

## Chapter 11

# Action Plan

The Action Plan contains a generalized summary of the objectives and actions of this Plan. Priorities have been identified as an immediate (within 2 years), short-term (3-5 years), long term (5-10 years), and ongoing. The specific agency (i.e., Governing Bodies or Planning Commission) responsible for the individual strategies have also been identified as well as potential partnerships and/or funding sources available.

SUMMARY OF THE RECOMMENDATION	Immediate Within 2 yrs	Short Term 3-5 yrs	Long Term 6-10 yrs	On- going	Responsibility	Potential Partnerships/Funding Sources
<b>Adopt Intergovernmental Cooperative Agreements and Appoint Regional Planning Committee</b>	X				<b>Governing Bodies</b>	
<b>1. Update zoning maps and zoning ordinances</b>	X				<b>Governing Bodies and Planning Commissions</b>	
A. Amend Zoning Maps to be generally consistent with Future Land Use Map	X					
B. Update zoning ordinances as necessary to reflect the resource protection Goals and Objectives of this Plan	X					
C. Provide for land development techniques designed to protect existing resources and provide open space				X		
D. Encourage appropriate development consistent with existing development patterns and enhancing streetscapes.				X		
E. Include appropriate roadway access provisions	X					
F. Consider corridor overlay zoning along major commercial roads		X				
G. Encourage attractive commercial development. Discourage additional strip commercial development.				X		
H. Provide for housing alternatives				X		
<b>2. Update Municipal Subdivision and Land Development Ordinances</b>	X				<b>Governing Bodies &amp; Planning Commissions</b>	
A. Develop traffic impact ordinance		X				
B. Establish appropriate standards for driveway design and access to streets.	X					
C. Consider stormwater management part of the hydrologic cycle.				X		
D. Encourage developers to identify natural, historic, scenic, architectural and cultural resources in their tracts and incorporate them into the open space system. Require Management plans for open space.				X		
E. Require developers to identify resources within their tracts.				X		
F. Develop regulations for energy efficient building and design techniques (green buildings).	X					
G. Require environmental assessment studies, hydrogeological studies, scenic, historic & cultural resources impact studies, plans for preservation of environmental, historic			X			

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and cultural resources, and analysis of site's carrying capacity.						
H. Development guidelines should be established for development in water recharge areas.		X				
I. Development guidelines should be established for development near scenic roads and vistas.			X			
J. Require tree plantings along streets.			X			
K. Protect vegetation during site work.				X		
L. Preserve stream corridors and provide greenways.	X					
M. Road design standards for each functional classification of road should be established with bicycle and pedestrian lanes.			X			
N. Review subdivision and land development to determine whether dedication of land or a fee in lieu would be more appropriate.		X				
O. Require developers to recognize existing trails and provide for new trails. Standards for trails should be included in Ordinances. Require developers to provide rights-of-way.			X			
P. Consider addition of standards for recreation facilities consistent with NRPA.		X				
Q. Rights of access for trails should be secured.		X				
R. Involve fire company personnel in review of subdivision and land development plans.				X		
S. Encourage use of internal road systems.				X		
T. Require street furniture/pedestrian amenities.		X				
U. Require appropriate ultimate rights-of-way along roads.			X			
V. Require appropriate traffic calming techniques			X			
<b>3. Administrative Actions for Resource Protection and Enhancement</b>					<b>Governing Bodies, Planning Commissions, Environmental Advisory Councils (EAC)</b>	
A. Support activities of individuals and groups which identify, document, evaluate, and protect historic resources				X		Pennsylvania Historic Museum Commission
B. Support planning of trails to link historic sites. Continue planning for greenways. Increase access to hunting and fishing areas in Region	X			X		Land Conservancies, State Game Commission, Cumberland County , PADCNr, PENNDOT, landowners
C. Evaluate the effectiveness of the historic district.	X					Pennsylvania Historic Museum Commission
D. Identify key natural areas for acquisition.				X		Land Conservancies, State Game Commission, Cumberland County PADCNr, landowners
E. Consider creation of municipal Environmental Advisory Councils to preserve key tracts of open space, protect environmental resources in the Region and implement open space and Recreation Plans.		X				
F. Support efforts of the Cumberland County						Land Conservancies, State

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Conservation District, watershed associations, and other agencies to manage stream corridors.				X		Game Commission, Cumberland County, PADCNr, landowners
G. Encourage property owners to restore/reuse historic structures.				X		
H. Encourage formation of groups within the community to adopt a stream.				X		Land Conservancies, State Game Commission, Cumberland County, PADCNr, PENNDOT, landowners
I. Establish tree planting programs.			X			Land Conservancies, State Game Commission, Cumberland County, Franklin County, PADCNr, watershed associations, landowners
J. Maintain scenic road system in the Region.				X		“ “
K. Cooperate to undertake a Joint Open Space and Recreation Plan.	X					“ “
L. Investigate wellhead protection and watershed planning opportunities.			X			“ “
M. Implement Act 167 Stormwater Management Plans.	X			X		“ “
N. Support watershed associations.				X		“ “
O. Identify opportunities for expanded public water service.				X		Shippensburg Water Authority
P. Municipalities and water suppliers should implement water conservation programs.				X		Shippensburg Water Authority
<b>4. Planning Actions</b>					<b>Governing Bodies, Planning Commissions, Special Purpose Commissions, and Municipal Authorities</b>	
A. Create a standing joint planning committee to annually review Comprehensive Plan.	X					
B. Annual Meeting of Planning Commission and Governing Body of each municipality to discuss plan implementation.				X		
C. Thoroughly review Joint Plan in five years.			X			
D. Municipal Act 537 Sewage Facility Plans and water supply planning should be coordinated with this plan. Enforce sewage management ordinance. Use public rather than community systems.	X			X		CFJMA, Shippensburg Sewer Authority, Water Authority
E. Streetscape Plans should be considered.			X			PA DCED
F. Municipalities should adopt Official Maps		X				
G. Municipalities should prepare Capital Improvements Programs	X			X		
H. Consider establishing Shade Tree Commissions and adopting street tree plans			X			
I. Consider a plan for the provision of benches along pathway and trail systems			X			Developers, PADCED
J. Maintain dialog with School District regarding						Shippensburg Area School

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development activities, school facilities needs, & location of school facilities				X		District
K. Municipalities should continuously jointly monitor availability of grants for planning, recreation and other elements and pursue grants	X			X		
L. Monitor zoning along municipal boundaries.				X		
M. Support infill of existing development areas in the Region	X			X		
N. Maintain dialogue with Shippensburg University regarding future planning and/or expansion initiatives.				X		Shippensburg University
O. Investigate the potential to prepare a Joint Zoning Ordinance	X					PA DCED
P. Investigate potential for a joint solid waste and recycling program.						
Q. Prepare specific plans for defined areas within the Region	X			X		PA DCED
<b>5. Administrative Actions for Economic and Community Development</b>					<b>Governing Bodies, Planning Commissions, Municipal Staffs, Regional Economic Development Agencies</b>	
A. Enhance downtown Shippensburg through streetscape improvements		X				HATS, Cumberland County, PADCED, economic development agencies
B. Support appropriate commercial development; Encourage downtown businesses to be student friendly				X		Shippensburg University
C. Implement trail, pedestrian pathway, transit & paratransit planning	X			X		Cumberland and Franklin Co. agencies, PENNDOT, PADACNR, HATS
D. Continue and expand regional cooperation and dialog.				X		Governing Bodies, Authorities, Shippensburg Area School District, Shippensburg University, volunteers
E. Bring together citizens, business community, University, and school district to plan and organize community-wide activities				X		Shippensburg University, Shippensburg Area School District, Chamber of Commerce
F. Monitor need to increase availability and sharing of parking facilities, and facilitate transit access and pedestrian circulation			X			PENNDOT, HATS
G. Work with potential land developers to achieve scale, signage, aesthetics, pedestrian amenities and intensity and types of commercial development				X		
H. Consider the need for adequate housing and property maintenance codes, encourage home renovation		X				
I. Enhance the gateways to the Region and sense of		X				PADCED, economic

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identity						development agencies
J. Work with residents to identify programs to help them maintain and enhance their properties				X		
K. Investigate programs to address and provide housing needs of the elderly				X		Housing/Redevelopment Authority
L. Jointly monitor availability of grants for economic and community development and pursue grants				X		
M. Identify and support activities to promote the Region, promote tourism, retain existing businesses, and enhance existing businesses				X		
N. Promote and support efforts of community organizations to provide recreational facilities and programs				X		
O. Establish zoning policies for home employment & home occupations	X					
P. Encourage appropriate adaptive re-use of historic, vacant & underutilized buildings	X			X		
Q. Maintain and enhance the quality of life and business climate	X			X		
R. Maintain web sites which will contain information on zoning, the community, upcoming events & available buildings and land, encourage development of KOZ's		X		X		
S. Support revitalization efforts in the Borough of Shippensburg.				X		PADCED
T. Support continuation and location of business that support local agricultural operations.				X		
U. Encourage volunteerism in the region.				X		
V. Promote necessary infrastructure for economic development				X		PADCED, PENNDOT, economic development agencies, PADCED
<b>6. Administrative Actions for Transportation Enhancement</b>					<b>Governing bodies, County agencies, PENNDOT, Municipal and Traffic Engineers</b>	
A. Work with PENNDOT to assure adequate maintenance of roads with substantial volumes of truck and school bus traffic				X		PENNDOT
B. Investigate Transportation Impact Fee ordinances		X				
C. Institute traffic calming techniques. Work with PENNDOT to establish appropriate speed limits.			X			PENNDOT
D. Enhance bicycle and pedestrian accessibility within the Region.		X		X		PADCNR, PENNDOT, Developers
E. Prepare multi-year programs for street maintenance.			X			
F. Work regionally to keep traffic signal timing current.				X		PENNDOT
G. Develop an access management plan	X					PENNDOT
H. Require developer-financed road improvements				X		
I. Implement a circulation system to increase mobility of elderly, physically impaired			X			HATS

SUMMARY OF THE RECOMMENDATION	Immediate Within 2 yrs	Short Term 3-5 yrs	Long Term 6-10 yrs	On- going	Responsibility	Potential Partnerships/Funding Sources
J. Work with PENNDOT to widen and improve road shoulders				X		
K. Promote trail and greenway planning and construction.	X			X		Cumberland County, PENNDOT, PADCNR
L. Identify appropriate truck routes			X			
M. Monitor the need for Transportation Development Districts		X				
N. Monitor the need for Congestion Management System Strategies		X		X		
O. Identify a traffic circulation plan	X					PENNDOT
P. Support programmed bridge improvements and identify bridges in need of repair.		X		X		PENNDOT and Cumberland County
Q. Inner Loop Planning/ Construction			X			PENNDOT, HATS, Cumberland County Southampton Twp (Franklin County)

## Implementation of Action Plan

The Action Plan provides a list of tasks that should be undertaken to implement the goals and objectives of this Plan. The changes to the Pennsylvania Municipalities Planning Code (MPC) enable municipalities to plan together to undertake this challenge. The first step to implementing a multi-municipal comprehensive plan is for the municipalities to adopt an intergovernmental cooperative agreement that will establish future actions, such as revision of ordinances to achieve consistency with the Plan.

Article XI of the MPC allows municipalities to cooperate in the regional allocation of land uses through multi-municipal planning. The Article also stresses general consistency between the multi-municipal plan and the County Comprehensive Plan, as well as local zoning and subdivision ordinances. Relevant excerpts from Section 1104 of Article XI regarding implementation agreements include:

- (a) In order to implement multi-municipal comprehensive plans under Section 1103 counties and municipalities shall have the authority to enter into intergovernmental cooperative agreements.
- (b) Cooperative implementation agreements between a county and one or more municipalities shall:
  - Establish the process that participating municipalities will use to achieve general consistency between the multi-municipal plan and zoning ordinance, subdivision and land development ordinances, and capital improvement plans within participating municipalities, including adoption of conforming ordinances within two years and a mechanism for resolving disputes over the interpretation of the multi-municipal plan and the consistency of ordinances.

The Action Plan recommends the adoption of implementation agreements as well as the establishment of a permanent Regional Planning Committee to review consistency issues, and establish the roles for each municipality with respect to implementation of the Plan as well as amending the Plan.

The Action plan contains an ambitious schedule of recommended tasks. The completion of these tasks will help the municipalities achieve their community Vision that was presented earlier in this Plan.

Cooperation between the Governing Bodies, as well as between Planning Commissions and other local groups interested in the community is vital to the success of this Plan. The citizens of the Region must also stay involved in the planning process. The Objectives of this Plan should be monitored, and updated when necessary. The Comprehensive Plan is a living document, and should remain a valuable tool for future decision making.

## Legal Effect - Municipalities Planning Code

Where municipalities have adopted a multimunicipal plan under this article and the participating municipalities have conformed their local plans and ordinances to the County Plan by implementing cooperative agreements and adopting appropriate resolutions and ordinances, the following shall apply:

1. Where municipalities have adopted a multimunicipal comprehensive plan pursuant to Article XI but have not adopted a joint municipal ordinance pursuant to Article VIII-A and all municipalities participating in the multimunicipal comprehensive plan have adopted and are administering zoning ordinances generally consistent with the provisions of the multimunicipal comprehensive plan, and a challenge is brought to the validity of a zoning ordinance of a participating municipality involving a proposed use, then the zoning hearing board or governing body, as the case may be, shall consider the availability of uses under zoning ordinances within the municipalities participating in the multimunicipal comprehensive plan within a reasonable geographic area and shall not limit its consideration to the application of the zoning ordinance on the municipality whose zoning ordinance is being challenged.
2. Where municipalities have adopted a joint municipal comprehensive plan and enacted a zoning ordinance or ordinances consistent with the joint municipal comprehensive plan within a region pursuant to Articles VIII-A and XI, the court, when determining the validity of a challenge to such a municipality's zoning ordinance, shall consider the zoning ordinance or ordinances as they apply to the entire region and shall not limit its consideration to the application of the zoning ordinance within the boundaries of the respective municipalities.
3. Where municipalities have adopted a multimunicipal comprehensive plan pursuant to Article XI but have not adopted a joint municipal ordinance pursuant to Article VIII-A and all municipalities participating in the multimunicipal comprehensive plan have adopted and are administering zoning ordinances generally consistent with the provisions of the multimunicipal comprehensive plan, and a challenge is brought to the validity of a zoning ordinance of a participating municipality involving a proposed use, then the court shall consider the availability of uses under zoning ordinances within the municipalities participating in the multimunicipal comprehensive plan within a reasonable geographic area and shall not limit its consideration to the application of the zoning ordinance on the municipality whose zoning ordinance is being challenged.
4. State agencies shall consider and may rely upon comprehensive plans and zoning ordinances when reviewing applications for the funding or permitting of infrastructure or facilities.
5. State agencies shall consider and may give priority consideration to applications for financial or technical assistance for projects consistent with the county or multimunicipal plan.

#### **Official Map**

The governing body of each municipality has the power to make an official map of all or a portion of the municipality which may show elements of the Comprehensive Plan with regard to public lands and facilities, and which may include, but need not be limited to:

1. Existing and proposed public streets, watercourses and public grounds, including widenings, narrowings, extensions, diminutions, openings or closings.
2. Existing and proposed public parks, playgrounds, and open space reservations.
3. Pedestrian ways and easements.
4. Railroad and transit rights-of-way and easements.
5. Flood control basins, floodways and floodplains, stormwater management areas and drainage easements.



6. Support facilities, easements and other properties held by public bodies undertaking the elements described in the Comprehensive Plan.

The governing body may make surveys and maps to identify the location of property, traffic way alignment or utility easement by use of property records, aerial photography, photogrammetric mapping or other method sufficient for identification, description and publication of the map components. For acquisition of lands and easements, boundary descriptions by metes and bounds must be made and sealed by a licensed surveyor.

The adoption of any street lines or other public lands as part of the official map does not constitute the opening or establishment of any street nor the taking or acceptance of any land, nor does it obligate the municipality to improve or maintain any such street or land. The adoption of proposed watercourses or public grounds as part of the official map does not constitute a taking or acceptance of any land by the municipality.

For the purpose of maintaining the integrity of the official map of the municipality, no permit shall be issued for any building within the lines of any street, watercourse, or public ground shown or laid out on the official map. No person shall recover any damages for the taking for public use of any building or improvements constructed within the lines of any street, watercourse, or public ground after the same shall have been included in the official map, and any such building or improvements shall be removed at the expense of the owner. However, when the property of which the reserved location forms a part, cannot yield a reasonable return to the owner unless a permit shall be granted, the owner may apply to the governing body for the grant of a special encroachment permit to build.

The governing body may fix the time for which streets, watercourses and public grounds on the official map shall be deemed reserved for future taking or acquisition for public use. However, the reservation for public grounds shall lapse and become void one year after an owner of such property has submitted a written notice to the governing body announcing his intentions to build, subdivide or otherwise develop the land covered by the reservation, or has made formal application for an official permit to build a structure for private use, unless the governing body shall have acquired the property or begun condemnation proceedings to acquire such property before the end of the year.

### Specific Plan

The Municipalities Planning code enables municipalities who have participated in a multi-municipal plan to adopt specific plans. As part of the intergovernmental cooperative agreements, municipalities can choose to adopt specific plans individually or jointly. The MPC defines a specific plan as:

- "a detailed plan for non-residential development of an area covered by a municipal or multi-municipal comprehensive plan, which when approved and adopted by the participating municipalities through ordinances and agreements, supersedes all other applications."

A specific plan is a tool that can be used by municipal governments for the systematic implementation of a comprehensive plan. It establishes a link between the policies of the comprehensive plan and development proposals in a specifically defined area. Provisions of a specific plan shall include type, location and intensity of land uses, the design capability of infrastructure, the standards for preservation of natural resources, regulation of land development, and financing of capital improvements. For example, one of the goals of this comprehensive plan for the Shippensburg Region is economic development. A specific plan can be used to define the exact location that is most appropriate for economic development activities to

occur, such as the Interchange Business Area on the Future Land Use Map, and protect it through ordinance that would supersede all other ordinances.

An important factor regarding specific plans is that they do not create additional planning or permitting requirements. All data collection involved in creating a specific plan is information required as a prerequisite for approval and recording of a final subdivision or land development plan. The specific plan acts as a vehicle for the planning and permitting, without having to wait for a development application. When an appropriate development proposal occurs, permitting will move directly to the final plan, since all requirements normally required for a preliminary plan (sewer, stormwater, sediment and erosion, highway occupancy, ect.) will already have been completed.