REGIONAL GROWTH MANAGEMENT PLAN

2040 UPDATE

TRI-COUNTY TCRPC REGIONAL PLANNING COMMISSION

Executive Summary

Introduction

In September 2017, the Tri-County Regional Planning Commission formally adopted the 2040 Update of the Regional Growth Management Plan. The purpose of this Executive Summary is to provide a summary of the most essential information to our regional partners - municipalities, counties, and other stakeholders.

The Regional Growth Management Plan is a functional, "30,000 foot" plan for the region, focusing on guiding physical development to areas in which public investments in infrastructure and services have already been made, as well as protecting and enhancing our natural, cultural, historic, and scenic resources. The studies and analysis contained in the plan and the resulting policy statements will serve as a framework for use by the region's counties and municipal governments in their own plan development. The Pennsylvania Municipalities Planning Code (MPC), Act 247, gives municipalities, not counties or regional entities, the power to manage and regulate land use. Therefore, inter-jurisdictional cooperation is vital to ensure the RGMP fulfills its purpose.

The purpose of the RGMP is to address the broader multi-jurisdictional issues from a regional perspective, to act as an informational resource, and to provide an overarching model for development of more detailed and specific county and municipal comprehensive plans. It is intended to be a plan that ensures the long term sustainability of our region's land use and economic development, for the benefit of our region's citizens, business owners, and visitors.

Regional Issues

During the development of the RGMP, our Steering Comittee established a prioritized list of the issues facing our region. Those issues informed the development of various aspects of the RGMP, including the scenario planning performance measures, and will continue to do so throughout TCRPC's ongoing implementation efforts.

Comprehensive Transportation

Transportation planning and investment traditionally focuses on accommodating automobile drivers, often to the detriment of other users. Transportation, land use, and economic development plans need to be developed in an integrated manner, serving all users equally and designed and operated with all users and land uses in mind.

Aging Infrastructure

Long term maintenance costs of the supporting infrastructure increase over time and our communities lack tools to recoup those costs after development has occurred. Developing tools to help municipalities and government agencies cooperatively estimate or anticipate these costs can alleviate pressure on both budgets and operations.

Infrastructure of the Future

Our region's growing communities need infrastructure that can grow and adapt. Access to public sewer and water service is a primary driving factor in land development decisions, as areas that lack it have limited potential density. Identifying these preferred or anticipated expanded service areas is an important aspect of any planning activity.

Natural Resource Protection

Our region's natural resources account for more than 50% of our total land area. Unplanned, low-density, dispersed development threatens to impact our region's vast natural resources and the benefits we get from them. Infill, redevelopment and compact, contiguous development must be encouraged to preserve and protect our natural areas and resources.

Inefficient Land Use Patterns

Patterns of development are linked to virtually every land planning issue. Inefficient use of land, often in the form of non-contiguous, low density development makes it difficult to provide services and access daily needs, while increasing the cost of development itself, as well as service provision and maintenance of the supporting physical infrastructure.

Unrealized Potential for Reuse

Municipal regulations and market forces often encourage development of "cheaper" land in less densely developed/populated areas, discouraging the use or reuse of land within areas of existing services and infrastructure. Inefficient land use patterns put our older, established communities at an economic disadvantage, while also increasing the long term provision and maintenance costs for the communities in which the development does occur.

Policy Statements

Identifying and articulating broad, regional-level goals and objective is a challenging, yet important task in the development of the RGMP. Working with the Steering Committee and other community leaders, TCRPC staff developed the following policy statements while considering our Regional Issues. These policy statements are intended to provide a direction forward to guide decision making for our community leaders, elected officials, and regional stakeholders, while establishing a framework upon which TCRPC's implementation efforts will be built.

While these policy statements were constructed and classified around its most appropriate corresponding Regional Issue, each goal and objective impacts more than one. To illustrate this interconnected relationship, the icons associated with each Regional Issue are displayed next each broad policy statement category.

Land Use

Manage growth toward areas with existing or planned public facilities and services

- Promote development within Community Service Areas (CSAs) and Planned Growth Areas (PGAs) as appropriate
- Promote adoption and implementation of ordinances to meet land use requirements of existing and future residents and businesses

Promote the use of planning best management practices (BMPs)

- Promote municipal coordination of land use planning at multiple levels
- Facilitate participation from the public and private sectors

- Coordinate and disseminate community planning training opportunities

Promote the creation of livable, sustainable communities

- Develop diverse affordable housing options for all ages and economic means in proximity to existing or planned infrastructure, wherever possible
- Promote compact development and redevelopment consistent with applicable plans, policies, and ordinances
- Promote infill development and redevelopment consistent with capacities and planned facilities and services
- Encourage energy and resource efficient development
- Promote community design which accommodates a range of lifestyles, age groups, and working conditions
- Foster land use patterns which promote active living and generate positive health outcomes, including access to recreation, services, food, and a multi-modal transportation network

Promote economic development in conjunction with regional needs

- Determine regional commercial, industrial, and office development needs
- Promote the strategic location and networking of facilities and services
- Support planning decisions and investments which help to retain and attract a more diverse workforce and improve productivity and competitiveness

Transportation

Integrate Land Use and Transportation

- Consider the effects on land use when evaluating and implementing transportation improvements
- Consider the current and future transportation system, including long-term maintenance costs, when making land use decisions
- Encourage land use decisions which support and complement the goals and objectives of the HATS Regional Transportation Plan

Expand transportation choices

- Channel transportation funds toward alternate modes
- Increase transit ridership and carpooling
- Facilitate increased travel by bicycle and pedestrian modes
- Encourage innovative transit solutions to transportation issues including bus rapid transit (BRT), light/commuter rail and ITS upgrades

Improve quality of life, promote human health and provide a safe experience for all users

- Encourage context sensitive design (aesthetics, urban design, and environmental stewardship) in transportation and greenway corridors
- Promote a full range of transportation choices concurrent with development
- Support development of adequate facilities to link different modes of transportation and connect developed areas

Natural, Historic, and Cultural Resources

Protect, preserve, and conserve the region's natural resources

- Promote the protection of environmentally sensitive areas
- Promote the protection of water quality and quantity
- Promote the protection of air quality
- Protect, preserve, and conserve agricultural land and open space/greenways

Protect, preserve, and conserve the region's historic, cultural, and scenic resources

- Promote the designation of historic buildings, districts, and corridors
- Promote the cultural and historic character of individual communities
- Protect the integrity of the region's scenic resources

Infrastructure

Encourage provision of an adequate amount and mix of safe and sustainable utility facilities and services

- Facilitate development and connection of utility facilities and services to accommodate existing and projected population through the year 2040
- Promote the update of municipal utility plans and development of multi-municipal utility plans
- Encourage the use of and planning for "green infrastructure" and other clean, efficient innovations
- Integrate utilities planning and land use planning

Provide an adequate amount of community services and facilities

- Provide public safety facilities and services as needed to serve existing and projected development
- Provide civil institutions and services as needed to serve existing and projected development
- Support the development of connected greenspaces, recreational areas, and trails

Scenario Planning

To better understand the impacts of our region's projected development, TCRPC utilized scenario planning, an analytical tool or framework that incorporates many different environmental, regulatory, and community factors and examines how they will affect the projected growth over the next 25 years. The goal of scenario planning is to identify issues and trends and compare possible strategies; not to perfectly model what the solution to those issues and trends will look like. Scenario planning is analytical, not predictive. Using GIS modeling and analysis, we are able to identify areas suitable and not suitable for development, and examine how the projected growth can impact our region moving forward.

The five scenarios examined by TCRPC were:

Scenario 1A: Land Development Trend - examines the impacts of continuing the development patterns of the recent past with no geographic constraint

Scenario 1B: Existing Zoning Trends - examines the existing municipal zoning ordinances with no geographic constraint

Scenario 2: Transportation Corridors - examines the impacts of concentrating development around our region's transportation infrastructure (land around arterial roads, collector roads, and interstate exits)

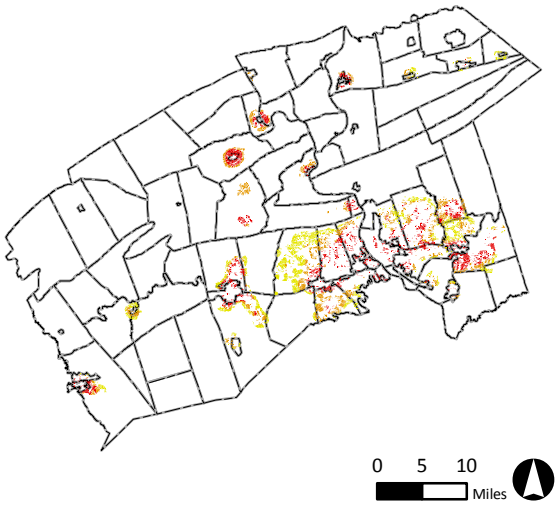
Scenario 3: Expanded Public Transit - examines the impacts of concentrating development around an expanded public transit system (land around the existing fixed route transit system, as well as a conceptual expansion to include parts of Perry County, southern Dauphin County, and improving the connection between Harrisburg and eastern Cumberland County)

Scenario 4: Regional Population Center - examines the impacts of concentrating development around our region's cities, boroughs, and villages

Each scenario was built by indentifying areas where residential develop could occur, establishing the amount of anticipated growth, and applying growth rates to approximate how much land would be consumed in the process. Because each scenario had a different combination of geographic constraints and growth rates, the amount and location of land consumed was distinct to each.

Using 10 different performance measures, each scenario was evaluated for its positive and negative impacts on the region. Through an exercise conducted during a series of six outreach meetings with municipal officials, these 10 performance measures were ranked by their importance. The results of these exercises were used to determine the region's "preferred scenario" - the scenario that had the best results for the performance measures deemed most important. **Scenario 4: Regional Population Centers** is the scenario with the best results for the performance measures ranked most important, as well as the majority of the others. As such, Scenario 4 is the region's "preferred scenario" and changes to the planned growth area designations were made with this in mind.

Scenario 4 Results



Community Service Areas

Community Service Areas establish where significant public investment has already occurred or can be reasonably expected to occur based on current plans and policies. The primary factors in establishing CSAs are transportation infrastructure and public sewer and water service areas, although other factors are also considered, including access to public transit, emergency services, and community services. Due to the different development patterns and characteristics of our region's communities, the standard to establish a CSA varies from rural areas to suburban/urban areas.

The map of our updated Community Service Areas is found on page 9.

Planned Growth Areas

Established as part of TCRPC's first Regional Growth Management Plan in 1994, Planned Growth Areas delineate target areas appropriate for more intense economic activity, urban and suburban residential development and areas more suitable for rural development, agriculture, conservation areas. PGA designations do not mean development is not planned or expected to occur in non-PGA areas. Rather, the housing and commercial activity in PGAs will typically support higher densities and intensities of development due to the proximity to available public services, and should be the first preference of municipalities as they plan for and manage future growth.

Planned Growth Areas are based on the following generalized planning typologies:

> **Urban Cores:** urban areas fully served with public facilities and accessible transportation networks
>
> **Rural Cores:** rural towns with partial public facilities, typically little to no access to mass transit, possibly linked through connections of any public service with Growth Areas
>
> **Suburban Cores:** suburban and town areas with locally oriented public utilities and services and limited mass transit access, with the possibilities of connections of public services between Urban Core and Growth Areas
>
> **Rural Reserve Areas:** areas characterized by very low-density residential development that will be necessary to sustain the population in perpetuity
>
> **Conservation Areas**: environmentally sensitive areas less conducive to development, including agricultural and forested areas

Urban Cores, Rural Cores, and Suburban Cores are considered to be the Planned Growth Areas.

This update of the Regional Growth Management Plan included an analysis of the existing Planned Growth Areas and their ability to accomodate our region's projected growth. Modifications of the Planned Growth Areas were made in areas for which the current designations were not reflective of current development patterns or unable to accomodate projected growth for the municipality, with the modifications shaped by the results of our scenario planning, our established Community Service Areas, and the municipal compreshensive plans.

The map of our updated Community Service Areas is found on page 10.

Next Steps

The key to implementation of the Regional Growth Management Plan, or any plan, is nurturing and developing meaningful partnerships. The Commission will continue this effort, focusing not just on municipal and county governments, but also with other regional stakeholders that share the common vision and expectations described in this plan. Partnerships will continue to be built and maintained upon mutual respect in areas of overlapping responsibilities, and with mutual support in areas where responsibilities are separate but compatible in the achievement of common goals and benefits. Future municipal and county comprehensive plans should be consistent with the goals and objectives of the RGMP, while offering more specific and unique recommendations regarding both land use and implementation policies and strategies that are most appropriate for their area.

By using this plan, our region's municipalities will be able to better plan for a successful future. The goals and objectives provided in this plan will ensure a regionally consistent approach for growth and development. While the Regional Growth Management Plan is considered at a regional level, County and municipal level recommendations will also help further the implementation process. Each of our region's counties and municipalities has unique features that differentiate it from the others, making the application of each recommendation unique. When these recommendations also consider the goals and objectives outlined in this plan, it works to help further implement the RGMP while addressing county and municipality priorities.

- Regularly update Comprehensive Plan in coordination with the updates of the RGMP to ensure consistency
- Work with Tri-County Regional Planning Commission by using the planning services offered to counties and municipalities
- Continue efforts on County-wide preservation of prime farmland and support the local agriculture industry
- Introduce local TDR programs and/or open space or cluster development zoning to maintain rural landscapes
- Develop county-wide economic development plans that include an economic base study to help determine where commercial needs exist, gaps in industries can be filled, and sites with supporting infrastructure can be identified
- Encourage continuous public participation throughout the year to help maintain working relationship with the public
- Encourage the strengthening or establishment of municipal plans and ordinances to maintain rural, natural and agricultural areas, while recognizing the need to accommodate projected growth
- Continue to increase economic opportunities through workforce development programs and promotion of locations to businesses outside the region

Community Service Areas

2040 Regional Growth Management Plan

- Community Service Areas
- Municipal Boundaries
- County Boundaries
- Rivers and Major Streams

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Miles

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TRI-COUNTY REGIONAL PLANNING COMMISSION

Prepared Date: June 2017
Prepared By: Tri-County Regional Planning Commission
Source Data: PennDOT, Perry County GIS Dept.,Cumberland County GIS Dept., Dauphin County IT (GIS), & TCRPC

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Planned Growth Areas

2040 Regional Growth Management Plan

- Urban Core (7.0 HU/ac)
- Suburban Core (3.0 HU/ac)
- Rural Core (2.5 HU/ac)
- Rural Reserve (0.15 HU/ac)
- Conservation (0.05 HH/ac)
- Municipal Boundaries
- County Boundaries
- Rivers and Major Streams

0 2.5 5 10
Miles

N

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