

**PENN TOWNSHIP  
COMPREHENSIVE PLAN**

**Township Building**

**1301 CENTERVILLE ROAD  
NEWVILLE, PA 17241  
(717) 486-3104**

**ADOPTED:  
JANUARY 2021**

**SECTION A**

**BACKGROUND STUDIES**

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# **I. INTRODUCTION**

## **Purpose**

The purpose of this comprehensive plan is to provide for Penn Township a clear guideline by which the Township manages and directs its future development through year 2030 by enactment and implementation of various ordinances, regulations, and policies. This comprehensive plan is an official document of Penn Township setting forth guidelines for the development of the municipality with particular emphasis on its physical development. The plan is composed of two distinct sections.

Section A: The first section is an identification and analysis of background features and characteristics unique to Penn Township. Primary study elements include physical features, demographic data, land use patterns, transportation networks, and community facilities and utilities.

Section B: The second section, building on the background studies in Section 1, identifies planning assumptions and enumerates goals and objectives for the Township. These goals and objectives become the basis of plans for land use, housing, transportation, and community facilities and utilities.

## **What Is A Comprehensive Plan?**

A comprehensive plan is an official public document adopted by a unit of government setting forth policy guidelines about the development of the municipality with particular emphasis on the physical development of the municipality. In order for a plan to be effectively comprehensive, it is traditionally composed of two distinct sections. The first section consists of identifying and analyzing background features and characteristics unique to the municipality. Primary study elements include physical features, demographic data, land use patterns, transportation networks, and community facilities and utilities. From these background studies, forecasts and assumptions are developed to formulate goals and objectives regarding the future development of a municipality. These goals and objectives are the basis of the second section of the Comprehensive Plan which establishes plans for land use, transportation and circulation, community facilities and utilities, housing and perhaps other special plans as defined by the community.

The comprehensive plan then becomes the guideline for which a municipality manages and directs its future development through the implementation of various ordinances, regulations, and policies.

Comprehensive planning is a dynamic process. Review, analysis, projection and program development are ongoing municipal tasks to directing future growth and resource management.

## **Why Plan Comprehensively?**

Establishing governmental ordinances, regulations, programs and policies concerning the future growth and development of a municipality, fundamentally requires rational, plausible, and equitable judgment, since it affects all the citizens and property owners in the municipality. Comprehensive planning is both a process and a format whereby the citizens and property owners

can and may participate in formulating the rational basis and premise of the ensuing governmental legislation.

To plan comprehensively has not always been the standard in federal, state, and local land use matters. In Pennsylvania, the first meaningful recognition of “Comprehensive Planning” was in the Commonwealth’s adoption of the Pennsylvania Municipalities Planning Code (Act 247) in 1968. This enabling legislation identified the minimum elements necessary to be contained in a comprehensive plan. Prior to this period, in most state and local units of governments, planning was considered more of a single-purpose task rather than a comprehensive approach. Classic examples are seen in the urban renewal projects during the Fifties and early Sixties. Several downtown blocks would be razed for new commercial development or a deteriorated neighborhood would be torn down and replaced with monolithic high-rise, subsidized housing. In many instances the single-purpose planning to rebuild or replace failed to address such impacts such as, where do the displaced businesses or residences go; is sufficient water and sewer capacity available to handle the urban renewal needs; are the parking and roadway systems adequate for the abrupt land use changes? In rural areas, housing or commercial development was done as an end in itself without regard to proper stormwater management, roadway layout, or environmental protection.

The importance of planning comprehensively is now a well-accepted planning tenet as a municipality responsibly guides its future growth and development.

### **Comprehensive Planning and The Pennsylvania Municipalities Planning Code**

The Pennsylvania Municipalities Planning Code (PMPC) as initially adopted in 1968 and as subsequently amended specifically states that a comprehensive plan shall include, but need not be limited to, the following related basic elements:

1. A statement of objectives of the municipality concerning its future development, including, but not limited to, the location, character and timing of future development, that may also serve as a statement of community development objectives as provided in Section 606.
2. A plan for land use, which may include provisions for the amount, intensity, character and timing of land use proposed for residence, industry, business, agriculture, major traffic and transit facilities, utilities, community facilities, public grounds, parks and recreation, preservation of prime agricultural lands, flood plains and other areas of special hazards and other similar uses.
3. A plan to meet the housing needs of present residents and of those individuals and families anticipated to reside in the municipality, which may include conservation of presently sound housing, rehabilitation of housing in declining neighborhoods and the accommodation of expected new housing in different dwelling types and at appropriate densities for households of all income levels.
4. A plan for movement of people and goods, which may include expressways, highways, local street systems, parking facilities, pedestrian and bikeway systems, public transit routes, terminals, airfields, port facilities, railroad facilities and other similar facilities or uses.
5. A plan for community facilities and utilities, which may include public and private education, recreation, municipal buildings, fire and police stations, libraries, hospitals,

water supply and distribution, sewerage and waste treatment, solid waste management, utility corridors and associated facilities, and other similar facilities or uses.

6. A statement of the interrelationships among the various plan components, which may include an estimate of the environmental, energy conservation, fiscal, economic development and social consequences on the municipality.
7. A statement indicating the relationship of the existing and proposed development of the municipality to the existing and proposed development and plans in contiguous municipalities, to the objectives and plans for development in the county of which it is a part, and to regional trends.”

In concert with the Penn Township Planning Commission, Board of Supervisors, and community participation efforts, the above study elements will be developed in a discernable, realistic fashion to effectively serve Penn Township.

### **Regional Setting**

Penn Township is situated in the more rural portion of Cumberland County almost halfway between the population nodes of Shippensburg Borough to its west and Carlisle Borough, the county seat, to its east. Penn Township, along with its adjoining townships, are similar in regional character insofar as each manifest to a predominately agricultural, open-space pattern intermittently dotted with small crossroad villages. However, from a somewhat longer perspective, Cumberland County has become interestingly engulfed within the great Northeast-Mid Atlantic urban corridor known as the “Megalopolis”. Obviously, the north-south linkage of Interstate 81 through Cumberland County and through Penn Township provides a vital network for the regional movement of people and goods as well as direct accessibility to the municipality. In this regard, development pressures upon Penn Township are largely generated from the east. The accompanying maps illustrate Penn Township’s location within Cumberland County and Cumberland County’s relationship to the broader urban corridor.

### **Historic Sketch of Penn Township**

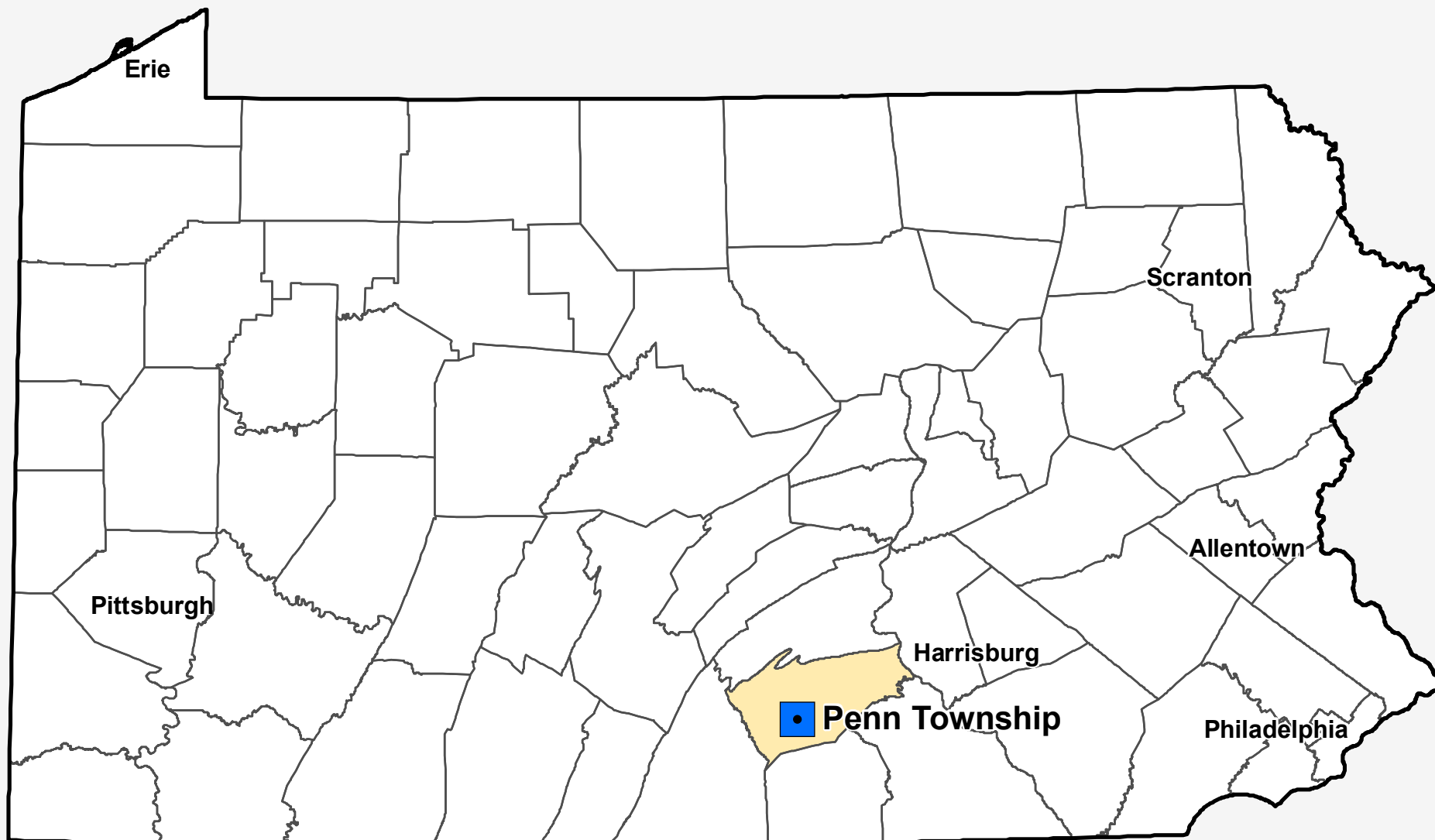
Penn Township is situated in the south central portion of Cumberland County. It is bordered on the north by West Pennsboro Township, on the east by Dickinson Township, on the south by Cooke Township, and on the west by South Newton Township.

The territory now called Penn Township has its documented historical beginnings in 1735. It was in this year that the territory became encompassed within the Pennsborough Township borders, which was then considered part of Lancaster County. The original white settlers were primarily of Scotch and Irish descent. In 1730, with the permission of the Native American Indians then inhabiting the area, these pioneers entered the valley in small numbers. By 1736, the Indians’ land was fully acquired by peaceful means and at minimal cost. By the late 1700’s, families of German descent were also settling in the area.

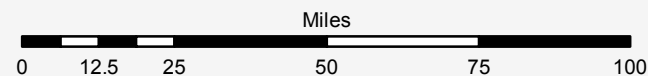
As the valley became more populated, the area’s remoteness from the county seat in Lancaster became a problem. On January 27, 1750, Cumberland County became the sixth county to be formed in Pennsylvania. It was named for a county in England. The word “Cumberland” signifies “land of the hollows,” the Anglo-Saxon word, “comb” meaning a valley or low place. By 1820, the area originally designated as Cumberland County was divided into six counties, of which Cumberland County remained one.



# Penn Township, Cumberland County, Pennsylvania



Date: August 8 2017  
Prepared by: Cumberland County GIS  
Scale: 1:2,000,000  
Projection: USA Contiguous Albers Equal Area Conic



Disclaimer: Map and data are intended for informational purposes only. No guarantee is made as to the accuracy of the map and data and they should not be relied upon for any purpose other than general information.



Penn Township was formed on October 23, 1860, from the western portion of Dickinson Township. At that time, it included the area of present day Cooke Township, which was later subdivided.

Themes important to modern day Penn Township can be traced to its earliest times. Transportation corridors, waterways and settlement patterns which shaped its beginning also shape its present and perhaps its future.

### **The Walnut Bottom Road**

The Walnut Bottom Road played a prominent role in the history of the Township even before settlement by Europeans. Early historians note that the road followed the route of an ancient Indian path.

Settlers used this path to forge the first frontier settlements west of the Susquehanna River. In the late 1700's and early 1800's, the Walnut Bottom Road was one of the primary routes to and from the western frontier. It was important to local and regional commerce as a "drover's road." From early spring to late fall, thousands of animals were taken to market via this route. They came from Kentucky, Ohio and Virginia and were bound for markets in Philadelphia, New York and other smaller eastern cities.

### **The Yellow Breeches Creek**

The headwaters of the Yellow Breeches are located not far from Penn Township on the slopes of South Mountain. The creek nearly bisects the Township along its entire length. The earliest European visitors to the area wrote that Indian villages were located along the creek at regular intervals of approximately one mile. At this frequency, the Township would have contained about three village sites. Local farmers and amateur archaeologists have collected Indian artifacts from these areas along the creek for many years.

The original Indian name for the Yellow Breeches was "Callipascink," meaning "rapid" or "horseshoe bends." It was known as the Yellow Breeches as early as 1740. Local folklore includes several different stories about how it got its name. One version states that a family living near the area known as Three Springs hung out a pair of yellow breeches on washing day, and the breeches were stolen by a band of roving Indians. Afterward, the place became known as the creek where the Indians stole the yellow breeches.

### **Villages**

Several villages developed from the earliest days of settlement and most persist today. These villages include Cumminstown, Centerville, Hockersville, Hays Grove, Huntsdale, Irishtown, and South Fairview; they are generally formed at crossroads or where a church and cemetery were a focus of the area. Today, these "villages" continue to exist primarily as 'bedroom' communities.

## **II. PHYSICAL FEATURES**

### **Introduction**

The study and analysis of a municipality's physical features and characteristics is a fundamental basis for formulating land use policies and programs. Without the understanding of and appreciation for such elements as prime agricultural soils, drainage, topography, floodplains, wetlands and geology there is no meaningful starting point to determine the effects of the built environment on the community. The information set forth herein has been primarily extracted from the Soil Survey of Cumberland and Perry Counties as prepared by the United States Department of Agriculture. It should be noted that the "Survey" contains an extensive amount of detailed information, however, for the purpose of our studies, the information is summarized for more practical planning applications.

### **Topography/Slopes/Drainage**

The term "topography" refers to the configuration of the land surface, including its relief or differences in elevation, and the position of its natural and man-made features. "Slope" is the upward or downward slant or inclination, or degree of slant that forms a natural or artificial incline.

The topography of Penn Township can be described as ranging from steeply sloping to gently rolling with the area along the Yellow Breeches Creek generally considered as flat. The map entitled, Topography is a reproduction of the U.S.G.S., 7.5' Topographic Series for Penn Township. Each successive line, or contour, on the map represents an elevation change of ten (10) feet. The closer together the contour lines, the steeper the rise or fall of the elevation of the land or slope. The extreme southern portion of the Township evidences the highest elevation of 1600 feet at Chimney Rocks. From the Penn/Cooke Township line northward represents the steepest sloping area with a terrain in excess of 15% and in many instances in excess of 25%. From the foot of the mountain northward to the Yellow Breeches the slope flattens out rather abruptly with a gradient in the 0% to 8% range. Northward from the Yellow Breeches to the Walnut Bottom Road, the slope generally increases to the 8% to 15% category. From the Walnut Bottom Road north to U.S. Route 11 (the township's boundary line) the slope again softens to 0% to 8% with a few pockets in the 8% to 15% range.

Slope is an important factor when considering the suitability of a site for development. Obviously, the steeper the slope (15% and higher), the more difficult it is for the building of infrastructure necessary to support the development. Water lines, sewerage systems and roadways are much more costly to construct and maintain in steeply sloping terrain which is essentially underlain by hard rock. Once development occurs at almost any magnitude, surface water runoff is greatly accelerated, erosion increases and downslope flooding conditions can occur. Caution should even be exercised with developments within the 8% to 15% slope. Although the likelihood of more suitable development sites may exist in this category, good site planning and engineering are critical for effective surface water management and roadway accessibility during winter conditions. Development within the 0% to 8% slope generally yields better conditions; however, the other extreme of sites being too flat may cause periodic flooding and inundation.





## Penn Township Location Map (USGS Topographic Maps)

Date: 1 August 2017  
Prepared by: Cumberland County GIS  
Scale: 1:48,000  
Projection: Pennsylvania State Plane South (feet)

Disclaimer: Map and data are intended for informational purposes only. No guarantee is made as to the accuracy of the map and data and they should not be relied upon for any purpose other than general information.

Miles  
0 0.25 0.5 1 1.5 2



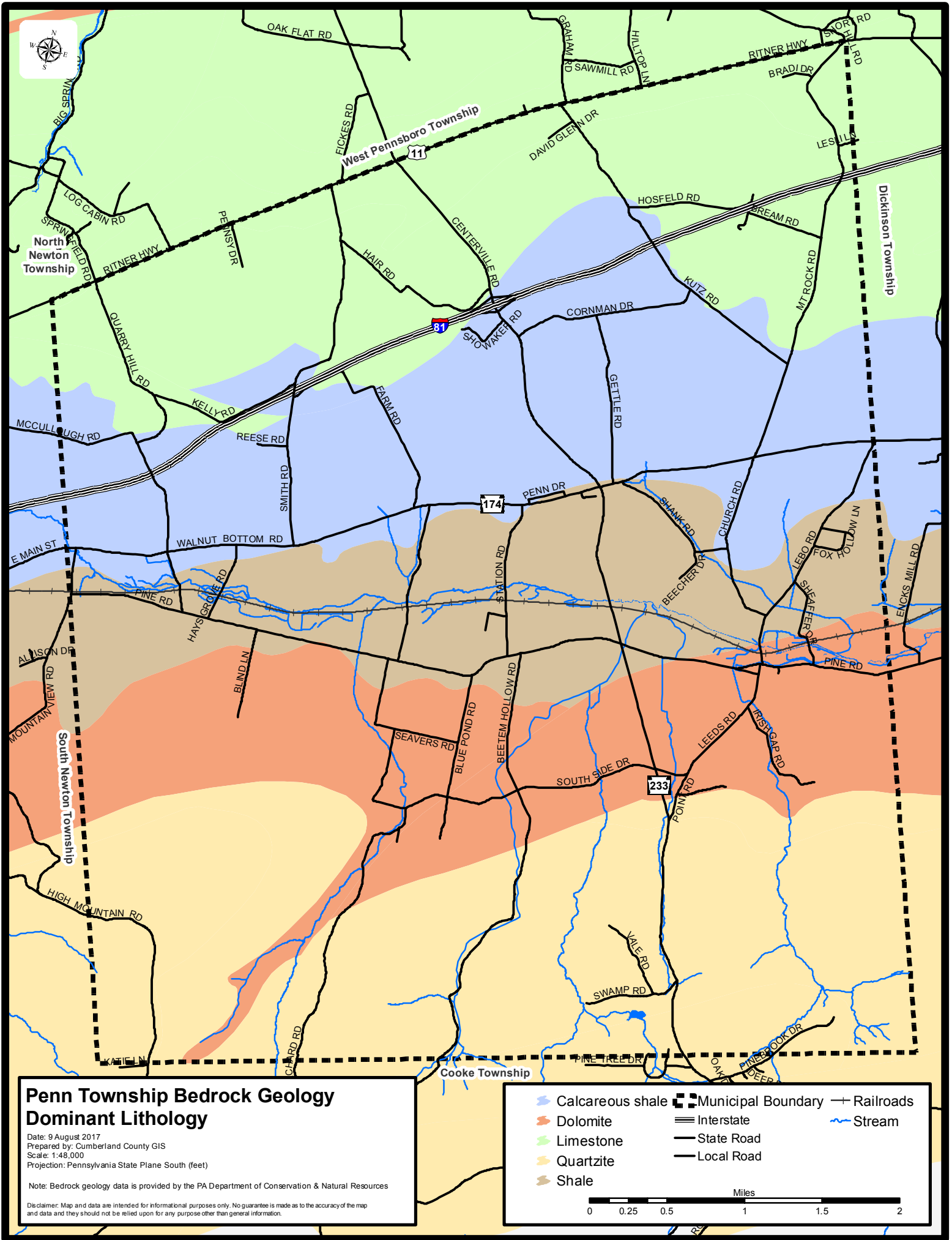
The accompanying map illustrates the generalized range of slopes with Penn Township and also indicates the major drainage sheds. Of particular note is the Yellow Breeches Creek traversing the center of the Township. The Yellow Breeches Creek has been designated by the Commonwealth to be a High Quality Watershed and is further classified as a Protected Scenic River. Such a designation places a high priority on protecting the stream so that its natural functions in terms of drainage and support to flora and fauna are preserved for future generations. As depicted, approximately (75%) of the township is drained by the Yellow Breeches Creek.

### **Geology**

Most of the geologic formations in Cumberland County date from the Paleozoic Age that occurred 600 to 230 million years ago. For most of this period, the area was covered by a shallow sea. Sand, silt, clay and limy material were repeatedly deposited at various times, and these layers of sediment were eventually consolidated into rock strata. Near the end of the Paleozoic Age, the rock strata were raised above sea level by intense pressures and forces that created a folding and buckling of the rock strata forming large mountains and valleys. Through repeated disturbances and uplifts, as well as natural erosion over millions of years, rocks of different ages have created the present topographic landscape.

At the higher elevations along the southern edge of the township the rock type is known as schist and rhyolite. Moving downward along the mountain generally to the toe of the slope the geologic composition is quartzite, sandstone, siltstone and shale. Northward from this point the geology changes to gray sandstone, conglomerate, quartzite, and limestone until the floodplain formed by the Yellow Breeches Creek is reached. Beyond the floodplain through to the northern boundary of the Township, the geologic characteristic is dominantly limestone.

Of particular interest in Penn Township's geology is the preponderance of limestone occupying approximately 75% of the land area. It is widely acknowledged that limestone contains underground cavities known as solution caverns. Through continued eroding of the surface layer of weathered limestone, the caverns may become exposed to the surface. This phenomenon is referred to as a sinkhole. Development over potential sinkhole conditions is very risky in the least and at its worst could be a serious threat to health and safety. Additionally, the depth to rock is a critical factor to the proper functioning of on-lot sewage disposal systems. If rock is shallow, there will be inadequate soil to renovate wastes. As a result, caution should be exercised in locating developments relying upon on-lot disposal where bedrock is shallow.



# **Penn Township Bedrock Geology** **Dominant Lithology**

Date: 9 August 2017  
Prepared by: Cumberland County GIS  
Scale: 1:48,000  
Projection: Pennsylvania State Plane South (feet)

Note: Bedrock geology data is provided by the PA Department of Conservation & Natural Resources

Disclaimer: Map and data are intended for informational purposes only. No guarantee is made as to the accuracy of the map and data and they should not be relied upon for any purpose other than general information.

Calcareous shale	Municipal Boundary	Railroads
Dolomite	Interstate	Stream
Limestone	State Road	
Quartzite	Local Road	
Shale		

Miles

0 0.25 0.5 1 1.5 2

## Soils

Soils in Penn Township are classified into five major associations that are outlined on the accompanying map. The soils are described as follows:

1. **HIGHFIELD – GLENVILLE ASSOCIATION**

Deep, nearly level to moderately steep, well-drained to somewhat poorly drained soils that form in material weathered from schist and rhyolite; on uplands.

2. **HAZELTON – CLYMER ASSOCIATION**

Deep nearly level to very steep, well-drained soils that form in material weathered from gray sandstone and quartzite; on uplands.

3. **MURRILL – LAIDIG - BUCHANAN ASSOCIATION**

Deep nearly level to moderately steep, well-drained to somewhat poorly drained soils that formed in colluvium from gray sandstone, conglomerate, quartzite, and limestone; on uplands.

4. **MONONGAHELA – ATKINS – MIDDLEBURY ASSOCIATION**

Deep nearly level and gently sloping, moderately well-drained to poorly drained soils that form in alluvium; on terraces and floodplains.

5. **HAGERSTOWN – DUFFIELD ASSOCIATION**

Deep nearly level to moderately steep, well-drained soils that form in material weathered from limestone; on uplands.

As illustrated, the Hagerstown – Duffield Association occupies nearly 60% of the township from the Yellow Breeches north to the U.S. Route 11 boundary.

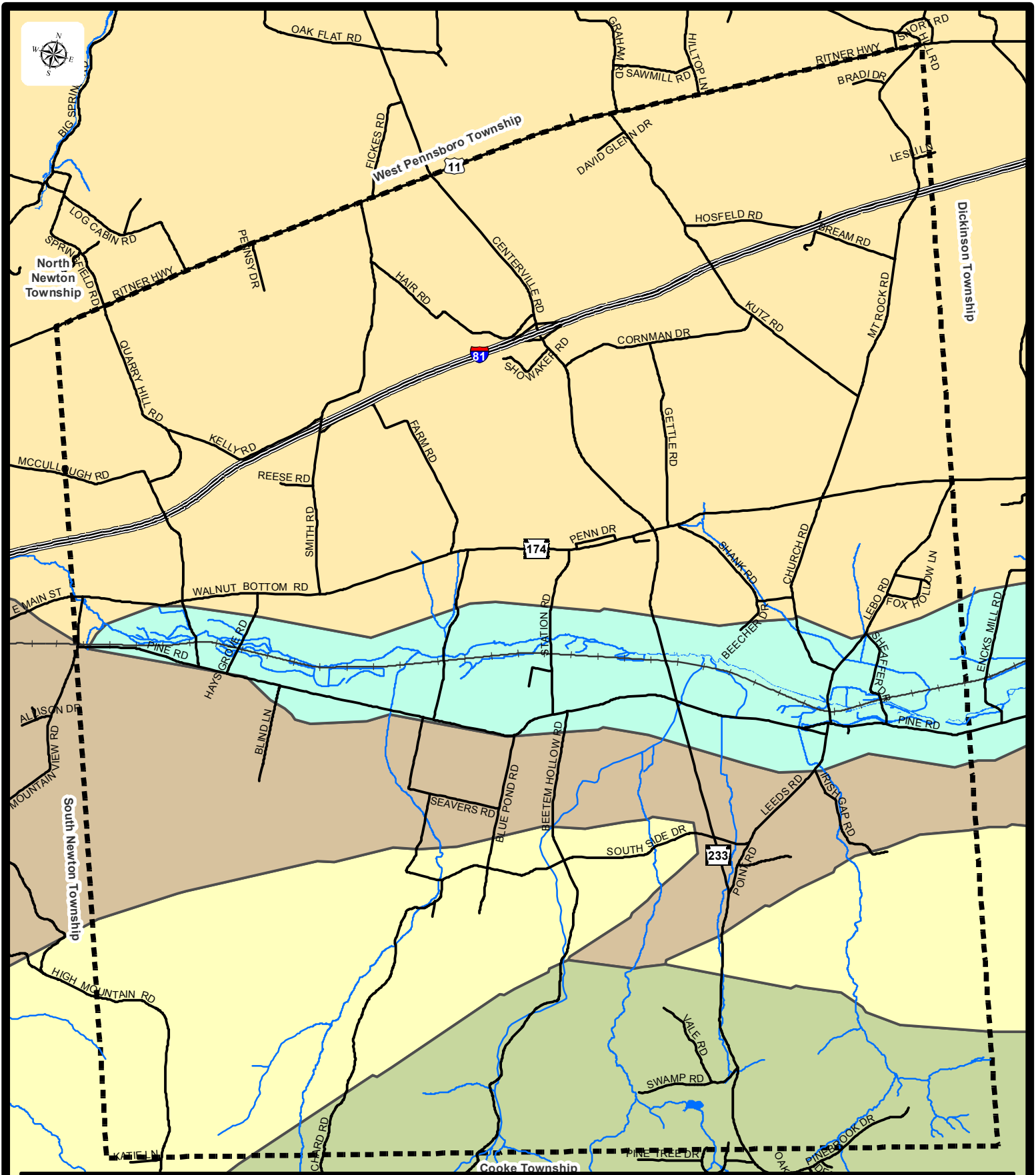
For planning purposes, the following table outlines selected characteristics of each major soil series in terms of its development suitability for dwellings with basements, septic systems, roadways, and landscaping. Limitations for these construction activities range from moderate to severe.

### **SELECTED CHARACTERISTICS OF MAJOR SOILS SERIES PENN TOWNSHIP**

	Highfield	Hazelton	Murrill	Monongahela	Hagerstown
Depth to Rock	3 1/2' +	3 1/2' +	5' +	5' +	3 1/2' +
Permeability	Moderate	Slow	Moderate		Moderate
Surface Run-off	Rapid - Very Rapid	Rapid - Very Rapid	Moderate to Somewhat Rapid		Moderate to Somewhat Rapid

	Highfield	Hazelton	Murrill	Monongahela	Hagerstown
Depth to Water Table	6' +	6' +	6' +	1 1/2' to 3'	6' +
Flooding	None	None	None		None
Dwelling with Basements	Moderate - Severe	Moderate	Moderate	Severe	Moderate
Septic Tank Absorption Field	Moderate - Severe	Severe	Moderate	Severe	Moderate
Local Roads and Streets	Moderate	Moderate - Severe	Moderate	Moderate	Severe
Lawns and Landscaping	Severe	Moderate - Severe	Moderate	Moderate	Moderate – Severe

Of the five soils series, it appears that the Hagerstown and Murrill are the most suitable for construction activities. However, as detailed in the following section, it is essentially the Hagerstown and Murrill soils that pass the best characteristics of prime agricultural lands.



## Penn Township Soil Associations

Date: 1 August 2017

Prepared by: Cumberland County GIS

Scale: 1:48,000

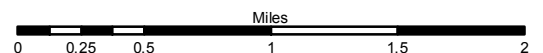
Projection: Pennsylvania State Plane South (feet)

Note: Soils dataset is provided by the United States Department of Agriculture Natural Resources Conservation Service.

- Hagerstown-Duffield-Clarksburg
- Highfield-Arendtsville
- Laidig-Hazleton-Dekalb-Buchanan
- Murrill-Laidig-Buchanan
- Pope-Monongahela-Holly-Chenango

- Municipal Boundary
- Interstate
- State Road
- Local Road
- Railroads
- Stream

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## **Prime Agricultural Land**

Farming has always been important to the local economy of Penn Township. In rural, sparsely populated communities like Penn, agricultural activities are a way of life. The loss of high quality farmland to other land uses is a nationwide problem that is occurring at an alarming rate. Local governments are now beginning to encourage the protection and conservation of prime agricultural land, recognizing its importance for the short and long-range needs for food.

Illustrative of the importance of farming in the Township, the following map shows the Agricultural Security Areas and Conservation Easements in the Township.

An Agricultural Security Area is defined as a unit of five hundred (500) or more acres of land used for the agricultural production of crops, livestock, and livestock products under the ownership of one or more persons and designated as such by the procedures set forth by the act of January 19, 1968 (1967 P.L. 992, No. 442) entitled "An act authorizing the Commonwealth of Pennsylvania and the counties thereof to preserve, acquire, or hold land for open space uses".

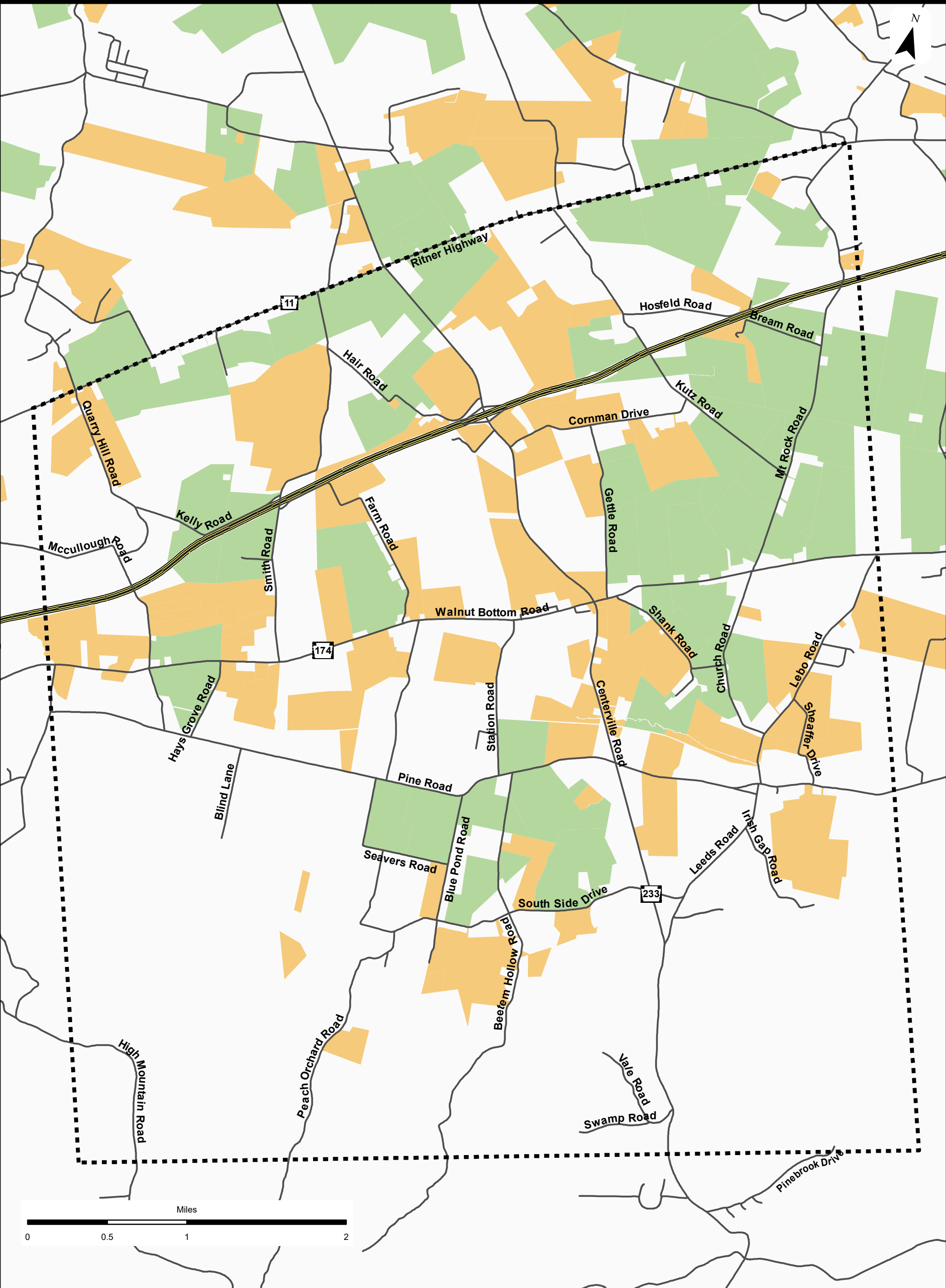
An Agricultural Conservation Easement or Easement is defined as an interest in land less than fee simple which interests represent the right to prevent the development or improvement of the land for a purpose other than agricultural production. The easement may be granted by the owner of the fee simple to a third party or to the Commonwealth, to a County governing body or to a unit of local government.

The U.S. Department of Agriculture has defined prime farmland as the land that is best suited to producing food, feed, forage, fiber and oilseed crops, with the soil quality, growing season, and water supply needed to economically produce a sustained high yield of crops when it is treated and managed using acceptable farming methods.

Land areas need not be currently farmed to be considered prime agricultural land. The present usage may be as cropland, pasture, woodland or other uses, with the exception of urban or built up areas or water. Characteristics of prime agricultural land are:

- ☐ It has an adequate and dependable supply of water from precipitation or irrigation.
- ☐ It has favorable temperature and growing season.
- ☐ It has acceptable degree of acidity or alkalinity.
- ☐ It has few or no rocks.
- ☐ It is permeable to water and air.
- ☐ It is not excessively erodible.
- ☐ It is not saturated with water for long periods, and is not flooded during the growing season.
- ☐ It has a slope of 0-8%.

The Soil Conservation Service estimates that about 110,000 acres, or approximately 31% of Cumberland County, meet the requirements for prime farmland. "Prime Farmland" in Penn

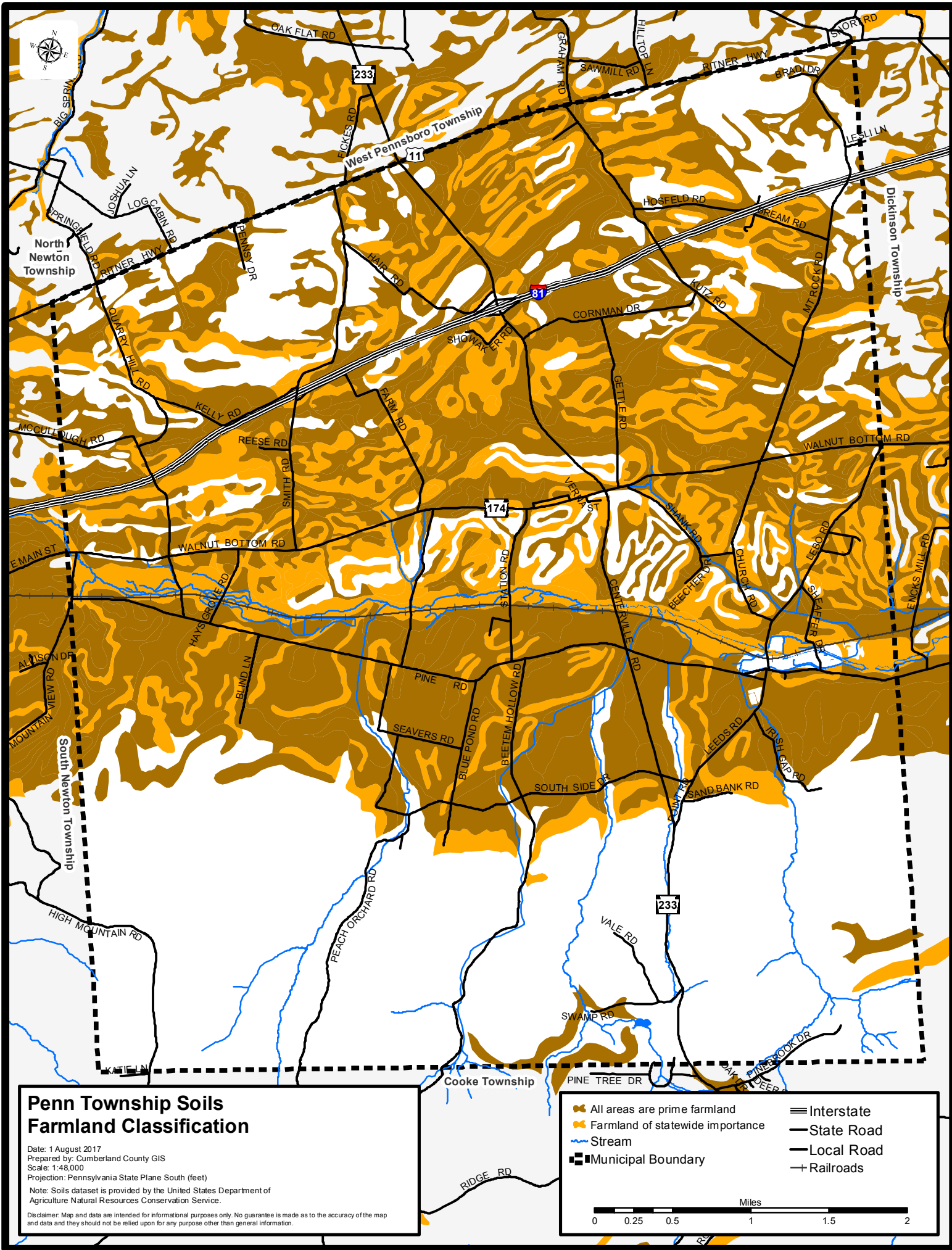


# Penn Township Preserved Farms & Agricultural Areas

Date: November 2020  
Prepared by: Cumberland County GIS  
Scale: 1:36,000  
Projection: Pennsylvania State Plane South (feet)

-  Preserved Farm
-  Agricultural Security Area
-  Municipal Boundary
-  Interstate
-  State and Local Road

Disclaimer: Map and data are intended for informational purposes only. No guarantee is made as to the accuracy of the map and data and they should not be relied upon for any purpose other than general information.



Township includes Class I and Class II soils. Class I soils are described as having few limitations that restrict their use while Class II soils are described as having moderate limitations that require moderate conservation practices. The following Soil Map Units identifies prime farmland soils within Penn Township:

### **PRIME AGRICULTURAL SOILS**

BuB	Buchanan gravelly loam, 3 to 8 percent slopes
DuA	Duffield silt loam, 0 to 3 percent slopes
DuB	Duffield silt loam, 3 to 8 percent slopes
HaA	Hagerstown silt loam, 0 to 3 percent slopes
HaB	Hagerstown silt loam, 3 to 8 percent slopes
HeB	Hazelton channery silt loam, 3 to 8 percent slopes
HgB	Highfield channery silt loam, 3 to 8 percent slopes
LdB	Laidig channery loam, 3 to 8 percent slopes
MnA	Monongahela silt loam, 0 to 3 percent slopes
MuA	Murrill channery loam, 0 to 3 percent slopes
MuB	Murrill channery loam, 3 to 8 percent slopes

Of the 27 different soil units in Cumberland County 11 occur in Penn Township. As illustrated on the preceding map approximately 60% of the Township possesses prime agricultural soils.

### **Wetlands**

The term “wetland” describes in a collective way what are more commonly known as marshes, bogs, swamps, wet meadows and shallow ponds or other common surface water features. There are several technical definitions of wetlands. For regulatory and legal purposes, the Commonwealth of Pennsylvania (25 PA. Code, Ch. 105) uses the following:

“Those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions...”

Wetlands are identified by unique soils, called hydric soils; by plants adapted to life in wet environments, known as hydrophytic vegetation; and by the presence of water during the growing season, or wetland hydrology. In general, wetlands are divided into two main groups: tidal wetlands, or coastal wetlands, which are subject to periodic flooding by ocean-driven tides; and nontidal wetlands, or inland wetlands, which occur beyond tidal influence. All wetland areas in Penn Township are inland wetlands.

The U.S. Fish and Wildlife Service has developed a classification system for wetlands according to ecological similarities. They have identified five ecological systems: 1) Marine, 2) Estuarine, 3) Riverine, 4) Lacustrine and 5) Palustrine. The Marine and Estuarine systems are related to tidal wetlands. The Riverine system is limited to freshwater river and stream channels, such as the Yellow Breeches Creek. The Lacustrine system includes standing water bodies like lakes, reservoirs, and deep ponds. The Palustrine system encompasses most inland wetlands, such as swamps, marshes and bogs.

Each system is further identified by class or type. Three of the most common types are: Emergent Wetland, Scrub-Shrub Wetland, and Forested Wetland. Emergent wetlands are characterized by non-woody vegetation, such as cattails, certain grasses, sedges and rushes. Wetlands dominated by woody vegetation less than 20 feet tall are called scrub-shrub wetlands. Forested wetlands are dominated by trees over 20 feet in height.

This classification system has been used by the Fish and Wildlife Service in developing the National Wetland Inventory (NWI) maps. These maps show the general locations and types of wetlands that were known at the time of their preparation. The NWI maps identify wetland areas in Penn Township. These areas have reproduced without their classification codes.

As one might expect, most of the mapped wetland areas exist along the major streams of the Township, and up into many smaller creeks and drainage swales. It is important to note that many more wetland areas exist which have not been mapped, and those areas that are mapped may very well be larger or smaller or of some other configuration than as depicted on the NWI maps. As a result, in order to have a comprehensive, accurate wetlands delineation, developers should perform the necessary supplemental surveys on their properties and submit the surveys as part of the subdivision process. The Township will then play a role in the protection of wetlands by requiring careful study of the land prior to development. This role will be supportive of and consistent with State regulation.

### **The Importance of Wetlands**

In their natural condition, wetlands provide many benefits. Each wetland works in combination with other wetlands as part of a complex, integrated system. An assessment of the value of any specific wetland must take this critical interrelationship into account. Some of the major benefits of wetlands are:

#### **Flood and Storm Damage Protection**

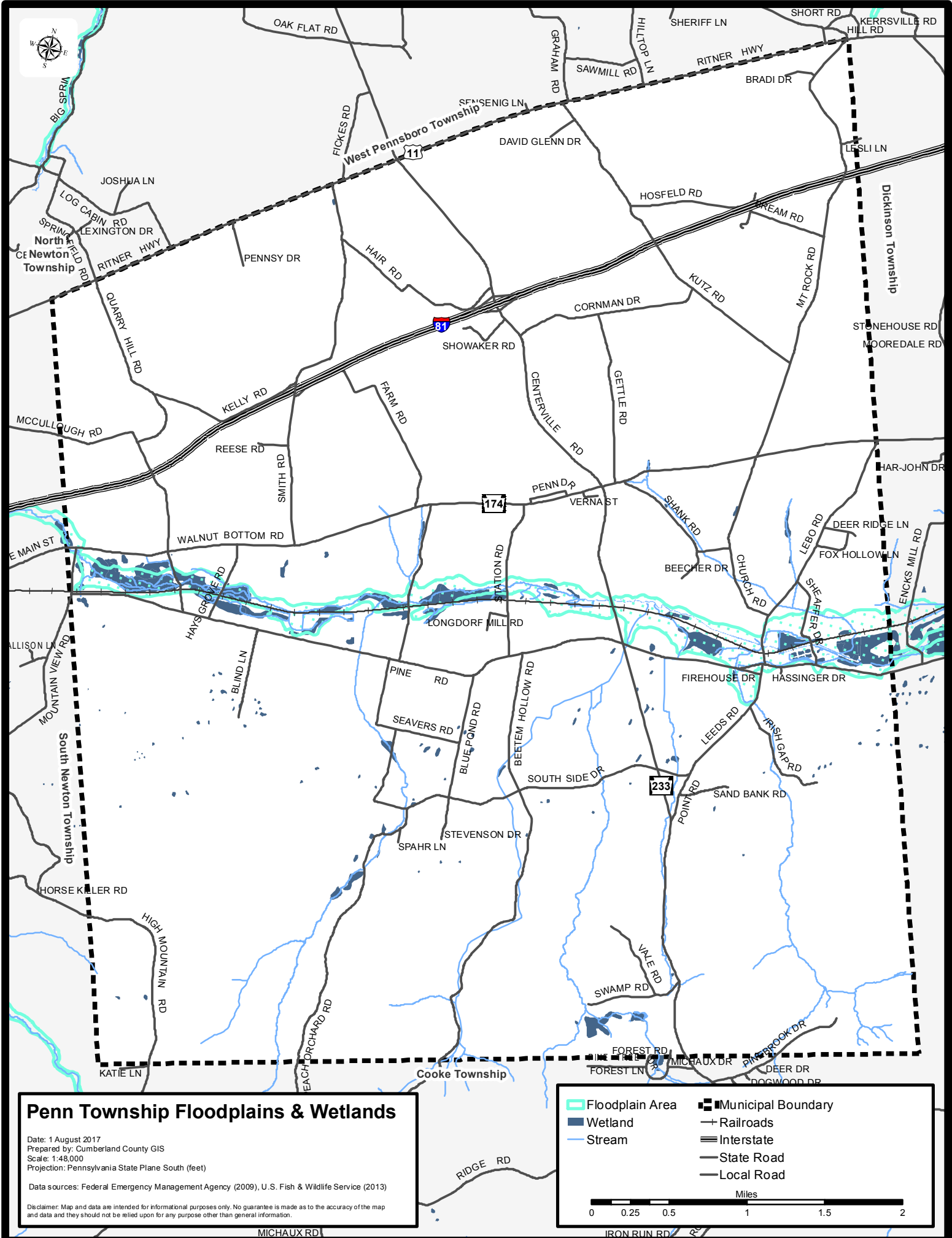
Wetlands have often been referred to as natural sponges that absorb flooding waters. They actually function more like natural tubs, storing either flood waters that overflow riverbanks or surface water that collects in isolated depressions. By doing so, wetlands help protect adjacent and downstream property from flood damage. Trees and other wetland vegetation help slow the speed of flood waters. This action combined with water storage, can lower flood heights and reduce the water's erosive potential.

#### **Erosion Control**

Wetlands are often located between rivers, lakes and other bodies of water, and high ground and are, therefore, in a good position to buffer shoreline against erosion. Wetland plants are important in protecting against erosion because they increase the durability of the sediment by binding soil with their roots, and they dampen wave action and reduce current velocity through friction.

#### **Natural Products**

A large array of natural products produced by wetlands areas include timber, fish wildlife, blueberries, cranberries, and wild rice. Grasses are hayed for winter livestock feed, and during other seasons livestock graze directly in wetlands.



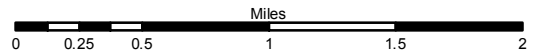
# Penn Township Floodplains & Wetlands

Date: 1 August 2017  
Prepared by: Cumberland County GIS  
Scale: 1:48,000  
Projection: Pennsylvania State Plane South (feet)

Data sources: Federal Emergency Management Agency (2009), U.S. Fish & Wildlife Service (2013)

Disclaimer: Map and data are intended for informational purposes only. No guarantee is made as to the accuracy of the map and data and they should not be relied upon for any purpose other than general information.

- Floodplain Area
- Wetland
- Stream
- Municipal Boundary
- Railroads
- Interstate
- State Road
- Local Road





## **Recreation and Aesthetics**

Hunting and fishing, as well as activities like hiking, swimming and boating, nature observation, photography and painting, all take place in and around wetlands.

## **Water Quality Improvement**

One of the most important values of wetlands is their ability to help maintain and improve the water quality of rivers and other water bodies. Wetlands do this by removing and retaining nutrients; processing chemical and organic wastes; and reducing sediment loads to receiving waters. Wetlands are particularly good water filters. Due to their position between upland and deep water, wetlands can intercept surface water runoff from land before it reaches open water. They also can help filter nutrients, waste, and sediment from floodwaters.

## **Fish and Wildlife Habitat**

Wetlands are critical to the survival of a wide variety of animals and plants. Moreover, a number of rare and endangered species depend on wetlands for survival. Most freshwater fish feed upon wetland-produced food and use wetlands as nursery grounds. Most of the important recreational fish spawn in wetlands. A variety of bird-life – ducks, geese, red-winged blackbirds, and a large number of other songbirds feed, nest and raise their young in inland wetlands. Muskrat and beaver are two of the more familiar wetland mammals, but others, like deer, use wetlands for food and shelter. Black bear find refuge and food in forested and shrub swamps.

Because of the many important functions, like those discussed above, performed by wetlands, the Township needs to protect its wetland areas from degradation and loss. Degradation and loss of wetland areas can occur through natural forces or directly or indirectly by human activities. As illustrated by the above benefits, wetland protection is both a local and regional issue, because of its broad range, accumulative environmental value.

## **Floodplains**

Floodplains, or flood hazard areas, are areas of land that are subject to periodic inundation by floodwaters. For many years, the national response to flood disasters was generally limited to building flood control works (dams, levees, seawalls, etc.) and providing disaster relief to flood victims. To compound the problem, the public could not buy flood coverage from insurance companies, and building techniques to reduce flood damage to new construction were often overlooked. In the face of mounting flood losses, Congress created the National Flood Insurance Program in order to reduce annual flood losses through more careful planning and to provide property owners with affordable flood protection. The Program is administered by the Federal Insurance Administration (FIA) within the Federal Emergency Management Agency (FEMA).

The law requires FEMA to notify every flood-prone community that it has one or more flood-prone areas. This was accomplished by creating maps for each community that show the general location of flood-prone areas. The boundaries of the flood-prone areas are decided by application of the “base flood”. The term “base flood” is often referred to as the “100-year flood”, but is more appropriately described as the flood having a one percent (1%) chance of occurrence in any year.

Adequate floodplain management by local government is important. Allowing the construction of structures or the placement of fill in the floodplain will increase flood heights by reducing their flood carrying capacity. Floodwater velocities may also be increased, as will hazards in areas

beyond the encroachment. Floodplain management applies federal standards to keep the floodway (the channel area required to carry the 100-year floodwater) and the adjacent floodplain areas free from encroachment, while applying less stringent standards to allow limited development to occur on the flood fringe.

Depicted on the foregoing map are the generalized floodplain boundaries formed by the Yellow Breeches Creek. Much more detailed floodplain maps have been prepared for the Township by the Army Corps of Engineers. These maps are part of Penn Township's Floodplain Ordinance which meets the federal requirements for floodplain insurance eligibility.



### III. POPULATION

#### Introduction

An examination of the population of Penn Township involves several objectives. The number, size and composition of households gives valuable information, helpful in determining future needs of the Township. Another objective is to develop projections of the population, which help the community better plan for future land use needs; and for whatever services and infrastructure improvements will be necessary to create and maintain a suitable environment and quality of life for its residents.

#### Population Size

Penn Township has added 67 residents since 2010, a 2.3% increase. The township has grown at a rate comparable to other municipalities in western Cumberland County yet slower than Cumberland County as a whole. The lack of sewer and water infrastructure in the township limits opportunities for dense residential developments that are needed to support greater population growth.

Cumberland County Population Growth 2010-2019											
Geography	Census 2010	July 1, 2011	July 1, 2012	July 1, 2013	July 1, 2014	July 1, 2015	July 1, 2016	July 1, 2017	July 1, 2018	July 1, 2019	% Growth '10-'19
Cumberland County	235,406	237,101	239,252	241,071	243,301	245,766	247,435	249,238	251,423	253,370	7.6%
Camp Hill Borough	7,888	7,876	7,899	7,888	7,888	7,908	7,918	7,916	7,918	7,905	0.2%
Carlisle Borough	18,682	18,893	18,946	18,932	18,934	19,136	19,219	19,074	19,196	19,198	2.8%
Cooke Township	179	179	179	181	182	183	183	184	184	183	2.2%
Dickinson Township	5,223	5,244	5,277	5,289	5,301	5,337	5,362	5,385	5,393	5,383	3.1%
East Pennsboro Township	20,228	20,497	20,808	21,021	21,273	21,380	21,457	21,390	21,440	21,458	6.1%
Hampden Township	28,044	27,978	28,286	28,633	28,921	29,268	29,469	30,020	30,502	30,692	9.4%
Hopewell Township	2,329	2,346	2,373	2,373	2,387	2,416	2,440	2,455	2,471	2,483	6.6%
Lemoyne Borough	4,553	4,564	4,632	4,624	4,631	4,641	4,642	4,639	4,647	4,634	1.8%
Lower Allen Township	17,980	17,932	18,116	18,517	18,649	18,950	18,959	19,357	19,453	20,260	12.7%
Lower Frankford Township	1,732	1,730	1,733	1,733	1,735	1,771	1,794	1,801	1,817	1,825	5.4%
Lower Mifflin Township	1,783	1,781	1,784	1,781	1,784	1,785	1,787	1,784	1,788	1,790	0.4%
Mechanicsburg Borough	8,981	8,962	8,985	8,971	8,970	8,989	8,995	8,989	8,992	8,990	0.1%
Middlesex Township	7,040	7,123	7,209	7,284	7,296	7,324	7,383	7,421	7,450	7,411	5.3%
Monroe Township	5,823	5,872	5,902	5,938	5,977	6,041	6,082	6,117	6,182	6,220	6.8%
Mt. Holly Springs Borough	2,030	2,034	2,038	2,033	2,035	2,038	2,041	2,041	2,045	2,052	1.1%
Newburg Borough	336	336	337	336	336	337	337	335	335	335	-0.3%
New Cumberland Borough	7,277	7,269	7,292	7,285	7,281	7,295	7,296	7,299	7,301	7,288	0.2%
Newville Borough	1,326	1,326	1,333	1,329	1,331	1,334	1,335	1,339	1,347	1,347	1.6%
North Middleton Township	11,143	11,216	11,288	11,306	11,360	11,434	11,508	11,575	11,649	11,810	6.0%
North Newton Township	2,430	2,448	2,459	2,469	2,482	2,499	2,506	2,507	2,514	2,517	3.6%
Penn Township	2,924	2,928	2,947	2,951	2,961	2,968	2,976	2,986	2,998	2,991	2.3%
Shippensburg Borough	4,416	4,426	4,438	4,458	4,456	4,467	4,468	4,477	4,490	4,465	1.1%
Shippensburg Township	5,429	5,446	5,464	5,461	5,472	5,486	5,491	5,505	5,521	5,534	1.9%
Shiremanstown Borough	1,569	1,619	1,622	1,619	1,617	1,621	1,622	1,620	1,621	1,628	3.8%
Silver Spring Township	13,657	14,080	14,519	15,078	15,701	16,256	16,872	17,412	17,967	18,314	34.1%
Southampton Township	6,359	6,632	6,672	6,692	6,756	6,817	6,859	6,940	7,035	7,117	11.9%
South Middleton Township	14,663	14,760	14,877	14,923	15,056	15,196	15,305	15,341	15,425	15,564	6.1%
South Newton Township	1,383	1,403	1,412	1,418	1,421	1,430	1,434	1,434	1,443	1,440	4.1%
Upper Allen Township	18,059	18,230	18,410	18,557	19,098	19,389	19,609	19,787	20,158	20,384	12.9%
Upper Frankford Township	2,005	2,021	2,028	2,022	2,034	2,044	2,045	2,048	2,063	2,093	4.4%
Upper Mifflin Township	1,304	1,315	1,322	1,320	1,331	1,352	1,363	1,377	1,380	1,378	5.7%
West Pennsboro Township	5,561	5,571	5,592	5,582	5,580	5,601	5,605	5,612	5,625	5,627	1.2%
Wormleysburg Borough	3,070	3,064	3,073	3,067	3,065	3,073	3,073	3,071	3,073	3,054	-0.5%

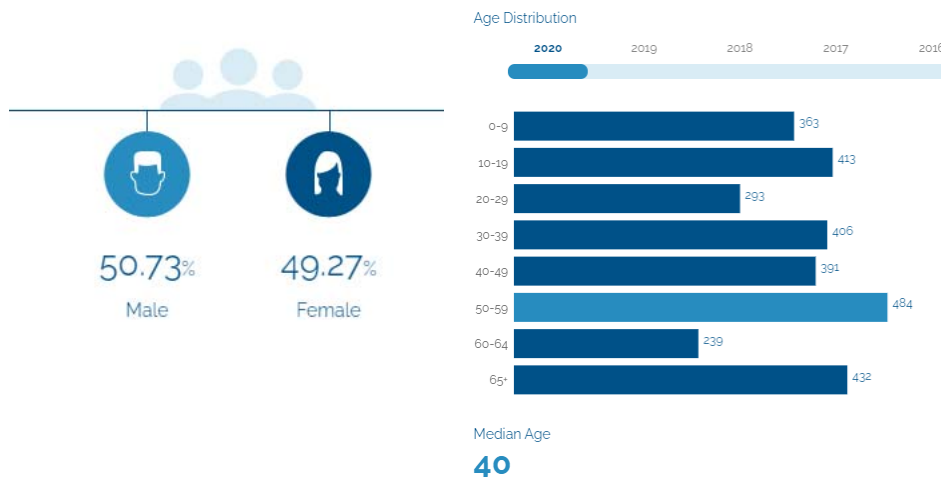
Source: Census Bureau Annual Population Estimates.

## Population Characteristics

Along with the examination of raw number population change, an analysis of the characteristics of Penn Township's population further assists in identifying present and near future community composition.

### Sex, Age, and Race

Penn Township's population is nearly evenly divided between male and female. The township has an aging population with nearly 40% of its residents over the age of 50. The township's median average of 40.17 years old mirrors that of Cumberland County. The township lacks racial diversity with a nearly 95% white population.<sup>1</sup>



Race Distribution (2020)		Chart▶	
	TOTAL	%	
White	2,888	95.69	
Black	50	1.66	
American Indian	10	0.33	
Asian	21	0.70	
Pacific Islander	2	0.07	
Other	9	0.30	
Multirace	37	1.23	

<sup>1</sup> Charts/graphs provided by: Cumberland Area Economic Development Corporation, GIS Planning, 2020

### **Population Projections**

In order to provide a basis upon which to estimate future needs in such areas as land use, housing and community facilities and services, projections of the population are needed. Population projections present municipal officials with several possibilities regarding future changes, and the information contained in projections can be used in determining necessary tax revenue, for making land use decisions such as zoning regulations, and as a basis for other policy decisions that affect the township as a whole.

Population projections for each municipality in Cumberland County have been compiled by the Harrisburg Area Transportation Study. These projections were used by Cumberland County in its forecasts contained in its Comprehensive Plan. :

<b>Municipal Population Projections 2020 - 2040</b>				
<b>MUNICIPALITY</b>	<b>2010 Census</b>	<b>Projections</b>		
		<b>2020</b>	<b>2030</b>	<b>2040</b>
Camp Hill Borough	7,888	8,054	8,218	8,344
Carlisle Borough	18,682	19,559	20,426	21,090
Cooke Township	179	200	222	238
Dickinson Township	5,223	5,656	6,083	6,411
East Pennsboro Township	20,228	21,571	22,897	23,914
Hampden Township	28,044	30,478	32,908	34,793
Hopewell Township	2,329	2,485	2,640	2,758
Lemoyne Borough	4,553	4,729	4,902	5,035
Lower Allen Township	17,980	19,126	20,200	20,980
Lower Frankford Township	1,732	1,841	1,948	2,031
Lower Mifflin Township	1,783	1,926	2,067	2,175
Mechanicsburg Borough	8,981	9,235	9,485	9,677
Middlesex Township	7,040	7,559	8,072	8,466
Monroe Township	5,823	6,205	6,583	6,872
Mt. Holly Springs Borough	2,030	2,108	2,185	2,244
New Cumberland Borough	7,277	7,402	7,526	7,620
Newburg Borough	336	346	356	363
Newville Borough	1,326	1,353	1,379	1,400
North Middleton Township	11,143	11,998	12,843	13,491
North Newton Township	2,430	2,613	2,795	2,934
Penn Township	2,924	3,148	3,369	3,539
Shippensburg Borough	4,416	4,571	4,724	4,842
Shippensburg Township	5,429	5,876	6,318	6,657
Shiremanstown Borough	1,569	1,569	1,569	1,569
Silver Spring Township	13,657	15,187	16,697	17,855
South Middleton Township	14,663	15,883	17,089	18,013
South Newton Township	1,383	1,462	1,541	1,601
Southampton Township	6,359	7,247	8,124	8,796
Upper Allen Township	18,059	19,738	21,429	22,747
Upper Frankford Township	2,005	2,191	2,375	2,516
Upper Mifflin Township	1,304	1,405	1,505	1,581
West Pennsboro Township	5,561	5,960	6,354	6,656
Wormleysburg Borough	3,070	3,153	3,236	3,299
<b>COUNTY TOTALS</b>	<b>235,406</b>	<b>251,836</b>	<b>268,063</b>	<b>280,505</b>
SOURCE: Pennsylvania State Data Center, 2040 HATS Regional Transportation Plan				

Penn Township is expected to continue its slow residential growth well into the future with a projected population increase of only 615 by 2040. As noted before, the limited sewer and water infrastructure capacity limits residential development in the township. Future residential growth will likely continue to resemble recent trends with large lot, single family homes.

### **Educational Attainment**

Educational attainment by the residents of Penn Township is less than the County as a whole. Nearly half of the township has a high school diploma and almost 35% have some college or above. Comparatively, almost 60% of County residents have some college or more.<sup>2</sup>



### **Income**

The following table compares income levels for the Cumberland, Dauphin, and Perry counties and the Cumberland County municipalities from 2000 to the 2015 American Community Survey. The U.S. Census Bureau collects and presents income level data in three categories, which are defined as follows.

1. Family Income – A group of two or more people who reside together and who are related by birth, marriage, or adoption.
2. Household Income – Includes all the people who occupy a housing unit as their usual place of residence.
3. Per Capita Income – Average obtained by dividing aggregate income by total population of an area.

Penn Township's per capita and family median incomes lag county levels and rank in the lower third of all municipalities in the county. However, the township's household median income exceeds the county and ranks in the top third of all municipalities in the county. The township's low population and potential high number of single earner families leads to the township's lower per capita and family median income.

<sup>2</sup> Charts/graphs provided by: Cumberland Area Economic Development Corporation, GIS Planning, 2020



<b>Income Levels by Municipality and Metropolitan Statistical Area (MSA) 2000 - 2015</b>						
<b>Cumberland Co. Municipalities</b>	<b>Per Capita 2000</b>	<b>Per Capita 2015*</b>	<b>Family (Median) 2000</b>	<b>Family (Median) 2015*</b>	<b>Household (Median) 2000</b>	<b>Household (Median) 2015*</b>
Camp Hill	28,256	36,988	61,578	86,525	50,774	67,888
Carlisle	21,394	27,436	46,588	58,222	33,969	64,713
Cooke	23,309	37,335	48,875	92,180	46,875	81,071
Dickinson	24,977	34,796	54,844	91,181	51,363	85,759
East Pennsboro	22,517	30,148	54,142	75,473	44,473	62,458
Hampden	28,977	43,571	70,009	103,084	60,011	80,551
Hopewell	18,114	22,312	47,143	65,987	44,118	60,880
Lemoyne	28,705	32,312	47,437	75,508	39,803	43,424
Lower Allen	24,735	28,351	57,973	72,719	46,172	54,116
Lower Frankford	18,891	26,826	46,394	64,115	42,400	57,946
Lower Mifflin	17,687	23,486	43,846	59,907	42,578	52,656
Mechanicsburg	22,812	31,186	54,228	69,067	45,200	59,722
Middlesex	24,902	30,704	59,250	79,763	50,471	67,500
Monroe	23,963	38,054	62,599	89,048	57,351	84,506
Mt. Holly Springs	19,229	30,871	48,333	61,838	40,625	50,703
Newburg	19,950	24,722	44,250	65,179	38,000	51,875
New Cumberland	24,672	30,114	56,138	71,315	44,783	51,026
Newville	17,922	20,806	34,423	44,141	30,313	40,417
North Middleton	22,947	29,946	56,846	74,413	50,010	65,221
North Newton	16,719	28,824	46,680	68,244	42,460	64,732
Penn	18,254	28,233	49,840	69,347	47,188	65,852
Shippensburg Bor	14,816	20,575	39,896	35,167	27,660	27,980
Shippensburg Twp	8,712	12,931	40,521	42,202	27,661	22,070
Shiremanstown	21,812	25,911	55,268	68,125	43,971	49,539
Silver Spring	31,728	38,100	63,828	85,910	54,932	73,469
Southampton	17,458	28,894	50,119	61,577	47,366	60,781
South Middleton	24,370	35,213	60,511	83,719	50,503	67,199
South Newton	17,782	26,638	53,750	80,313	45,952	71,823
Upper Allen	24,127	35,072	65,349	87,263	54,706	66,584
Upper Frankford	16,819	21,151	45,764	53,580	42,687	46,250
Upper Mifflin	15,660	24,690	46,176	60,368	45,114	56,471
West Pennsboro	19,382	35,477	50,208	78,176	45,873	72,292
Wormleysburg	28,504	38,296	49,342	76,731	40,536	53,487
<b>Region Harrisburg-Carlisle MSA</b>	<b>Per Capita 2000</b>	<b>Per Capita 2015*</b>	<b>Family (Median) 2000</b>	<b>Family (Median) 2015*</b>	<b>Household (Median) 2000</b>	<b>Household (Median) 2015*</b>
Cumberland County	23,610	32,398	56,406	77,749	46,707	61,820
Dauphin County	22,134	29,461	50,974	67,756	41,507	53,754
Perry County	18,551	27,019	47,997	65,621	41,909	57,177

\*Source: 2011-2015 American Community Survey, U.S. Census Bureau

## **Employment**

As of 2017, Penn Township is home to 69 business establishments with a total of 344 employees. Small businesses with 1-4 employees account for over 72% of the jobs in the township.<sup>3</sup> The jobs in the township are nearly equally split between blue collar and white collar, with white collar occupations accounting for about 11% more employees. Office and administrative support jobs, more specifically packing and assembly services associated with warehousing and distribution centers comprise nearly one third of all the jobs in the township.

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<sup>3</sup> Cumberland Area Economic Development Corporation, GIS Planning, 2017

## **IV. HOUSING**

### **Introduction**

One of the most important assets of any community is its housing. When we speak about housing within the context of the Comprehensive Plan, we refer to such components as number, type, age, occupancy, overcrowdedness condition and value. Growth in the number of housing units signifies growth in the overall population of the community, as well as an increasing tax base and demand for services. A mixture of housing types is important, so that the needs of persons and families with varying lifestyles and incomes are addressed. The age of the housing stock within the community relates to such things as maintenance costs or upkeep and energy efficiency. In some cases, age and condition are closely related, with older housing often in need of major repair or upgrading of utilities or structural components. Housing which has fallen into disrepair lends an air of negativity to the community, making it appear less attractive, and signifying, rightly or wrongly, a lack of prosperity. The value of housing is indicated by many factors, such as location, size, condition, type and age, as well as surrounding neighborhood conditions. Sound, well-maintained and attractive housing can therefore be a positive influence on the image and physical growth of the community. The examination of housing in Penn Township includes basic statistical information from the U.S. Census Bureau.

### **Number of Units/Occupancy Status/Tenure**

Penn Township has 1,282 housing units as of 2020. From 2015-2020, Penn Township has added only 110 units, a growth rate of 9.6%, a rate similar to other townships in western Cumberland County.

Of the 1,282 housing units in the township, 90.8% are occupied. Of those occupied units, 1,009 or 86.6%, are owner occupied and 156 or 13.4% are renter occupied units.

Penn Township is primarily composed of single family detached dwellings and mobile homes. The township's lack of sewer and water infrastructure limits its ability to accommodate higher density residential structures.



*Total Housing Units*

Municipality	2000	2010*	2015**	# Change '00-'15	% Change '00-'15
Camp Hill Borough	3,529	3,599	3,510	-19	-0.5%
Carlisle Borough	8,032	8,266	8,189	157	2.0%
Cooke Township	57	121	281	224	393.0%
Dickinson Township	1,836	2,123	2,017	181	9.9%
East Pennsboro Township	7,784	8,287	8,870	1,086	14.0%
Hampden Township	9,990	11,790	12,230	2,240	22.4%
Hopewell Township	713	786	859	146	20.5%
Lemoyne Borough	2,027	2,383	2,394	367	18.1%
Lower Allen Township	6,520	7,126	7,517	997	15.3%
Lower Frankford Township	703	713	763	60	8.5%
Lower Mifflin Township	622	697	746	124	19.9%
Mechanicsburg Borough	4,169	4,550	4,224	55	1.3%
Middlesex Township	2,392	3,002	2,623	231	9.7%
Monroe Township	2,165	2,341	2,397	232	10.7%
Mount Holly Springs Borough	918	981	876	-42	-4.6%
New Cumberland Borough	3,417	3,418	3,651	234	6.8%
Newburg Borough	145	145	137	-8	-5.5%
Newville Borough	620	653	627	7	1.1%
North Middleton Township	4,213	4,366	4,698	485	11.5%
North Newton Township	785	845	894	109	13.9%
Penn Township	989	1,151	1,172	183	18.5%
Shippensburg Borough	2,094	2,265	2,378	284	13.6%
Shippensburg Township	934	1,010	1,685	751	80.4%
Shiremanstown Borough	746	770	721	-25	-3.4%
Silver Spring Township	4,185	5,424	6,384	2,199	52.5%
South Middleton Township	5,310	6,068	6,244	934	17.6%
South Newton Township	491	523	521	30	6.1%
Southampton Township	1,747	2,579	2,861	1,114	63.8%
Upper Allen Township	5,198	6,571	7,219	2,021	38.9%
Upper Frankford Township	728	882	848	120	16.5%
Upper Mifflin Township	458	514	508	50	10.9%
West Pennsboro Township	2,015	2,305	2,383	368	18.3%
Wormleysburg Borough	1,419	1,620	1,619	200	14.1%
Source: Census 2000 (SF3-H030), *2006-2010 ACS (DP04), **2011-2015 ACS (DP04)					

UNITS IN STRUCTURE BY TENURE		
UNITS IN STRUCTURE	TOTAL UNITS	%
1, Detached	1011	86.3
1, Attached	34	2.9
2	5	.4
3 or 4	11	0.9
5 to 9	0	0.0
10 to 19	0	0.0
20 to 49	0	0.0
50 or more	0	0.0
Mobile home or Trailer	111	9.5
<b>TOTAL</b>	<b>1172</b>	<b>100</b>

Source: U.S. Census Bureau, 2011-2015 ACS.

### **Value**

The value of housing stock in a community, in relation to surrounding communities is an indicator of affordability. It is also an indicator of desirability as a place to live, as market prices for housing are typically driven by demand. The median value represents the 50<sup>th</sup> percentile, which means that half of the owner occupied or rental housing is valued below, and half above, this figure. The respective median values for Penn Township, its surrounding municipalities, and the County are set forth in the following table.

Penn Township experienced a 41% increase in median home value since 2000, the second highest increase in the County. The increase in value can be attributed to the influx of newer, higher priced homes that occurred since 2000.



*Median Housing Value (2015 dollars)*

	2000	2010	2015	# Change '00-'15	% Change '00-'15
Camp Hill Borough	\$170,862	\$208,113	\$204,400	\$33,538	19.63%
Carlisle Borough	\$140,965	\$176,490	\$165,900	\$24,935	17.69%
Cooke Township	\$193,861	\$221,681	\$228,900	\$35,039	18.07%
Dickinson Township	\$170,186	\$222,856	\$229,200	\$59,014	34.68%
East Pennsboro Township	\$153,546	\$173,178	\$175,700	\$22,154	14.43%
Hampden Township	\$198,460	\$244,116	\$252,800	\$54,340	27.38%
Hopewell Township	\$153,005	\$191,126	\$206,300	\$53,295	34.83%
Lemoyne Borough	\$123,784	\$136,427	\$146,400	\$22,616	18.27%
Lower Allen Township	\$150,435	\$172,537	\$168,900	\$18,465	12.27%
Lower Frankford Township	\$141,235	\$179,802	\$180,300	\$39,065	27.66%
Lower Mifflin Township	\$120,537	\$157,366	\$152,800	\$32,263	26.77%
Mechanicsburg Borough	\$148,270	\$171,362	\$165,400	\$17,130	11.55%
Middlesex Township	\$144,212	\$164,631	\$187,100	\$42,888	29.74%
Monroe Township	\$182,226	\$221,467	\$226,500	\$44,274	24.30%
Mount Holly Springs Borough	\$114,044	\$127,132	\$132,400	\$18,356	16.10%
Newburg Borough	\$118,102	\$162,495	\$155,400	\$37,298	31.58%
New Cumberland Borough	\$147,594	\$160,465	\$166,200	\$18,606	12.61%
Newville Borough	\$112,150	\$131,940	\$120,800	\$8,650	7.71%
North Middleton Township	\$134,877	\$170,934	\$167,000	\$32,123	23.82%
North Newton Township	\$152,870	\$194,652	\$180,200	\$27,330	17.88%
Penn Township	\$144,076	\$172,216	\$204,200	\$60,124	41.73%
Shippensburg Borough	\$111,338	\$137,602	\$147,600	\$36,262	32.57%
Shippensburg Township	\$45,320	\$50,746	\$88,800	\$43,480	95.94%
Shiremanstown Borough	\$148,000	\$172,216	\$159,600	\$11,600	7.84%
Silver Spring Township	\$180,738	\$217,407	\$218,700	\$37,962	21.00%
Southampton Township	\$127,437	\$177,024	\$175,400	\$47,963	37.64%
South Middleton Township	\$160,446	\$193,370	\$197,100	\$36,654	22.85%
South Newton Township	\$141,235	\$166,234	\$196,700	\$55,465	39.27%
Upper Allen Township	\$179,250	\$199,886	\$194,800	\$15,550	8.68%
Upper Frankford Township	\$129,466	\$126,812	\$155,500	\$26,034	20.11%
Upper Mifflin Township	\$140,424	\$166,020	\$165,900	\$25,476	18.14%
West Pennsboro Township	\$152,464	\$170,507	\$207,600	\$55,136	36.16%
Wormleysburg Borough	\$156,928	\$162,174	\$158,900	\$1,972	1.26%
Source: Census 2000 (SF3-H085), 2006-2010 ACS (B25077), 2011-2015 ACS (B25077)					

### **Age of Housing Stock**

One of the factors that can be useful in the analysis of overall housing conditions is the age of the structure. While age is not the only criteria that is used in deciding the condition of a housing unit, the older the structure is, the more likely it is to be in need of certain repairs. An older home may also have inadequacies in its plumbing or electrical systems.

In addition to being one indicator of overall housing conditions, the age of housing within the community can also be one indicator of growth. If increasing numbers of new homes are being built, the community may be viewed as a desirable place to live. This desirability may be due to increased economic opportunities in the area, lower taxes, cheaper land and housing costs, improvements in accessibility, or simply the attractiveness of country living.

<b>YEAR STRUCTURE BUILT BY TENURE</b>		
<b>YEAR BUILT</b>	<b>TOTAL UNITS</b>	<b>%</b>
2014 or later	0	0
2010-2013	0	0
2000-2009	188	16.0
1990 - 1999	209	17.8
1980 - 1989	222	18.9
1970 - 1979	192	16.4
1960 - 1969	42	3.6
1950 - 1959	42	3.6
1940 - 1949	27	2.3
Before 1940	250	21.3

*Source: U.S. Census Bureau, 2011- 2015 ACS.*

The above table illustrates that over half of the township's residential units have been built in the last 2 decades. The township has a sizeable stock of units built before 1940 that may need repair and maintenance moving forward. As noted before the growth in units is dominated by single family units. When looking at value and tenure, the new housing units built since 2000 appear to be more expensive homes that have increased the median value of housing in the township.

### **Housing Projections**

As Cumberland County's population continues to grow, it is helpful to project the number of additional dwelling units that will be needed over the next 25 years. Using these estimates, local officials can plan investments over the long-term and track progress toward meeting expected outcomes.

Projections are based on the Pennsylvania State Data Center's county population projections and population allocations for each municipality calculated by Harrisburg Area Transportation Study, and the 2040 Regional Transportation Plan.



The Total Dwelling Units table indicates the projected households and a 5% vacancy rate to maintain a healthy real estate market. The vacancy rate for the County in 2015 was approximately 6.0%. Assuming a 5% vacancy rate for projections, approximately 15,788 housing units will need to be built in the County by the year 2040. Penn Township's slow residential growth is expected to continue into the future as only 200 new units are projected to be needed in Penn Township by 2040.

<b>Cumberland County Total Dwelling Unit Projections (5% Vacancy Rate)</b>										
<b>Municipality</b>	<b>Census*</b>	<b>Projections</b>								
	<b>2015 Total D.U.s</b>	<b>2020</b>			<b>2030</b>			<b>2040</b>		
		<b>Occupied D.U.s</b>	<b>Total D.U.s 5% Vacancy</b>	<b>Add'l needed with 5% vacancy 2015-</b>	<b>Occupied D.U.s</b>	<b>Total D.U.s 5% Vacancy</b>	<b>Add'l needed with 5% vacancy 2015-</b>	<b>Occupied D.U.s</b>	<b>Total D.U.s 5% Vacancy</b>	<b>Add'l needed with 5% vacancy 2015-</b>
Camp Hill Borough	3,510	3,402	3,572	62	3,472	3,646	136	3,526	3,702	192
Carlisle Borough	8,189	7,749	8,136	-53	8,145	8,552	363	8,448	8,870	681
Cooke Township	281	86	90	-191	96	101	-180	103	108	-173
Dickinson Township	2,017	2,068	2,171	154	2,224	2,335	318	2,344	2,461	444
East Pennsboro Township	8,870	8,591	9,021	151	9,134	9,591	721	9,551	10,029	1,159
Hampden Township	12,230	12,548	13,175	945	13,552	14,230	2,000	14,331	15,048	2,818
Hopewell Township	859	744	781	-78	790	829	-30	826	867	8
Lemoyne Borough	2,394	2,207	2,317	-77	2,288	2,402	8	2,350	2,467	73
Lower Allen Township	7,517	7,425	7,796	279	7,944	8,341	824	8,321	8,737	1,220
Lower Frankford Township	763	774	813	50	818	859	96	853	896	133
Lower Mifflin Township	746	738	775	29	792	832	86	833	875	129
Mechanicsburg Borough	4,224	4,106	4,311	87	4,217	4,428	204	4,303	4,518	294
Middlesex Township	2,623	2,643	2,775	152	2,839	2,981	358	2,990	3,139	516
Monroe Township	2,397	2,398	2,517	120	2,545	2,672	275	2,657	2,790	393
Mt. Holly Springs Borough	876	921	967	91	954	1,002	126	980	1,029	153
New Cumberland Borough	3,651	3,440	3,612	-39	3,498	3,673	22	3,541	3,718	67
Newburg Borough	137	166	174	37	170	178	41	174	183	46
Newville Borough	627	576	605	-22	587	616	-11	596	626	-1
North Middleton Township	4,698	4,726	4,962	264	5,063	5,316	618	5,321	5,587	889
North Newton Township	894	923	969	75	988	1,037	143	1,037	1,089	195
Penn Township	1,172	1,162	1,220	48	1,244	1,306	134	1,307	1,372	200
Shippensburg Borough	2,378	2,192	2,302	-76	2,267	2,380	2	2,324	2,440	62
Shippensburg Township	1,685	1,593	1,673	-12	1,784	1,873	188	1,931	2,028	343
Shiremanstown Borough	721	654	686	-35	654	687	-34	654	687	-34
Silver Spring Township	6,384	6,162	6,470	86	6,776	7,115	731	7,246	7,608	1,224
South Middleton Township	6,244	6,350	6,667	423	6,838	7,180	936	7,212	7,573	1,329
South Newton Township	521	522	548	27	550	577	56	572	601	80
Southampton Township	2,861	2,745	2,882	21	3,077	3,231	370	3,332	3,499	638
Upper Allen Township	7,219	7,421	7,792	573	8,153	8,561	1,342	8,724	9,160	1,941
Upper Frankford Township	848	902	947	99	977	1,026	178	1,035	1,087	239
Upper Mifflin Township	508	505	530	22	541	568	60	569	597	89
West Pennsboro Township	2,383	2,367	2,485	102	2,526	2,652	269	2,648	2,780	397
Wormleysburg Borough	1,619	1,513	1,589	-30	1,553	1,631	12	1,584	1,663	44
<b>COUNTY TOTALS</b>	<b>102,046</b>	<b>100,319</b>	<b>105,330</b>	<b>3,284</b>	<b>107,059</b>	<b>112,408</b>	<b>10,362</b>	<b>112,223</b>	<b>117,834</b>	<b>15,788</b>
* American Community Survey 2011-2015										

## V. EXISTING LAND USE

### Introduction

The analysis of a municipality's existing land use characteristics is one of the most important background elements of a comprehensive plan in that it is a vivid depiction of a community's pattern and type of growth over an extended period. The current or present land use shows, in part, the historic growth patterns in the Township and becomes to varying degrees, the basis or threshold for developing future land use policies. However, it is important to acknowledge that the formulation of land use policies should not singularly rely upon a continuation of the existing character. More appropriately, the positive and negative features need to be identified so that an effective comprehensive plan is developed.

Penn Township's existing land use information was developed using data provided by the Cumberland County Planning Department that incorporates tax parcel information and analysis of aerial photography to identify the predominate land use on each parcel of land.

### Existing Land Use in Penn Township

Penn Township includes approximately 19,649 acres. Agriculture comprises over half of the township's acreage and is the largest land use in the township. Residential uses are the second largest land use comprising over 3,500 acres of land. Commercial and industrial uses comprise only 916 acres or just under 5% of the township. The breakdown of each land use is shown on the table below and the location of the land uses are shown on the existing land use map below. Specific information on each land use category is provided in the following sections.

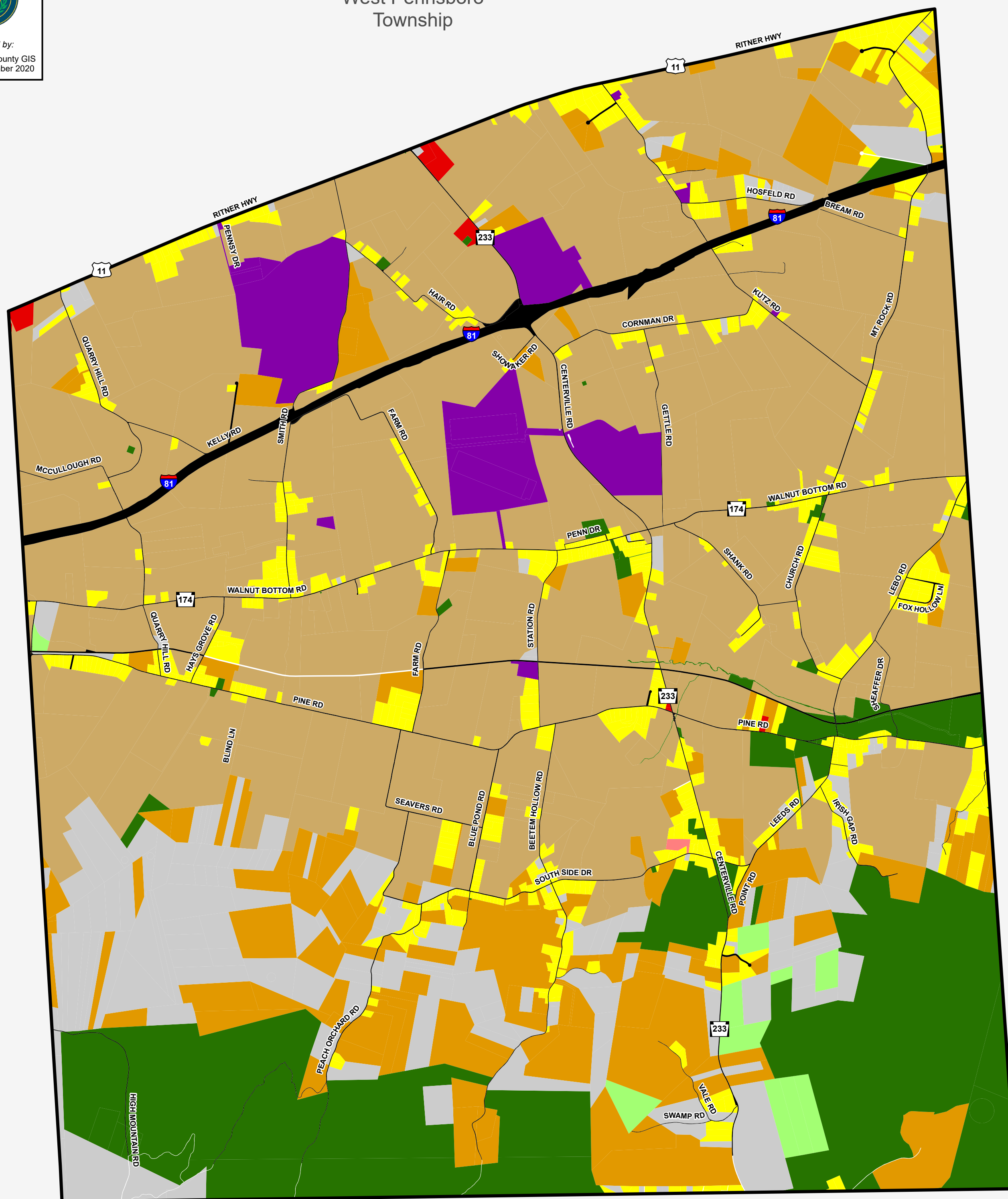
Land Use	Total Acres	Percent of Total
Agriculture	10,123	51.52%
Commercial Open Space	182	0.93%
Commercial Retail	38	0.19%
Commercial Services	5	0.02%
Industrial	691	3.52%
Large Log Residential	2,240	11.40%
Public	2,707	13.78%
Residential	1,336	6.80%
Transportation	377	1.92%
Vacant	1,950	9.92%
Total	19,649	

*Source: Cumberland County GIS*



Prepared by:  
Cumberland County GIS  
Drawn: November 2020

## West Pennsboro Township

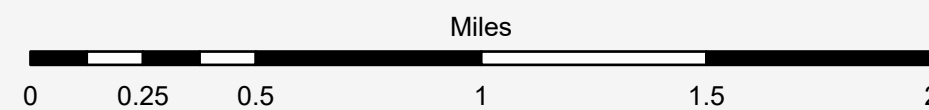


Dickinson  
Township

South  
Newton  
Township

Cooke Township

Map Scale: 1:27,000



# Penn Township Existing Land Use

### COUNTY DISCLAIMER

This map was digitally compiled for internal maintenance and developmental use by the Cumberland County, Pennsylvania, GIS & Planning Departments to provide an index to parcels and for other reference purposes. Parcel lines do not represent actual field surveys of premises. County of Cumberland, Pennsylvania makes no claims as to the completeness, accuracy or content of any data contained hereon, and makes no representation of any kind, including, but not limited to, the warranties of merchantability or fitness for a particular use, nor are any such warranties to be implied or inferred, with respect to the information or data furnished herein.

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Existing Land Use dataset developed using 2020 orthoimagery and an August 2020 extract of tax parcels. Land use categories are primarily based upon tax parcel Land Use Code values.

### Legend

- |                            |                            |
|----------------------------|----------------------------|
| Municipal Boundary         | Industrial (I)             |
| <b>Existing Land Use</b>   | Large Lot Residential (LL) |
| Agriculture (A)            | Residential (R)            |
| Commercial Open Space (CO) | Public (P)                 |
| Commercial Retail (CR)     | Vacant (V)                 |
| Commercial Services (CS)   | Transportation (T)         |



## **Agricultural**

The Agricultural land use category includes operations that are actively engaged in the commercial production and preparation for market of crops, livestock and livestock products. It includes agricultural, agronomic, horticultural, silvicultural and aquacultural enterprises.

Agricultural land uses spread throughout Penn Township from the base of South Mountain to the township border at U.S. 11. All types of agriculture exist in township including crops, livestock, and livestock products. Future residential, commercial and industrial growth will likely require the transition of agricultural lands to other uses.

## **Residential**

This category includes all housing types including: single-family detached, semi-detached, townhouse, and multi-family dwellings. It also includes mobile homes, mobile home parks and retirement facilities. It does not include single family dwellings on lots greater than 5 acres. Those uses are provided for under the Large Lot Residential category.

Residential land use in Penn Township can be essentially divided into two distinctive patterns – Hamlet/village enclaves and large lot-lineal development. These two patterns physically manifest the change in residential growth that started to occur about 1970. Prior to that time, the non-farm population within the Township generally resided in the crossroad villages known as Huntsdale, Brushtown, Cobbleville, Hays Grove, Centerville, or Cumminsville. Each of these areas was developed with single-family dwellings on smaller, narrower lots and represents a land use feature that existed virtually throughout rural America. The enclaves established a sense of both geographic identity and community, and promoted opportunities for interaction with the clustering of the residences.

Since 1970, the Commonwealth of Pennsylvania has become increasingly more involved in regulating sites suitable for on-lot disposal of liquid wastes. The effect in rural municipalities such as Penn Township is that lots for new homes needed to be located where the soil conditions were favorable with little or no regard to the attributes provided by the old village-type development. Additionally the sole reliance on the automobile for transportation dictated that newly established lots front comfortably on a public roadway for convenience of accessibility. These are the two basic ingredients that lead to the lineal, sprawling residential development that is still occurring to varying degrees in rural municipalities.

This residential land use pattern understandably shows in Penn Township. The Existing Land Use Map reveals that the Walnut Bottom Road and U.S. Route 11 are continually experiencing corridor development. Furthermore, such growth is evidenced along Farm Road (T-343), Cornman Road (T-426), Mt. Rock Road (State Route 3015) between Cumminsville and Mount Rock, and dispersed intermittently throughout the prime agricultural areas.

Residential land use is virtually all in the form of single-family detached dwellings. Although there are a few two-family units, there is no visual/measure of multiple family (three or more) dwellings in the township. Mobile homes as a form of single-family detached dwellings are located in modest groupings particularly in the Cobblersville – Brushtown area as well as sporadically dispersed throughout the Township on individual lots. Mobile homes totaled 169 for the 2000 census; 17.1% of the housing stock.



### **Large Lot Residential**

This category identifies single-family detached dwellings on more than five acres. The large Lot Residential category was created to acknowledge the fact that the primary use of the lot is residential but that the use does not impact the majority of the tract.

Most of the large lot residential development in the township is found on South Mountain and includes large wooded residential tracts. Similarly, large lot development comprised of large homes on lots with abundant open space scattered from Pine Road to U.S. 11.

### **Commercial Retail**

The Commercial Retail category is used to describe businesses involved in the sale of goods to consumers. This also includes eating and drinking establishments.

Commercial land use activities in Penn Township are limited. Most commercial retail uses in the township are smaller family owned or home based businesses. Notable commercial retail establishments include the Cumberland Drive In on Centerville Road and several used car lots along U.S. 11.

### **Commercial Service**

The Commercial Service category encompasses business that does not offer material merchandise in exchange for payment. Commercial Service uses include health, business and personal services such as advertising, data processing, insurance, consulting, accounting, research, management, hotel/motels, and financial institutions. Penn Township has only 1 commercial service parcel that comprises 5 acres of land located in the township off of South Side Drive.

### **Commercial Open Space / Recreation**

This category identifies commercial enterprises that occupy large tracts of land, primarily for outdoor recreation purposes, such as golf courses, campgrounds, hunting clubs, speedways, etc. Penn Township's commercial open space/recreation lands are found on the South Mountain off of PA 233.

### **Public Semi-Public**

The Public / Semi-Public category includes utilities, government and military facilities, State forests, game lands, Fish and Boat Commission lands, State and municipal parks, hospitals, schools, libraries, firehouses, police stations, cemeteries, and churches.

In Penn Township, this land use designation includes the Commonwealth of Pennsylvania's lands along Cooke Township border, primarily consisting of portions of Michaux State Forest. Although graphically the land area designated as public/semi-public appears to be relatively pronounced, that actual use of most of the land is quite passive with little separate distinction.

### **Industrial**

The Industrial Land Use category includes manufacturing, mining, industrial parks, and commercial warehousing and distribution facilities. It also includes light industrial uses such as research and development facilities, printing, electronics, small parts assembly and packaging.

Penn Township's industrial uses include warehousing and distribution centers located along Centerville Road and the Pennsy Supply Quarry located on U.S. 11.

### **Vacant**

The Vacant category includes land that is unimproved or that is no longer in productive agricultural use. The Vacant category was also applied to wooded, mountainous areas. Most of Penn Township's vacant land is located on South Mountain.

### **Land Use Trends**

Penn Township has seen little change in terms of land use over the past 10 years. The majority of the township has remained in agricultural land uses. The township's residential growth has largely been comprised of single family detached dwellings located on lots subdivided from agricultural parcels.

The PA 233 corridor has shown the most change in the past 10 years and has emerged as a growth corridor in the township with the recent installation of sewer and water infrastructure. Warehousing and distribution centers have located along the road to take advantage of convenient highway access. A recently completed corridor study of this area has recommended additional commercial and industrial growth that will take advantage of infrastructure investments while providing goods and services to local residents and through travelers. A Future Land Use Map is included on the following page. The Future Land Use Map should serve as a guide for zoning districts and future development in Penn Township.



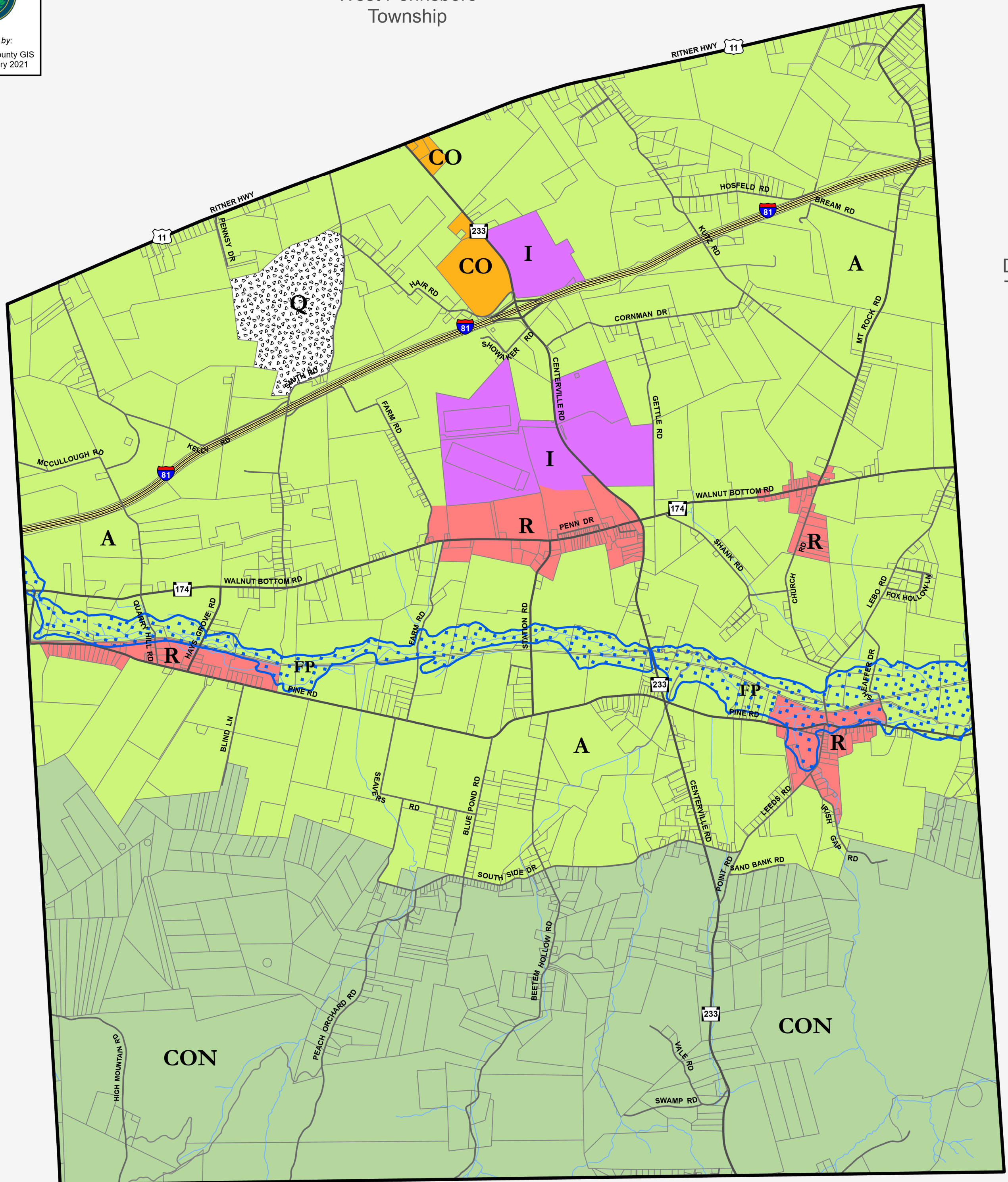
Prepared by:  
Cumberland County GIS  
Drawn: January 2021

## West Pennsboro Township



Dickinson  
Township

South  
Newton  
Township



Adopted January 14, 2021  
Map Scale:1:27,000

Cooke Township



# Penn Township Future Land Use

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### Legend

#### Reference

- Municipal Boundary
- Tax Parcels
- Interstates
- State Roads
- Local Roads
- Streams

#### Land Use Districts

- Agriculture - A
- Residential - R
- Commercial - CO
- Industrial - I
- Quarry - Q
- Conservation - CON
- Flood Plain - FP

## **VI. TRANSPORTATION**

### **Introduction**

An analysis of the transportation characteristics of most rural municipalities including Penn Township has as its primary focus their roadway systems. In rural communities, the existing roadway networks were not part of any grand master plan, but essentially became gradually established through time from foot traffic, horse and carriage movement, and vehicular travel. As discussed in the “Historical Sketch,” even the Walnut Bottom Road was noted as the road that followed the route of an ancient Indian path and became more established as settlers began moving west of the Susquehanna River.

Up until approximately 1950, most township roads in Pennsylvania did not have a clear and consistent right-of-way designation creating certain jurisdictional complications and confusion regarding the quality of deeds. In the early Fifties, the legislature decreed that all township roads would have a minimum right-of-way of thirty-three (33) feet which contributed significantly to the rectifying of all the previous jurisdictional confusion. Now, virtually all townships including Penn require a minimum right-of-way of fifty (50) feet through the Subdivision and Land Development Ordinance.

### **Transportation Planning Process**

The Harrisburg Area Transportation Study (HATS) is the federally designated Metropolitan Planning Organization for the Harrisburg area, including Penn Township. The organization develops transportation plans and improvement programs for the region. HATS is comprised of federal, state, and local agencies, including officials from Cumberland, Dauphin, and Perry counties, Harrisburg, and Capital Area Transit. The HATS area encompasses 105 municipalities in four counties. The area includes all of Cumberland, Dauphin, and Perry counties and includes Palmyra Borough and North Londonderry Township in Lebanon County.

Both HATS and the Pennsylvania Department of Transportation (PennDOT) rely on various transportation planning documents to determine which highways and other transportation projects have the greatest need to be improved. The primary documents HATS uses are the 12-year Transportation Plan, and the 20-year Long-Range Transportation Plan (LRTP).

The 12-year Transportation Plan is a document prepared by PennDOT with HATS input. The first four-year period of the 12-year Plan is identified as the Transportation Improvement Program (TIP). Projects on the TIP are programmed improvements and funding has been allocated. The 4-year TIP is a document prepared by PennDOT with input from a variety of agencies. Municipalities suggest most projects, ensuring people most affected by problematic highway or transit issues have some say in trying to resolve it. Both the county and regional planning commissions then review the submitted projects, and their recommendations are submitted to HATS for final approval. The project improvements completed can take a variety of forms, ranging small-scale safety improvements to large-scale road reconstruction. Almost all projects on the TIP are programmed for multiple phases, which include preliminary engineering, final design, utilities, right-of-way, and construction. In most cases the pre-construction phases are required to ensure that project construction is as efficient as possible. Some projects placed on the TIP will not have obvious, construction-related improvements completed during the 4-year TIP period, instead construction improvements will be implemented in the next round of the TIP. Though the TIP is a 4-year document, it is updated every two years, ensuring better planning flexibility and allowing new

projects to be placed onto the TIP more quickly. Projects not placed on the first four years of the 12-Year Transportation Plan are those projected to be important projects in the years to come. The 12-year Plan is updated every two years.

The Long Range Transportation Plan (LRTP), outlines the transportation improvements needed in the Harrisburg region in the long term. The plan is the basis on which major highway and transit projects are selected for various improvements. Unlike long range transportation plans a generation ago (1950's to 1970's), the projects and goals identified in the current LRTP focus more on maintaining and upgrading the existing transportation system, rather than expanding the transportation system. The LRTP must be fiscally constrained by identifying a funding source for the projects contained in the plan.

Projects identified as having deficiencies and needing to be upgraded are submitted for the 12-Year Transportation Plan and those with the highest priority are listed on the TIP. Deficiencies/projects, identified by PennDOT, are discussed in the following categories: congestion, safety, maintenance, bridges, Intelligent Transportation Systems (ITS), and transportation enhancements.

Penn Township can participate in the TIP and LRTP by submitting transportation project needs to the Harrisburg Transportation Study at any time. Penn Township should coordinate its request with Cumberland County and include the scope and cost of each project suggested. A local match, typically in the range of 20%, is required for all projects.

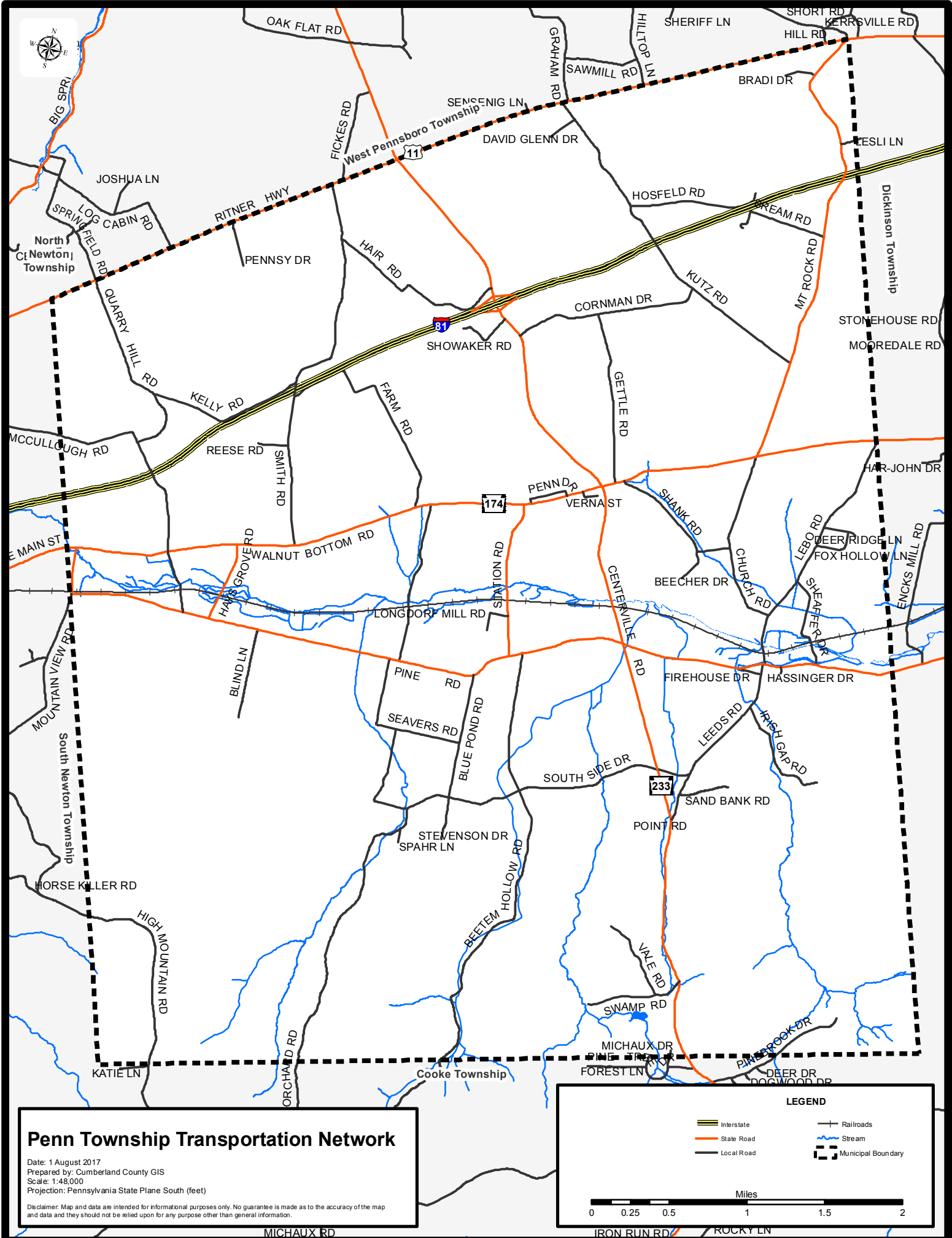
### **Existing Roadway System**

Penn Township's highway mileage totals 67.37 as tabulated by the Pennsylvania Department of Transportation. This total includes 32.88 state mileage and 34.49 local (township) mileage. As illustrated on the Penn Township road map entitled "Transportation Map," the state roads are indicated in red, while the Penn Township roads are black.

The location of the state roads traversing Penn Township effectively serve as adequate collector routes carrying the locally generated traffic to through destinations, particularly in the east/west collectors, affording good accessibility to the population centers at Shippensburg and Carlisle. Even more significant is Interstate 81, with its Exit 37 in the north-central portion of the Township. This limited access arterial roadway provides a major point of ingress and egress for Penn Township. The accessibility from these east/west corridors will surely be a catalyst to future growth in Penn Township. Route 233 (S.R. 0233) has a north/south alignment through the Township. It makes connections with other east/west collector roads including Pine Road (S.R. 3006), Walnut Bottom Road (S.R. 0174) and US Route 11, allowing a means to reach the I-81 interchange at Exit 37.

The local or township roads in Penn Township basically access the adjoining land uses and, as previously mentioned, have been shaped and aligned by historic uses. Nevertheless, these local roads traverse substantial portions of the municipality and as development occurs, many of these roads will be impacted with higher traffic volumes. The township roads are very well maintained and only small portions of Gettle Road (T-428) and Peach Orchard Hollow Road (T-344) have unpaved sections of road within the Township.





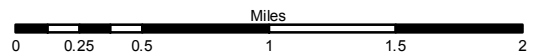
# Penn Township Transportation Network

Date: 1 August 2017  
Prepared by: Cumberland County GIS  
Scale: 1:48,000  
Projection: Pennsylvania State Plane South (feet)

Disclaimer: Map and data are intended for informational purposes only. No guarantee is made as to the accuracy of the map and data and they should not be relied upon for any purpose other than general information.

## LEGEND

- Interstate
- State Road
- Local Road
- Railroads
- Stream
- Municipal Boundary



### **Functional Classification System**

Since 1965, the Pennsylvania Department of Transportation (PennDOT) has been classifying highways for planning and funding purposes. Known as the Functional Classification System, it is used to identify roadways as Arterial, Collector, or Local. The Functional Classification of Penn Township Roadways table below illustrates the classification for all roads in Penn Township. The following summarizes the distinction between the three classifications:

**Arterial:** This classification is intended to include high-speed highways that provide connections between regional areas that develop substantial volumes of traffic where the average trip lengths are in excess of 5 miles.

**Collector:** This classification is intended to include highways that provide connections with local access roads and arterials. They serve as a traffic corridor connecting villages, small boroughs, shipping points and agricultural areas on an intra-county basis.

**Local access:** Highways in this class provide direct access to adjacent land. They connect farms, individual residences and commercial properties to higher classes of road systems. Trip lengths are short and operating speeds are low. Spacing between roads of this class and traffic volumes vary widely depending upon the intensity of land development and the distance to population centers.

<b>Functional Classification of Penn Township Roadways</b>	
<b>Functional Classification:</b>	<b>Penn Township Roadways:</b>
Arterial	Interstate 81
Collector	State Routes: <ul style="list-style-type: none"><li>• 11 (Ritner Highway)</li><li>• 174 (Walnut Bottom Road)</li><li>• 233 (Newville Road)</li><li>• 3006 (Pine Road)</li><li>• 3011 (Hays Grove Road)</li><li>• 3013 (Station Road)</li><li>• 3015 (Mount Rock Road)</li></ul>
Local Access	All Roads not listed above

### **Railroads**

The Conrail Railroad crosses Penn Township from an east/west direction generally paralleling the Yellow Breeches Creek. Although this system does not have any active siding in Penn Township, the resurgence of rail transport could in the future access the area with either goods or passenger service which could have a significant impact upon the Township's development pattern.

**SECTION B**

**PLAN ELEMENTS**



## **VII. GOALS, OBJECTIVES, AND STRATEGIES**

### **Introduction**

The goals, objectives and strategies established as part of the comprehensive planning process serve to identify the most important aspects of a community and establish a blueprint on how to achieve desired outcomes. As part of the comprehensive planning process, goals are constructed as the broader purposes while the objectives are considered more as stated aims to achieving the goals and strategies are specific actions that the Township can take to achieve those objectives.

Penn Township's goals, objectives and strategies have been developed from the Background Study Elements, the deliberations of the Planning Commission, Supervisor input, and resident input throughout the plan preparation process. Additional input into the establishment of goals and objectives has been obtained from the Cumberland County Planning Department.

### **Planning Assumptions**

The following planning assumptions summarize the trends identified in the background studies chapters of the Comprehensive Plan. These assumptions form the foundation upon which goals, objectives and strategies are developed.

1. The Township will see modest population increase by 2040. The Township is expected to grow by just over 600 residents by 2040. 200 new residential units will be required to accommodate that population.
2. Single family detached units on scattered lots will continue to be the predominant residential growth pattern.
3. The rural character of the Township will remain as agriculture will continue to be the largest land use, consuming over half of the acreage in the Township.
4. No significant advances in sewerage system planning, outside of that already planned for the PA 233 corridor, are anticipated that would create an increase in more dense residential development and subsequent population growth.
5. Plans for municipal water supply and distribution, if initiated, would serve the existing villages of Centerville and Huntsdale.
6. Major new commercial and industrial development will be limited to the PA 233 corridor given the availability of highway access, sewer, and water infrastructure. Smaller, low impact businesses may develop as part of existing agriculture or residential uses.
7. The existing transportation system will remain the same with no new roads being constructed. Improvements to I-81 will include upgrades to the interchange and potentially a third lane on the main line to allow for the safe access of commercial and industrial traffic with origins/destinations on the PA 233 corridor.

## **Goals, Objectives and Strategies**

Based upon the identified planning assumptions, principals set forth in the Township's Subdivision and Land Development Ordinance and Zoning Ordinance and Planning Commission input, the following goals, objectives and strategies have been developed:

### **Natural Environment Goals, Objectives and Strategies**

**Goal: Preserve the character of the natural environment of the Township to serve the needs of current and future generations.**

**OBJECTIVE: Prevent the loss of life and property through effective floodplain management.**

**Strategy 1. Coordinate with FEMA on all updates to the Flood Insurance Rate Map (FIRM).**

The Federal Emergency Management Agency (FEMA) will be updating the FEMA floodplain maps in 2017/2018. Penn Township should adopt the new floodplain maps and on a regular basis, Penn Township should coordinate with the Cumberland County Planning Department, PEMA and FEMA to adopt any changes made to the FEMA floodplain maps. Penn Township should also provide assistance to residents and businesses that wish to request an amendment to a FEMA floodplain map.

**Strategy 2. Update the Floodplain Management ordinance in compliance with any future revisions to the National Flood Insurance Program (NFIP) and the Pennsylvania Floodplain Management Act.**

Penn Township participates in the FEMA National Flood Insurance Program (NFIP). In order to be eligible for the insurance and funding opportunities, it is required that the Township's floodplain ordinance meets or exceeds the minimum standards established by FEMA.

**Strategy 3. Continue to participate in updates of the Cumberland County Hazard Mitigation Plan and adopt any revisions to the plan.**

Adopting the Cumberland County Hazard Mitigation Plan (HMP) makes Penn Township and its residents eligible for project funding. The Township should develop, maintain and update a list of all potential projects to include in the HMP for complete funding eligibility.

**OBJECTIVE: Preserve and protect surface and ground water resources.**

**Strategy 1. Develop Riparian and/or Groundwater Overlay Districts in the zoning ordinance.**

Penn Township should establish standards for the identification and protection of surface and groundwater resources during the

subdivision and land development process. This can be used to protect recharge areas, aquifers, riparian buffers and floodplains.

**Strategy 2. Partner with the County Conservation District to provide resources and education to farmers on agricultural best management practices that reduce pollution to surface and groundwater resources.**

Penn Township's largest existing land use is agriculture. The township should work jointly with the Cumberland County Conservation District to implement Conservation Plans, Manure Management Plans and encourage best management practices.

**Strategy 3. Coordinate with Cumberland County in regular updates of the Countywide Act 167 Stormwater Management Plan and adoption of the associated stormwater ordinance.**

The model stormwater ordinance in the Countywide Act 167 Plan is based upon NPDES requirements for stormwater control. Penn Township should consider stormwater ordinance requirements that exceed the requirements in the model stormwater ordinance. The township should also consider stormwater quality by adding additional best management practice requirements.

**Strategy 4. Encourage and assist residents in effective stormwater management to reduce stormwater runoff.**

Fully implement and enforce the Township's stormwater management ordinance and develop standardized design that is easy to implement for single family homes and agricultural improvements.

**OBJECTIVE: Preserve prime agriculture soils.**

**Strategy 1. Encourage farmer participation in the Agricultural Security Area Program and the Cumberland County Agricultural Conservation Easement Program.**

Participation in the Agricultural Security Area Program is necessary to be considered for the Agricultural Conservation Easement Program. Participation in this program should be encouraged by the township. The Township should encourage residents and stakeholders to be involved with the County Agricultural Land Preservation Board. This board administers the Agricultural Conservation Easement Program which secures conservation easements.

**Strategy 2. Update its zoning ordinance to include effective agriculture zoning regulations that limit the size and number of lots that can be subdivided in core agriculture areas.**

Zoning ordinances may include conservation design, sliding scale or fixed scale agriculture preservation techniques to restrict development in agricultural areas thus preserving the agricultural character in Penn Township. The township staff and officials should establish ordinance requirements that protect this character.

**OBJECTIVE: Preserve forested areas on South Mountain.**

**Strategy 1. Develop tree removal and/or replanting requirements for new development in the Conservation Zone.**

Penn Township has the option to regulate the size and/or amount of trees that are removed to accommodate new developments. These requirements are typically found in conservation districts and/or areas of sensitive features (such as steep slopes and wetlands).

**OBJECTIVE: Improve air quality.**

**Strategy 1. Continue to require performance standards for commercial and industrial facilities.**

The Township should work with developers that are proposing developments with substantial truck traffic (warehouses, distribution centers, truck stops, etc.) to implement on-site anti-idling regulations. The Township should also consider local open burning ordinances to improve air quality.

**OBJECTIVE: Preserve historic structures and sites.**

**Strategy 1. Maintain its listing of historic sites as shown on the Official Map.**

**Strategy 2. Create a Historic Overlay District in the Zoning Ordinance or in a stand-alone ordinance.**

Penn Township can adopt regulations that limit historic building demolition.

**Housing Goals, Objectives, and Strategies**

**Goal: Provide a variety of housing types within the financial reach of all Township residents that are supported by available land, utilities and the transportation system.**

**OBJECTIVE: Provide a sufficient number of housing units to support future population growth.**

**Strategy 1. Evaluate the zoning ordinance in conjunction with residential growth projections to insure that future population increases can be efficiently accommodated.**

The township can determine the acreage of land that will be necessary to accommodate the future growth projections by estimating the average lot size and the number of citizens per household. The Residential District should be able to accommodate this future growth.

**Strategy 2. Integrate the comprehensive plan with future updates of its Act 537 Sewage Facilities Plan to appropriately locate and support future residential development.**

The Act 537 Plan includes maps of on-lot septic systems that are malfunctioning and wells that are over the limit for nitrates (5 mg/L). These areas should be considered for public sewer systems or on-lot system upgrades. In addition, areas with high nitrates should be evaluated for groundwater use.

**OBJECTIVE: Require building practices that maintain adequate living conditions and promote safe construction methods.**

**Strategy 1. Continue administering and enforcing the Uniform Construction Code (UCC) through its participation in the Western Cumberland County Council of Governments.**

**OBJECTIVE: Eliminate spot blight in the Township.**

**Strategy 1. Adopt applicable sections of the International Property Maintenance Code (IPMC) and establish standards for enforcement.**

The IPMC is a model code that includes requirements that are designed to ensure continued use of mechanical, plumbing, electrical and fire protection systems in existing buildings.

**Strategy 2. Work with the Cumberland County Blighted Property Reinvestment Program (BPRP) to address existing blight.**

The BPRP is administered by the Cumberland County Housing and Redevelopment Authority (CCHRA) and seeks to eliminate derelict properties that constitute a blight and nuisance in communities.

**OBJECTIVE: Support inclusive housing opportunities.**

**Strategy 1. Promote the programs of the Cumberland County Housing and Redevelopment Authority (CCHRA) that may provide assistance for the elderly, special needs residents, and low to moderate income families.**

The CCHRA offers assistance for housing needs. Penn Township should work with the county on these efforts.

**Strategy 2. Review its zoning ordinance in cooperation with the Cumberland County Housing and Redevelopment Authority to identify and remove barriers to fair and affordable housing.**

The CCHRA and the Cumberland County Planning Department provide assistance to update Zoning Ordinances and remove barriers to affordable housing. The county may advise changes that would make ordinances more inclusive.

### **Land Use Goals, Objectives, and Strategies**

**Goal: Establish a pattern of land uses that is consistent with the limitations and capabilities of both the natural environment and man-made environment, and reflects the needs and desires of Township residents.**

**OBJECTIVE: Provide for a variety of land uses**

**Strategy 1. Provide for all land uses in Comprehensive Plans and ordinances.**

Uses not provided for in Penn Township are referred to the Zoning Hearing Board as a Special Exception. The Zoning Hearing board can permit the use in a compatible zoning district. The township should continue to enforce this standard to avoid exclusionary zoning.

**Strategy 2. Stay abreast of emerging land use trends and integrate accompanying regulations as appropriate into the zoning ordinance.**

Township staff and officials should monitor emerging trends in land use. The Cumberland County Planning Department periodically offers model ordinances and workshops about emerging trends.

**OBJECTIVE: Encourage economic growth consistent with the Township's rural character.**

**Strategy 1. Implement the land use plan identified in the PA 233 Corridor Land Use and Transportation Study.**

The Township Future Land Use Map, Official Map and Zoning Map should incorporate land uses that were identified in the PA 233 Corridor Land Use and Transportation Study.

**Strategy 2. Work with the Cumberland Area Economic Development Corporation (CAEDC) to attract new businesses and retain existing businesses in the Township.**

CAEDC works with developers and business that are considering potential development sites. CAEDC attracts new businesses to the area.

**Strategy 3. Support the growth of the agriculture industry by permitting agriculture related businesses and agritourism in the Agriculture zoning district.**

The Cumberland County Planning Department has developed an Accessory Agriculturally Related Enterprises model guideline for use by the municipalities. Penn Township should continue to allow these uses in the Agricultural Zone and continually update the Zoning Ordinance to allow for similar uses.

**OBJECTIVE: Minimize conflicting land uses along Township borders.**

**Strategy 1. Coordinate its comprehensive plan and zoning ordinance with South Newton, Cooke, Dickinson, and West Pennsboro Townships with a focus on creating land use compatibility across municipal boundaries.**

**Transportation Goals, Objectives, and Strategies**

**Goal: Provide a safe, well-maintained, efficient multimodal transportation system for the movement of people and goods throughout the Township.**

**OBJECTIVE: Maintain Township transportation roads and bridges.**

**Strategy 1. Inventory and analyze the condition of all roads and bridges.**

Penn Township should create a list of priority projects and a schedule for maintenance. Penn Township should continually maintain this list and coordinate road repairs with neighboring municipalities and PENNDOT.

**Strategy 2. Develop a Capital Improvements Plan (CIP) that makes planned, prioritized investment in the transportation infrastructure.**

A Penn Township CIP will outline financial strategies to repair the existing transportation infrastructure. Penn Township should coordinate this effort with neighboring municipalities and PENNDOT.

**OBJECTIVE: Advocate for investments in federal and state roadways.**

**Strategy 1. Identify projects on state and federally owned transportation infrastructure and communicate those needs with the Harrisburg Area Transportation Study (HATS).**

Penn Township should actively coordinate state and federal project needs with the Cumberland County Planning Department. The county can communicate with HATS to include the projects on the Regional Transportation Plan and the Transportation Improvement Plan.

**OBJECTIVE: Plan for acceptable design and construction of new roadways.**

**Strategy 1. Plan for the extension of, or connection of, Township roads and streets in future developments which promote safety and efficiency of movement.**

**Strategy 2. Limit access to major collector roads in the Township to avoid future street congestion.**

Major collector roads such as State Route 233 and 11 may experience intense development in the future. The Township should manage the access permitted on major roadways through its Zoning and Subdivision Ordinances.

**Strategy 3. Penn Township should periodically work with the municipal engineer to update the roadway design standards in accordance with PENNDOT standards.**

**OBJECTIVE: Encourage alternative modes of transportation.**

**Strategy 1. Advocate for continued public transit service (including shared ride bus service) and carpooling opportunities that meet the mobility needs of residents.**

Penn Township should advocate keeping the Park and Ride at Exit 37. Future changes due to land use and increased truck traffic may include a redesign of the interchange. Penn Township should also



promote bus service to the township which may help provide employees for commercial and industrial developments.

**Strategy 2. Include paved shoulders on appropriate road and bridge projects to safely accommodate non-motorized transportation including pedestrians, bicycles, and horse and buggies.**

Consider adding shoulder requirements on certain roadways in the Subdivision and Land Development Ordinance.

**OBJECTIVE: Promote safety and compatible land uses along rail freight corridors.**

**Strategy 1. Plan for compatible land uses adjacent to railroad freight lines.**

Penn Township should determine if there is a need for additional industrial or commercial land adjacent to the railroad line. Rail freight operations require industrially zoned properties located immediately adjacent to railroad corridors with physical and visual separation from residential neighborhoods.

**Strategy 2. Work with the Harrisburg Area Transportation Study and Norfolk Southern to implement and maintain rail crossing safety improvements at all at-grade crossings of the Lurgan Branch.**

At-grade crossings create conflicts between rail freight traffic and other transportation system users. Penn Township should coordinate with Cumberland County Planning Department and HATS to reduce at-grade crossings and implement grade crossing protective measures.

**OBJECTIVE: Integrate Township land use and transportation planning initiatives.**

**Strategy 1. Consider the transportation impacts of rezoning requests by requiring the submission of traffic impact studies with rezoning applications.**

Rezoning land to commercial and industrial land uses can impact the vehicle trips generated by less intensive land uses. Penn Township should require a traffic impact study for rezoning applications involving large commercial and industrial areas.

**Community Facilities and Service Goals and Objectives and Strategies**

**Goal: Provide necessary community facilities and services consistent with the Township's financial capabilities and residents' needs.**

**OBJECTIVE: Support fire and ambulance units which serve the Township.**

**Strategy 1. Continue to work with the Penn Township Volunteer Fire Company and EMS during fund raising events and emergencies.**

**OBJECTIVE: Facilitate the expansion of public utilities to support economic growth and residential needs in the Township.**

**Strategy 1. Partner with utility providers and the Cumberland Area Economic Development Corporation (CAEDC) to identify utility needs in the Township and pursue expansion as appropriate.**

CAEDC hosts a utility expansion workgroup that convenes municipal partners with utility providers to discuss needs and opportunities for utility expansion and capacity enhancements in the County. The Township should actively participate in this group and recommend locations and projects for utility expansion that are consistent with the Comprehensive Plan and zoning ordinance.

**OBJECTIVE: Implement the Penn Township Act 537 Plan (Revised in 2009) recommendations**

**Strategy 1. Public sewer service should be provided in the Centerville area.**

In the event of septic malfunctions, consider expanding the sewer service area from the Key Logistics Park warehouse to the Centerville area as recommended in the 2009 Act 537 Plan Update.

**Strategy 2. Monitor and maintain on-lot sewerage disposal facilities.**

The Township updated their Act 537 plan in 2009. The plan includes a sample ordinance that governs the municipal management of on-lot sewage systems. Penn Township has adopted the ordinance and requires that on-lot systems be cleaned every 4 years. Penn Township should continue to enforce this maintenance requirement.

**OBJECTIVE: Provide solid waste collection and disposal programs in coordination with other municipal and county programs and objectives.**

**Strategy 1. Continue its partnership with neighboring municipalities for trash disposal and recycling services.**

Many of the collection and recycling companies will offer a discount rate if a municipal partnership is formed. Penn Township is in a partnership with several municipalities in western Cumberland County.

**Strategy 2. Promote the household hazardous waste and electronics recycling programs of the Cumberland County Recycling and Waste Authority with its residents.**

**OBJECTIVE: Provide for the future recreation needs of Township residents.**

**Strategy 1. Estimate the amount of municipal recreation land and facilities needed based on the population and develop a plan of where/how those facilities should be provided.**

Municipal recreation areas provide for the day to day active recreation opportunities of a community. The 2013 Cumberland County Land Partnerships Plan established a Model Community Parkland goal of 15 acres per 1,000 residents. Penn Township staff

should monitor the municipal needs and communicate with the supervisors and stakeholders.

**Strategy 2. Continue to require recreation fees for new development and use said fees to implement priority recreation projects.**

**Strategy 3. Analyze and identify opportunities to develop an interconnected system of trails to provide for recreational and travel needs of residents.**

The Penn Township Official Map should include opportunity areas for recreational facilities and trails.

**OBJECTIVE: Communicate with other government agencies to maximize the efficiency of service provision.**

**Strategy 1. Identify and pursue State and Federal funding sources for capital facilities and services.**

These efforts should be coordinated with adjacent municipalities to see if a joint project can be pursued.

**Strategy 2. Interact with its neighbors through the Western Cumberland County Council of Government and consider becoming a Municipal Member in the Capital Region Council of Governments.**


Participation in a Council of Governments will keep Penn Township abreast of current activities and planned efforts in the region.


**Strategy 3. Continue to promote and engage residents using its website and social media as applicable.**

EFFECTIVE DATE

Upon the adoption and enactment of this Comprehensive Plan, according to law, by the Board of Supervisors of Penn Township, County of Cumberland, Commonwealth of Pennsylvania, this Comprehensive Plan shall become effective on the 5<sup>th</sup> day after enactment.

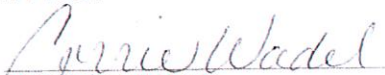
**DULY PRESENTED AND ORDAINED AND ENACTED BY** of the Board of Supervisors of Penn Township, Cumberland County, Pennsylvania, this **14TH** day of **January 2021**.

  
**GARY MARTIN**  
Chairman, Board of Supervisors

  
**RONALD TRITT**  
Vice Chairman

  
**KENNETH SHEAFFER**  
Supervisor

ATTEST

  
**CORRIE WADEL**  
Township Secretary

(Township Seal)