within Cumberland Township borders)
- Serious police incidents are related to the three camp grounds in the township, placing additional stress on the police force and township budget
- There are several main highways through the township providing many miles of roads to patrol by police

Revenue Generation

- Taxes will be increasingly difficult to raise, track, and collect; additional sources of revenue (fees in particular) should be analyzed
- The liquid fuels tax payment to the township may continue to decrease, and will most likely, not come back to levels seen in previous years because this tax is based upon gallons purchased rather than the cost of gasoline

Human Resources

- Police assignments are at capacity; the department has requested additional officers and equipment to address increasing needs of the community
- Staff overtime pay is increasing; this practice needs to be studied and kept to a minimum (for instance, make sure township contributions such as participating on the Drug Force does not lead to additional overtime for police officers); but all aspects of staff overtime need to be studied and addressed
- There is a need to study the current efficiency of staffing and equipment use in the police department
- It remains difficult to recruit part time police officers
- The police department may need to move to mandatory overtime, thus making recruitment of new officers even more difficult
- The \$15 per hour pay rate for part time police officers (with no benefits) is not competitive within the region or profession
- The township should have three to five additional part time officers
- In reality, the Cumberland Township police department has become the *de facto* mutual aid backup for Adams County; this is expensive, difficult, and dangerous to maintain

Level and Types of Township Services

- The township is not using park/recreation funding to its potential (will developers want it back?)
- There is a general feeling of some residents that after they moved here they should “close the door behind them” and live with the current level of services at the same level of population
- Newcomers to the township are not always in sync with those who lived here for a very long time; the groups are starting to differ on level and types of services to be provided by the township
- In times of economic downturn, such as the present one, public behavior deteriorates and crime levels increase; this adds a burden upon the township police department

Facilities, Equipment, and Roads

- Do not get behind on road maintenance—too expensive to make up later
- Facility costs can easily get out of control—board must plan to keep them in check

Development

- Board must periodically address how to prevent, slow, control, or simply deal with the inevitable development in the township's future
- The future housing market should be analyzed: is this a neighborhood for the professional and prominent, or should there be a wide range of housing options and costs?
- Supplying a varied housing stock increases factions among the population with different expectations for services
- As the township grows, costs will increase as demand for additional services also grows
- Non-developers often have difficulty understanding the process set out by township ordinances-especially the fees (but the taxpayer should not be paying for contractor expenses)
- Public apathy does not help the Board fully respond to residents; there is no clear direction from township residents

Retirement and Health Care Legacy Costs

- Escalation of legacy costs, especially pension contributions and health care premiums
- Possibility that state will decrease contributions to the township pension programs as they struggle to meet their own unfunded liabilities

Pressure from Increased Costs

- Cost of most materials that municipalities use is increasing far faster than inflation, especially for road and bridge maintenance
- Acidic water really ups the cost replacement of drainage and other road maintenance
- Increased number of unfunded mandates from the state and federal governments

Healthcare

- Lots of national and international tourism brings threat of disease pandemics to the region

Natural Phenomenon

- Soil conditions are not great for septic in some parts of the township
- Fruit belt is good for agriculture support, less so in other regions
- Slope is seldom a problem, except for a few areas
- Water for wells is not easily available in every part of the township