RESOLUTION 96-20

WHEREAS, a Comprehensive Plan for the Borough of Penbrook dated June of 1996 has been prepared and submitted to Borough Council by the Penbrook Planning Commission, and

WHEREAS, a public hearing pursuant to public notice thereof was held on September 11, 1996.

NOW THEREFORE BE IT RESOLVED by the Members of Penbrook Borough Council that the Comprehensive Plan of the Borough of Penbrook dated June of 1996 is hereby adopted, together with the maps, charts, textual matter and other matters intended to form the whole of the plan and such action shall be recorded on the adopted plan.

ADOPTED this 11th day of September, 1996.

[Signature]
President of Council

Attest:

[Signature]
Secretary

APPROVED this 11th day of September, 1996

[Signature]
Mayor
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CHAPTER 1

INTRODUCTION

In September 1978 Penbrook Borough Council assigned the task of preparing the Borough’s first Comprehensive Plan to the Planning Commission. The Plan, which was adopted in September 1979, remains in effect today. In January 1993, Penbrook Borough, in recognizing the importance of guiding growth into the future, decided to embark on the project of updating its Comprehensive Plan. Through the comprehensive planning effort, the Borough will establish goals and policies to protect the health, safety, convenience, and general welfare of its citizens.

PURPOSE OF THE PLAN

The Comprehensive Plan, while not a legal document, is designed to assist Borough decision-makers by stating the basic policies of the Borough and guiding future growth and development within the community. It is the initial stage of the planning process, an organized way of guiding the future. The Comprehensive Plan contains no rules or regulations, but serves as a basis for any land use decisions enacted by the Borough. It is broad in scope, examining the physical, social, and economic issues that make up today’s diverse community. While it can state specific recommendations, the Plan is intentionally general, covering many of the elements that comprise the Borough, thus indicative of its name "Comprehensive". The Comprehensive Plan is a basic, factual report that examines how past events have lead to the present situation, as well as, what guidance can be given to direct growth into the future.

The update of the Borough’s Comprehensive Plan was drafted following the recommendations of Act 247 and include the following sections:

- A statement of goals and objectives concerning the Borough’s future development;

- A plan for land use, including provisions for the amount, intensity, character, and timing of land use proposed for residential, business, major traffic and transit facilities, utilities, community facilities, public grounds, parks and recreation, special uses, and other land use issues;

- A plan to meet the housing needs of present residents and those individuals and families anticipated to reside in the Borough;

- A plan for the movement of people and goods;
A plan for community facilities and utilities;

A statement of the interrelationships among the various plan components, including environmental, energy, and economic development consequences;

A discussion of the long and short-term implementation strategies, including capital improvement programming;

A statement indicating the relationship between existing and proposed development within the Borough, as well as with contiguous municipalities.

**ORGANIZATION OF THE PLAN**

The Plan is divided into three major sections that address the following topics:

**Phase I - Basic Studies**

A. History  
B. Demographics  
C. Housing  
D. Transportation  
E. Community Facilities and Services  
F. Existing Land Use  
G. Energy

**Phase II - Plan Development**

A. Community Goals and Objectives  
B. Future Land Use Plan  
C. Transportation Plan  
D. Community Facilities Plan  
E. Housing Plan  
F. Energy Plan

**Phase III - Plan Implementation**

A. Prepare Capital Improvement Plan  
B. Recommendations on municipal administration and legislative measures to effectively implement and achieve the plan objectives.

In developing this Comprehensive Plan, the Planning Commission solicited information from many sources, each providing necessary information from a different perspective.
The Borough staff distributed a survey to all mailing addresses within the Borough through its quarterly newsletter. The results of the survey were then analyzed and prioritized by frequency. Those topics appearing most often were then considered to be of major concern to the Borough population and addressed accordingly in the Plan. In addition, several members of the Borough staff and administration, business community, and residents were interviewed, and the concerns raised in those interviews were addressed in the planning process also. When completed, these analyses will lend support to the development of the Plan.

LEGISLATIVE AND LEGAL BASE FOR THE PLAN AND ITS IMPLEMENTATION

The Comprehensive Plan is an official statement of the Borough governing body setting forth its policies concerning desirable future municipal development. The plan encompasses all geographic parts of the Borough and its functional elements. To carry out its planning objectives effectively, the Borough Council needs an instrument that establishes general policies for the development of the Borough in a coordinated and unified manner. The policies then will serve as a guide in decisionmaking on development issues.

The legislative authority for Pennsylvania local governments to plan for and manage development within their respective municipal boundaries is based on the Pennsylvania Municipalities Planning Code, Act 247, as amended. This legislation sets forth general guidelines, as well as specific administrative and procedural requirements, that municipalities must follow in developing and implementing municipal comprehensive plans.

The right of a municipality to exercise its authority in legislating regulations governing the use of land has been upheld by the state and federal courts. They grant that a municipality has the right to manage its own development and growth activities, within certain legal constraints. The United State Supreme Court affirmed that the primary method to protect and provide for the best interests of citizens of a municipality is through the adoption of a zoning ordinance. However, this method of safeguarding the public welfare is not sufficient by itself. It must be supplemented by adoption of certain other mutually supportive codes and ordinances, in particular, a subdivision and land development ordinance, building code, and housing code, etc.

To provide a rational basis for the management of land uses as prescribed in the zoning ordinance, the courts acknowledge the need for a municipality to evaluate the use of all land within its political jurisdiction properly and consider land uses in areas adjacent to its borders. To ensure that zoning ordinances are not arbitrarily determined, the courts require evidence that the various land use districts established in the community relate to an overall land use plan of the entire municipality. Through adoption of the
Pennsylvania Municipalities Planning Code, the Commonwealth of Pennsylvania has granted local governments the authority to enact a zoning ordinance to implement the comprehensive plan. Therefore, a properly adopted comprehensive plan for land use and development is clearly needed to provide the proper foundation for its implementation through zoning and other related land use management ordinances.
CHAPTER 2

HISTORY

"Penbrook is a thrifty place. It has two banks and business remains steady. It is also a quiet, restful place in which to live. Its citizens are law-abiding, peace-loving, God-fearing, and industrious. Its homes are all commodious. They are surrounded by spacious yards and well kept lawns. The streets, on both sides, except where congestion prevents it, are lined with large shade trees - the sycamore predominating. The streets run in all directions, following the topography of the country, thereby eliminating the stiffness that goes with a more formal plotting."

This excerpt, from an old newspaper reprint entitled "Looking The Town Over," estimated to be from 1940, describes the Borough of Penbrook half a century ago. Much has changed. To best appreciate the Penbrook of today, and plan for the Penbrook of tomorrow, one must understand the Penbrook of yesterday.

The Borough of Penbrook can trace its history back to early eighteenth century Scotland. In Paxton, Scotland, in the beginning of the 1700's, a religious uprising against the state church caused local rebellions. This upheaval continued until 1715, when most of the revolutionaries were either captured or executed. Those who survived the imprisonment were banished to Ireland, where they again found themselves unwanted. With hope of freedom from religious persecution, they crossed the Atlantic Ocean to North America. Finding their way to Central Pennsylvania, these Scotch-Irish immigrants settled on the watersheds provided by the Susquehanna River and Swatara Creek.

The Borough had gone through a series of name changes before finally settling on Penbrook. The first documented reference to the area was as Shellsville, in honor of Jacob Shell, who laid out the Borough in 1861. Later known as Grantville, Upper Grantville, and East Harrisburg, the citizens finally settled on Penbrook (through a contest entry).

Incorporated on July 10, 1894, the Borough Council form of government elected then continues today. At the time of incorporation, the southern boundary of the Borough extended only to Elm Street. The "New Edition," between Elm and 28th Streets, was annexed in 1929. The northeast corner, Raysor Place, was added shortly thereafter in 1930. The final annexation of Borough land occurred one year later, as a section southeast of 28th Street, including the David Smith farm, was attached.
Formerly an Indian trail, Old Jonestown Road became the main thoroughfare through the town. On September 16, 1893, streetcar service was introduced to the Borough and served the community for 43 years. The first vehicular traffic was documented in 1927. Over the next few years many of the Borough's major streets were paved, allowing for easier travel. In September, 1933, the first motor bus began service in the Borough. Today, Penbrook has 12 miles of local streets, and 3.8 miles of state highway.

Old Jonestown Road, now Walnut Street, was the first to be serviced by a water main. With the installation of water pipes and fire hydrants, around 1909, open wells became a thing of the past. Sewerage was approved in 1934 and construction began shortly thereafter. Part of the work was performed under the Work Progress Administration (WPA).

With the installation of these improvements, the town grew. Businesses, such as restaurants, hardware stores, bakeries, tailors, and drug stores flourished and increased the local economy. By 1940, Penbrook had 3,627 residents.

Civic associations have always played a large role in the Borough. Since 1919, Penbrook has had an organized civic association. The Community Civic Club traces its origin back to the Jonestown Road Literary Circle. Other civic associations included the Penbrook Lions Club, W.C. TV, Apollo Chorus, Modern Woodmen of America, Order of Independent Americans, American Legion, Veteran's of Foreign Wars, the Penbrook Coffee Club, and the Golden Age Club of Penbrook and vicinity. Several of these organizations are still active while some evolved into other groups. The civic associations of Penbrook have been involved in various projects and activities to benefit the educational, recreational, civic, and environmental well-being of the Borough and surrounding communities.

The first school rooms were built in 1901 and 1906 on Booser Avenue, with various additions constructed over the years. The school served the elementary grades, while various arrangements were made with other school districts to accommodate the upper level students. In 1955, Penbrook joined the Central Dauphin School District, and the senior high students began to attend Central Dauphin High School. In 1960, the elementary school received a major addition and remodeling: the two earlier sections were razed and a new wing was added to the 1930 section. In 1982, the school was closed by the school district due to low enrollment, and today the school is used as a private learning center and a powerlifting facility.

Churches have played a major part in the history of Penbrook. The Grace Church is the oldest church in the Borough, dating back to the early 1830's. Prior to the building of the church, services were held in the home of John Raysor. In 1881, a portion of the congregation decided the church should be located in the village of Grantville, soon to
be renamed Penbrook. This caused a split in the congregation. Under the leadership of B. H. Engle, the site at 28th and Walnut Streets was secured and a frame church built and used until 1890. In 1890, a new two-story section was added on adjacent ground and the congregation grew into the enlarged church. Other early churches in the Borough were: the Zion Evangelical Lutheran Church of Penbrook built in 1894 and rebuilt in 1964; the United Evangelical Church, now known as the Trinity United Methodist Church, dedicated in 1907; and the Penbrook Church of God, begun by the Rev. O.E. Houston in 1905. Throughout recent years new congregations have been formed at Penbrook United Church of Christ and St. Margaret Mary Alacoque.

The history of Penbrook Borough is long and established. The Borough has grown from a small group of Scotch-Irish settlers to today’s community of 2,791. Penbrook’s residents respect their community and strive to maintain its special characteristics through all their efforts. The citizens of Penbrook, past and present, should be commended for their efforts. With similar resolve and energy, we can expect Penbrook Borough to continue to grow and prosper.

The following chronological chart shows just some of the important events that have occurred in Penbrook’s history.
Penbrook Borough Chronological History
1787-present

- Jonestown Road, former Indian Trail, confirmed as a road
- Penbrook Borough laid out by Jacob Shell
- Penbrook Borough incorporated
- Penbrook Fire Company organized
- School rooms built in Penbrook
- New Town Hall and Fire House dedicated
- Penbrook National Bank founded (Dauphin Deposit Bank)
- Penbrook Pool opens
- 1787 1861 1894 1895 1901 1909 1919 1922 1942 1952 1953 1955 1957
- Penbrook Community Civic Club organized
- National Bank of Penbrook founded (Commonwealth National)
- Auxillary police formed
- Last Burgess elected - Hugh Taylor
- Penbrook Athletic Association organized
- Joined Central Dauphin School District
- 100th Anniversary Celebrated
- Special Fire/Police formed
- Comprehensive Plan enacted by Borough Council
- TMI nuclear accident forces evacuation of one-third of Borough
- Snow storms paralyze Borough
CHAPTER 3

DEMOGRAPHICS

An examination of available population data is vital in making planning decisions affecting the physical, economic, and social make-up of Penbrook Borough. The analysis of this data is required to formulate accurate projections of future population needs. Toward that end, this chapter will examine historic population changes and project population shifts to the year 2010.

While Penbrook Borough’s location adjacent to the City of Harrisburg has focused its development on residential rather than commercial growth, its bisection by U.S. Route 22 has allowed the expansion of small commercial growth through the Borough from the City to other surrounding suburbs. Knowledge of this economic base will allow for more substantial land use decisions in the Borough.

In addition, to accurately predict changes in the Borough’s economic growth, it is important to analyze the current residential character of the Borough. Attractive housing and a well maintained infrastructure are two of the most important aspects a municipality can present. The types and prices of a variety of housing is another important feature of the local housing market. Therefore, a projection of future housing needs can be formulated after analysis of the existing housing stock.

POPULATION PROFILE

According to the U.S. Census, Penbrook Borough reached its population pinnacle in 1950 with 3,691 residents. The population has continually dropped since that time to a 1990 total of 2,791, a 24.39 percent decrease within forty years.

The movement of persons to the suburbs and the general population decline since the post-World War II “baby boom” likely account for much of the decline in population within the Borough and shadows similar borough trends in Pennsylvania and across the nation. While Penbrook Borough has lost 900 persons (24.39%), the surrounding municipalities have fluctuated in their population growth rates. Table 3-1 will identify the surrounding municipalities’ populations over the last half century.

The Borough’s population is expected to continue its decrease in the next twenty years, according to the Tri-County Regional Planning Commission projections. The projections indicate a drop to 2,593 (7.1%) by the year 2000 and another 5.9 percent decrease by 2010. Once again the surrounding municipalities can expect fluctuating differences in their growth rates until the flight to the suburbs is reversed and public utilities are no longer extended outward. Due to the Borough’s close proximity to the City of
Harrisburg, much of the population trend depends on the direction that Harrisburg City takes with its economic development plan.

Table 3-1
Historic and Projected Population Growth of Penbrook Borough and Surrounding Municipalities

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Sources: 1. U.S. Census Bureau  
2. Tri-County Regional Planning Commission

AGE AND SEX DISTRIBUTION

Distribution of population by age and sex is a key factor in projecting growth and future services needed for the majority of the Borough's residents. If the balance of age leans towards young adults in their childbearing years, a rapid growth rate may occur. On the other hand, if the age distribution is weighted toward older persons, a decline in growth can occur. Both can place additional strains on the Borough. Therefore, it is important to maintain a balanced population by age.

Table 3-2 indicates the age group distribution of the Penbrook residents based on the 1990 U.S. Census. The data indicates a reduction in the median age of Penbrook residents from 37.0 to 34.2 years in the past decade.
The two growth areas for Penbrook Borough appear to be the 1 to 9 year old youth and the 30 to 44 year old age groups, the obvious child-parent groups. The average age nationally at which people are having children is rising, and that statistic coincides with Penbrook Borough demographics. Meanwhile, the two major loss distributions for the Borough are the 10 to 29 age group and the 45 plus age groups. The reasons for these losses are several. First, the younger age group, primarily 18 to 24, are at an age where they gain their independence and move out of their parents' homes. Since the vacancy rate in Penbrook is relatively low (5.1%), and there are significantly more rental opportunities outside the Borough, they relocate. Also a percentage of these persons attend post high school institutions and leave the area. Secondly, the older population loss is explained either by resettling after retirement or by death.

The raw numbers of people from the 30 to 44 age group replacing the 45 plus age group shows a 129 person decrease. However, the younger group is growing at a rate 75 percent faster than the older one. Given these statistics, it could be expected that the age distribution will continue with the current pattern, with the median age declining, as long as there remains affordable housing for the working, child-producing age group.
Figure 3-1
Historic and Projected Population Growth
of Penbrook Borough

Figure 3-2
Historic and Projected Population Growth
of Surrounding Municipal Region

Includes: Harrisburg City, Susquehanna Twp. and Paxtang Borough
### Table 3-2
#### Age Distribution
1980 - 1990

<table>
<thead>
<tr>
<th>Age</th>
<th>1980</th>
<th>1990</th>
<th>Difference</th>
<th>%Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 1</td>
<td>35</td>
<td>32</td>
<td>-3</td>
<td>-8.57%</td>
</tr>
<tr>
<td>Subtotal</td>
<td>35</td>
<td>32</td>
<td>-3</td>
<td>-8.57%</td>
</tr>
<tr>
<td>1 - 2</td>
<td>66</td>
<td>77</td>
<td>11</td>
<td>16.67%</td>
</tr>
<tr>
<td>3 - 4</td>
<td>52</td>
<td>75</td>
<td>23</td>
<td>44.23%</td>
</tr>
<tr>
<td>5</td>
<td>35</td>
<td>42</td>
<td>7</td>
<td>20.00%</td>
</tr>
<tr>
<td>6</td>
<td>25</td>
<td>37</td>
<td>12</td>
<td>48.00%</td>
</tr>
<tr>
<td>7 - 9</td>
<td>83</td>
<td>110</td>
<td>27</td>
<td>32.53%</td>
</tr>
<tr>
<td>Subtotal</td>
<td>261</td>
<td>341</td>
<td>80</td>
<td>30.65%</td>
</tr>
<tr>
<td>10 - 13</td>
<td>156</td>
<td>144</td>
<td>-12</td>
<td>-7.69%</td>
</tr>
<tr>
<td>14</td>
<td>33</td>
<td>22</td>
<td>-11</td>
<td>-33.33%</td>
</tr>
<tr>
<td>15</td>
<td>39</td>
<td>33</td>
<td>-6</td>
<td>-15.38%</td>
</tr>
<tr>
<td>16</td>
<td>39</td>
<td>25</td>
<td>-14</td>
<td>-35.90%</td>
</tr>
<tr>
<td>17</td>
<td>37</td>
<td>30</td>
<td>-7</td>
<td>-18.92%</td>
</tr>
<tr>
<td>18</td>
<td>40</td>
<td>27</td>
<td>-13</td>
<td>-32.50%</td>
</tr>
<tr>
<td>19</td>
<td>45</td>
<td>24</td>
<td>-21</td>
<td>-46.67%</td>
</tr>
<tr>
<td>20</td>
<td>54</td>
<td>29</td>
<td>-25</td>
<td>-46.30%</td>
</tr>
<tr>
<td>21</td>
<td>43</td>
<td>33</td>
<td>-10</td>
<td>-23.26%</td>
</tr>
<tr>
<td>22 - 24</td>
<td>161</td>
<td>138</td>
<td>-23</td>
<td>-14.29%</td>
</tr>
<tr>
<td>25 - 29</td>
<td>302</td>
<td>281</td>
<td>-21</td>
<td>-6.95%</td>
</tr>
<tr>
<td>Subtotal</td>
<td>949</td>
<td>786</td>
<td>-163</td>
<td>-17.18%</td>
</tr>
<tr>
<td>30 - 34</td>
<td>205</td>
<td>282</td>
<td>77</td>
<td>37.56%</td>
</tr>
<tr>
<td>35 - 44</td>
<td>259</td>
<td>409</td>
<td>150</td>
<td>57.92%</td>
</tr>
<tr>
<td>Subtotal</td>
<td>464</td>
<td>691</td>
<td>227</td>
<td>48.92%</td>
</tr>
<tr>
<td>45 - 54</td>
<td>304</td>
<td>205</td>
<td>-99</td>
<td>-32.52%</td>
</tr>
<tr>
<td>55 - 59</td>
<td>193</td>
<td>115</td>
<td>-78</td>
<td>-40.41%</td>
</tr>
<tr>
<td>60 - 61</td>
<td>67</td>
<td>48</td>
<td>-19</td>
<td>-28.36%</td>
</tr>
<tr>
<td>62 - 64</td>
<td>123</td>
<td>82</td>
<td>-41</td>
<td>-33.33%</td>
</tr>
<tr>
<td>65 - 74</td>
<td>347</td>
<td>281</td>
<td>-66</td>
<td>-19.02%</td>
</tr>
<tr>
<td>75 - 84</td>
<td>205</td>
<td>171</td>
<td>-34</td>
<td>-16.59%</td>
</tr>
<tr>
<td>85 +</td>
<td>58</td>
<td>39</td>
<td>-19</td>
<td>-32.76%</td>
</tr>
<tr>
<td>Subtotal</td>
<td>1297</td>
<td>941</td>
<td>-356</td>
<td>-27.45%</td>
</tr>
<tr>
<td>Totals</td>
<td>3006</td>
<td>2791</td>
<td>-215</td>
<td>-7.15%</td>
</tr>
</tbody>
</table>

Penbrook Borough Demographics
Comprehensive Plan 3-5
HOUSEHOLDS/MARITAL STATUS

The 1990 Census data reveals that the plurality (45.80%) of all households in the Borough are comprised of married couples. There were 441 householders living alone with 165 of these being 65 years and over. Non-family households comprise 4.93 percent of the Borough’s total households. A statistical breakdown of household characteristics is found in Table 3-3.

Table 3-3
Population by Household/Marital Status

<table>
<thead>
<tr>
<th>Type of Household</th>
<th>Number of Households</th>
<th>Percentage Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Two or More Person Household</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Married Couple Family</td>
<td>567</td>
<td>45.80</td>
</tr>
<tr>
<td>Male (No Wife)</td>
<td>37</td>
<td>2.99</td>
</tr>
<tr>
<td>Female (No Husband)</td>
<td>132</td>
<td>10.66</td>
</tr>
<tr>
<td>Non-Family Household</td>
<td>61</td>
<td>4.93</td>
</tr>
<tr>
<td>Householder living alone</td>
<td>441</td>
<td>35.62</td>
</tr>
<tr>
<td>Total Households</td>
<td>1238</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Householder 65 years and older
(included in previous household totals)

(165) (13.33)

Source: 1990 U.S. Census of Population and Housing Summary Tape File 1A

EDUCATION

Education is of primary importance to the general welfare of the community. Skills and abilities required to compete in the labor market are acquired through the educational process. These skills provide a degree of economic security for individuals, and in turn will collectively contribute to improving the general economic and employment conditions of the community.

Table 3-4 below represents the various years of school completed by persons of age 18 and over in the Borough. The percent of individuals in this age group completing only elementary school is 4.7 percent. The percentage of individuals completing only 1 to 3
years of high school totaled 15.4 percent while persons with a high school diploma as their highest level of educational attainment equaled 47.9 percent of the 18 years and older age group in 1990. Education attained at the college level totaled 13.2 percent for individuals completing 1 to 3 years of college level work without a degree and 18.5 percent for persons with a college degree or more.

Table 3-4
Comparison of Educational Attainment by Persons
18 Years and Older

<table>
<thead>
<tr>
<th>Educational Attainment</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 9th grade</td>
<td>102</td>
</tr>
<tr>
<td>9th to 12th grade, no diploma</td>
<td>332</td>
</tr>
<tr>
<td>High school graduate (includes equivalency)</td>
<td>1,033</td>
</tr>
<tr>
<td>Some college, no degree</td>
<td>285</td>
</tr>
<tr>
<td>Associate degree</td>
<td>154</td>
</tr>
<tr>
<td>Bachelor's degree</td>
<td>159</td>
</tr>
<tr>
<td>Graduate or professional degree</td>
<td>89</td>
</tr>
</tbody>
</table>

Source: 1990 U.S. Census of Population And Housing Summary Tape File 3A

RACE/ETHNIC COMPOSITION

The 1990 Census reveals a small diversity of racial/ethnic minorities in the Borough. The Census delineates persons by race into five categories. These are (1) White, (2) Black, (3) American Indian, (4) Asian or Pacific Islander, and (5) Other. There is also an ethnic category counting Persons of Spanish Origin. Within Penbrook Borough, the 1990 Census figures account for 2,593 White persons, 139 Black persons, 4 American Indians, 26 Asian or Pacific Islander, and 11 other races. There were also 38 persons of Hispanic origin of any race.

HOUSEHOLD INCOME

According to the data obtained through the 1990 U.S. Census, the median household income for Penbrook Borough was $26,250. This compares to the state level of $29,069 and the county level of $30,985. However, Borough residents tend to have lower income levels than many other local municipalities. The large percentage of older Penbrook
residents on a fixed income may account for some of this difference. The median income for Borough residents may increase as the age of the population decreases, thus producing more working age persons, and as older residents remain working longer before retirement. In addition, a large renters base can contribute to a lower median income. By showing the 1990 income in constant dollars, that is adjusted for the rate of inflation, a comparison indicating the real growth in median income between 1980 and 1990 can be made. Income information is summarized in Table 3-5.

Table 3-5
Median Household Income Levels for Selected Places
1980 - 1990

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Penbrook Borough</td>
<td>15066</td>
<td>26250</td>
<td>16549</td>
<td>9.85%</td>
</tr>
<tr>
<td>Susquehanna Twp.</td>
<td>20137</td>
<td>36296</td>
<td>22883</td>
<td>13.64%</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>11961</td>
<td>20329</td>
<td>12816</td>
<td>7.15%</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>19135</td>
<td>32826</td>
<td>20695</td>
<td>8.15%</td>
</tr>
<tr>
<td>Regional Total</td>
<td>14099</td>
<td>24778</td>
<td>15641</td>
<td>10.80%</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>17139</td>
<td>30985</td>
<td>19535</td>
<td>13.98%</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>16880</td>
<td>29069</td>
<td>18327</td>
<td>8.57%</td>
</tr>
</tbody>
</table>


ECONOMIC BASE PROFILE

A profile of the economic base of Penbrook Borough is presented in the following section. By understanding the strengths and weaknesses of the Borough’s current economic base and available resources, the short and long-term growth capabilities can be determined and obstacles to growth can be determined.
EMPLOYMENT BY INDUSTRY

(The employment categories used in this section are obtained from the Standard Industrial Classification Manual (SIC) of 1987.)

The largest employment category of residents in Penbrook Borough are the retail establishments, which employ 21.06 percent of the labor force. Following that, is public administration which employs 13.39 percent, finance, insurance, and real estate 12.13 percent, and health service 10.04 percent. The Borough’s labor force included 1,434 of the Borough’s 2,791 residents. Table 3-6 shows the resident employment by industry for 1990.

Table 3-6
Employed persons 16 years and over by Industry
1990

<table>
<thead>
<tr>
<th>Industry Type</th>
<th>Persons Employed</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail trade</td>
<td>302</td>
<td>21.06</td>
</tr>
<tr>
<td>Public administration</td>
<td>192</td>
<td>13.39</td>
</tr>
<tr>
<td>Finance, insurance, and real estate</td>
<td>174</td>
<td>12.13</td>
</tr>
<tr>
<td>Health services</td>
<td>144</td>
<td>10.04</td>
</tr>
<tr>
<td>Other professional services</td>
<td>98</td>
<td>6.83</td>
</tr>
<tr>
<td>Transportation</td>
<td>95</td>
<td>6.62</td>
</tr>
<tr>
<td>Manufacturing, durable goods</td>
<td>75</td>
<td>5.23</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>58</td>
<td>4.04</td>
</tr>
<tr>
<td>Manufacturing, nondurable goods</td>
<td>57</td>
<td>3.97</td>
</tr>
<tr>
<td>Construction</td>
<td>48</td>
<td>3.35</td>
</tr>
<tr>
<td>Business and repair services</td>
<td>47</td>
<td>3.28</td>
</tr>
<tr>
<td>Educational services</td>
<td>47</td>
<td>3.28</td>
</tr>
<tr>
<td>Personal services</td>
<td>43</td>
<td>3.00</td>
</tr>
<tr>
<td>Entertainment and recreation services</td>
<td>39</td>
<td>2.72</td>
</tr>
<tr>
<td>Communication and other public utilities</td>
<td>15</td>
<td>1.05</td>
</tr>
<tr>
<td>TOTALS</td>
<td>1434</td>
<td>100.0</td>
</tr>
</tbody>
</table>

SOURCE: 1990 U.S. Census of Population and Housing Summary Tape File 3A
EMPLOYMENT BY OCCUPATION

Employment by Occupation as detailed by the 1990 U.S. Census indicates that the majority of residents (43.44%) are employed in a technical, sales or administrative support function. Of the 1434 residents over 16 years old, 18.9 percent are employed in a managerial or professional specialty occupation. Operators, fabricators, and laborers make up the third largest occupational group at 16.6 percent. Totals for all resident employment by occupation are found in Table 3-7.

Table 3-7
Employed persons 16 years and over by Occupation
1990

<table>
<thead>
<tr>
<th>Occupation Type</th>
<th>Persons Employed</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technical, sales, and administrative support</td>
<td>623</td>
<td>43.44</td>
</tr>
<tr>
<td>Managerial and professional specialty</td>
<td>271</td>
<td>18.90</td>
</tr>
<tr>
<td>Operators, fabricators, and laborers</td>
<td>238</td>
<td>16.60</td>
</tr>
<tr>
<td>Service occupations</td>
<td>163</td>
<td>11.37</td>
</tr>
<tr>
<td>Precision production, craft, and repair</td>
<td>133</td>
<td>9.27</td>
</tr>
<tr>
<td>Farming, forestry, and fishing</td>
<td>6</td>
<td>0.42</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>1434</strong></td>
<td><strong>100.00</strong></td>
</tr>
</tbody>
</table>
Attractive houses and well-maintained residential neighborhoods are one of the most important assets of any community. Good housing not only assures a sound tax base that will continue to appreciate in value, but also assures that residents are living in an environment that is conducive to healthful and satisfactory day-to-day life.

The future quality and condition of housing is extremely important to the growth and prosperity of Penbrook Borough. Where substandard or deteriorated conditions exist, positive public and private action is required to prevent the spread of these conditions and to restore these areas to sound condition. An analysis of existing housing characteristics and housing conditions, can serve to identify those areas of the Borough which require such attention and provide recommendations for appropriate actions.

HOUSING INVENTORY

The Census data for 1980 and 1990 reveals a decrease of 47 dwelling units in the Borough during the period from 1980 to 1990. This is a decrease of 3.48 percent over the Borough's 1980 dwelling unit total. Borough figures from sewage records compare favorably with the 1990 data. However, Borough records do not indicate anywhere near the loss of dwelling units suggested by the Census figures. An assumption can be made that the 1980 data was inaccurate. For purposes of comparing housing information to other municipalities, however, the Census data will be used. Justification for its continued use is that the inaccuracies assumed in the Borough data will also be found in the other municipalities. Also, despite the potential errors, the material remains the best source of information, since alternative data sources for the same information are very difficult to locate and compare.

Compared to nearby municipalities, the Borough experienced a medial change in the last decade. Not surprisingly, the total number of housing units constructed in the Borough from 1980 - 1990 was significantly lower than average for all of Dauphin County. Exhibit 4-1 represents past dwelling unit totals to the Borough from 1980 to 1990.

Based on the total residential land use figures from the Existing Land Use inventory (Chapter 7), and allocating one-half of the mixed use acreage to residential use, residential uses occupy approximately 132.74 acres of land. The Borough's residential unit density equals approximately 9.8 dwelling units per residential acre of land.
TABLE 4-1
TOTAL HOUSING UNITS 1980 - 1990

<table>
<thead>
<tr>
<th></th>
<th>1980</th>
<th>1990</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Penbrook Borough</td>
<td>1352</td>
<td>1305</td>
<td>-3.48</td>
</tr>
<tr>
<td>Susquehanna Township</td>
<td>7363</td>
<td>8083</td>
<td>9.78</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>26034</td>
<td>24590</td>
<td>-5.55</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>715</td>
<td>706</td>
<td>-1.26</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>95728</td>
<td>102684</td>
<td>7.3</td>
</tr>
</tbody>
</table>


HOUSING CHARACTERISTICS

Dwelling Types

Exhibit 4-2 illustrates the number of residential dwelling units within each unit type category for 1990. The primary type is the single-family attached dwelling unit with 453 units. Single Family Detached units ranked second with 396 units. Multifamily units from 2 to 4 units per structure, 5 to 9 units per structure, and 10 or more units per structure, and Mobile Homes account for the remaining dwelling types.

The Borough's dwelling unit diversity is typical of a high-density urban municipality.

Household Size

The distribution of persons among all occupied housing units is an important index of general household size and the types of housing that may be needed in the community. Household size may also be useful in estimating population increases and establishing population projections.

Table 4-2 reveals the gradual decrease in persons per household in the Borough and surrounding municipalities from 1960 to present. This decline reflects the
Exhibit 4-1
Penbrook Borough Dwelling Unit Trends
1960 - 1990

Total Dwelling Units

Source: US Bureau of Census

Exhibit 4-2
Dwelling Units by Structure Type
Penbrook Borough - 1990

Source: US Bureau of Census

Penbrook Borough
Comprehensive Plan
Housing
4-3
declining birth rate, an increase in the number of elderly living alone, and increases in
the number of single-person households. The household size in Penbrook has decreased
by .03 persons per household over the past decade.

TABLE 4-2
HOUSEHOLD SIZE (Persons Per Household)
1960 - 1990

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Penbrook Borough</td>
<td>2.8</td>
<td>2.5</td>
<td>2.27</td>
<td>2.24</td>
<td>-0.03</td>
</tr>
<tr>
<td>Susquehanna Township</td>
<td>3.1</td>
<td>3.0</td>
<td>2.47</td>
<td>2.36</td>
<td>-0.09</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>2.9</td>
<td>2.3</td>
<td>2.39</td>
<td>2.39</td>
<td>-0.00</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>2.9</td>
<td>2.6</td>
<td>2.38</td>
<td>2.33</td>
<td>-0.05</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>3.0</td>
<td>2.9</td>
<td>2.60</td>
<td>2.45</td>
<td>-0.15</td>
</tr>
</tbody>
</table>


Size of Housing Unit

Based on 1990 statistics, the dominant housing size in the Borough is the standard six
room house. Over 58 percent of the housing stock has six rooms or more. The median
number of rooms per housing unit is 5.7. Table 4-3 illustrates the rooms per housing unit
and percentage of total units in 1990.
TABLE 4-3
ROOMS PER HOUSING UNIT
PENBROOK BOROUGH
1990

<table>
<thead>
<tr>
<th>Rooms</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>4</td>
<td>0.31</td>
</tr>
<tr>
<td>2</td>
<td>58</td>
<td>4.44</td>
</tr>
<tr>
<td>3</td>
<td>108</td>
<td>8.28</td>
</tr>
<tr>
<td>4</td>
<td>202</td>
<td>15.48</td>
</tr>
<tr>
<td>5</td>
<td>172</td>
<td>13.18</td>
</tr>
<tr>
<td>6</td>
<td>338</td>
<td>25.90</td>
</tr>
<tr>
<td>7</td>
<td>206</td>
<td>15.79</td>
</tr>
<tr>
<td>8</td>
<td>135</td>
<td>10.34</td>
</tr>
<tr>
<td>9 or More</td>
<td>82</td>
<td>6.28</td>
</tr>
</tbody>
</table>

Median Number of Rooms per Housing Unit: 5.7

SOURCE: U.S. Census of Population and Housing Summary Tape File 3A - 1990

Occupancy and Vacancy Status

In 1990, Penbrook had a vacancy rate of 5.13 percent. The Borough's vacancy rate was lower than the rate for Dauphin County (7.6 percent) and again, medial compared to the adjacent municipalities. Table 4-4 represents the vacancy rates figures for the Borough, Dauphin County and adjacent municipalities.
### TABLE 4-4

**YEAR-ROUND HOUSING UNITS - OCCUPANCY STATUS**

<table>
<thead>
<tr>
<th></th>
<th>% Occupied</th>
<th>% Vacant</th>
</tr>
</thead>
<tbody>
<tr>
<td>Penbrook Borough</td>
<td>94.87</td>
<td>5.13</td>
</tr>
<tr>
<td>Susquehanna Township</td>
<td>95.00</td>
<td>5.00</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>87.52</td>
<td>12.48</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>97.31</td>
<td>2.69</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>92.80</td>
<td>7.20</td>
</tr>
</tbody>
</table>

**SOURCE:** U.S. Census of Population and Housing Summary Tape File 3A - 1990

### Occupied Dwellings by Tenure

The 1990 Census divides Occupied Dwelling statistics into Owner and Renter occupied classifications. In 1990, owner-occupied dwelling units accounted for 61.55 percent of the occupied units in the Borough. Renter-occupied units accounted for the remaining 38.45 percent of the occupied units. Table 4-5 reflects Penbrook's owner/renter split with the adjacent municipalities and Dauphin County.

### TABLE 4-5

**OCCUPIED HOUSING UNITS BY TENURE:** 1990

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>% Owner</th>
<th>% Renter</th>
</tr>
</thead>
<tbody>
<tr>
<td>Penbrook Borough</td>
<td>1238</td>
<td>61.55</td>
<td>38.45</td>
</tr>
<tr>
<td>Susquehanna Township</td>
<td>8083</td>
<td>72.35</td>
<td>27.65</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>21520</td>
<td>42.43</td>
<td>57.57</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>687</td>
<td>75.25</td>
<td>24.75</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>95264</td>
<td>63.70</td>
<td>36.30</td>
</tr>
</tbody>
</table>

**SOURCE:** U.S. Census of Population and Housing Summary Tape File 3A - 1990
According to the 1990 Census, approximately 57 percent of the dwellings in Penbrook were constructed prior to 1940, with additional growth in 1950's and the 1960's. Since the 1960's residential dwelling unit growth has been very slow due to the limited amount of space available. Table 4-6 represents the age intervals of housing in Penbrook.

TABLE 4-6
AGE OF YEAR-ROUND HOUSING UNITS
PENBROOK BOROUGH, 1980, 1990

<table>
<thead>
<tr>
<th>Year Structure Built</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990 to 3/90</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>1980 to 1989</td>
<td>33</td>
<td>2.5</td>
</tr>
<tr>
<td>1970 to 1979</td>
<td>96</td>
<td>7.4</td>
</tr>
<tr>
<td>1960 to 1969</td>
<td>36</td>
<td>2.8</td>
</tr>
<tr>
<td>1950 to 1959</td>
<td>147</td>
<td>11.3</td>
</tr>
<tr>
<td>1940 to 1949</td>
<td>247</td>
<td>18.9</td>
</tr>
<tr>
<td>1939 or earlier</td>
<td>746</td>
<td>57.2</td>
</tr>
</tbody>
</table>

TOTAL 1305 100.0


Age of Structure

Statistics regarding the age of a structure are useful in evaluating structural conditions. Although the age of a structure does not necessarily imply its condition, it may point to an area or areas where repairs, heating costs, and inadequate plumbing and electrical systems could be prevalent.

RECENT CONSTRUCTION ACTIVITY

Exhibit 4-3 represents the trends in residential construction in the Borough from 1984 to 1992. These figures are based on the Borough's response to the annual Dauphin County Planning Commission Building Permit Survey. Table 4-7 delineates various types of residential structures that were constructed, as reported by the Borough over the same period.

In the most recent years, the number of single family dwelling units has been decreasing. This can be attributed primarily to the limited space available for construction in the

Penbrook Borough
Comprehensive Plan

Housing 4-7
Borough. National and regional economic transitions with regard to the supply and demand of new housing identify single family detached as the predominant housing type being constructed. However, in recent years within Penbrook, multifamily units have been the primary type of residential dwelling units constructed.

### TABLE 4-7
**RESIDENTIAL BUILDING ACTIVITY BY TYPE**
1984 - 1992

<table>
<thead>
<tr>
<th>Year</th>
<th>Multi-Family</th>
<th>Single Family</th>
<th>Mobile Homes</th>
<th>Single Family</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Attached</td>
<td></td>
<td></td>
<td>Detached</td>
</tr>
<tr>
<td>1984</td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>1986</td>
<td></td>
<td>6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1987</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>1988</td>
<td>56</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1989</td>
<td>32</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1990</td>
<td>16</td>
<td>2</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: DCPC, Penbrook Borough


### HOUSING VALUE AND RENTAL COSTS

Because of (1) the rapid rate of escalating housing costs, (2) the constant shifts in housing supply and demand, and (3) the innate difficulties of estimating the actual "worth" of a dwelling unit, determining the value of housing is one of the most difficult areas in which to establish current figures. Census data represents the most comprehensive survey of housing values and rental costs.

The 1990 Census tabulated value ranges of owner-occupied housing units values in the Borough. The value intervals for specified owner-occupied housing and the percent of units in each range are presented in Exhibit 4-4. A similar exhibit for Dauphin County has been provided for comparison in Exhibit 4-5.

The 1990 median value of occupied housing in Penbrook is $55,900. This figure is $17,400 less than the median value for Dauphin County as a whole. Table 4-8 provides comparable median value for Penbrook, the nearby municipalities and Dauphin County. The 1990 Census also tabulated contract rents for specified renter-occupied housing. The
median contract rent in Penbrook is $328, compared to $357 in the county. Table 4-9 compares the Borough's median contract rent with that in its nearby municipalities and Dauphin County.

TABLE 4-8
MEDIAN VALUE OF OWNER OCCUPIED HOUSING UNITS - 1990

<table>
<thead>
<tr>
<th>Location</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Penbrook Borough</td>
<td>$55,900</td>
</tr>
<tr>
<td>Susquehanna Township</td>
<td>$81,900</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>$38,000</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>$71,400</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>$71,300</td>
</tr>
</tbody>
</table>

SOURCE: U.S. Census of Population and Housing Summary Tape File 3A - 1990

TABLE 4-9
MEDIAN CONTRACT RENT OF RENTER OCCUPIED HOUSING UNITS - 1990

<table>
<thead>
<tr>
<th>Location</th>
<th>Rent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Penbrook Borough</td>
<td>$328</td>
</tr>
<tr>
<td>Susquehanna Township</td>
<td>$402</td>
</tr>
<tr>
<td>Harrisburg City</td>
<td>$296</td>
</tr>
<tr>
<td>Paxtang Borough</td>
<td>$347</td>
</tr>
<tr>
<td>Dauphin County</td>
<td>$357</td>
</tr>
</tbody>
</table>

SOURCE: U.S. Census of Population and Housing Summary Tape File 3A - 1990

HOUSING CONDITIONS

Housing conditions for Penbrook Borough are difficult to quantify. The 1970 Census was the last to include specific housing condition statistics. Classifications of housing conditions were dropped due to problems of inaccuracies and inconsistencies found during the 1970 Census. Consequently, the 1970 Census provided no clear-cut definition of housing conditions. After an examination of the 1990 Census housing data, plumbing
facilities and low value or rent, and overcrowding were the most reliable indicators of substandard housing. However, the mere presence of one of these characteristics did not make a dwelling unit unusable or undesirable. The 1970 Housing condition statistics required two of the three characteristics to be present in a housing unit to classify the unit as unusable or undesirable. Without an actual field survey, quantifiable numbers from the 1990 Census on housing condition are not producible, since there would be no method for cross-evaluating the statistics.

Low value, for owner occupied units, was defined for this study as under $27,950 (50 percent of median). Low value rent was under $194 per month (50 percent of median). Overcrowding occurs when a dwelling unit averages one or more persons per room. Lacking one or more plumbing facilities exists when a dwelling lacks a basic facility as a toilet, bathtub, wash basin, etc.

In the Census, housing value was listed by ranges and therefore the exact number of owner-occupied housing units under the low value figure could not be found. The range of owner-occupied housing units that could be below the low value figure was a minimum of eight units and a maximum of thirty-eight units. Low value rent is equally difficult to quantify because of the presentation of Census material, but again the range of rental units that might be considered low value range from zero, minimum to eight at the most. Statistics on overcrowding indicate there are fourteen housing units in the Borough experiencing more than one person per room. All housing units in the Borough have adequate plumbing facilities, eliminating lack of plumbing facilities as an undesirable condition.

Structural defects are another measure that could assist in quantifying housing conditions, but again, without an actual field survey this information is unavailable.

Given the information available, and the low number of houses within each characteristic category, it is fair to state the housing stock in Penbrook Borough is not in the unusable or undesirable category. A small number of units may actually be classified as undesirable; however, the cross reference cannot be performed. Continued enforcement of the Borough’s property maintenance code is a method that could ensure the housing conditions remain adequate.
Exhibit 4-3
Total Residential Building Permits
Penbrook Borough 1984 - 1991

Source: DCPC, Penbrook Borough
Exhibit 4-4
Value of Specified Owner Occupied Housing Units, Penbrook Borough - 1990

Exhibit 4-5
Value of Specified Owner Occupied Housing Units, Dauphin County - 1990

Exhibit 4-6
Contract Rent of Specified Renter Occupied Units, Penbrook Borough - 1990

Exhibit 4-7
Contract Rent of Specified Renter Occupied Units, Dauphin County, 1990


Penbrook Borough
Comprehensive Plan
Housing 4-12
This chapter will describe and analyze transportation issues within Penbrook Borough. The transportation system is important because it not only affects travel within the Borough, but also the accessibility from surrounding areas. The transportation system directs growth, determines circulation patterns and influences land use within the Borough. This transportation inventory has been prepared as an initial step in arriving at an overall plan and program to solve the Borough’s major traffic problems. The purpose of this study is to determine the adequacy of the Borough’s major street system to handle current and future traffic demands; to determine significant traffic circulation problems; to identify major congestion points, hazardous intersections, and on-street parking problems as well as other characteristics of the street system; and to provide a summary of the existing road system which will provide a basis for future decisions regarding the location and design of future roads and streets.

The Borough’s transportation system is dominated almost exclusively by a street network. Due to its location immediately adjacent to Harrisburg City, heavy volumes of commuter traffic pass through Penbrook to suburbs east of the Borough. The three main roadways within Penbrook Borough are Walnut Street, Canby Street, and Herr Street. Accommodating traffic in an east/west direction, Walnut Street passes through the Borough connecting Harrisburg to the West and Allentown to the East via Interstate 78. I-81 is parallel and to the north of Walnut Street. I-81 connects regional and interstate traffic to Harrisburg and Carlisle and onto Hagerstown, Maryland to the South. Northward, I-81 carries traffic to Hazleton and further north to Interstate 80 and Syracuse, New York. From Penbrook, I-81 can be accessed at Exit 24 located at Progress Avenue in Susquehanna Township. Canby Street bisects the Borough and offers travelers a major connection between Herr Street southeast through Walnut Street and on to Market St. Road. Herr Street (US 22) is the major east/west connector on the north side of the Borough. A large majority of its traffic passes through Penbrook to points further east than its connection with Walnut Street.

Connections between the major streets in the Borough to Harrisburg and fast growing suburban townships such as Lower Paxton and Susquehanna are relatively easy. Planning decisions regarding these and other roads within the Borough will affect how much and what type of future growth will be attracted to the Borough.
TRANSPORTATION INVENTORY

Classification of Major Thoroughfares

Every road within the Borough has been classified according to its functional use. Penbrook Borough's street system is classified as urban under the Pennsylvania Department of Transportation system of roadway classification. Based upon the importance and function, the streets of an urban system can be further classified as principal arterial, minor arterial, collector, and local streets. Map 5-1, located at the end of this chapter shows the Borough's street inventory. Table 5-1 presents additional information regarding Penbrook's roadway classification.

_Urban Principal Arterial Streets:_

Principal Arterial Streets should serve the major centers of activity of a metropolitan area, the highest traffic corridors and the longest trip desires. The roadways carry the major portion of the trips entering and leaving the urban area. These roadways include highways which provide inter-regional or intra-county traffic of substantial volumes.

**State Route 3014:** Walnut Street, the major roadway traversing Penbrook, is an undivided highway. Within the Village district, parking is provided on both sides of the street during non-commuting hours. Intersecting main streets with traffic signals include Canby, 28th, and Herr (30th).

_Urban Minor Arterial Streets:_

Minor Arterial Streets interconnect with and augment the principal arterial system and provide service to trips of moderate length at a somewhat lower level of travel mobility than major arterials. Such roadways place more emphasis on land access than the higher system, but should ideally not penetrate identifiable neighborhoods.

**State Route 3020:** Canby Street is the major east/west highway in the Borough. Its intersection with Walnut Street provides the Borough "square". High volumes of traffic use Canby Street as a through-access to Harrisburg City and the suburbs to the east. Strangely enough both ends of the Borough segment have their termini in Susquehanna Township. The intersections with Walnut and 28th Streets are the only signalized intersections along the roadway.

**State Route 3013:** SR 3013, more commonly known as 28th Street, is a State highway from the Harrisburg City line to the intersection with Walnut Street.
North of Walnut Street, the roadway is classified as a local street. As with many of the major streets in Penbrook, many travellers use the roadway as a through-route to generators outside of the Borough. Signalized intersections are found at Canby and Walnut Streets.

**Other Principal Arterials:** Other principal arterials are highway facilities that more capable of providing direct access to land than fully or partially controlled access highways. The service to abutting land use should be purely incidental to the primary function of providing travel service to traffic movements.

**State Route 0022:** Herr Street through Penbrook makes up the majority of SR 22 in the Borough. Walnut Street becomes SR 0022 at the intersection with Herr Street. This is the only signalized intersection along the Herr Street corridor.

**State Route 3023:** Market Street Road is an extension of Market Street in the City. The roadway acts as the border between Penbrook and Susquehanna Township. There are no signals on this roadway within the Borough, although signals are present in the corridor outside the Borough. The road functions as a through route to the Union Deposit retail areas and as a route to Interstate 83.

**Urban Collector Streets:**

Collector Streets include those highways which connect minor streets to arterial highways and generally serve intra-county and inter-municipal traffic. They may serve as traffic corridors connecting residential areas with industrial, shopping, and other services. They may penetrate residential areas.

**Hoffer Street:** Hoffer Street is the only roadway in the Borough to be classified as a collector street. The road has both of its termini with the Borough beginning at Walnut Street and ending at Market Street Road. There are no signalized intersections on this road, although stop signs control traffic through the residential district.

**Local Streets:**

Local Streets consist of roads that provide direct access to abutting land and connections to higher classes of roadways. Traffic volumes will be low and travel distances generally short. These streets and roads should be designed for operating speeds of 25 miles per hour or under.

All other roadways in the Penbrook are local roads. The Borough provides the maintenance for the roads according to PennDOT standards for local roads.
There are approximately 3.8 miles of state highways and 12 miles of local roadways within the Borough according to PennDOT and Borough records. The Annual Average Daily Traffic (AADT) Volumes are shown in Table 5-1.

Four of the five State roadways within the Borough are on the Industrial Commercial Access Network (ICAN). These roads have been designated as important to the movement of commercial goods and services and should receive priority by PennDOT and the Harrisburg Area Transportation Study (HATS) in planning and improvement programming activities.

### TABLE 5-1
STATE HIGHWAY INFORMATION
Penbrook Borough

<table>
<thead>
<tr>
<th>State Rt. Number</th>
<th>Road Name</th>
<th>Daily Volume AADT (1)</th>
<th>Road Width</th>
<th>Functional Class</th>
<th>Network</th>
</tr>
</thead>
<tbody>
<tr>
<td>SR 0022</td>
<td>Herr Street</td>
<td>13,049</td>
<td>32 ft.</td>
<td>Other</td>
<td>ICAN</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Principal Arterial</td>
<td></td>
</tr>
<tr>
<td>SR 3014</td>
<td>Walnut Street</td>
<td></td>
<td>48 ft.</td>
<td>Urban</td>
<td>ICAN</td>
</tr>
<tr>
<td>SR 0022</td>
<td>East of Herr Street</td>
<td></td>
<td></td>
<td>Urban Principal Arterial</td>
<td>ICAN</td>
</tr>
<tr>
<td></td>
<td>West of Canby St.</td>
<td>20,592</td>
<td></td>
<td>Urban Major Arterial</td>
<td>ICAN</td>
</tr>
<tr>
<td></td>
<td>East of Canby St.</td>
<td>28,303</td>
<td></td>
<td>Urban Minor Arterial</td>
<td>ICAN</td>
</tr>
<tr>
<td>SR 3020</td>
<td>Canby Street</td>
<td></td>
<td>24 ft.</td>
<td>Urban Minor Arterial</td>
<td>ICAN</td>
</tr>
<tr>
<td></td>
<td>West of 28th St.</td>
<td>7,118</td>
<td></td>
<td>Urban Minor Arterial</td>
<td>ICAN</td>
</tr>
<tr>
<td></td>
<td>East of 28th St.</td>
<td>8,121</td>
<td></td>
<td>Urban Minor Arterial</td>
<td>ICAN</td>
</tr>
<tr>
<td>SR 3023</td>
<td>Market Street Road</td>
<td>11,992</td>
<td>32 ft.</td>
<td>Other</td>
<td>--------</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Principal Arterial</td>
<td></td>
</tr>
<tr>
<td>SR 3013</td>
<td>Twenty-eighth Street</td>
<td>5,724</td>
<td>28 ft.</td>
<td>Urban Minor Arterial</td>
<td>ICAN</td>
</tr>
</tbody>
</table>

Note (1) AADT = Average Annual Daily Traffic (Volume)

Roadway Condition and Repair

Overall, the roads within the Borough are in sound condition and adequately paved. Penbrook Borough maintains an ongoing street maintenance program which is updated annually and is carried out by Borough employees and subcontractors. The Borough is receiving, on average, approximately $35,000 a year in state highway aid from the state liquid fuel tax fund for roadway improvements.

There are currently no highway projects located in Penbrook on PennDOT’s "Twelve Year Program", the statewide roadway, bridge, and mass transit maintenance and improvement program. The Program, however, is updated every two years and input is encouraged to promote worthy local projects.

Hazardous Intersections and Roadways

One of the keys to safe streets and roadways is proper configuration of intersections. Street intersections should meet at right angles, and be separated by a safe distance to ensure safe approach and sight distance. Unfortunately, Penbrook has several intersections which fail to meet these standards.

Three intersections within the Borough have a higher than typical number of accidents.

- Herr and 28th Streets
- Walnut and 28th Streets
- Canby and 28th Streets

In addition to the intersections listed above, several roads or segments of roads could be improved in terms of safety. The accompanying Map 5-2 shows intersections and roads or segments of roads within Penbrook Borough which have either a high number of accidents or have been identified as having potential safety problems.

Walnut and 30th Streets
A difficult geometrical design makes this intersection difficult to negotiate. The triangulation of one way traffic at the traffic signal makes turns easier.

Walnut and Canby Streets
The Borough’s "Town Square" intersection, while wider than most of Walnut St. Has a fifth leg which can add to the confusion. Lane markers may be needed to improve flow.
Walnut and Hoffer Streets
The severe angle of entrance from Hoffer Street on to Walnut St. make this intersection unsafe. Traffic on Walnut Street enters on a curve and the sight distance from Hoffer is limited due to the angular approach.

Butler Avenue and Market Street Road
This intersection is at a high point in an elevation complicating left turns from Butler to Market St. Road because of a sight distance problem. A stop sign controls three legs of the intersection, helping to ease this problem.

Hoffer and Elm Streets
Once again elevations make this a difficult intersection. Fortunately there is little traffic through this intersection, which is in close proximity with another stop sign-controlled intersection, Hoffer and Thomas.

Canby and Market Street Road**

**actual intersection is in Susquehanna Twp. entrances to intersection in Penbrook

Means of Travel to Work

Transportation to work data taken from the United States Census shows that residents of Penbrook Borough are dependent upon the automobile, but not to the extent surrounding municipalities are. Reliance on the automobile is prevalent throughout the Tri-County region. The residential nature of Penbrook Borough has led to substantial reliance on the car. Of the 1403 workers 16 years and older, only 10 percent work in Penbrook Borough. 535 work in Harrisburg City and the large majority of the remainder work in the Harrisburg metropolitan area. Twenty-four people work outside the Harrisburg metropolitan area, including five out-of-state workers. Table 5-2 indicates the mode of travel to work for Penbrook and its neighboring municipalities, as well as the County totals.
### TABLE 5-2
MEANS OF TRAVEL TO WORK BY PERCENT
1990

<table>
<thead>
<tr>
<th>Mean Travel Time</th>
<th>Penbrook Borough</th>
<th>Dauphin County</th>
<th>Harrisburg City</th>
<th>Susquehanna Township</th>
</tr>
</thead>
<tbody>
<tr>
<td>Worked at Home</td>
<td>15.4</td>
<td>19.0</td>
<td>17.2</td>
<td>16.9</td>
</tr>
<tr>
<td>Other Means</td>
<td>1.9</td>
<td>0.9</td>
<td>1.7</td>
<td>0.4</td>
</tr>
<tr>
<td>Source: U.S. Census, 1990</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Subdivision Design Standards

Penbrook Borough does not administer its own Subdivision and Land Development Standards and defers to the Dauphin County for those approvals. Table 5-3 outlines the right-of-way and cartway width design standards required by the County’s current Subdivision and Land Development Ordinance. Future road construction in new developments and subdivisions are required to meet these basic standards, as well as other requirements outlined in the Subdivision and Land Development Ordinance.
<table>
<thead>
<tr>
<th>Street Type</th>
<th>Width</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arterial Streets</td>
<td>As determined by the County Planning Commission after consultation with the municipality and the Pennsylvania Department of Transportation.</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>Single Family Dwellings</td>
</tr>
<tr>
<td>Shoulder</td>
<td>All Other Dwelling Types</td>
</tr>
<tr>
<td>Cartway</td>
<td></td>
</tr>
<tr>
<td>Collector Streets</td>
<td></td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>60 ft.</td>
</tr>
<tr>
<td>Shoulder</td>
<td>60 ft.</td>
</tr>
<tr>
<td>Cartway</td>
<td>16 ft. (8' each side)</td>
</tr>
<tr>
<td>Minors Streets</td>
<td></td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>20 ft.</td>
</tr>
<tr>
<td>Shoulder</td>
<td>36 ft.</td>
</tr>
<tr>
<td>Cartway</td>
<td></td>
</tr>
<tr>
<td>Cul-de-Sac</td>
<td></td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>50 ft.</td>
</tr>
<tr>
<td>Shoulder</td>
<td>50 ft.</td>
</tr>
<tr>
<td>Cartway</td>
<td>16 ft. (8' each side)</td>
</tr>
<tr>
<td>Marginal Access</td>
<td></td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>80 ft.</td>
</tr>
<tr>
<td>Shoulder</td>
<td>20 ft.</td>
</tr>
<tr>
<td>Cartway</td>
<td></td>
</tr>
<tr>
<td>Service Drive (private)</td>
<td></td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>20 ft.</td>
</tr>
<tr>
<td>Cartway</td>
<td>20 ft.</td>
</tr>
</tbody>
</table>

Bus Transit

Commuter bus service is provided to the Borough by three Capitol Area Transit bus routes. While the frequency of the three routes vary, the large majority of the Borough is covered. All three routes have one of their termini in Downtown Harrisburg. Route 1 serves the Kline Village Shopping Center on nearby 28th St. The Route 12 bus offers residents the opportunity to travel to Colonial Park, Colonial Commons, Pathmark and Hill Shopping Centers, as well as points between Harrisburg and Linglestown. Service to the Union Deposit Shopping areas is provided by the Route 15 bus, which also serves commuters in the morning and evening. Route 15 operates one run as an express bus from nearby Governour’s Park Apartments. Transfer to other routes are available at the CAT transfer station in downtown Harrisburg.

Intercity bus connections to cities outside the Tri-County Region are provided by Greyhound and Capitol Trailways Bus Companies. Terminal facilities for these lines are located at the Harrisburg Transportation Center in downtown Harrisburg.

Rail Service

The nearest commuter rail service terminal is the Harrisburg Transportation Center in downtown Harrisburg. Amtrak train service is available at the Transportation Center to Philadelphia and points east, and Pittsburgh and other points west of the region. From these hubs, riders can transfer to Amtrak’s nationwide rail network.

Airport

The Harrisburg International Airport (HIA) is located approximately 10 miles southeast of Penbrook Borough in Lower Swatara Township. The airport provides the region with direct and connecting commercial air passage and air freight service to national and international destinations.

Parking

The small area requirements for dwelling units has led Penbrook to be developed in a densely fashioned manner. As with many early settled municipalities, Penbrook did not have the need to provide substantial off-street parking. With the growing reliance on the automobile, the Borough has developed a larger need for parking space. This is especially true in the areas zone residential multi-family. The conversion of single family homes to multi-family homes or the construction of small lot townhouses has increased the population density in those areas and, theoretically, the demand for convenient parking. While the existing homes are non-conforming under the zoning ordinance for parking requirements, there is not much that can be done to bring them
into compliance unless reconstruction is attempted. There are, however, some steps that can be taken so as not to worsen the parking situation. These ideas will be examined in the implementation section of the Plan.

Ironically, while the density of multi-family housing is thought to be the culprit behind on-street parking problems, most of the automobile ownership in the Borough comes from owner-occupied dwelling units (Table 5-4). Of the 61.55 percent owner-occupied dwelling units in the Borough, 51 percent have two cars or more (Table 5-4). On the other hand, with only 38.45 percent of the Borough dwelling units occupied by renters, 66.4 percent have one car or less. Until the dependency on the automobile is lessened, Penbrook will continue to have trouble providing enough on-street parking for its residents.

Map 5-2 identifies the areas where on-street parking is particularly difficult.

\[
\begin{array}{|c|c|c|}
\hline
\text{TENURE BY VEHICLES AVAILABLE: OCCUPIED HOUSING UNITS} & \text{Total} & \text{Percent} \\
\hline
\text{Owner Occupied:} & 762 & 100.00 \\
\text{None} & 65 & 8.53 \\
1 & 312 & 40.94 \\
2 & 279 & 36.61 \\
3 & 101 & 13.25 \\
4 & 5 & 0.66 \\
5 or more & 0 & 0.00 \\
\hline
\text{Renter Occupied:} & 476 & 100.00 \\
None & 134 & 28.15 \\
1 & 182 & 38.24 \\
2 & 141 & 29.62 \\
3 & 19 & 3.99 \\
4 & 0 & 0.00 \\
5 or more & 0 & 0.00 \\
\hline
\end{array}
\]

SOURCE: U. S. Census, 1990
MAP 5-2
PROBLEM LOCATIONS
PENBROOK BOROUGH
DAUPHIN COUNTY, PENNSYLVANIA
1996

HAZARDOUS INTERSECTIONS
PARKING PROBLEM AREAS
CHAPTER 6
EXISTING COMMUNITY FACILITIES AND SERVICES

Numerous public service and facilities serve the daily or specialized needs of Borough residents. The need for these services and the degree to which they can be provided depend for a large part on the types and density of development within a community, the distribution of population, and the financial resources and ability of the Borough to support the diverse range of facilities needed.

This chapter will discuss the scope of Penbrook Borough's existing community and public service facilities, primarily the physical characteristics and functional adequacy of these facilities. In Phase II, Plan Development, evaluations determine their ability to meet present and projected future needs. The adequacy and availability of these services and facilities are extremely important to all Borough residents since they reflect the quality, convenience, and general character of the Borough as a place in which to live.

POLICE PROTECTION

Police protection is provided in the Borough 24 hours every day by a force of six full-time and six part-time officers. Currently the Borough spends approximately $230,000 on police protection. The officers must manage all the assignments of a municipal police force including traffic control, accidents, animal investigations, enforcement of Borough ordinances, and calls for service.

The function of the part-time officers has changed considerably over the years from when they were used specifically for special events and emergencies, to today when they do the same work as our full-time officers. Part-time officers are used on a more occasional basis since they all have full-time employment in other fields. All police officers must complete the training requirements of the Municipal Police Officers Education and Training Commission (M.P.O.E.T.C.) and beginning in 1991 must complete mandatory in-service training every year. This training consists of 12 hours of classroom training, semi-annual firearms qualifications, first aid, and CPR.

The police department purchased and installed its own computer system using the PALEMIS police software package which was developed through a grant by the Pennsylvania Commission on Crime and Delinquency for small to medium size police departments. The computer system has increased the efficiency of the police department enabling them to pinpoint specific problem areas and proceed with the best deployment of manpower.
During 1992, the police department handled a total of 4,778 calls for service, an increase of over 104% from the 2,334 calls received in 1978 when the first comprehensive plan was written. 108 were motor vehicle accidents and 377 calls were for criminal incidents which are analyzed to determine the clearance rate. In 1977 the clearance rate for all crimes at 11 percent. In 1993 the rate has increased fourfold to 41 percent.

In 1978 one of the problems that the police department pointed out to the Planning Commission was a lack of manpower to do criminal investigations and juvenile work. Although the department now has a criminal investigator who is allotted three or four shifts per pay period for criminal work, it remains difficult to follow up on every criminal incident. The Borough is fortunate that it has the ability to have an overlap shift during the summer when an officer works from 6:00 PM to 2:00 AM three evenings per week to help with the increased call volume.

The four other concerns expressed in 1978 have all been resolved.

1. Funding for training for all officers is now covered by the M.P.O.E.T.C. at no cost to the department or its officers. Each officer is encouraged to attend a minimum of 40 hours of training per year in fields of interest to them.

2. Over the past five years the Borough has made considerable headway with the purchase of equipment for the department. The computer system, new lockers, an evidence safe and several new portable radios are among the recent acquisitions. Also, the size of the police department office area was doubled giving the officers more room to work and an expanded locker room.

3. Police vehicles are now purchased every other year when they reach 60,000 miles. No longer do the primary patrol vehicles have high mileage which creates maintenance nightmares.

4. A Crime Prevention Officer was assigned the task of speaking to the children in the schools in the Borough. He does programs on fingerprinting, bicycle safety, crime prevention and passes out over 500 safety bags each year to the children for Halloween.

In 1993, the County of Dauphin rewrote the countywide police Mutual Aid plan which was amended to cover all the emergency services (police, fire, EMS, etc.) in the 40 municipalities in Dauphin County.
FIRE PROTECTION AND AMBULANCE SERVICE

The Citizens Fire Company #1 of Penbrook provides fire and ambulance service to the residents of the Borough from its station at 134 S. 28th Street. The Fire Company and the ambulance both participate in the Dauphin County Mutual Aid Plan and are dispatched through the Dauphin County Emergency Management Agency (D.C.E.M.A.) who are now in the process of installing and testing the Enhanced 9-1-1 system and computer aided dispatching.

The fire department is supported by volunteers, citizen contributions, annual fund raising events and a 0.4 mill real estate tax assessment. In addition, the Borough pays several indirect costs for the fire company including workmen’s compensation, insurance on the fire apparatus, and the payment for the new ambulance.

From March 1, 1992 to February 28, 1993 the fire company responded to 179 calls, an increase of 52 percent from 1979 (last comprehensive plan update). Of these calls, 70 responses were within the Borough with the remaining 109 as part of the Mutual Aid agreement. The most common responses were automatic alarms (38) and accidents (25). The Borough’s most persistent fire problems are from structures (19), appliances (14), and electrical problems (6). Investigations (27) and standbys (21) accounted for a significant number of company responses. There were only seven fire calls in the Borough with a financial loss. This loss totaled $80,500 for the year ending February 1993.

The ambulance service reported 200 calls for the same year. Thirty-eight (38%) percent were within the Borough. The most common incidents for ambulance response were for medical calls (52), fire calls (40) and vehicle accidents and other responses (28).

EMERGENCY PREPAREDNESS

At the present time the Borough does not have a local emergency management director due to a recent resignation however we remain active in the emergency management process. The Borough, through the Citizens Fire Company, is an integral part of Dauphin County’s plan and has been involved in numerous Countywide drills and activities.

SCHOOLS

Since the closing of the Penbrook School in 1982 due to a decrease in enrollment and district consolidation, elementary students from Penbrook attend Southside Elementary School on Union Deposit Road in Lower Paxton Township. However, since that time,
there has been a steady increase in the number of preschool and elementary school-age children within Penbrook and the Central Dauphin School District generally. The result is overcrowded schools within the district, including Southside Elementary. For that reason, the school district in 1993 adopted plans to expand several district schools, including Southside.

In the 1992-3 school year the total number of Penbrook students attending Central Dauphin schools in grades K-12 is 331, with that number expected to increase in the lower elementary grades within the next five years. While a substantial number of these students were bused to Southside Elementary, Central Dauphin East Junior High and East High, 146 students from Penbrook are also transported to various public and private schools throughout the area, including the VoTech, Bishop McDevitt, and St. Margaret Mary.

St. Margaret Mary School offers a religious education to 380 students in grades kindergarten through eight. This number represents an increase over the past year, and is expected to remain the same or slightly increase in the 1993-94 school year. The Borough and School District jointly hire a school crossing guard to ensure the safety of children walking to the school.

Within Penbrook are several licensed day care facilities, including the Penbrook Learning Center, operated by the Penbrook United Church of Christ since 1978, and A Stork's Nest group day care home on Butler Street. In addition, currently there are six registered family day care homes within Penbrook. These facilities provide preschool care for children from infancy through age five; the Penbrook Learning Center also provides summer care for older children.

Although Penbrook no longer has its own elementary school, it is essential that the Borough both monitors and participates in hearings on issues concerning the Central Dauphin School District. In particular, the Borough should provide input to the district concerning any construction and/or expansion decisions because of the potential impact of such projects on families within the Borough.

The School District's long-range plan for the 1990's has been completed and has been approved by the State. The new plan emphasizes curriculum development and anticipates little expansion of facilities. The Board's November 1988 adopted mission statements has several aspects: it affirms the importance of promoting a positive self-concept in students, and encourages the professional development of staff. It states that the School Board plans to provide an "orderly environment" which is described as promoting good citizenship. Regarding buildings and facilities, it states that "they should be designed, modified, and maintained to support instructional activities." Lastly, the
statement recognizes that resources are limited and the future direction requires careful planning and study. The long range plan is updated every two and one-half years.

PARKS AND RECREATION

Recreational areas and open space serve the needs of people to enjoy both active and passive activities during their leisure time. The well planned location of recreation and open space can assist in creating order and beauty for the Borough, as well as an environment within which it is pleasurable to live. In addition, open space creates an environment which contributes to the economic value of residences and other properties. Therefore, the development and maintenance of recreational facilities is an objective that should always be given a high consideration.

There are three recreation sites in the Borough. Refer to the Community Facilities Map for the location of the following sites:

Penbrook Community Park - This 8.5 acre park is owned by the Borough and is located at the intersection of Market Street Road and Boas Street. Facilities provided at this park include two baseball fields, one basketball court, a tennis court which was recently converted to an area for street hockey, a volleyball/badminton area, swings and slides, a tot play area, and two pavilions with picnic tables. In addition, the Borough owns and operates the Penbrook Community Swimming Pool which is available to anyone on a membership basis. The Borough offers a supervised summer recreation program for ten weeks during the summer months. The program includes instruction and games in various sports, as well as arts and crafts. Funds for this program are made available through the Borough’s General Fund. Off-street parking and rest rooms are convenient to this park.

Little Valley Park - This two acre recreation site was donated to the Borough in 1946 to serve the Borough’s youth. The location of this park is on the north boundary of the Borough at the end of Books Alley, between 28th and 29th Streets. Recreational facilities at this park include; a softball field, one basketball court, a volleyball/badminton area, a paddle tennis area, swings and slides, climbing bars, and a tot play area. The summer recreation program is also operated at this location, with generally the same type of activities.

Elm Street Station - In 1968 the Borough of Penbrook purchased a small plot of land adjacent to the Community Building which included on it a wooden structure used for storage by the Highway Department. In 1990 due to its
deteriorating condition, the building was demolished and the Borough designated this area as a third park. A contest was held and the park was named Elm Street Station. Although it contains only 5,000 square feet in area, the Borough is planning to install a gazebo, park benches, picnic tables, a wooden train, and a boccie court. A state RIRA recreation grant was approved in 1994, and will fund much of the park’s construction.

PUBLIC UTILITIES

The Borough falls within the Pennsylvania Power and Light Co. service area for consumer electricity. Natural Gas service to the Borough is provided by UGI gas Co.

PUBLIC WATER SYSTEMS

Dauphin Consolidated Water Co. and the Harrisburg Authority provide public water to the residents of the Borough.

PUBLIC SEWERAGE SERVICE

Penbrook Borough maintains 9.43 miles of sewer lines for its residents. Through a gravity system the effluent flows to Harrisburg, where it is treated through the City’s treatment facilities.

TRASH COLLECTION

On January 1, 1991, the Borough began its initial year with American Disposal of Palmyra as the first contracted trash hauler. Due to increasing rates by the six small independent haulers, Penbrook Borough Council decided to put the residential trash service out for bid. Council was quite surprised when the bid by American Disposal came in at under $100 per year, saving the average property owner over $105 during the first year. Our contract with American Disposal is for three years, renewable for an additional three years. Act 101, which governs recycling in Pennsylvania, does not mandate municipalities with populations under 5,000 to recycle, although for a time the Borough did operate a small recycling center at the Community Building. The Borough ended the program when the price of metal and aluminum fell and it cost too much to operate the voluntary center.

HOSPITALS

The availability of hospital care is important to Borough residents of all ages. Borough residents rely on regional hospitals located in the Harrisburg metropolitan area for
advanced medical treatment and hospital care. Providing a variety of medical and research services to the region, these facilities include:

- **Community General Osteopathic Hospital**
  4300 Londonderry Road
  Box 2000
  Harrisburg, PA 17105
  195 beds

- **Harrisburg Hospital**
  South Front Street
  Harrisburg, PA 17101
  518 beds

- **Holy Spirit Hospital**
  North 21st Street
  Camp Hill, PA 17013
  335 beds

- **Polyclinic Medical Center**
  Third Street and Polyclinic Avenue
  Harrisburg, PA 17105
  522 beds

- **University Hospital**
  The Milton S. Hershey Medical Center
  P.O. Box 850
  Hershey, PA 17033
  344 beds

**LIBRARIES**

Community libraries are a great source of cultural, historical, technical, practical, and entertaining information. Due to its limited size and resources, the Borough does not have a community library of its own. However, through their county taxes, residents of Penbrook do support the Dauphin County Library System. Combined with "Access Pennsylvania", an interlibrary loan system, residents of the Borough who are members of the library are free to use a number of county libraries and independent libraries throughout the area and throughout the Commonwealth of Pennsylvania.

Established in 1975, the Dauphin County Library System (DCLS) is a private non-profit public library corporation established "for the use of the citizens of Dauphin County and shall be operated so as to provide leadership for library development consistent with the needs and desires of those citizens as well as to serve as a center of education, culture and practical information for them" (Article II, Purposes, DCLS By-Laws).
Currently there are eight branches to the library system and one affiliate branch. The following is a list of these libraries and their locations:

**Dauphin County Library System**

Central Branch - downtown Harrisburg  
HUB Uptown Branch - uptown Harrisburg  
East Shore Branch - Colonial Park  
Kline Village Branch - Harrisburg  
Hummelstown Branch - Hummelstown  
Johnson Memorial Library - Millersburg  
Elizabethville Branch - Elizabethville  
Northern Dauphin Branch - Lykens  
Williamstown Branch - Williamstown

**Other Libraries**

Hershey Public Library - Hershey  
Middletown Public Library - Middletown  
Pennsylvania State Library - Forum Building, Harrisburg  
Pennsylvania State University at Harrisburg - Middletown

**CHURCHES**

Churches of various denominations are located within Penbrook Borough, as follows:

- Zion Evangelical Lutheran Church  
- Penbrook United Church of Christ  
- Penbrook Church of God  
- Grace United Methodist Church  
- St. Margaret Mary of Alacoque Roman Catholic Church  
- Trinity United Methodist Church of Penbrook
PUBLIC WORKS

The Borough Highway Department consists of two full time employees and a part-time laborer to assist for three or four months in the summer. The Borough maintains a maintenance building at 32nd and George Streets which was built in the early 1930's. Plans are now being finalized for a new modern building on property owned by the Borough beside the Penbrook Community Swimming Pool. The highway employees are responsible for the maintenance of all Borough roads, sewers, buildings, park properties, and facilities.

MUNICIPAL ADMINISTRATION

The Penbrook Borough Municipal Building is located at the northeast corner of Canby and 28th Streets. The building was constructed in 1955 and remains in very good condition. As the center of the Borough government, the building functions as a central meeting place for the Borough Council, Planning Commission, Zoning Hearing Board, and other local organizations. The facility also houses the administrative offices for the Borough Manager, Office Secretary, Tax Collector, Codes and Zoning Administrator, Building Inspector, and other Borough administrative organizations. The main meeting room is also rented to private organizations for their functions.
CHAPTER 7
EXISTING LAND USE

Utilization of land creates patterns of buildings and land uses that evolve from a series of interlocking factors. Local economics, past development trends, cultural attitudes, transportation patterns, and physical land features combine to form land use patterns that form communities of the past and present. Future development is guided and influenced by Borough leadership within the framework established by these elements. Analysis of information collected in the existing land use update serves as an important component of the Borough’s multi-faceted inventory of resources. Together with other studies of the Borough’s Comprehensive Plan, this update will form the primary basis for any recommendations regarding future land use in the Borough.

As one of the important components of the Borough Comprehensive Plan and Future Land Use section, the Existing Land Use (ELU) chapter update will describe the general development patterns that currently exist in Penbrook. This information is fundamental to understanding the development character of the Borough, as well as identifying development related issues.

PAST DEVELOPMENT

At the time Penbrook was incorporated as a Borough in 1894, it was a small, hard working community. The primary industries at that time, and throughout much of the 19th century, were lumber and coal. Although a trolley line from Harrisburg was extended to Penbrook in 1893, the community remained small and relatively undeveloped until the 1920’s. With the advent of the automobile as a practical means of transportation, modern development began.

Originally centered around Walnut and Canby Streets, the total land area of the Borough was increased over a period of years by the annexation of adjacent parcels. Three annexations could be documented through historical research and are:

1. 1929 - the area around Elm and 28th Streets
2. 1930 - Raysor Place in the Northeast corner of the Borough
3. 1931 - the area to the Southeast of 28th Street

Based on the size of the Borough today it can be assumed other annexations have taken place. This documentation can not be located in a literature review.

The Borough of Penbrook is the seventh smallest municipality in Dauphin County with approximately .43 square miles (273 acres). It is bordered by Susquehanna Township on its northern, eastern, and southern sides and Harrisburg City on its western edge.
EXISTING LAND USE UPDATE - METHODOLOGY

A combination of visual investigations, inspections, analysis of available mapping and aerial photos, Dauphin County tax maps, tax assessment files, and analysis of the existing Comprehensive Planning Study were used to determine the types, locations and amounts of existing land uses throughout the Borough. The following major classifications of land uses were established for statistical and graphic illustration:

- Residential - Single Family
- Residential - Multi-Family
- Commercial (includes Mixed Uses)
- Industrial
- Public/Semi-Public
- Vacant

The existing land use pattern, based on the classifications above, is graphically depicted on Map 7-2 (the ELU Map) at the end of this chapter. Table 1 presents the statistical

### TABLE 7-1

<table>
<thead>
<tr>
<th>Land Use Classifications</th>
<th>Total # Of Parcels</th>
<th>% of Total Land Parcels</th>
<th>Estimated % of Land Area</th>
<th>Estimated Total Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>987</td>
<td>84.80</td>
<td>48.60</td>
<td>132.74</td>
</tr>
<tr>
<td>Single-Family</td>
<td>883</td>
<td>75.86</td>
<td>39.60</td>
<td>108.17</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>104</td>
<td>8.94</td>
<td>9.00</td>
<td>24.57</td>
</tr>
<tr>
<td>Commercial</td>
<td>79</td>
<td>6.70</td>
<td>8.16</td>
<td>22.27</td>
</tr>
<tr>
<td>Industrial</td>
<td>1</td>
<td>0.09</td>
<td>0.34</td>
<td>0.93</td>
</tr>
<tr>
<td>Public/Semi-Public</td>
<td>20</td>
<td>1.72</td>
<td>12.48</td>
<td>34.07</td>
</tr>
<tr>
<td>Vacant</td>
<td>45</td>
<td>3.87</td>
<td>1.73</td>
<td>4.72</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>32</td>
<td>2.75</td>
<td>2.28</td>
<td>6.22</td>
</tr>
<tr>
<td>Streets/Alleys (State)</td>
<td>N/A</td>
<td>N/A</td>
<td>26.44</td>
<td>72.21</td>
</tr>
<tr>
<td>(Local Streets)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local Alleys</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>1164</td>
<td>100%</td>
<td>100%</td>
<td>273.16</td>
</tr>
</tbody>
</table>

SOURCE: Dauphin County Tax Assessment Office, Tri-County Regional Planning Commission, Atlas GIS, 1995

results of the inventory within each land use classification. This includes the total number of parcels in each use classification, as supplied by the Dauphin County Tax
Assessment Office, and the estimated number of acres being used by each land use category.

EXISTING LAND USES

Residential - Single Family

Single family dwelling units, consisting of (1) detached dwellings, (2) semi-detached "duplex", (3) attached dwellings (townhouses), and (4) manufactured homes constitute the majority of residential uses in the Borough. Residential-Single Family parcels total 883, as accounted by the Dauphin County Tax Assessment Office. This figure equals 75.86 percent of all parcels in the Borough and an estimated 39.6 percent of the Borough's total land area. Residential-Single Family land uses are graphically depicted on the ELU Map in yellow.

The majority of the Borough's Residential-Single Family development consumes large portions of each ward. The age of these units is closely related to the proximity of the original development section. A more detailed breakdown of the housing characteristics is presented in the housing chapter update.

Residential - Multi-Family

Based on the County Tax Records for Penbrook, there were 104 multi-family structures in the Borough. These uses accounted for 8.9 percent of all parcels in the Borough and 9.0 percent of the total land area.

Some multi-family structures were easily detected during the tax parcel review and windshield surveys, while some residential conversions where difficult to visually recognize and required closer examination. During the neighborhood survey, several visual clues for locating multi-family units were noted. These clues included (1) multiple electric meters on the building, (2) separate mailboxes at the address, (3) apparent secondary entrances at the side or rear of the house, (4) fire escapes, or separate porch areas for other units, and (5) multiple TV cable lines, if visible. The ELU map graphically depicts the information supplied by the County Tax Office and the visual survey.

The concentrations and locations of multi-family structures appear on the ELU Map. The vast majority of these buildings are located north and west of Walnut Street. Based on the development patterns mentioned above, many of these units are in the older sections of the Borough's housing stock. Comparing the current zoning map with the areas hosting multi-family structures, it appears that there are few non-conforming uses. This will be discussed in more detail in individual neighborhood overviews.
Commercial Land Uses

Commercial land uses in the Borough are relatively diverse in size and form. These uses, as well as mixed commercial-residential-office, are graphically depicted on the ELU Map. County tax records identify 79 parcels in various commercial categories. These uses account for 6.8 percent of the total parcels recorded in the Borough. Commercial and commercial mix uses consume an estimated 8.2 percent of the Borough’s total land area.

The ELU map reveals that the vast majority of commercial land in Penbrook is located along Walnut Street. Walnut Street currently accommodates approximately 14,100 vehicles per day, and thus enables visible and accessible areas for commercial activity. Most commercial uses in the Borough front on Walnut Street and are typical of a community its size.

Commercial buildings range from one and one-half story retail and mixed uses, small commercial buildings with mixed uses, and a variety of commercial activities. In the village area of the Borough, commercial activities appear to be in relatively good condition. There appear to be few vacant commercial spaces in the Borough’s village district.

It should be noted that the gray areas on the ELU Map include mixed uses, as well as exclusively commercial activities. Buildings that have commercial uses on street level, as well as residential, office, or other uses on upper floors, are identified in gray on the ELU Map. Home occupations, if visually verified, also were identified as commercial.

Industrial Land Use

The number of Industrial land uses in the Borough is limited. The County Tax Office classifies three of the parcels in the Borough as industrial in nature, however, the field survey identified only one parcel. On the ELU map this parcel appears in purple and is a warehouse use accounting for 0.3 percent of the land use.

Public/Semi-Public Land Use

Examples of Public/Semi-Public land use are public utility facilities, municipal administration and maintenance buildings, schools, public parks and recreation areas, firehouses, churches, and cemeteries. The County Tax records identify 20 parcels that are public/semi-public in nature. These parcels account for 1.7 percent of the total parcels in Penbrook. The ELU Map delineates these areas in green. They occupy an estimated 12.5 percent of the Borough’s total land area.
Vacant Land

The Dauphin County Tax Assessment Office classifies 45 parcels, 3.87 percent of all parcels in the Borough, as vacant and undeveloped. Vacant land was difficult to locate and represent on the ELU Map. For example, many vacant residential lots adjacent to residential structures were difficult to distinguish from side yards. Based on the Tax Offices figures 1.7 percent of the land area in the Borough is vacant. In general, vacant land parcels on the ELU Map are represented as white in color.

The ELU Map reveals scattered vacant lands in the Borough. However, it can be concluded that the Borough is almost completely developed, since the total area of vacant land is small.

Streets/Alleys

Based on an estimated average right-of-way width of 50 feet for State roads and major local streets, and an average right-of-way width of 10 feet for alleys, the total land area of streets is determined to be 72.21 acres. This is the largest land use category after residential land and comprises 26.44 percent of the land area of the Borough.

PLATTING CHARACTERISTICS

Land platting characteristics in Penbrook reflect the period during which a particular land subdivision was made, the influence of zoning requirements, and preferences of homeowners. The older sections of the Borough were platted in rectangular blocks with a network of alleys intended to supplement the street system and property access. The new subdivisions have been platted to connect with previously developed streets. Some developments take advantage of the topography, thus maximizing the number of developable lots.

In general, lots vary in size in different parts of the Borough. In more recent developments, lots are about 100 feet wide and 120 to 200 feet deep. In the older sections of the Borough lots commonly are 35 feet wide and 150 feet deep. Much of the Borough was developed between 1920 and 1950. Lots platted during that period generally are 60 feet wide by 150 feet deep.

NEIGHBORHOOD LAND USE CHARACTERISTICS

In order to further describe the Borough’s land use characteristics, the following neighborhood land use summaries are provided. This portion of the ELU Chapter is broken into four parts, that comprise the four wards of the Borough. A brief overview
of general land use characteristics of each ward also is provided. An index map of the wards is shown as Map 7-1.

Ward-1

Ward-1 is at the western end of the Borough. It primarily consists of single family homes, however its border along Walnut Street consists of commercial and office uses. Several of the buildings housing the non-residential uses have been converted from residential units in the past 20 years. Several lots along Herr Street, the ward’s northern boundary also consist of non-residential uses. The ward may have the greatest percentage of multifamily homes of any of the wards in the Borough. The First Ward typifies a traditional "strip" development, with commercial uses along the main roadway and residential use towards the interior. The ward’s western edge is where Penbrook’s street system connects with Harrisburg City which is residential in nature at this point. The eastern edge of this ward is at the "Square" where Walnut and Canby Streets intersect.

Ward-2

Ward-2 is bound by the Harrisburg Cemetery to the north and Elm Street to the south. Its east and west border are made up of 28th Street and Hoffer Lane, respectively. Walnut Street bisects the ward and serves as the address for most of Penbrook’s commercial office and retail uses. Once again the non-residential uses abut the major streets with residential towards the minor roadways. Several buildings have been rehabilitated throughout the ward to give a mixed use type of district. The uses in this ward are generally low intensive type of commercial and mixed residential and served as the rational for creating and rezoning much of the area to a "Village" district.

Ward-3

Ward-3 is the northeastern section of the Borough. Bisected by Walnut Street, this section has the heaviest concentration of commercial uses in Penbrook. The northern third of the ward is primarily made up of commercial and public uses as St. Margaret Mary Catholic Church and school are located there. The extreme northeastern corner of the Borough is the area known as Raysor Place and is made up of single family homes, some of which are designed with large stone architecture. The southern two thirds of this ward is primarily single family dwellings, however, the Borough offices and Fire Department are located in this area. The southern border of the ward is Canby Street and the eastern boundary is the municipal line with Susquehanna Township which also locates residential uses in this area.

Ward-4

Ward-4 is almost exclusively single family dwelling and is the largest ward in the Borough. Some scattered multi-family uses are found throughout the ward, primarily the
result of conversion units being constructed. The Fourth Ward does, however, house the Borough's largest apartment complex and park. Penn Square apartments supply the northeastern border of the ward with Susquehanna Township and Penbrook Borough Park provides a southern buffer along Harrisburg City. The Penbrook Community Park and Pool are also within the boundaries of Ward-4.
CHAPTER 8

ENERGY

Almost every aspect of community development has an effect on energy use, from minute engineering details on a site plan to broad considerations of community density and design. Maintaining energy efficiency in communities depends in part on understanding energy plans and policy, and proper implementation of such plans and policies.

This chapter will review several concepts for energy efficient site and community design options. These options are based on recent experiences of other local governments that have adopted new development regulations or amended existing regulations to promote energy conservation. Although much has been written in recent years about saving energy through local government policies and community design, actual experience in their application is limited. To date, the most that communities have done in promoting energy efficiency is to study the problem, document various consumption patterns, and prepare reports and plans. Only a limited number have adopted land management and construction design standards for the expressed purpose of saving energy within the community.

Many of the ideas and concepts mentioned in this chapter relate to the large developments and plans that could be associated with large suburban municipalities and their development. However, many topics also related to smaller site specific situations of smaller developments in communities such as Penbrook Borough. With this information available, it is possible that the Borough may be able to incorporate energy conservation tactics customized within its own land planning process that will be unique to the Borough's own scale and situation.

The remainder of this chapter will outline some of the possible options, tactics, and concerns in conserving energy within the community. The options discussed address the following major areas of energy use:

1. Reducing heating and cooling needs;
2. Reducing dependence on motor vehicle transportation;
3. Reducing the consumption of energy in construction material and process; and
4. Promoting the use of alternative energy sources.
Energy-efficient development techniques are wide ranging in scope, cost, and effectiveness (Energy-Conserving Development Regulations: Current Practice, American Planning Association, 1980). Some options are small and relatively easy to use, requiring only minor changes in current development practices. For example, passive solar orientation is a relatively simple low-cost method to reduce heating and cooling needs of new buildings and additions. Other options are more complex to design and implement, such as planning for mixed use development of increased densities to reduce the number and length of motor vehicle trips.

Where major changes in development patterns and policies are involved, public receptivity, political reaction and commitment can vary. Comparatively, developmental costs and their related energy savings can also vary. Some options yield energy savings that can be predicted and measured relatively accurately. However, informed judgments relating to other options tell us that energy can and will be saved, but actual amounts depend on consumer behavior.

As an overview of community development techniques for conserving energy, the following briefly describe the range of options that fall within the four major areas of energy use mentioned above.

**OPTION 1: REDUCING HEATING AND COOLING NEEDS**

Energy required to heat and cool buildings is determined in part by how these structures and their sites are designed with respect to climate. Sunlight and heat, cold winds, warm breezes, landscaping, topography, trees, and vegetation interact in various ways with a building’s heating and cooling needs. For example, consciously utilizing trees and plants to provide buffers from wind can reduce energy demand for heating the building, while shade provided in warmer months can reduce energy needed for cooling the structure. Orientation and arrangement of buildings with respect to the sun and wind and the use of landscaping are examples that can be taken to moderate climate extremes that makes a living environment more comfortable through natural means, while maintaining energy savings.

Structural design types also impact the various levels of energy needed for heating and cooling systems. For example, buildings with common walls, i.e. commercial structures, townhouses, apartments, and semi-detached dwellings (duplexes) having one or more party wall(s), typically use less energy for heating and air conditioning than completely detached residential dwellings and structures. Residential units and structures developed in higher densities usually have smaller living unit spaces which further reduce expensive energy costs and requirements.
Some of the options for reducing heating and cooling needs and the means for implementing them are as follows:

**Natural Solar Heating**

Design developments and buildings so that they are oriented towards the sun. By designing streets to run from east to west, and running lots from north to south, developments can maximize use of the southern exposure. Situating buildings so that their long axes runs from east to west also will ensure that sunlight hits the largest exposed face of the structure.

In Penbrook Borough, the road patterns appear to have been developed in order to maximize southern exposure. Most residential and commercial structures that front on these streets are in the best position for maximum sun exposure. In general, the vast majority of homes and structures are positioned to maximize the southern exposure to the sun.

**Natural Cooling**

One of the most effective methods of naturally cooling buildings is through sound landscaping design. Trees and vegetation, when strategically located within developments can actually minimize direct sun exposure to buildings in the warmer months by shading. This shading effect can assist in reducing the building temperature. Parking lots, streets, driveways, and other paved surfaces can also be shaded through landscaping, thus preventing overheating of surfaces and generally lowering air temperatures near these areas.

Another option to consider in natural cooling is the utilization of natural breezes. Arranging buildings and vegetation in certain ways can direct and channel breezes around and through buildings. The resulting air flow can provide a natural cooling effect.

**Wind Protection**

Where winds are excessive during the winter months, windbreaks can be used to protect structures from their frigid temperatures. Trees, hedges, fences, earthwork are effective in breaking and reducing the infiltration of cold air into buildings. Protective vegetation and wind protection efforts in new construction within the Borough should be encouraged.

Utilizing existing buildings and structures, and arranging buildings so they protect each other is another effective tactic in minimizing the effects of cold winds from open areas.
Housing Type

Housing that has a lower proportion of outside surface area to interior space (e.g. more common multi-family housing) normally uses less energy for heating and cooling and might be included as a housing option in the Borough. Reducing the size of individual dwellings units can also influence energy efficiency. Encouraging housing design innovations that save energy can have positive results toward energy conservation.

These various options, while generally holding for all areas, need to be specified and applied according to the location and developmental characteristics of the Borough. There are even aspects of building design such as, windows, overhangs, roof design and construction materials that are also appropriate for consideration.

OPTION 2: REDUCING TRANSPORTATION NEEDS

The energy used to move people and goods in a community is determined in part by patterns of development. The spatial relationships of individual buildings and entire neighborhoods, and the various densities that land uses are integrated determine in part how far and by what means people will travel. Compact developments with a mixture of different land uses, where goods, services, jobs, residences, and recreation areas are located closer together, reduce the need for automobile travel and permit more opportunity for walking and bicycling. Low density, sprawling development is less efficient and traditionally requires more reliance on the automobile and other transportation sources.

Density

Development at increased densities near activity centers can reduce transportation needs, as well. In Penbrook Borough, the density is predetermined by the existing development. The location of goods and services should be considered when improvements are made.

Integrating Land Uses

Integrating different kinds of land uses within developments can minimize the needs for travel. Multiple use buildings that mix residential, entertainment, office, and commercial can minimize the need for travel. Small scale apartment and commercial mixed use projects can have similar results. Allowing for use of home occupations can minimize the use of energy in commuter travel.

Permitting limited convenience shopping and service facilities in strategic locations within residential neighborhoods can also save transportation energy. Convenience stores
in residential areas provide an alternative to driving for minor purchases. The Borough's Village district is an example of this strategy.

Mass Transit

Using mass transit is an ideal way to reduce dependency on the automobile, thus saving energy. A single bus can remove forty single occupant vehicles from the highways, thereby reducing traffic congestion and improving air quality, while conserving gasoline. The current CAT system offers service to Penbrook Borough residents traveling to Colonial Park and Linglestown, Union Deposit, and downtown Harrisburg, where transfers to other destinations are available. Free service to those residents age 65 and older is available during off-peak hours. The three routes serving Penbrook Borough are generally staggered, effectively offering service to downtown Harrisburg locations every twenty minutes.

Bicycling and Walking

Provide various facilities to encourage bicycling and walking. Pathways, parking facilities for bikes, landscaping, and other amenities in projects can encourage biking and walking within the Borough.

Efficient Traffic Flow

Design or redesign street systems to facilitate efficient and safe traffic flow. Reduce the number of unnecessary traffic controls by making efficient connections with existing street facilities. Improve traffic flow on major roadways through enforcement of parking regulations.

OPTION 3: REDUCING EMBODIED ENERGY NEEDS

Compact, higher density development requires less energy connected to the construction of streets, utilities, and other infrastructure than low density, detached sprawling development. Excessive design standards can waste associated energy. For example, requirements for parking spaces that are based on older, larger automobile sizes waste asphalt and energy for construction, as well as money. Some basic principles for reducing embodied energy needs are as follows:

1. Development of higher densities where appropriate. (eg. use of cluster development techniques)

2. Use narrower cartways where practical to minimize excessive asphalt waste, maintenance costs.

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3. Use fewer and smaller parking spaces and lots where possible.

4. Cluster buildings together near existing developed areas to reduce the costs and energy in supplying additional street lengths and public utilities.

5. Adoptive reuse, (converting unused residential structures to office or commercial uses, or visa versa.) of unused existing buildings.

OPTION 4: USING ALTERNATIVE ENERGY SOURCES AND SYSTEMS

This category includes energy that could be supplied from alternative energy sources, which may include: (1) sun, wind, and use of available heat from power plants; (2) more efficient generation, conversion, and distribution systems; and (3) small scale power generators, district heating systems, and others. The ease with which many of these systems can be used depends in part on how sites are designed.

The practicality of using solar energy, for example, is affected by the amount and location of shadows that are cast by buildings and landscaping. When a district heating system (a system that supplies heat to buildings from a central source) is being considered, the density of development must be high enough so that the system is economical. Integrated energy systems that use a variety of energy-conserving technologies are more practical for areas that have a mixture of uses - i.e., residential, institutional, and commercial.

Recommendations for using alternative energy sources and systems facilitate the use of solar energy systems by planning development so that access to sunlight is protected. The arrangement and height of structures and vegetation affect the amount and location of shadows that could block sunlight to solar collectors. Secondly, substitute technologies that use renewable energy sources (e.g., solar, wind) for conventional building systems (water heating, space conditioning, etc.) whenever feasible.

REGULATING ENERGY-CONSERVING DEVELOPMENT PRACTICES

There are three basic approaches to incorporating the types of development options described above into regulations involving increasing levels of stringency. First, regulations that stand in the way of energy conserving practices can be changed to remove the barriers. Second, development regulations can be used to encourage energy-conserving practices either by providing incentives or by creating development settings in which they are easier to use. Third, regulations can require energy-efficiency in new development.

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Level 1: Removing Barriers to Energy Conservation

Some development regulations and design standards currently in use stand in the way of energy conservation, usually unintentionally. For example, the installation of solar collectors has been prohibited in some communities by height and aesthetic regulations. Yard and setback or lot layout specifications in subdivision and zoning regulations can limit flexibility in situating buildings in areas for maximum solar exposure. In some cases, other design standards may be excessive. For example, street width paving requirements that are greater than necessary for adequate safety and traffic flow are expensive in energy and in cost to construct. Such standards can actually induce energy waste. However, providing some flexibility in regulatory barriers allows developers and consumers to initiate energy-conserving design options without unnecessary hindrance.

Level 2: Encouraging Energy Conservation

Planners and public officials are in a position to actively encourage the use of energy conserving development practice by providing regulatory incentives. In the past, local governments have offered developers incentives to provide desired public amenities such as open space, plazas, and better design. The same can be done for energy conserving design options. Density bonuses in development fees are just two examples of incentives that may be offered to developers to make their projects more energy efficient. The incentive approach can be applied to almost all of the available practices for saving energy.

Level 3: Mandating Energy Conservation

The third and most difficult approach is to require energy-conserving practices in development. Land use controls place many kinds of requirements on developers, and many of these address issues that have important energy implications and offer opportunities to make development more energy efficient. For example, zoning imposes restrictions on building height and setback. This means that zoning can be a tool for requiring that development be designed to protect solar access and that regulations can be imposed to require proper lot and building orientation, landscaping and the like. The police power inherent in development controls offers an excellent opportunity to require many energy efficient practices in development.
CHAPTER 9

COMMUNITY GOALS AND OBJECTIVES

In order to prepare a workable comprehensive plan for the Borough of Penbrook, it is necessary to articulate goals and objectives that represent the desires of the Borough citizens. The final plan document is the result of a planning program that seeks to relate, harmonize, and balance the economic, physical, and social functions of the community. When adopted, the plan will serve as a long range policy guide with standards for evaluating development proposals and other decisions concerning municipal affairs. With this end in mind, the following statements of planning purpose are established.

1. To provide a policy framework within which development proposals can be evaluated by Borough Officials.

2. To provide a framework within which physical planning for needed facilities and services can be accomplished.

3. To establish long-range development responsibilities and policies to which individuals can prepare and coordinate their plans for development.

4. To establish a consensus on long-term growth potential, objectives, and priorities so that the Borough can undertake development projects based on logic, realism, coordination, and economy.

In an effort to provide for community input to the planning process, Borough residents have been requested to attend and participate in public meetings held by the Borough Council and Planning Commission. An additional effort to obtain public comment on both specific issues and general areas of planning consisted of conducting a citizens attitude survey. A total of 1483 questionnaires were sent to Borough residents via the municipal newsletter. A total of 129 questionnaires were returned, resulting in an 8.7 percent rate of return. The results of this survey were utilized in the preparation of this plan. A copy of the survey form and a compilation of the results appear as an Appendix to this Plan.

The fundamental responsibility of local government is to provide for the health, safety, convenience, morals, and welfare of its citizens. In support of this statement, the Borough of Penbrook Comprehensive Plan is designed to achieve the following primary goal:
To establish and maintain the best possible quality of life for all residents of the Borough of Penbrook.

In an effort to reach this goal, the Borough has established the following more specific goals and objectives related to the major elements comprising the Plan.

STATEMENT OF COMMUNITY GOALS AND OBJECTIVES

A. SOCIAL GOALS

Social Services

Continue to promote and support public and private mechanisms that provide social services to adequately meet the unmet or partially served needs of the community.

- Encourage the development and participation of community activities for young and elderly residents of the Borough.
- Support county and state organizations in overall human services.
- Support state and federal development provisions for handicapped accessibility, and encourage the development of handicapped accessible facilities in both existing developments and in future development proposals within the Borough.

Health and Environment

To ensure the best possible health care and environmental quality attainable for current and future residents of the Borough of Penbrook.

- Support County and State organizations in overall health planning and the development of health care programs.
- Continue local commitment and support of the Borough's Police and Volunteer Fire Company.
- Encourage general safety in all aspects of daily life and activities within the community.
- Adopt, enforce, and maintain ordinances that support local or higher governmental programs involved in sanitation, air and water pollution, floodplain and storm water management, and solid waste disposal.

- Encourage materials recycling and ecologically sound disposal of recycled waste.

- Promote preservation and enhancement of the Borough's historic and significant landmarks and traditional heritage.

**Housing**

To ensure that every member of the community is residing in housing that is in livable condition, and provide the opportunity for comfortable, safe, and affordable housing for present and future residents of the Borough.

- Continue to promote and expand present efforts to encourage a high level of care and maintenance of residential properties in the Borough.

- Continually update and enforce the Borough building code standards to ensure sound construction methods which will eliminate and prevent conditions that contribute to and perpetuate blight.

- Adopt zoning standards strictly regulating the conversion of houses into apartments to ensure compatibility to surrounding land uses and parking availability.

**Energy**

Encourage public and private actions which will decrease the dependence on external fuel supplies and promote energy conservation and the use of renewable energy resources.

- Adopt building standards to reduce the consumption of non-renewable energy in heating, cooling, and operation of buildings.

- Encourage the use of landscaping, tree planting, and building orientation techniques to minimize heating and cooling needs.

- Incorporate energy conservation concepts and methods into the Borough's overall land management program.
Recreation

Enhance and enrich the lives of all Borough residents by providing the means for a more stimulating and rewarding use of leisure time.

- Continue expanding, developing, and organizing new and current recreational options for Borough residents to utilize.
- Continue the upkeep and maintenance program for the various recreation facilities in the Borough.

B. PHYSICAL GOALS

Land Use

Provide a pattern of land uses which provides the maximum opportunity for meeting the needs and desires of the Borough citizens, while complementing the distinctive limitations and potentialities of both the natural and man-made environments.

- Create functional environments for each major land use, such as residential and commercial, by reserving appropriate areas for their individual and diverse needs.
- Facilitate compatible development of adjoining uses and assure development that is compatible with sensitive areas of the physical environment.
- Adopt and enforce effective land use standards that minimize conflicts between land uses within the Borough and contiguous lands of adjoining municipalities.
- Encourage a relationship between land use and transportation which provides practical alternatives to single occupant vehicles.

Transportation

Develop and maintain a community-wide circulation system that provides for the safe, convenient, and efficient movement of people and goods.
• Continue street upgrading and maintenance programs, with the concentration of maintenance activities being directed to the areas of greatest need.

• Provide for the maintenance of sidewalks along streets in the Borough.

• Enforce requirements for convenient off-street parking in all areas of the Borough where new development occurs.

• Encourage bicycling and walking as alternatives to motor vehicle transportation.

C. COMMUNITY FACILITIES

Provide a complete and adequate system of public facilities and services that is responsive to the needs of Penbrook residents and businesses.

• Continue to maintain support of the local police and volunteer fire services.

• Assure adequate Borough government by providing adequate administrative and maintenance personnel and equipment.

• Stimulate community awareness and involvement within the Borough by distributing a community newsletter to residents at various times of the year.

• Continue support of the Dauphin County Solid Waste Authority and the development of a Borough recycling program.

D. ECONOMIC GOALS

Establish the appropriate economic base to provide for adequate employment opportunities, satisfy the need for a variety of commercial goods and business services, and an adequate base of tax ratables to enhance the fiscal capabilities of the Borough.

• Encourage the continued existence and vitality of the Borough's existing commercial employers and service providers.

• Develop future commercial uses to standards which reflect the best of modern site development and construction practices.
- Protect the Commercial Village area from intrusion of incompatible uses.
- Develop programs to enhance the CBD to encourage businesses to locate within the CBD.
- Develop a Capital Improvement Program identifying and prioritizing major Borough purchases.
CHAPTER 10

FUTURE LAND USE PLAN

The Penbrook Borough Land Use Plan formally establishes the desired land uses and development design guidelines for Penbrook Borough. Formulated from a variety of findings and analysis of information from the Phase I Basic Studies, the community household survey, and public meetings and hearings, this Land Use Plan serves to designate and define areas within the Borough best suited for growth and development. Policies and guidelines of the Plan anticipate a coordinated future growth. The Land Use Plan also outlines in more detail the location of land use planning districts and describes how the Borough should be developed in the future.

This Plan component is the Borough's detailed land policy statement that will assist in guiding and influencing the future development and implementation of a subdivision and land development process, zoning ordinance, capital improvement program, park and recreation plan, roadway improvements plans and other mutually supported ordinances and initiatives. Land use planning and management will assist the Borough in achieving its goal of maintaining the best possible quality of life for all residents.

HISTORICAL SKETCH

This Land Use Plan is not the first of its kind in Penbrook Borough. A planning study initiated in the mid 1970's generated an "official" plan that articulated Borough policies for future development. Recognizing the gradual changes in the Borough and the real potential for future growth and development, the Borough Council elected to initiate another complete comprehensive plan study including the establishment of a Land Use Plan and redesignation of the zoning ordinance. As discussed in the introduction of Phase I of the planning studies, the future land use plan plays a central role in Borough policy. All the Borough codes and ordinances related to land use and land development should be guided by the planning goals, policies, and recommendations of the Comprehensive Plan.

COMMUNITY POLICIES AND RECOMMENDATIONS

An inherent value of the Land Use Plan is its potential for motivating property owners, developers, and decision makers toward achieving the highest and best use of the land, while keeping in mind the concerns and interests of the environment and community at large. The right of individuals to determine the use of their land must be protected, but not to the complete disregard of their neighbor's right to security of investment and the community's overall quality of life. Thus, the Land Use Plan articulates a more
specific set of policies and guidelines to insure that public and private development
decisions maintain consistency with the Borough's policies and recommendations.

Chapter 9 (Community Goals and Objectives) establishes and articulates sets of
community policies and recommendations for the future of the Borough. Based largely
on community input, policy statements and directives have been established to conserve
and enhance community character, guide and focus growth to areas suitable for growth,
provide for a variety of housing opportunities, promote the efficient use and adequate
supply of community facilities, and maintain an efficient transportation system. These
policies form the conceptual framework for delineating appropriate development areas
in the Borough. The directives of Chapter 9 also form the basis for determining more
detailed policies and design guidelines regarding Borough growth and development
expectations. In general, Penbrook Borough has linked the accepted policies and
recommendations of Chapter 9 with the Land Use Plan. This Plan recognizes the
importance of identifying and organizing the Land Use Plan guidelines in a manner that
may be translated and applied toward implementation.

The Borough has utilized sound planning principles, considered the existing
development patterns and, examined local population, economic trends and other
community conditions. Following the planning process and citizen review and comment,
the Planning Commission formally recommends this Land Use Plan after considering:

- the appropriateness of applying the Land Use designations and
development guidelines within the Borough's present land use patterns;

- the reasonableness of applying the Land Use designations and
development guidelines within the Borough's existing land use conditions;

- the adequacy of these policies and guidelines to address the variety of land
uses that may be accommodated in Penbrook Borough;

- the political and social impacts of applying and implementing these
policies, concepts, guidelines, and recommendations in Penbrook Borough.

RATIONALE FOR THE LAND USE PLAN

An effective comprehensive plan is an expression of the community's accepted values,
expectations, and visions. The policies and recommendations proposed in Chapter 9 have
been established through studies by the Planning Commission and direct input from
Borough residents. In addition, data from Phase I of the Plan, the Dauphin County
Comprehensive Plan and, input from the Borough Police and Fire Companies and
Municipal Office also provided important information regarding growth trends and

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natural and man-made characteristics and influences. The following rationale identifies and summarizes important controlling trends and features that combine to form the basis for the Land Use Plan.

**Regional Growth Trends**

Chapter 3 of the Plan provides a complete review of population trends of the region and Borough. South Central PA, including the Harrisburg Region, has experienced continued population growth since the 1950's. The population movement within the region has continued to show increases in the suburban and exurban areas surrounding Harrisburg. Major transportation corridors such as US Route 22/322, Interstates 81 and 83, and State and Walnut Streets have nurtured development activity by providing accessibility to communities like Penbrook Borough.

This Plan recognizes the regional growth pressures increasing in the area. It is anticipated that the Borough will continue to experience residential development trends similar to those of the past. Limited commercial development pressure is also anticipated along the Borough's key corridors. This Plan envisions slow growth and is postured to accept a variety of development improvements in the most appropriate areas while preserving locally important historical areas.

**Anticipated Local Growth**

In comparison to County and Regional population and economic growth, the Plan anticipates continued small decreases in population, housing units, and other economic activity within Penbrook Borough. After experiencing significant increases in population until the 1950's, the 1990 Census reflected the continued decreases in Penbrook Borough's population over the past four decades (24.3 percent). The reliability of these population figures appear sound and generally consistent with census housing unit figures collected over the same period.

According to the 1990 US Census, the Borough's total housing units declined 3.5 percent from 1980 to 1990 to 1305 units. However, records from the Dauphin County Planning Commission's municipal building permit survey reveal that Penbrook Borough added a total of 120 new dwelling units since 1985.

It is unreasonable to assume this trend will continue into the future because of the limited developable space in the Borough. However, changes in regional residential market pressures will most likely require housing needs be met in Penbrook.

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Following a review of the 1990 Census material and housing statistics from the County, the following local housing unit and population factors were used in the development of the Land Use Plan:

- Persons per Dwelling Unit: 2.14 (90 Census)
- Persons per Household: 2.24 (90 Census)
- Persons per Owner Occupied Dwelling Unit: 2.45 (90 Census)
- Persons per Renter Occupied Dwelling Unit: 1.91 (90 Census)
- Population Density: 6490.7 per sq. mi. (Comp. Plan/90 Census)
- Housing Unit Density: 3034 units per sq.mi. (Comp. Plan/90 Census)
- Residential Land Use Density: 9.8 units per acre (Comp. Plan)
- Residential Land Area: 132.7 acres (Comp. Plan)

**Transportation System**

Chapter 5 of Phase I outlines a complete review of the Borough and State road system. This chapter provides an inventory of all roads, examines accident information and presents other transportation related information.

Safe and efficient movement of people, vehicles, and goods and services is essential to a successful community. Transportation patterns, corridors and intersections, and mass transit were examined and considered in the development of the Land Use Plan. The Plan recognizes the importance of transportation systems and their relationship with land development, and envisions a land use pattern that is well coordinated with the existing and future pedestrian and vehicular transportation systems.

**LAND USE PLANNING AREAS**

The Borough's future Land Use planning areas provide a more detailed delineation and description of the types of land uses proposed in Penbrook Borough. It is important that the community identify and organize the Borough's proposed land patterns and articulate the Borough's expectations for these areas. Based on public review and endorsement, these areas will represent the optimal and reasonable range of land uses for Penbrook Borough. Following final adoption, these land use districts will be translated and applied to the Borough's Zoning Ordinance and other land management ordinances.

Map 10-1 graphically represents the future land use designation of the Land Use Plan to be implemented.
Residential Single Family and Multi-Family

The Residential Single Family planning area has been established around areas currently hosting a majority share of single family homes. This area is to provide for single-family detached homes on comparatively larger lots. The district also permits public buildings, family and group daycare, and places of worship.

The Residential Multi-Family planning area has been established at locations where a larger portion of multi-family type homes currently exist. The R-2 district allows an array of dwelling types including: attached, semi-detached, and apartments. Several non-residential uses are also allowed in the district. Private garages (not for rental), places of worship, clubs and lodges, and medical/dental buildings. Lot sizes for these uses are reduced from the R-1 zone to allow for higher density in these areas.

The recommended range in density for the Residential Single Family planning area is from 1 to 5 dwelling units per acre. The recommended range in density for Residential Multi-family planning areas is 8 to 20 dwelling units per acre, depending upon the building type. The Residential Single family planning areas occupy approximately 66.2 percent of the Borough’s total land area, or 181.06 acres. The Residential Multi-Family planning areas occupy approximately 12.9 percent of the Borough’s total land area, or 35.34 acres.

Village District - Mixed Use

One of the key themes and goals of the Comprehensive Plan is to foster growth and development in the Borough's designated growth areas, primarily the Central Business District. This overall planning policy is an attempt to centralize and embrace growth and development in the Borough to provide for a mix of commercial and residential uses that are interconnected and convenient to Borough residents in the centralized village area, and focus interest in non-residential land development away from established residential areas. In an attempt to realize these basic goals, the Borough has recommended the continued use and enhancement of the Village planning area for mixed residential, office and commercial uses.

The Village District planning area is centered on the Borough’s main corridor along Walnut Street. These areas comprise approximately 3.8 percent of the Borough’s total land area, or 10.33 acres.

As its name suggests, the Village planning area proposes a mixed use concept that will be implemented to blend and/or strategically locate these mixed uses within a more highway oriented modern "village" setting. A brief discussion of the three land use orientations and expectations are outlined below:

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**Residential**

Residential orientations intended for this planning area will be designed to accommodate higher density residential uses in the form of single family, townhouses, row houses, condominiums, multi-family apartments, and other types of housing projects. This land use orientation promotes housing projects with densities ranging from 2 to 20 units per acre that emphasize special amenities for more dense projects, and development of well coordinated pedestrian features.

**Professional and Service Office**

Office oriented projects are intended to be business and professional in nature and well designed and scaled to fit within the mix of adjacent uses and activities. Planning and implementation approaches to office projects should address lower density siting patterns, substantial landscaping, and buffering to minimize conflicts with less intense adjacent uses. Other implementation approaches should address adequate and well designed parking and circulation systems for vehicles and pedestrians, infrastructure availability, and special site design features which will ensure development projects are well coordinated with surrounding uses.

**Commercial Retail Areas**

The commercial aspect of the Commercial Village planning area is intended to provide for a variety of highway orientated and more specialized commercial activities to be developed using stringent performance standards. These standards are to guide development projects away from the typical isolated "strip" center design increasingly common in the region toward a more coordinated and interrelated blend of commercial activities. Sites in the Village district are not suitable for larger sub-regional commercial centers. However, these projects could be considered if possessing superior design proposals. Results of supporting transportation/parking studies and plans that promote intermodal forms of transportation while minimizing negative traffic impacts should also be reviewed.

Along with commercial projects, the Village planning area is intended to provide for and control development of highway oriented land uses and complimentary retail activities such as free standing banks, restaurant, and other small retail activities. Because of the impact of development along the Walnut Street corridor, qualifications for the Village development should consider the unique need in this area.

Planning policies and implementation approaches in the Village district should be sensitive to signage, lighting, parking, and buffering provisions. As with other land use planning areas, implementation approaches should provide for locally sensitive site
design and special development amenities to ensure they will fit as centerpieces within the Borough's growth area.

Commercial

Penbrook Borough recognizes its location as a suburban corridor to Harrisburg City. The commuting of many City workers allows for the development of commercial activities in the Borough. Along the major corridors in the Borough, a commercial district has developed. Permitted uses in this district differ from the Village district by number and type. While existing commercial development remains comparatively small, the opportunity for larger scale development outside the Village district is apparent. The commercial area represents 17.1 percent or 46.84 acres of the Borough.

<table>
<thead>
<tr>
<th>Planning Area</th>
<th>Estimated % of Total Twp. Area*</th>
<th>Estimated Total Acreage**</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential - Single Family</td>
<td>66.2</td>
<td>181.06</td>
</tr>
<tr>
<td>Residential - Multi-Family</td>
<td>12.9</td>
<td>35.34</td>
</tr>
<tr>
<td>Village - Mixed Use</td>
<td>3.8</td>
<td>10.33</td>
</tr>
<tr>
<td>Commercial</td>
<td>17.1</td>
<td>46.84</td>
</tr>
</tbody>
</table>

* - Total Area of the Borough, is 273.57 acres or approximately 0.43 square miles.

SOURCE: Tri-County Regional Planning Commission, Atlas GIS, 1995

RELATIONSHIP OF LAND USE PLAN WITH ADJACENT MUNICIPALITIES

In accordance with the PA Municipalities Planning Code, Act 247, this Land Use Plan has reviewed and considered the planning and development activities of adjacent municipalities. Penbrook Borough is bordered by Harrisburg City and Susquehanna Township. In general, the proposed Land Use Plan creates little conflict with its adjacent municipalities. A brief discussion regarding each of these communities is provided below.
RELATIONSHIP OF LAND USE PLAN WITH THE DAUPHIN COUNTY COMPREHENSIVE PLAN

In August 1992, Dauphin County adopted its first County-wide Comprehensive Plan. In review of the overall goals and objectives for the County in the areas of Land Use, Environment, Transportation, Community Facilities and Services, Economic Development, and Housing, it appears that Penbrook Borough is consistent with the broad based policies established for Dauphin County.

The Borough’s planning elements in these areas are locally oriented and more detailed, but consistent with the directions promoted by County leaders.

DESIGN GUIDELINES AND POLICIES

Penbrook Borough has recognized the need for better development design and construction within the community. Comments from the Borough’s Household Survey, public meetings, staff and volunteers, and other sources identified the need for more quality design and construction throughout Penbrook Borough. This component of the Land Use Plan will set forth general design guidelines, principles and enhancements that should be considered, incorporated and implemented within the Borough’s subdivision and land development process, zoning ordinance, and other regulations.

The Land Use Plan recognizes and promotes good design as a process that involves active participation, cooperation, and understanding between the Borough decision makers, planners, and developers. The Plan recognizes the economic factors affecting developers in planning and constructing a well designed development project. However, Borough concerns related to health, safety, welfare, logical use of facilities, efficiency, historical and environmental preservation, adequate public facilities and quality of life are equally legitimate.

Penbrook Borough takes the position that the design and development review process creates an opportunity for cooperation to ensure development projects meet policies and design guidelines of the Borough and requirements of the developer. For this to be successful, the Land Use Plan promotes three concepts. These are:

- The Borough encourages developer and municipal interaction early in the planning stages of the development project.
- The Borough is committed to developing clear and understandable design standards that are acceptable to the community and consistent with Borough policies.
The Borough's design standards will be applied and implemented consistently.

The remainder of this section will outline Penbrook Borough's general design objectives. As necessary additions or deletions to these objectives are brought forward, this section and corresponding ordinance provisions should be amended.

**Borough Organization**

Penbrook Borough desires that development locate in appropriate areas that nurture personal interaction while remaining sensitive to the Borough's small town environment. Four general design guidelines are established for achieving this type of community.

- Future development in the Borough will be conscious of and encourage safe and coordinated pedestrian, non-motorized and vehicular transportation. The Borough will promote this objective by seeking a well designed system of multi-purpose streets, transportation links, and sidewalks.

- Penbrook Borough is committed to promoting a variety of housing types of varying densities that are affordable and accessible to broad socio-economic segments of the population.

- The Borough promotes a mix of residential, commercial, civic, and recreational uses within its boundaries to advance community activity and social interaction.

**Site Design and Layout**

Penbrook Borough recognizes that successful development projects are characterized by a sense of internal cohesiveness and compatibility with their surroundings. To achieve this, developers and Borough decision makers must utilize the information found in the Comprehensive Plan and other sources to evaluate the site's surroundings and understand its settings. This important first step will ensure that development projects relate to their surroundings and are designed to have minimal impact on the Borough's environment.
Pedestrian and Vehicular Circulation System

The circulation system is the pedestrian and vehicular movement pattern within the Borough and/or development site. Streets, sidewalks, paths, and bikeways comprise the circulation system.

This Plan recognizes the circulation system as one of the basic and vital components of site design and community development. The circulation system must work efficiently and safely. As the Borough reviews land development projects and/or re-examines its approach to circulation, five design principles should be considered:

- The design of the pedestrian and street circulation system should be conscious of the site. Borough decision makers, planners, and developers must consider topography, grade drainage, aesthetic enhancements, natural features in designing and reviewing project proposals. Advantages to this basic approach may include fewer drainage problems and reduced cutting and filling costs.

- Circulation system design should meet the functional needs of Borough residents, drivers, and pedestrians. In order for Penbrook Borough to have a successful transportation system, all future development projects should be encouraged to put pedestrians at a level equal to or above the automobile.

- Sidewalks should be incorporated into the Borough and development projects where needed. In more dense neighborhoods and areas adjacent to commercial centers, sidewalks should be constructed. These facilities offer children places to travel throughout the neighborhood or development and between development projects. Sidewalks also provide a social focus for all residents of the neighborhood.

- A successful pedestrian circulation system is not neighborhood exclusive. Neighborhoods, parks, commercial areas, and other social centers should be linked. Where pedestrian systems cross roadways and relate closely to the road system, safe crosswalks and other measures to minimize conflict, such as differentiated paving color and material, lighting and reflectors, curbs and other barriers should be developed.

- This comprehensive plan recognizes that Land Use Planning areas should be integrated with plans for transportation facilities. Providing for mixed use areas may encourage a reduction in the amount of vehicular trips and vehicle miles traveled.
Landscaping

The Land Use Plan recognizes and encourages landscaping as a basic design element in Penbrook Borough. Borough decision makers, planners, and developers are encouraged to understand and utilize the various functions of landscaping and promote it in all aspects of community development. These general functions are outlined below:

Aesthetic Function

Creating a more pleasing development is the most common function for landscaping. Plantings and other landscaping elements may make a project more attractive, provide screening and buffering of undesirable views and conflicting land uses. Landscaping may be used to compliment the design of buildings by adding texture and color.

Architectural Function

Landscaping is useful in articulating and defining spaces by forming barriers, canopies, and floors. Spaces may be concealed, highlighted, and activity directed and, or contained using landscaping materials.

Engineering Function

Landscaping may be incorporated in site engineering to control soil erosion, reduce harsh noise, remove or minimize pollutants from the air, control glare and reflection, and reduce the effects of wind.

Climatological Function

Landscaping materials such as shade trees, earth mounds, shrubs, and fences have an effect on the climate of the site. Plants increase comfort by shading. They reduce evaporation in soils and reduce dust. Landscaping materials can also block and divert wind toward and away from structures to capture their seasonal effects.

Off-Street Parking

Penbrook Borough recognizes that parking areas are necessary to accommodate the needs of businesses and citizens in accomplishing their daily activities. However, these areas must be constructed in a manner that avoids conflicts between pedestrians and motorists while creating a visually attractive and natural appearance in and around the site. Several factors must be considered when parking areas are being developed.
Parking lots should be located conveniently near their respective use with a sufficient number of regular, handicapped, and bicycle parking spaces to serve the building(s).

Parking lots should be designed with sufficient space for maneuverability in and around the lot.

The traditional open and wide masses of asphalt for parking is an inadequate approach to parking lot design in Penbrook Borough. Lots should be broken into smaller areas and/or separated with the use of trees and landscaped islands.

In general, parking lots should be located toward the sides and rear of buildings to avoid the negative visual effects of concrete masses in front yards.

Adequate exterior lighting should be provided within parking lots. Emphasis should be placed on appropriate lighting at entrances, exits, and barriers. All lighting should be positioned to minimize glare and illumination beyond the development site.

**Signage**

The Borough recognizes that attractive, coordinated, well-designed signs can have a positive impact on local businesses and the community. Signs define businesses and places in the community, stimulate business economic activity, create a pleasing environment that will attract people, and enhance the image of the community. When incorporated into development projects and other public spaces, signs should be easy to understand. Signs should relate to and compliment other elements of site design and community character. They should not be used excessively to create visual clutter. Rather, they should be placed only where they are needed.

**Lighting**

Lighting is another design element important to site design and successful community development. Proper lighting design can be an instrument for creating a sense of place in individual development projects and special areas of the Borough. However, its primary role is to ensure adequate night time safety. Lighting should be appropriate for the purpose required. Several basic lighting guidelines are outlined below.

- Lighting for safety should be placed at intersections and spaced along sidewalks and walkways.
Lighting for security purposes should be placed and provided at entryways, between buildings, and in parking areas.

Spacing of light standards should be appropriate for their height. Lighting standards should be suitable in size and style to the surroundings.

Spotlights should be pointed toward buildings with light being focused on the site only and not on neighboring properties.
CHAPTER 11
TRANSPORTATION PLAN

The quality and nature of the existing and future development of Penbrook is closely related to the ability of its transportation system to efficiently and effectively carry the volume of traffic generated within the Borough, as well as through-travel. The circulation pattern of the Borough should function to accommodate the safe, free flow of pedestrian and vehicular traffic to the greatest extent possible.

Travel demands within Penbrook have a direct relationship to land use within the Borough, especially non-arterial roadways. Walnut Street (US Route 22), Herr, Hoffer and Canby Streets, and Market Street Road are the only roads in the Borough which carry a significant number of trips that have neither an origin or destination in Penbrook. A section of this plan will further address several land use issues which impact on transportation.

As with land use, transportation is another major planning component that can either enhance or deteriorate the Borough’s visual image, character and quality of life. The current land use of Penbrook has neither mandated nor fostered an automobile dependency; however, the continuing transition of our automobile dominated society has led to changes in the overall design and use of these routes. Typically, roads are widened and improved to accommodate more traffic. Although these improvements often do not reserve space for pedestrians and other modes of travel, future improvements to the transportation system should accommodate all modes of transportation. In addition, the Borough must pursue alternative transportation modes to ensure that Penbrook maintains an orderly growth pattern.

The following information will supply the Borough with a number of options for consideration in future development of its transportation system. Used as a reference in coordination with other components of this plan and implemented through revisions in the Borough’s ordinances, the information in this chapter can be useful for the Borough to meet established transportation-related goals and objectives as set forth in Chapter 5.

FUNCTIONAL CLASSIFICATION OF ROADS

Chapter 5 presented the existing classification of highways in the Borough as developed by the Pennsylvania Department of Transportation (PennDOT) and the Harrisburg Area Transportation Study (HATS). All of Penbrook Borough lies within the Harrisburg Urbanized Area. Therefore, for design purposes, urban design criteria should be used
Functional classification designations are important to planning at the local and regional levels for a number of reasons. At the local level, functional classifications are probably most important in determining and applying design standards such as cartway widths, right-of-way acquisition and curbing to roadways being built or improved by either developers or the Borough. Every attempt should be made to have consistent functional classification schemes at the local, county and regional level. Table 11-1 shows the proposed functional classification of roadways within the Borough. All functional classifications proposed within this Comprehensive Plan are so classified by PennDOT.

The one urban principal arterial road currently serving the Borough (Walnut Street) carries a substantial volume of traffic, a large percent of which is through traffic. No other road in the Borough currently satisfies the criteria for urban principal arterial status.

Several roads meet the criteria of "local collector" status. Local collector streets serve as "minor" collectors, which operate as arterial and collector feeders as well as connecting corridors between residential areas, shopping and other services.

Major development should be guided away from local roads to roads with a higher functional classification, which generally are constructed to a higher standard and provide better connections within and through the Borough.

**TABLE 11-1**

**PROPOSED FUNCTIONAL CLASSIFICATION OF ROADWAYS**

<table>
<thead>
<tr>
<th>Road Name/Number</th>
<th>Classification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walnut Street (SR 3014)</td>
<td>Urban Principal Arterial</td>
</tr>
<tr>
<td>Herr Street (SR 0022)</td>
<td>Other Principal Arterial</td>
</tr>
<tr>
<td>Market Street Road (SR 3023)</td>
<td>Other Principal Arterial</td>
</tr>
<tr>
<td>Canby Street (SR 3020)</td>
<td>Urban Minor Arterial</td>
</tr>
<tr>
<td>Twenty-eighth Street (SR 3013)</td>
<td>Urban Minor Arterial</td>
</tr>
<tr>
<td>Hoffer Street</td>
<td>Urban Collector</td>
</tr>
</tbody>
</table>

All other Borough roads are classified as Local.
DESIGN ELEMENTS AND CRITERIA

The majority of non-arterial roads within Penbrook Borough were originally designed and utilized as farm roads. Access to many homes was designed to be through the rear alley. As the Borough grew, these roads were paved and improved, but usually retained their original form. The result is that many roads have narrow cartways with little or no shoulder, structures directly abutting the roadway, and poor sight distance at intersections and driveways. However, while most of the major roads within the Borough appear to be well maintained, any future road maintenance plan developed by the Borough must take the unique history of Penbrook Streets into consideration.

As the Borough improves, developers should be required to make improvements to existing Borough roads when a road is significantly impacted by the development. This could take the form of either a direct improvement by the developer or a financial fee in lieu of a physical improvement.

Table 11-2 presents PennDOT's recommended Urban Design Criteria as found in PennDOT Publication 70 - "Guidelines for Design of Local Roads and Streets". In addition to design criteria, this publication discusses various elements of design. Because the majority of the infrastructure in Penbrook is established, the Borough needs to be cognizant of these design criteria when adjacent development takes place or a Borough project is implemented. The street system is not expected to change significantly because of the small amount of development that occurs in the Borough. This Plan will summarize some of the design elements appropriate to the Borough.

Cartway Widths and Number of Lanes

"Cartway width" refers to that portion of the street right-of-way which has been paved or otherwise stabilized for vehicular traffic. Ordinarily, it is the paved curb-to-curb width of the actual roadway which is used to carry traffic. To be considered adequate, cartway widths must permit the free movement of traffic through at least one free lane in both directions at all times. This movement of traffic can be affected by parking, traffic control devices and intersections.

Table 11-2 indicates that the desirable lane width for collector and local roads within the urbanized area is twelve (12) feet, with ten (10) feet as the minimum. These values do not include the additional eight (8) to ten (10) feet of width needed on each side of the roadway where on-street parking is permitted.
### TABLE 11-2

**Urban Design Criteria**

<table>
<thead>
<tr>
<th>Design Speed (mph)</th>
<th>Desirable</th>
<th>Minimum</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Suburban</td>
<td>Downtown</td>
</tr>
<tr>
<td>70 mph</td>
<td>70 mph</td>
<td>60 mph</td>
</tr>
<tr>
<td>50 mph</td>
<td>50 mph</td>
<td>40 mph</td>
</tr>
<tr>
<td></td>
<td>Suburban</td>
<td>8'-4' Paved Lt.[10]</td>
</tr>
<tr>
<td>10' Des., 8' Min.</td>
<td>10' Des., 6' Min.</td>
<td>Up to 16', as req.[6]</td>
</tr>
<tr>
<td>Cross Slope[9][17]</td>
<td>Suburban</td>
<td>S.E. Max.</td>
</tr>
<tr>
<td></td>
<td>Suburban</td>
<td>.06'/1</td>
</tr>
<tr>
<td>Vertical Grades</td>
<td>70 mph</td>
<td>60 mph</td>
</tr>
<tr>
<td>Level (Max.)</td>
<td>3%</td>
<td>3%</td>
</tr>
<tr>
<td>Rolling (Max.)</td>
<td>4%</td>
<td>4%</td>
</tr>
<tr>
<td>Mount. (Max.)</td>
<td>5%</td>
<td>6%</td>
</tr>
<tr>
<td>Minimum</td>
<td>.5%</td>
<td>.5%</td>
</tr>
<tr>
<td>Horizontal Curvature</td>
<td>Suburban</td>
<td>3 deg.</td>
</tr>
<tr>
<td>Desirable</td>
<td>Suburban</td>
<td>4 deg. 30'</td>
</tr>
<tr>
<td>Maximum</td>
<td>Suburban</td>
<td>7 deg.</td>
</tr>
<tr>
<td>Sight Distance</td>
<td>70 mph</td>
<td>60 mph</td>
</tr>
<tr>
<td>Stopping (Min)</td>
<td>600'</td>
<td>475'</td>
</tr>
<tr>
<td>Passing (Min)</td>
<td>2500'</td>
<td>2100'</td>
</tr>
<tr>
<td>Guide Rail and Median Barrier</td>
<td>See Design Manual-2, Chapter 12</td>
<td>See Design Manual-2, Chapter 12</td>
</tr>
<tr>
<td>Horizontal Clearance</td>
<td>Suburban and Downtown</td>
<td>30' Lt. &amp; Rt., Des.</td>
</tr>
<tr>
<td>Bridge Widths[14][16][18][19]</td>
<td>Pavement + Shoulders[12][21]</td>
<td>Pavement + Shoulders or Between Curbs</td>
</tr>
<tr>
<td>Parking Lanes</td>
<td>None</td>
<td>12' Desirable, 10' Minimum[7]</td>
</tr>
<tr>
<td>Sidewalks</td>
<td>None</td>
<td>See Design Manual-2, Chapter 6</td>
</tr>
</tbody>
</table>

[1] See Urban Design Criteria Notes on Next Page

Source: PennDOT, Publication 70, "Guidelines for Design of Local Roads and Streets"
Urban Design Criteria Notes

URBAN FUNCTIONAL SYSTEM CHARACTERISTICS

Interstates & Other Limited Access
1. Limited access facilities Freeways
   Arterials
2. Serves major movements within urbanized areas
3. Provides continuity with rural arterials
4. Internal service dependent on size of area
5. Interconnects with and augments urban principal arterials
6. Provides service to moderate length trips
7. Connects to rural major collectors at urban boundary
   Collectors
1. Provides service & land access
2. Collects traffic from locals
3. Provides traffic circulation
   Local Roads
1. Comprises all facilities not on higher systems
2. Provides access to land and higher systems
3. Thru traffic discouraged

TERRAIN

Level terrain is that condition where highway sight distances, as governed by both horizontal and vertical restrictions, are generally long or made so without construction difficulty or major expenses.

Rolling terrain is that condition where the natural slopes consistently rise above and fall below the highway grade line and where occasional steep slopes offer some restriction to normal highway horizontal and vertical alignment.

Mountainous terrain is that condition where longitudinal and transverse changes in the elevation of the ground with respect to a highway are abrupt and where the roadway is obtained by frequent benching or side hill excavation.

Terrain classification pertains to the general character of the specific route corridor. Roads in valleys or passes of mountainous areas that have all the characteristics of roads traversing level or rolling terrain should be classified as level or rolling. In general, rolling terrain conditions cause trucks to reduce to speeds below those of passenger cars on some sections or highway and mountainous terrain causes some truck operation at crawl speeds.

LEVEL OF SERVICE

Desirable "C", Minimum "D"

NOTES

1. Desirable minimum grade of 0.75% on curved sections.
2. Number of lanes as determined by lane capacity design for selected level of service.
3. Eleven (11) foot lanes are acceptable when there are tight lateral control and when new construction will carry light amount of truck traffic (predominantly single unit).
4. One (1) foot offset to curbs is acceptable where running speed permits, minimum width of new construction twenty-six (26) feet curb to curb. Two (2) foot offset to curb desirable.
5. A six (6) foot median with barrier for two and three lane directional sections will be acceptable as a minimum treatment for highly urbanized and laterally restricted area.
6. Four (4) foot is acceptable for sections with lateral control and with no traffic control devices in the median. The deletion of the median is acceptable for sections with extremely tight controls.
7. Eight (8) foot minimum parking lanes may be provided, when justified.
8. Six (6) foot shoulders may be used in highly urbanized and laterally restricted areas.
9. Cross slopes of .03% are desirable for speeds less than 40 MPH.
10. For three or more lanes directional facilities, the left shoulder equals ten (10) feet.
11. Allow two (2) feet additional (desirable) adjacent to curbs, one (1) foot minimum.
12. When DHV-250 Trucks, use fourteen (14) foot right shoulders. Refer to DM-4 for widths when auxiliary lanes are involved.
13. In highly urbanized and laterally restricted areas, six (6) feet may be used. Not (6) on this page may control the left shoulder width.
14. For projects whose purpose is to replace a bridge with minor roadway work, see Note (7) Rural Criteria Notes for bridge widths on page 2.1.05.
15. Use twelve (12) foot right shoulder (ten (10) foot paved) where DHV = 250 or more trucks.
16. On curbed approaches, the bridge width may equal the curb to curb width. Provisions for sidewalk on one side shall be made where pedestrian traffic is possible.
17. In curbed areas with longitudinal slopes of 1% or less, .03% cross slopes may be used on tangents.
18. Where paved or curbed parking lanes exist or have been approved for construction on approaches, the clear roadway of the proposed bridge in each case will be determined by the Central Office Bureau of Highway Design upon receipt of the District Engineer's recommendation.
19. Sidewalks preferable shall meet Department standards and requirements.
20. Design speeds less than 30 MPH are recommended only under special circumstances where a higher design speed would create unusual problems.
21. Selection of single or dual structures shall be made based on an economic analysis. Such items as structure length and width, horizontal and vertical curvature, and ramp geometry shall be considered.
Street Grades

Recommended vertical grades fall within the range of five (5) percent to twelve (12) percent, depending upon whether the road is classified as urban or rural and whether it is an arterial, collector or local road. Local urban roads generally permit steeper grades than do arterial and rural routes. Where grades exceed four (4) percent, special attention should be given to storm drainage and erosion prevention. Street grades in commercial areas should not exceed eight (8) percent, but preferably should be less than five (5) percent. Minimum grades for streets should range from 0.5 percent along non-curbed sections to 0.75 percent along curbed cartways.

Intersections

Intersections are a critical element for both capacity and safety of the roadway system. In particular, adequate corner sight distance is essential at intersections. PA Code, Title 67, Chapter 441, "Access to and Occupancy of Highways by Local Roads and Driveways," outlines recommended sight distance criteria.

If possible, intersections should be designed to converge at right angles to maintain visibility and control of building lines. In addition, restrictions on fences and landscaping within clear sight triangles is recommended to maintain the required minimum sight distances. Intersection areas should be designed with a nearly flat grade, and intersection approaches on which vehicles must stop should not exceed a five (5) percent grade. Minimum corner radii should be twenty-five (25) feet in residential areas and thirty (30) feet in commercial areas.

Bridges

Bridge structures should have a width at least equal to the cartway width of the approach roadway. If there are sidewalks along the approach roadways, they should be carried across the bridge. All bridges on Borough roads should be inspected for structural integrity on a biennial basis.

Traffic Control Devices

Stop controls should be used with prudence and should not be used excessively. Three and four-way stop controlled intersections should be avoided in favor of two-way control, unless sight distance problems or a high accident rate dictate the need for three or four-way control. The excessive and improper use of stop signs often cause more problems than they solve.
**Driveways**

Driveways should be designed and situated in locations that provide the best possible visibility. Common driveways that abut side property lines and share the same curb cut provide a means of minimizing the number of curb cuts on roads and streets and the negative effects of on-street parking. Entry to the street should be at right angles. Widths of residential driveways should be ten (10) feet to twenty (20) feet, with a minimum corner radius of ten (10) feet. A minimum of forty (40) feet should be maintained between the intersecting curb lines and the driveway curb. For commercial driveways, a desirable width would be twenty-four (24) feet, with a corner radius of thirty (30) feet.

PA Code, Title 67, Chapter 441, "Access to and Occupancy of Highways by Driveways and Local Roads", provides design information and regulations for driveways. This document should be consulted, since roadway design speed dictates different cartway and radius widths. For driveways on state highways, property owners or developers must obtain a Highway Occupancy Permit from PennDOT prior to construction.

**Street Lighting**

Attention should be given to the illumination of intersections, especially those intersections with a history of night rather than daylight accidents. Also, intersections involving streets which are difficult to locate at night and involve dangerous turning movements should be lighted for convenience and safety purposes.

**Off-Street Parking**

Within the Borough, parking has become a problem in some areas (see Map 5-2). Small lot sizes, limited off-street space, and increased residential unit densities contribute to limited available parking. Residential areas and commercial activities that developed without adequate parking have stimulated increased demand for off-site parking spaces. Consequently, parking occurs on the street and alley shoulders on rear alleys. These situations cause vehicular congestion and impair access for emergency and other vehicles.

Whenever possible, parking should be located off streets and at the rear of properties, not along roadways. Standards for parking areas should be reviewed and strictly enforced to ensure that only properties that can accommodate adequate off-street parking are developed. Many of the alleys accessing properties at the rear are inadequately curbed and paved. These parking areas not only are unclearly marked and delineated but also visually unpleasant. In addition new parking lots should be screened from view and incorporate trees and vegetation to improve their appearance and
impression. Parking standards in the Borough Zoning Ordinance also should be closely examined and amended if feasible.

Other considerations to alleviate the parking problem could include: allocating existing lots to nearby residents for overnight parking, purchasing, or constructing public parking facilities in conjunction with the local merchants, better utilization of the Borough’s alleys to access off-street parking, and rezoning of multi-family districts to single family uses to avoid the increased parking space that necessarily comes with further allocation of space in residential units.

Since, part of the parking problem is caused by the increased allocation of space within residentially zoned land (ie; conversion apartments), a decision to disallow development fronting on substandard roadways or alleys should be considered. Any proposed development allowed by ordinance should be required to bring this section of the street up to the prescribed standards. Penbrook also receives liquid fuel taxes for all its streets. While this funding is not enough to redesign and pave many roadways, street rehabilitation should be prioritized based on a combination of performance standards. A ranking system could be developed to take into account existing roadway conditions, average daily traffic, number of properties served, etc.

On-street parking along Walnut Street has long been an issue discussed by the Borough and PennDOT. Removal of the parking along the arterial route would eliminate a major bottleneck and make travel through the corridor much easier. Further, snow removal would be less difficult since plows would not have to move around vehicles parked on the street. On the other hand, such a restriction would inconvenience merchants and their customers. In order to remove this parking, the Borough should consider public parking facilities to serve the Walnut Street corridor. Outside funding should be explored to give motorists the opportunity to use regional highways more efficiently.

Future Development

By developing and adopting a Transportation Plan in conjunction with a Future Land Use Plan, the Borough is taking a major step in promoting future development that is coordinated, logical, and compatible with the existing transportation network and other infrastructure. Developers are encouraged to utilize this section of the plan as a guide when designing subdivision and land development proposals. In order to develop a successful street system, an engineering review of specifications and details will be necessary in regard to construction, proper street grading, sight distances at intersections, stormwater management and soil erosion controls.
This Plan does not advocate any extension of existing roads or propose any new roads. However, the following guidelines are offered for consideration if new or redesigned streets should be located in the Borough.

- New streets should constitute logical extensions of existing roads.
- Cul-de-Sacs are less desirable than new through streets that connect to the existing system.
- New streets should follow the existing topography in order to minimize cutting, filling and other negative environmental effects as much as possible.
- New streets should avoid, where possible, sensitive environmental areas.
- Sidewalks, pedestrian trails, bicycle facilities and other forms of transportation should be considered in the design process of new streets.

TRANSPORTATION AND LAND USE

Transportation and land use have historically had a reciprocal relationship. Whether by foot, river, rail or road, the transportation technology of an era has had a great influence on city and community development. Similarly, the form in which cities developed perpetuated the dominant transportation mode of the period.

The Comprehensive Plan recognizes that, because of its built-up nature, Penbrook will not experience the same type of development pressures as will much of the county. However, the existence and close proximity of Interstates 81 & 83 and U.S. Route 22 ensures that large amounts of inter-regional as well as intra-municipal traffic will travel in and through Penbrook. In addition, as Lower Paxton and Susquehanna Townships become more developed, additional vehicles will be driven through Penbrook Borough. Borough residents have made it clear, via the 1992 Household Survey, that they do not wish to develop in the same way as surrounding townships have. Through a combination of zoning and subdivision regulations and transportation policies, Penbrook can determine the way in which it develops.

A variety of goals set forth in Chapter 9 - "Community Goals and Objectives" can be met through innovative land use and transportation policies. These include:

- Preservation of the Borough's historic and significant landmarks
Land use patterns that encourage pedestrian travel, reduce the need for auto traffic and create less traffic congestion
Support provisions for handicapped accessibility
Encourage general safety and social interaction and promote a reduction in neighborhood crime through encouragement of pedestrian activity
Promotion of development patterns that provide a mix of uses that encourage pedestrian movement, social interaction, and affordable housing options.

By allowing innovative land use policies such as mixed use development (see Chapter 10 - Future Land Use), the Borough can reduce the reliance on the automobile. This will result in a reduction of congestion and air pollution and simultaneously will increase pedestrian activity, thus providing safer neighborhoods, a greater degree of social interaction and a sense of community.

In the past, the way to alleviate congestion has been to build more roads. However, because that only enticed more people to drive, as soon as a new road opened, it would exceed its design capacity. By reducing automobile reliance and allowing innovative land use and development, the Borough will be able to meet many of the goals set forth in Chapter 9. Many of the goals also will be met by relying on alternative modes of transportation. The next section will focus on several alternatives.

ALTERNATIVE TRANSPORTATION MODES

Recently, alternative modes of transportation such as walking or biking have gained in popularity not only as a means of recreation or exercise but as a viable, energy saving commuting alternative. Table 5-2 presented 1990 Census Data that showed that 91.8% of Borough residents commuted by automobile, while only 8.0% commuted by other means (public transit, walking, bicycle, etc).

A significant reason why people do not use alternative modes in Penbrook is that alternate facilities are lacking and most facilities that do exist must be shared with the automobile. A separate section has been devoted to bicycles, pedestrians and other alternative forms of transport because alternative facilities have special requirements which need to be met in order to insure that such networks will be utilized. If a road is not safe or sidewalk is not provided, then these modes will not be utilized. When in place, such facilities will reinforce the transportation and land use policies recommended elsewhere throughout the Transportation Plan.

On a regional scale, pedestrian and bicycle forms of travel are not as important as highways and transit modes. However, the 1990 Census did show that nearly 12,000 persons in the region walked to work, and an additional 584 rode a bicycle. These
figures will only increase as people take advantage of these forms of travel for their energy efficiency and health benefits. Safe and convenient facilities for these trips are necessary to encourage their use. If planned for, these forms of transportation can play an even more significant role in the area's transportation system.

Bicycle

In order to develop policies and recommendations on alternative travel, the Borough should be represented on a regional task force including representatives from law enforcement, public works, bike groups, and planning agencies. This representation can be through the Harrisburg Area Transportation Study (HATS), the regional transportation planning organization. Tri-County Regional Planning Commission is the lead planning agency for this group and can keep Penbrook Borough informed of issues important to the Borough.

With the passage of the Intermodal Surface Transportation Efficiency Act in 1991, more federal and state money is available for alternative transportation projects such as bike paths and networks. Other funding sources are also available, such as the National Recreational Trails Fund. Although local funds may be required as a match for most of these sources, the Borough can solicit private funds or in-kind services to cover all or part of the local share.

Designing bike paths requires matching the type of facility with the intended users. For planning purposes, it is usually sufficient to narrow the various groups to two categories: recreational riders and commuting riders.

Commuting cyclists will generally ride on major roads at higher rates of speed. Their special needs include wider shoulder widths, preferably marked by striping, a smooth surface, safe drainage grates and secure bicycle parking.

Recreational riders generally require less accommodations, particularly with the recent popularity of off-road riding. Some specific needs are lower posted speed limits in residential neighborhoods, multiple use trails and the control of parking, particularly at intersections, in order to provide clear sight distances and enhance safety.

Further design guidelines can be found in the "1991 AASHTO Guide to the Development of Bicycle Facilities," published by the American Association of State Highway and Transportation Officials.
Pedestrian

Pedestrian facilities are often overlooked or ignored, yet they are one of the most vital links in any area transportation network. Individuals in every age group do not drive. Walking is the quickest, least expensive and most convenient alternative to driving for many of these individuals. The young and the elderly, in particular, rely on pedestrian facilities. Walking does more, however, than just provide a travel mode for individuals who cannot drive. It also offers many amenities, such as conservation of energy, reduction in air pollution, and exercise. Walking also provides an ideal setting for social interaction and helps foster a sense of community.

It is important to develop an extensive pedestrian network within the Borough to complement the proposed land use policies. Penbrook can encourage pedestrian traffic by requiring development to front on streets, forcing parking areas to be located at the side or rear of a building, requiring sidewalks in any new development, and permitting mixed use development.

The Borough should follow several guidelines in developing a pedestrian system. After taking an inventory of pedestrian facilities, the Borough then can create a master plan for future facilities. Sidewalks should be safe and secure. This means that the pavement should be in good condition, non-slippery and obstacle-free. Lighting should be provided where possible for safety and security. Pedestrian signals at busy intersections also will increase safety. A buffer should be provided between the street and the sidewalk, as well as places to stop and rest should be available. This is particularly important for the elderly and could consist of a simple bench.

Transit

Penbrook is currently served by Capitol Area Transit (CAT) and Dauphin County Transportation Department. CAT provides service on three local routes.

- Route 1 - Market Street (Map 11-1) provides a direct connection with Downtown Harrisburg as well as Kline Plaza and Weis Market on 29th Street.

- Route 12 - Walnut/State Streets (Map 11-2) provides service into Susquehanna and Lower Paxton Townships. Service to the shopping areas on Route 22, as well as downtown Harrisburg are accessible on this route.

- Route 15 - Union Deposit (Map 11-3) will provide Penbrook residents with access to the Union Deposit shopping areas. Both Dauphin Plaza and the
Point Mall are served by this route. Also service to Osteopathic Hospital and downtown Harrisburg is available on Route 15.

Dauphin County Transportation Department provides paratransit (door-to-door) service to eligible Borough residents. Eligibility is determined through many different human service programs. Interested residents should contact the County Department at 558-1400 for eligibility requirements and service.

The Borough should support the use of transit, not so much through financial means, but through implementation of design standards which would allow public transit a greater ability to draw passengers. Civic group-sponsored benches at major stops, parking restrictions near intersections where buses need additional turning radius, and adequate sidewalks accessing transit stops. All are examples of projects that would enhance transit and thereby make Penbrook less dependent upon the automobile.

**Car and Vanpool**

Park and Ride lots can be positioned throughout the Borough for motorists to meet and then commute to work. The intent of park and ride facilities in Penbrook would be to alleviate the parking in spaces normally needed by residents. Consolidating parking will not only relieve on-street parking, but may open opportunities for joint development in concert with the parking facility. Park and ride lots can be rather inexpensive to set up and maintain if in conjunction with an existing parking facility. Preferably, lots chosen should be paved, well lit and secure.

Carpooling and park and ride lots reduce the amount of traffic on the Borough’s roads. While initial results may not be very significant, the formation of these facilities will hopefully bring about a change in attitude needed to alter commuting behavior. These commuting services are relatively inexpensive and have the potential for the most impact.

A car and vanpool match service is provided by Tri-County Regional Planning Commission. This service is free of charge and is available to all individuals in the Tri-County commuting area.

**CONCLUSION**

While the coming decades will not place much developmental pressure on Penbrook, the way in which the Borough’s transportation network develops will have a profound effect on the way the Borough’s land use evolves. The combination of roads, alternative transportation systems and land use have been emphasized throughout the Transportation Plan. The combination of all three elements is essential for the Borough to develop in an orderly, planned manner. Without all three components, the Transportation and the Future Land Use Plans cannot reach the goals set by this Comprehensive Plan.
CHAPTER 12

COMMUNITY FACILITIES PLAN

The Community Facilities Plan provides basic recommendations and standards for facilities and services necessary to support the resident and business population of the Borough. The Borough's development densities and land uses provide a basis for decisions determining appropriate levels of public support services and facilities. The Community Facilities Plan component also outlines possible options and considerations to approaching community facility issues in the future.

A primary theme in Penbrook Borough's planning program is to strengthen the Comprehensive Plan's central role in Borough decision making. As community facility demands and needs change, the Comprehensive Plan and the planning process should provide the framework for continual review and revision of Borough policies. The Community Facilities Plan recognizes that separate studies and plans developed by the Borough's Recreation Board, Area Water and Sewer Authorities, School District, or other committees or task forces will provide more detailed recommendations and standards for community facilities. These mutually supportive planning studies and policy recommendations are encouraged within the Borough's continuous comprehensive planning program.

PUBLIC SCHOOLS

School facilities play an important part in the quality of life within the Penbrook Borough. Although the development and administration of school facilities is the responsibility of the Central Dauphin School District, the Borough may offer guidance in evaluating and determining current and future facility needs. State and national standards establish various guidelines for school facilities. The following tables represent accepted size and time/distance relationships for locating school facilities.

**TABLE 12-1**

<table>
<thead>
<tr>
<th>School</th>
<th>Urban Area</th>
<th>Suburban Area</th>
<th>Rural Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary</td>
<td>8-12 Acres</td>
<td>18-20 Acres</td>
<td>10-14 Acres</td>
</tr>
<tr>
<td>Junior High School</td>
<td>20-25 Acres</td>
<td>25-30 Acres</td>
<td>20 Acres</td>
</tr>
<tr>
<td>Senior High School</td>
<td>35-40 Acres</td>
<td>40-45 Acres</td>
<td>40-45 Acres</td>
</tr>
</tbody>
</table>

Source: Pennsylvania Department of Public Instruction: Principles and Criteria for Section and Development of School Sites.
TABLE 12-2
TIME - DISTANCE STANDARDS FOR SCHOOL SITES

<table>
<thead>
<tr>
<th>School</th>
<th>Walking Distance</th>
<th>Travel Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary</td>
<td>1/2 Mile</td>
<td>20 Minutes</td>
</tr>
<tr>
<td>Junior High School</td>
<td>1 Mile</td>
<td>30 Minutes</td>
</tr>
<tr>
<td>Senior High School</td>
<td>1 1/2 Miles</td>
<td>45 Minutes</td>
</tr>
</tbody>
</table>

Source: Pennsylvania Department of Public Instruction: Principles and Criteria for Section and Development of School Sites.

Although Penbrook no longer has a public school within its borders, the schools Penbrook students presently attend are located within these standards and adequately serve the Borough. Although, population in the District is expected to grow over the years, according to the Central Dauphin School District Long Range Development Program 1991-92, public school enrollment over the next ten years will be more dependent on future births and age composition of the district population than overall population growth.

As part of its school bus transportation plan, Central Dauphin School District has in place a snow emergency plan. In the event a snow emergency is declared in Penbrook Borough, contingency bus stop locations will be served until the emergency is lifted and normal routing can be achieved. Central Dauphin School District will inform students via school announcement or radio and television that the emergency bus stop locations are in effect. Schedule times change annually and are available from the School District. Students should report to the closest and safest bus stop. The emergency bus stop locations are:

- Penbrook Borough building
- Old Penbrook Elementary School
- St Margaret Mary School

Penbrook Borough should adopt a policy of prioritizing the school bus routing into its snow plowing schedule in an effort to return the school buses to their normal routes as soon as possible.
PARK AND RECREATION

Penbrook has a popular and successful park and recreation program. Three individual outdoor recreation areas are available for Borough use. These areas vary in size and are conveniently located throughout the Borough. The Borough is committed to developing a sound park and recreation program. Continued success in operating and maintaining recreation areas and programs will require sound planning, management and leadership from the Borough Park and Recreation Board, assistance from resident volunteers, and continued financial support from the Borough Council.

As the Borough develops its park facilities in the future, the following guidelines from the National Recreation and Park Association will be useful in assessing the adequacy of existing parks, and defining the type of park(s) that may be developed in the future.

The National Recreation and Park Association (NRPA) has established a park classification system that is intended to serve as a guide to planning for various park and recreation needs. In general, the NRPA report recommends that a park system, at a minimum, be composed of a "core" system of park lands. These standards should be used as a guide.

The NRPA has developed the following standards to be applied to three types of recreational spaces. These areas are classified as:

- **Community Park** - These areas are available and used by the total population of the community. They usually have special facilities on site such as a pool, tennis courts, pavilion, or are used for other special purposes.

- **Neighborhood Park** - These areas are used primarily as passive recreation areas for smaller neighborhood segments of the community.

- **Playground/field** - These areas characteristically are developed as active recreation areas for elementary school children.

Table 12-3 outlines other general characteristics of these recreation areas for classification purposes.
TABLE 12-3
NATIONAL STANDARDS FOR RECREATION AREAS

<table>
<thead>
<tr>
<th>Facility</th>
<th>Age Served</th>
<th>Location</th>
<th>Travel Distance (Miles)</th>
<th>Area Acres/1,000 (Persons)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Park</td>
<td>Total Population</td>
<td>Central, or in Neighborhood</td>
<td>1.5</td>
<td>3.0</td>
</tr>
<tr>
<td>Neighborhood</td>
<td>Older &amp; Youths</td>
<td>Neighborhood</td>
<td>1.5</td>
<td>1.5</td>
</tr>
<tr>
<td>Playground / field</td>
<td>5 - 11</td>
<td>Near Elementary Schools</td>
<td>.25-1.5</td>
<td>1.5</td>
</tr>
</tbody>
</table>

Source: National Recreation and Park Association

The Borough has articulated a recreation plan that promotes the development of recreational opportunities (Chapter 6). The basic premise of these goals and objectives is to provide safe and adequate recreation facilities, encourage integration of private, semi-public and public facilities and promote shared recreational responsibilities to meet Borough needs. The Borough Council and Recreation Board must take a leading role in stimulating involvement in recreational activities and in planning future facilities. Policies and recommendations established in this Comprehensive Plan should be reviewed and incorporated into the Borough’s park and recreation plan, as necessary, to meet these goals.

The NRPA guidelines emphasize that recreation planning and any other tasks involved in providing recreation facilities should not be undertaken by one agency. Parks under the control of the county, state, federal government, school district, and private interests all must be considered in analyzing and providing adequate recreational opportunities. When updating and amending the Borough’s Comprehensive Park, Open Space and Recreation Plan, or developing new recreation facilities and activities, Penbrook Borough and interested local residents and groups should be consulted as necessary for input.

Recreation Planning

Under the Pennsylvania Municipalities Planning Code (Act 247), a comprehensive recreation plan is prerequisite for local governments that administer subdivision and land development ordinances that require dedication of recreation lands or payments in lieu thereof. Because the Borough does not have its own Subdivision and Land Development ordinance, choosing instead to rely on the County Ordinance, it can not collect recreation fees as part of the subdivision process. In reviewing its recreation plan,
the Borough should consider the following outline of basic recreational policy areas established by the National Recreational Park Association:

- Opportunities for all residents
- Proper legal framework
- Resource evaluation
- Advanced acquisition planning
- Demand projections
- Defined levels of responsibility
- Proper distribution of sites
- Flexibility in design
- Accessibility
- Quality of the site
- Citizen involvement
- Relationships with other agencies
- School - park coordination
- Park and recreation land protection

To assist in reviewing and updating its Recreation Plan, the Borough should utilize technical assistance available from the Dauphin County Parks and Recreation Office and the Pennsylvania Department of Community Affairs.

**POLICE PROTECTION**

It is difficult to establish realistic standards for police protection which apply to all municipalities. Determining the need for police services centers around a number of factors that include (1) community size, (2) density of the population, (3) land use patterns, (4) crime rates and (5) socio-economic factors. Each of these factors are interrelated and have various levels of influence within each community. However, the Institute of Local Government at the University of Pittsburgh has established the following general guidelines which could be applied in determining the size of a municipal police force and manpower needed to serve Penbrook Borough:

- 1.75 to 2.00 policeman per 1,000 population
- at least one patrol car per 5,000 population

Based on the figures above, it is appears the Borough has adequately met the standards for municipal policing. The intensity of business activity and the general economic base to warrant a police force is in place now.
In reviewing the comments received from the Borough's community, police service was considered adequate by 62 percent of the respondents. Current police service appears to be meeting Borough needs.

**FIRE PROTECTION AND AMBULANCE SERVICES**

Fire protection and ambulance services in the Borough adequately serve local residents and businesses. Community attitudes reflect a general satisfaction with the Borough's volunteer fire department (79% consider it very adequate).

Provided the Borough's equipment is maintained in good working order, manpower resources are retained, and mutual emergency response reliability with neighboring municipalities is sustained, the fire safety standards appear to be satisfied. This Plan encourages continued support of the Borough's Fire fighting organizations, the Dauphin County Mutual Aid Program and the Dauphin County Emergency Management Agency.

The American Insurance Association Standards for municipal fire protection are provided on Table 12-4.

| Service Area | No more that 0.75 miles from a pump and ladder company for business districts, 1.5 miles for residential areas, and four miles for areas with homes 100 feet or more apart. |
| Fire Companies | A fire company should consist of at least seven men and one piece of motor equipment. |
| Equipment | One ladder company per 20,000 population where there are five buildings or more having three story height or greater. |
| Pumper & Tank Truck | A 1,500 gallon per minute pumping capacity in higher value areas. |

Source: American Insurance Association

The Pennsylvania Emergency Medical Services Act of 1985 establishes minimum qualifications, eligibility, and certification for emergency medical services personnel and licensing of ambulance services. The Act goes on to provide minimum standards for the
staffing of ambulance services for both basic life support and advanced life support services. The personnel supplying ambulance services to the citizens of Penbrook fall under this legislation and are qualified to provide life support. In addition, constant education and training increase their abilities to serve the community in times of need or emergency.

**WATER SUPPLY**

The availability of potable water is important to the community population’s health, safety and welfare, and should always remain a high priority in the Borough. Currently, the Borough does not maintain a public water supply system, but relies on United Water Services and Harrisburg City for its water needs. There are no dwellings in Penbrook Borough using a well to draw water. The Borough must remain aware of water supply issues and continue its relationship with its providers in order to continue providing public water service to residents.

**SEWERAGE SYSTEMS**

Sewage facilities planning policies in Penbrook Borough are drafted through agreements with several surrounding municipalities. In general, the sewage agreement describes and controls the permitting of public sewage in the Borough. The Borough, with input from its Engineer and PADER, makes the decision as to the availability of capacity in the sewerage system. Agreements are maintained with Susquehanna Township, Paxtang Borough, and Harrisburg City for these lines. The agreements and transmission fees should be updated periodically based on actual and anticipated flows from each municipality. Eventually all of the Borough sewage flows into Harrisburg City’s treatment facilities.

**TRASH COLLECTION**

The survey of Penbrook residents suggested a strong desire to begin a recycling program as part of its regular trash pickup (94%). The current contract with Browning Ferris, Inc. does not include recyclables pickup. The Borough had a centrally located recycle center, but poor markets and illegal dropoffs forced the volunteer program to be discontinued. While not required under PA Act 101 of 1988, Borough Council may wish to consider curbside pickup of recyclables as part of it next contract with the municipal hauler. An annual bulk pickup is provided in the spring as part of the trash collection contract.
CHAPTER 13
HOUSING PLAN

The most critical aspect of the housing plan is the strategy for improving the condition and supply of housing in the Borough. The 1990 Census indicated that very little of the existing housing in the Borough was deteriorated or dilapidated. Therefore, the Borough is not faced with a problem of replacing or rehabilitating large numbers of housing units. Since Penbrook Borough is a stable community, new families moving into the Borough most likely reside in existing housing units. Assuming the number of persons per dwelling unit will remain constant and using the Tri-County Regional Planning Commission’s population estimates, existing stock should be adequate to house the residents. The most appropriate vehicle for controlling population in the Borough is the supply of housing. As indicated in a previous section of this report, housing conditions in the Borough might be summarized as sound and good condition. Therefore, a community which is stable and does not expect significant growth, must set a goal of maintaining a housing stock that will meet its needs.

Penbrook Borough recognizes the physical, social and economic impacts of housing. This plan component establishes the base housing policies and guidelines for the Borough. Formulated from a variety of findings through analysis of Phase I data, the community attitude survey, and public comment, the housing plan serves to outline several approaches to improving and maintaining sound housing in the Borough. The objectives of this plan component are to ensure that every member of the community is residing in a housing unit that is in sound condition, and to provide an opportunity for comfortable, safe and affordable housing for present and future residents of the Borough. In general, the primary mission of Penbrook Borough’s housing program is to:

- improve and protect the status of existing dwellings;
- assure stable future housing development in the Borough;
- promote housing development, design, and construction that is environmentally safe;
- promote safe and sound housing with efficiently and economically organized community facilities to support it. This includes rental units as well as owner occupied housing;
provide assurances that a variety of housing types will be available for all age groups and income levels. In an effort to achieve these objectives, a series of housing strategies must be developed;

COMMUNITY POLICIES AND RECOMMENDATIONS

Chapter 9 (Community Goals and Objectives) articulates the adopted set of policies and recommendations for the future of the Borough. Directives have been established for numerous policy topics, including housing. These policies form the conceptual framework for establishing a housing program and form the basis for more detailed studies and initiatives addressing potential housing problems in the Borough.

Penbrook Borough has linked the terms, policies, and recommendations of Chapter 9 with this housing plan. This Plan recognizes the importance of identifying and organizing housing guidelines and programs in a manner that may be translated and applied to implementation in the Borough’s subdivision and land development process, zoning ordinance, building permit process, building codes, property maintenance codes, and any other housing related regulations.

DYNAMICS OF HOUSING CONSIDERED

An effective comprehensive plan is an expression of community values, expectations and accepted visions. The policies and recommendations proposed in Chapter 9 have been established through direct input from Borough residents. In addition, data from Phase I also supplied important information regarding housing trends and other housing changes. This section identifies and summarizes important assumptions and controlling factors and trends that combine to form the basis for the Housing Plan.

Housing Supply Characteristics

Chapter 4 of Phase I provides a complete inventory of the Borough’s housing stock and unit characteristics that include tenure, housing type, size and cost. In general, Penbrook Borough has not experienced significant housing degradation due to the implementation of the property maintenance code. Approximately 57 percent of the units were constructed before 1940 and remain in good condition. The housing stock in Penbrook varies greatly with only 30 percent being single family detached units. Due to the availability of public facilities, Penbrook has been able to develop at a higher density while maintaining safe, affordable housing conditions.
The Housing Plan recognizes that regional growth pressure and accessibility to the Penbrook Borough will increase or improve. It is anticipated that the Borough will continue to experience similar residential development trends as it has in the past.

**Housing Development Trends**

The types of homes produced in Penbrook Borough over the years reflect factors such as demographic change, consumer preference, and cost. While the Borough's housing production has been very slow since the 1980's (33 units since 1980), housing costs have experience drastic increases. From 1980 to 1990 the median owner occupied house value increased 74.7 percent. Rental rates increased over the same period by 117.6 percent. This trend is common throughout much of the region and nation. In response to increased costs, significantly more attached single-family units (townhouses, duplex units) have been started in the Region over the years. As rental property has become less attractive for investment, almost one-third of all multifamily units constructed across the nation have been condominiums. Mobile homes continue to represent a source of low cost housing, however, are of limited use in the Borough.

The Housing Plan recognizes that regional housing costs and rents will most likely continue to increase in Penbrook Borough and the surrounding metropolitan area. The Borough has responded to this trend by offering in its land use plan more variety and housing options that may be affordable to local residents of all ages and income levels. Evaluation of existing and permitted uses in its zoning ordinance has allowed the Borough to reestablish mixed uses thus creating the traditional neighborhood type of development.

**Development Process**

The Housing plan recognizes that residential development is a complex process involving financing, planning, building, and marketing. Before building, a developer must acquire land; secure zoning and other Borough permits; and prepare site plans, building plans, and other specifications. Before the site is buildable, it requires access to community facilities including roads, utilities, sewers, and water. Construction involves site preparation (grading, extending utility lines, building streets) and building construction (on-site and off-site work).

Industrialized housing has frequently been proposed as a solution to high housing costs. Factory production increases housing production reduces costs and promotes efficiency. The Housing Plan encourages efficient and professional development practices in the Borough that will offer residents high quality homes at an affordable mix of prices. The Borough will also ensure that community facilities such as roads, utilities, sewer
capacity, public water supplies are readily supplied for housing projects, often with the participation of the housing developers.

**Housing Choice**

The demand for housing is influenced by many factors. Two main factors in choice include: location and cost. In addition to seeking a particular housing type, persons considering Penbrook Borough will consider Borough amenities and the nature of the community. When consumers buy a home, they purchase access to employment, transportation, community facilities, schools, public parks and recreation facilities, open spaces and specific types of neighborhoods (retirement villages, elderly housing, family neighborhood, etc.).

The Housing Plan recognizes these basic decision options and attempts to ensure that public amenities are available for future residents. The Borough hopes to enlarge choice options by ensuring that the needs of households can be matched appropriately to housing. The Borough’s population is aging and households are becoming smaller. Housing producers are urged to take these factors into account when planning for housing and incorporate amenities that will make the Borough an enjoyable and convenient place in which to live.

**Housing Vacancy**

Housing unit vacancy is another important indicator in the Housing Plan. Vacancy rates indicate the degree of choice available in the community. Rates that are extremely high could be disastrous to owners trying to sell or rent their properties. Vacancy rates that are extremely low may influence or force prices upward. In general, vacancy rates between 4 and 5 percent are healthy.

In Penbrook Borough, residential occupied vacancy was 5.42 percent in 1990. The total vacancy rate was 7.20 for the entire county.

**Housing Needs**

The Comprehensive Plan anticipates a future decline in population growth in Penbrook Borough due to natural trends. Families locating in the Borough will need to move into available housing. Using 1990 Census data and population projections, the Dauphin County Planning Commission has established in its Comprehensive Plan, the future needs of dwelling units in the Borough to the year 2020. The formula is based on: (1) estimated population; (2) estimated persons per household; and (3) estimated dwelling units. The formula also estimates: (1) the number of units that would be occupied; (2)
the number of units needed; and, (3) the number of units needed for low income families. Based on this analysis, Penbrook Borough currently has enough housing stock to supply its population for the year 2020.

Table 13-1
Housing Needs
Penbrook Borough 1990-2020

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th>2010</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population Residing in DUs</td>
<td>2791</td>
<td>2605</td>
<td>2393</td>
<td>2334</td>
</tr>
<tr>
<td># Occupied DUs</td>
<td>1238</td>
<td>1163</td>
<td>1068</td>
<td>1042</td>
</tr>
<tr>
<td>Persons per DU</td>
<td>2.24</td>
<td>2.24</td>
<td>2.24</td>
<td>2.24</td>
</tr>
<tr>
<td>Deficient Occupied DUs</td>
<td>36</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Standard Vacant DUs</td>
<td>67</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Additional DUs Needed</td>
<td></td>
<td>-114</td>
<td>-126</td>
<td>-57</td>
</tr>
<tr>
<td># Low Income DUs</td>
<td>320</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Additional Low Income DUs Needed</td>
<td>-29</td>
<td>-33</td>
<td>-15</td>
<td></td>
</tr>
</tbody>
</table>

The number of "standard vacant" dwelling units was calculated as the total number of vacant units minus the number of boarded up vacant units, since the boarded up vacant units are definitely not available and would need to be replaced or rehabilitated. The "deficient" housing figures on this table were estimated by adding the number of units lacking complete plumbing facilities for exclusive use and the number of over crowded (i.e. greater than one person per room) units, then subtracting the number of units that possessed both of these characteristics.

The estimated number of dwelling units which would be required to house the population between the three 10 year increments presented was calculated by dividing the population residing in dwelling units in the year 1990 and the projected populations in 2000, 2010, and 2020 by the persons per dwelling unit figure. The number of additional units needed between 1990 and 2020 to house the 2020 population was estimated by: (1) subtracting the number of existing dwelling units in 1990 from the estimated number of units required for 2000, 2010, and 2020, (2) adding the number of deficient units in 1990, since these will have to be replaced or rehabilitated, and (3) subtracting the standard vacant units in 1990, since these are available for use. The resulting figure represents the number of dwelling units that would have to be
constructed or rehabilitated to provide standard housing for the entire population living in dwelling units for 2000, 2010, and 2020. The data indicates Penbrook will have more housing units than people to fill them if the population projections for the Borough are correct for the next century.

An important component of any housing need is the number of units needed to house low income residents. The (-15) figure calculated for the Borough represents the number of low income dwelling units that do not need to be provided due to the number of standard vacant dwelling units available in the Borough as of 1990. There will always be a need and demand for new low-income dwellings, however due to the vacancy of dwellings units according to the 1990 Census, it would be prudent for the Borough to advocate the utilization of existing units to serve the need for low income housing consumers into the next century. The rehabilitation of existing dwellings is an important component of an improved low income housing stock.

HOUSING STANDARDS, GUIDELINES AND PROGRAMS

The Housing Plan recognizes the importance of identifying and organizing housing guidelines and programs in a manner that may be translated and applied to implementation in the Borough's subdivision and land development process, zoning ordinance, building permit process, building codes, property maintenance codes and any other housing related regulations. The following is a set of more detailed standards, guidelines and programs that should be considered in the future.

Community

From a community perspective, housing programs and residential activities in Penbrook Borough should attempt to provide and maintain safe, sanitary, and satisfactory housing together with efficiently and economically organized community facilities for support. All efforts in the Borough to protect current and future housing occupants from fire, hazards, weather, and crime are encouraged. The Borough must coordinate housing development with the surrounding municipalities and within its own boundaries by organizing coordinated capital and operating budgets. Basic processes and procedures for developing a Capital Improvement Program are outlined in Chapter 15 - Plan Administration and Implementation. New housing should be planned together with community facilities and public services. To attain these guidelines, the Borough recognizes that zoning, subdivision controls, and building and housing codes are the most effective mechanisms.
Environmental Quality

This Plan recognizes that where housing is located and how it is designed affect the community and environmental character and quality of life in the Borough. Penbrook encourages developers to design residential developments in a manner to meet the owners needs, optimize the community’s quality of life with developments, use land and resources efficiently, and strive to minimize adverse impact on the community’s environment.

Condition

In Penbrook Borough, the physical condition of a housing unit is undesirable if it presents a threat to safety, health, or comfort. Although the housing conditions in the Borough are generally sound, the Borough recognizes that certain groups in the community (elderly, low income renters) may suffer more housing condition problems than others. Utilizing any method possible, the Borough discourages property neglect that may lead to unsafe and unhealthy conditions.

Community Facilities

In Penbrook Borough, each housing unit should be adequately provided for within the community at large. Adequate community facilities and services include but are not limited to police protection, fire and ambulance protection, transportation facilities, water and sewer facilities, schools, health, recreation, and social services.

Design

The Housing Plan recognizes that certain segments of the Borough’s housing market, such as the elderly or handicapped individuals, require special considerations in housing design. These units should be designed to provide amenities, services, and physical features adapted to their needs. Developers should be required to meet all requirements of the Fair Housing Act and the Americans with Disabilities Act when applicable to their developments.

Maintenance/Rehabilitation and Redevelopment

The traditional program approach to housing rehabilitation and redevelopment can be effectively applied by Penbrook Borough to meet overall housing needs. Such a program is comprised of three fundamental techniques:

Penbrook Borough Comprehensive Plan
Housing Plan

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Conservation

This technique is directed toward the prevention of blighted conditions and should be applied to those areas of the Borough with little or no existing blight. Conservation involves continued maintenance of structures and properties, repair of deteriorated structures, repair or removal of dilapidated structures and conditions, and enforcement of housing and/or building code standards. Continued enforcement of the Borough's Property Maintenance code will ensure this compliance.

Rehabilitation

This technique is directed toward the revitalization of more deteriorated areas by turning them into sound, healthy neighborhoods. This is accomplished by the use of an areawide renovation plan and facilitating rehabilitation activities of deteriorated structures and properties. Assistance from other public bodies may be sought for these endeavors. The recently amended requirements in the Borough zoning ordinance for conversion apartments will lend itself to restoration of rehabilitated neighborhoods.

Redevelopment

This technique is directed toward the removal of severely blighted areawide conditions through the combined use of clearance, conservation, and rehabilitation methods. In a redevelopment project, property is normally acquired by a public body, demolished and/or substantially modified, and sold to an agency to improve in accordance with an approved plan. This approach, although the most costly and time consuming, is the most comprehensive method of eliminating blight. Currently there are very limited areas where this condition might be perceived, however, the traditional housing plan addresses future possibilities. Due to the limited building space in the Borough, any development on a grand scale will most likely entail this type of improvement.

A prerequisite to effectively applying any of these techniques is the adoption and enforcement of adequate codes and ordinances. Such codes and ordinances include building, housing, plumbing, mechanical and electrical, property maintenance, and zoning. The building code sets forth standards with which the builder must comply to produce sound initial construction or alterations of structures. The housing code ensures that existing and future dwellings will meet minimum quality of life standards for building habitation. Fire prevention, mechanical and electrical, and plumbing codes set forth minimum safety and adequacy standards for the building infrastructure. The property maintenance code ensures that properties are properly maintained by establishing minimum standards governing the overall maintenance, appearance, condition, and occupancy of a premise. The zoning ordinance further assists in the
preservation of housing qualities by controlling the establishment of compatible land uses in conjunction with residential uses.

There are two major facets to the maintenance of sound housing that includes: (1) the building's structural quality, and (2) the quality of neighborhood environment. This Housing Plan recognizes that even a well constructed and maintained dwelling in a poorly maintained neighborhood will ultimately become adversely affected by the deteriorated environment around it. Influences that blight has in a residential area affect the worst and best housing alike. It is therefore imperative that each homeowner and renter become conscientiously involved with the upkeep of the entire neighborhood and Borough.
The availability and use of energy resources is an important consideration for individuals, businesses, developers, institutions, and all levels of government. The Comprehensive Plan establishes the framework through which diverse and useful community objectives and energy conservation strategies are identified, understood, evaluated and applied. The plan recognizes that energy conservation is important in the decision-making process and should provide a more specific content to guide elected officials in selecting strategies for either short-term or long-term impacts on energy use in the community.

While nearly every aspect of community development involves energy use consideration, the Energy Plan outlines important consideration related to Zoning, Subdivision and Land Development, and Building codes. Extensive energy conservation benefits can also be found in the interaction within a municipality's transportation system.

The first step to ensure full consideration of energy in land development are the goals, policies, and actions of the Plan. These statements should become the reference points for the Borough officials as they proceed with their respective activities and decisions.

The goal of the Energy Plan is to regulate the use of land and encourage the use of development design so as to minimize the demand for energy consumption and to maximize the effectiveness of energy consumed. The Borough should adopt a policy to encourage site planning and designs that will reduce the demand for artificial heating, cooling, ventilating, and light. Another Borough policy should be to reexamine its circulation pattern to reduce energy consumption and congestion to the driving public.

The implementation strategy is to place design standards in the regulatory codes and procedures. Some guidelines to implement these strategies are as follows:

**ZONING ORDINANCE**

While zoning regulations address numerous development standards and specifications, there are several key zoning to energy conservation objectives that should be established. Energy conservation provisions in zoning generally identify and relate to: (1) the size and type of housing; (2) the density and clustering of residences and structures; and (3) the mixed uses within a development.
A. Housing Type and Size - An energy sensitive zoning ordinance provides for a full-range of housing types: single-family detached units; single-family attached units (townhouses, duplexes and patio houses); and multi-family units. The types and sizes of dwellings affect directly the amount of energy used in the manufacture of materials and in the construction of dwelling units. It is an accepted fact that high-density residential structures require less energy per unit annually than do low-density structures. This is due to unit size, lower heat loss because of common walls and less exterior walls, and more efficient heating equipment.

B. Clustering - The Borough, which encourages a full range of housing types in order to conserve energy, may discover clustering as a valuable community design tool. Cluster development arranges dwellings in closely-related groups while the remainder of the site remains undeveloped to provide open space and to preserve natural features. High density development requires a variety of dwelling types and smaller lot sizes. Clustering can make this type of development more attractive and energy-conserving than the grid plan layout. The energy-conserving potential of cluster development results from its flexibility in siting dwellings for microclimate advantage to lessen the amount of energy used for space heating and cooling. Also there are indirect energy savings because less linear feet are required for roads, sewer, and water lines than for a conventional subdivision design. Therefore, less energy is expended in the construction materials, i.e. asphalt. Realistically, it also follows that the energy requirement for maintenance and upkeep will be less. The limited building space in the Borough will keep this type of development to a small percentage, however, the benefits derived from clustering can be applied to small site developments as well.

C. Mixed Land Uses - The Borough can employ its zoning ordinance to promote better integration of land uses, commonly referred to as mixed use development, to save energy. This approach moves a municipality away from the rigid separation of land uses to the mixing of land use activities it thinks desirable and necessary for saving energy. Land uses can be mixed by combining, within the same zoning district, buildings with different uses, permitting different uses within the same building, and permitting a variety of dwelling types in an area. Additional permitted uses in its residential and commercial districts should help reduce the need to expend energy by having to make longer trips. The Borough's Village district is a good example of mixed uses in a zoning district.
SUBDIVISION AND LAND DEVELOPMENT ORDINANCE

Subdivision regulations govern the process by which raw land is converted into developable lots. They set standards for site design and required improvements. Subdivision regulations can influence energy-conserving land development through their street layout and design standards. Currently the Borough does not have its own Subdivision and Land Development Ordinance, but relies on the implementation of the Dauphin County Ordinance. Through this planning process energy conservation policies can be recommended.

BUILDING CODE

A building code regulates new development by setting standards for construction materials and the plumbing and electrical systems. Incorporating energy standards into a building code contributes to energy conscious design of new structures and of existing structures undergoing major renovations. The purpose of these energy standards in a building code is to minimize a building’s heat gain and loss.

Some of the major energy conservation requirements addressed in a building code are: (1) insulation; (2) glass area; (3) shading devices; (4) building exterior and roof color.

The Borough building code should include adequate insulation standards for walls, ceilings, floors, and attics. Space heating and cooling are the highest end use for residential energy consumption. Regardless of the type of heating system used in a home, proper insulation is needed to avoid excessive heat gain in the summer and loss in the winter.

A building code can require greater use of double glazing storm windows to save energy. Furthermore this code can reduce the overall glass area of a home particularly the window areas located on the north side. However, this measure should not be used for homes designed for passive solar which require large glass areas facing south. It can also require the use of shade overhangs to block the hot summer sunlight from warming a building’s interior.

Other energy saving alternatives possible through the building code include the requirement of light colored roofs and building exteriors to reduce heat gain in the summer since they tend to reflect sunlight rather than absorb it. In some states the increased use of heat pumps and hot water tank insulation can be required by the building code.
There are no easy solutions or answers for Penbrook Borough to conserve energy. There are many contradictions and conflicts that will result in the necessity to make tradeoffs in what is desirable and in what is achievable to the Borough. But this is what the planning process is all about, it is hoped that the Borough will select the courses of action best for the Borough by putting the proper requirements in its regulatory ordinances.
CHAPTER 15

PLAN ADMINISTRATION AND IMPLEMENTATION

Publication of the Comprehensive Plan should not be interpreted to suggest that the planning program for Penbrook Borough is complete. Adoption of the Plan signifies that the Borough's future planning activities have attained a new level and are just beginning. Policies and recommendations have been established for the future of the Borough in a number of social, environmental, and physical areas. It will be up to the community, its leadership and volunteers to implement and administer the planning program to attain these visions.

Plan administration involves a variety of supporting and interrelated activities. The most important aspect of the Comprehensive Plan's administration is sincere commitment and continuous support of local officials to achieve the goals and objectives set forth in the Comprehensive Plan. It is imperative that local officials and citizens fully realize the implications of such a planning commitment. Such a commitment requires that the Borough effectively utilize its human resources to carry out the administrative, procedural, and regulatory aspects of maintaining and implementing the Comprehensive Plan, as well as provide adequate financial appropriations targeted for support purposes.

This chapter of the Comprehensive Plan concludes Phase 2 by outlining a "toolbox" of recommendations and techniques that may be used to implement the policies, recommendations, and plan guidelines established in this Plan. Implementation of the Plan is achieved by maintaining staff positions and assigning responsibilities to the Borough's various committees and local volunteers. Implementation also involves the upgrade and development of effective codes, ordinances, guidelines, and any other regulatory devices to formulate the Borough's visions and policies into actions and processes. Chapter 15 organizes the Plan implementation program into general topic areas. These are:

- The Comprehensive Planning Process
- Land Management
- Historical Resources
- Transportation
- Housing
- Community Facilities
- Municipal Operations/Administration
- Technical Resources and Assistance
- Capital Improvements Program
- Implementation Tasks and Activities
THE COMPREHENSIVE PLANNING PROCESS

The underlying principle being stressed in the Borough's planning program is that the Comprehensive Plan should serve as the basis of all Borough decisions. The Comprehensive Plan is the one place where a formally recognized set of objectives and rationale for the future of Penbrook Borough is articulated consistently. Its value as an educational instrument, a resource inventory, and the center for the Borough's goals and policies should not be overlooked.

The Comprehensive Plan should be given a central and guiding role in the Borough's decision making processes. The Borough Zoning Ordinance, Zoning Map, Subdivision and Land Development Process, Park and Recreation Plan, Roadway Management Plan, and any other mutually supportive plans, guidelines, and ordinances should be developed and maintained to reflect and ensure consistency with the Borough Comprehensive Plan.

Review and Updates

Because times and circumstances change and external conditions related to the community are not stagnant, the Borough Council and the Planning Commission must coordinate periodic updates of the Plan within their other activities. Because Comprehensive Planning is a continuous process, the Borough must keep the Plan open for review and change, as necessary. Offering the Comprehensive Plan for public comment and planning commission review will keep the Plan on the Borough's agenda and allow new ideas and concerns regarding Borough issues to surface and be addressed and incorporated as new policies and new recommendations. Policies that are out dated and obsolete may be removed or amended to address the Borough's current needs and goals.

- It is recommended that the Comprehensive Plan be reviewed formally at least once every three years.
- Amendments to the Borough's Comprehensive Plan and ordinances should be processed in accordance with the Municipalities Planning Code, Act 247.
- Following review and amendment to the Comprehensive Plan, the Borough Council and Planning Commission should formulate a schedule for the year's activities related to implementation to the Plan. Other agencies such as the Zoning Hearing Board, Park Committee, Road Maintenance crew, Historical Committee, and other staff should be included in these activities as well.
Citizen participation should be promoted and encouraged during the Comprehensive Plan's review and amendment process.

GROWTH MANAGEMENT AND ENVIRONMENTAL PROTECTION

Penbrook Borough's Comprehensive Plan establishes a set of accepted policies and plans that outline the rationale and expectations of the Borough's growth and development. The Borough recognizes benefits and rewards of growth and development, such as business, jobs, increased tax base, and prosperity. The planning process also has helped the Borough identify unwanted by-products of growth: pollution, traffic congestion, housing degradation, and excess public costs. In essence, the planning process has helped Penbrook Borough realize that "no growth" is as unrealistic as unmanaged growth is undesirable.

The Borough Land Use Plan and maps have been formulated in a manner that situates future growth wisely and promotes planned development. The proposed growth area concentrates around the existing activity areas and important road networks. Growth is being guided around the Borough's infrastructure and facilities. Site design and other development standards have been established to ensure new buildings and development projects located throughout the Borough enhance the community. In general, the Land Use Plan encourages a "managed growth" alternative.

Growth management in Penbrook Borough is a sensible, adaptive, and responsible program intended to influence the rate, amount, type, location, and quality of future development in the Borough. An issue for the entire community, growth management has important roles for governmental and civic leaders to play. This section of Chapter 15 outlines options, techniques, and guidelines available to effectively manage growth. The Borough must commit itself to embracing the appropriate implementation options. It must also incorporate and harmonize these approaches and processes into its governmental structure and comprehensive planning program.

The Development Review Process

The Borough should strive to make the review process as efficient as possible. Its goal should be to enable the Borough to enforce reasonable deadlines while providing enough time for citizens and the applicant to present his or her views. In a publication titled, Guiding Growth: Building Better Communities, published by the Pennsylvania Environmental Council, several sources of delay in the review process are highlighted, as well as several ways the review process may be improved. The Borough should keep these points in mind as it establishes and/or revises its own review process.
Problems contributing to delay that should be avoided include:

- Failure of the Comprehensive Plan to state land use policy clearly.
- Poor ground rules, such as in zones that permit a mixture of dwelling types, requiring conditional use permits or impact studies, instead of specifying criteria in the ordinance.
- Poorly drafted, obsolete, or inappropriate ordinances lacking adequate indexes, which require excessive time and effort by citizens, developers, public officials, and planners for understanding and interpretation.
- Absence of a pre-application, sketch plan review process.
- A poorly developed formal process for preliminary and final review.

Methods to Improve the Review Process

- Provide adequate training for members of the planning commission and the zoning hearing board.
- Reduce public hearing backlogs by meeting more frequently or combining hearings and meetings by the planning commission and the governing body.

Land Use Controls

The Borough’s Zoning and Dauphin County’s Subdivision standards will provide most of the control in implementing the Comprehensive Plan and Land Use Plan. These standards should be developed to utilize the most modern and practical techniques to guide and manage development. Updating and reviewing these ordinances should be incorporated into the Borough’s planning process.

Zoning districts essentially dictate the activities permitted within a specific area. Subdivision controls focus on improvements and the proper division of land. In general, the purpose of these ordinances is to avoid the undesirable side effects of development by: 1) segregating incompatible uses; and 2) maintaining adequate standards for individual uses and development improvements. Zoning that focuses around the basic districts is adequate to meet the wide variety of objectives set forth in the Penbrook Borough Comprehensive Plan. The Borough’s Zoning Ordinance and other development guidelines should be reexamined to ensure that adequate provisions and techniques are being utilized to implement the Plan.
Two growth control techniques Borough officials can consider when developing zoning provisions.

**Conventional Zoning**

Conventional Zoning is employed to control the use of land and regulate development by controlling minimum lot area that may be developed, density of development, height and bulk of buildings and structures. The primary purpose of this growth control is to segregate uses.

**Bonus or Incentive Zoning**

This device is a "conditional-type" zoning tool that gives a developer an opportunity to apply for higher density or other variations from the zoning ordinance in exchange for providing open space or other amenities which will offer a benefit to the community.

**Zoning/Subdivision and Land Development and Other Ordinances**

Zoning and Subdivision ordinances are the most common form of implementation tools used in growth management. Many of the physical expectations, goals and objectives of the Comprehensive Plan are brought to life through the use of these tools. The Borough coordinates it subdivision process with Dauphin County. The County Subdivision and Land Development ordinance is applied to all land development in the Borough. The Borough and County should ensure that these ordinances are consistent with the Plan, and that they will implement the goals set forth. As changes occur within the Borough’s growth management policies, recommendations and Comprehensive Plan, amendments to these ordinances should reflect the new and/or clarified policies.

The specific powers and duties of the enforcement officer(s) must be set forth clearly in each code and ordinance, or by appropriate reference in order to ensure that there is no question of legal authority for the codes officer(s) to act on behalf of the Council. Several other codes and ordinances require additional appointed personnel to carry out specified administrative functions, such as the Borough Secretary, Zoning Hearing Board, Park and Recreation Board, and Planning Commission. In all instances, appointed officials must be competent and dedicated to carrying out their assigned responsibilities. In turn, the Council must support its appointed officials appropriately and provide them with encouragement to serve conscientiously.

Penbrook Borough has expressed its commitment to planning and plan implementation by updating its Comprehensive plan, encouraging public input and supporting the
Planning Commission in its efforts. Other mutually supportive codes, ordinances, studies and guidelines needed to achieve Borough policies should be developed.

**Land Acquisition**

In situations where its policies should be implemented, the Borough may need to acquire land for parks, cultural and historical protection, and transportation and parking facilities. Land Acquisition is a proactive implementation technique the Borough should consider in its Growth Management Program. Absolute ownership is only one option available. Other techniques involve acquisition of partial interests such as easements or development rights. The Borough also has an option to control the timing of development on property it may acquire, or control the nature of development on a particular tract by imposing restrictive covenants on the property before transferring title. The following outline provides a brief explanation of these techniques.

**Fee Simple Acquisition**

Fee Simple Acquisition is the outright ownership of land by the community. This device commonly is used to acquire sites for fire stations, government office buildings and public parks. The Borough also may acquire environmentally or culturally important land to protect it from undesirable development and/or for the well being of the Borough.

**Advance Site Acquisition**

Advance Site Acquisition is a fee-simple technique aimed at acquiring lands for municipal purposes or other growth related purposes far in advance of the need. The intent of this device is to acquire land well in advance of actual need in order to capitalize on the cheaper prices.

**Land Banking**

Land banking involves fee-simple acquisition of land. However, rather than holding property for public good or recreational purposes, the community’s intent is to eventually see and control the development of land acquired. Location and timing of development on lands held is in the control of the Borough. However, this technique does remove property from the tax roles and requires a large capital investment.

**Conservation Easements**

The high cost of purchasing and managing land has expanded the tools of land acquisition beyond purchasing for open space, park land, bike paths and public good.
Other techniques are available that offer similar degrees of public protection without the high costs and legal burdens of fee-simple ownership. Easements allow the Borough to receive a donation of a partial interest in a parcel of land for the purpose of permanently preserving its natural amenities. Such easements prohibit certain activities and give the Borough control over activities in these areas.

**Transfer of Development Rights**

Another device available to the Borough is the Transfer of Development Rights (TDR). This approach involves attaching development rights to specific lands which are desired by the municipality to be kept undeveloped, but permitting those rights to be transferred from those lands so that the development potential which they represent may occur on other lands in the community where more intensive development is deemed by the community to be more appropriate. The aim is to induce developers in the private real estate market to purchase development rights from land owners in a preservation area and transfer them, and the development they represent, to the designated growth area.

**Sewage Facilities Plan (Act 537)**

Another important planning area that is crucial to implementation of the Borough's Comprehensive Plan is the Sewage Facilities Plan. Act 537 authorizes the Pennsylvania Department of Environmental Protection to require official sewage facility plans from each municipality and to administer a permit program regulating the construction and modification to sewage systems. The act promotes intermunicipal cooperation in water quality planning and management.

Each municipality is required to submit an official sewage facility plan to the PA DEP. These plans are to be updated periodically (5 years). Plan revisions to permit unplanned development must go through the module review/approval process at the municipality and DEP approval is based on a number of planning criteria. Any resident of the Borough or property owner may, through the module process, initiate a revision to the plan in order to permit a proposed sewage system when it can be shown that the plan is inadequate to meet the resident's or property owner's sewage disposal needs.

In March 1971, Penbrook Borough, by resolution adopted a sewage plan completed by Tri-County Regional Planning Commission for the entire County. The plan fulfilled the Borough's planning requirements for Act 537. Currently, plans for public sewerage rest with the Harrisburg Sewer Authority. It is the intent of the Plan to encourage the linkage between the Authority's activities and the Land Use Planning and Growth Management program. The Borough should establish a formal process for review and coordination of these areas.
**HISTORICAL RESOURCES**

Historical and cultural considerations should continue to be part of the Borough's Comprehensive planning process. The primary purpose of historical preservation is to increase public awareness of the importance of preserving sites and structures indicative of society's religious, cultural, and physical development. Historic preservation can be used to encourage public and private involvement in establishing and implementing programs to achieve the goal of retaining and preserving historical sites, structures, events, and places for the enjoyment and education of present and future generations.

The following are implementation activities that could be initiated in Penbrook Borough.

**National Register of Historical Places**

One of the most important steps involved in recognizing an historic property or place is to have the location or structure listed on the National Register of Historic Places. Below is a summary of the program as outlined in the Pennsylvania Environmental Council's *Guiding Growth - Building Better Communities*.

**WHAT IT DOES:** Properties listed on the National Register of Historic Places are recognized by the Federal government as being worthy of preservation. They are provided some protection from proposed federally funded projects that might impact adversely on them. Listing also provides eligibility for a 20-percent tax credit for rehabilitation of commercial, industrial, and rental residential buildings. (National Historic Preservation Act of 1966, P.L. No. 89-665, 80 Sts. 915-19, 16 U.S.C. Sec. 470 et seq., as amended; and Tax Reform Act of 1986).

**HOW IT WORKS:** Any person or local government may nominate buildings, sites, or districts for listing in the National Register of Historic Places. Nominations are made to the State Historic Preservation Board, which makes recommendations to the Pennsylvania Historical and Museum Commission, which then forwards their nominations to the National Park Service (NPS) for listing in the National Register of Historic Places. If the owner of a private property (or the majority of the owners of properties in a district) objects to the nomination, the state forwards the nomination to the National Park Service only for an eligibility determination.

Federal agencies must consider what effects their actions — and actions they may assist, permit, or license — may have on historic properties and must give the federal Advisory Council on Historic Preservation a reasonable opportunity to comment on such actions. This "Section 106 Review" applies not only to properties already listed in the Register,
but also to properties determined to be eligible for listing, properties that may be eligible for listing, and properties that may be eligible but have not yet been evaluated.

The primary Section 106 review function is carried out by the Pa. Bureau of Historic Preservation, which annually reviews some 4,000 federally- and state-assisted projects, including sewer extensions under Act 537. In practice, the Advisory Council becomes involved only in adverse effect actions, where an agreement cannot be reached between the Bureau and the sponsoring agency.

The review emphasizes consultation to find ways to reduce or avoid the adverse effects. The Council does not have the authority to halt or abandon projects that will affect historic properties. Listing does not prevent demolition or inappropriate alteration by private property owners.

Local governments are encouraged to take an active role in the review process. If the local government has legal responsibility for Section 106 compliance under such programs as the Community Development Block Grant Program, participation as a consulting party is required.

The 20 percent Federal tax credit for rehabilitation is available for structures listed individually in the National Register or certified by NPS as contributing to a district listed in the National Register. The rehabilitation to be carried out must be certified by NPS as consistent with the historic character of the property or district. The tax credit is available for commercial properties only, not for owner-occupied dwellings.

Owners who donate historic properties or easements on properties to governments, conservancies, or other appropriate recipients for historic purposes may claim charitable contributions for federal income tax purposes. Deductions can be claimed for donations of property interests in non-commercial buildings, archaeological sites, rural historic areas, or other land areas on or eligible for listing in the National Register. In addition, deductions can be claimed for donations of property interests in land areas within historic districts and lands adjacent to individually listed properties if they contribute to the historical integrity of the listed or eligible properties.

Currently there are no sites in Penbrook registered with the National Register. There may, however, be eligible sites in the Borough. Persons are encouraged to contact the National Register concerning any changes to buildings and sites over 50 years old.

FOR MORE INFORMATION: Brenda Barrett, Director, Bureau for Historical Preservation, Pennsylvania Historical and Museum Commission, Box 1026, Harrisburg, PA 17108. Tel: (717) 787-4363.
Historical Committee

In 1994, the Penbrook Borough celebrated its 100 year anniversary. This historic moment may be a prime opportunity to formally establish a community Historical Committee within the organizational structure of Penbrook Borough. In an attempt to foster community involvement, an Historical Committee could provide useful guidance and expertise in documenting historic resources and advising the Borough on protecting these features. The Pennsylvania Environmental Council has outlined a number of duties that could be assigned to a municipal or joint municipal Historic Committee. These are:

- Developing and maintaining an Historic Resources Map and accompanying list that identifies and documents historic buildings, sites, landscapes, objects, and districts in the municipality;
- Conducting research on significant resources and nominating them for listing in the National Register of Historic Places and any other appropriate lists or programs;
- Establishing an historic preservation certification program for properties that contribute to the local heritage but may not qualify for listing on the National Register;
- Advising the zoning officer and governing body on the issuance of demolition permits for documented historic resources;
- Reviewing and commenting on subdivision or land development applications that affect historic and archaeological resources (Form A under DEP’s Act 537 review);
- Advising the zoning hearing board and governing body on all requests for special exceptions or variances affecting historic resources; and
- Functioning as an Historical Architectural Review Board (HARB) for any historic districts that may be certified by the Pennsylvania Historical and Museum Commission in accordance with Act 167.

The effectiveness of an Historical Committee will depend on the quality of the persons appointed to it. Municipalities might be guided by regulations of the National Park Service for local historic preservation review commissions. The Service defines an adequate and qualified commission as one in which all members have demonstrated interest, competence, or knowledge in historic preservation. The regulations say that professionals from among the field of architecture, history, architectural history, and

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planning, archaeology, or some historic preservation disciplines, such as American Studies, American Civilization, or cultural anthropology, should be appointed to the commission. If such persons are not available from among the residents of the municipality, it may be possible to find qualified volunteers from neighboring municipalities.

FOR MORE INFORMATION: Michael R. Lefevre, Community Preservation Coordinator, Bureau of Historic Preservation, Pa. Historical and Museum Commission, P.O. Box 1026, Harrisburg, PA 17108. Tel: (717) 787-0771 (for information on the Certified Local Governments in the National Historic Preservation Program.)

TRANSPORTATION

As expressed in Chapter 9, effective planning, funding, and action toward transportation improvements will be essential to "provide a safe, convenient, and efficient movement of people and goods" for the Borough. The goals and recommendations proposed in Chapter 9 set the course for action in this area. In Chapter 10, more specific guidelines have been developed focusing on the various components of the Borough's transportation system and how they will relate to the land use planning scheme. This section of Chapter 15 will outline implementation options and recommendations the Borough should begin to address in order to meet its established goals.

The following regulatory and implementation strategies, road improvement, and alternative-mode improvements are proposed for the Borough to begin taking action at implementing the Transportation Plan goals and guidelines.

Planning/Zoning and Development

In order to integrate land use planning/development and transportation, several strategies and actions must be taken.

- The Borough must update its Zoning ordinance to consider the transportation impacts of zoning designations.
- Land uses generate different demands on roadways. Road improvements should be structured and designed around the Land Use Plan to ensure development is adequately served.
- The Borough should explore the use of specific site design standards to ensure logical, safe, practical, and coordinated layout and arrangement of parking and transportation facilities on development sites. If the Borough
finds such standards to be warranted, the standards should be incorporated in the subdivision and land development process.

**Developing an Official Map**

The Official Map is an important mechanism which can be used to turn goals of the comprehensive plan into reality. An "Official Map" is not a zoning map, a street map or a map from the comprehensive plan. It is a separate map which identifies public interest and need for the purpose of reserving lands for public use. Article IV of the Municipalities Planning Code, Act 247, gives the governing body the ability "to make or cause to be made an official map" for Penbrook Borough. The "Official Map" is an ordinance, in map form, adopted by the Borough, which can designate the existing and proposed configuration of all public streets. The map may also reflect other public plans, such as:

- Existing and proposed public streets, watercourses and public grounds;
- Existing and proposed public parks, playgrounds and open space reservations;
- Existing and proposed pedestrian ways, bicycle trails and easements.
- Stormwater management facilities and easements;
- Support facilities, easements, and other properties held by public bodies undertaking any element of the comprehensive plan.

In order to guide development, it is particularly important to reserve locations for both public open spaces and facilities that generate and serve development. Under the Municipalities Planning Code (Act 247), the Borough has the ability to acquire lands for public uses using an official map.

**Capital Improvement Programming**

The Capital Improvement program is a tool used to link and coordinate the Borough's budgetary goals and limitations with improvement needs. (More information on this process is outlined below)

- The Capital Improvements Program should incorporate planned roadway and/or other transportation improvements into the Borough budget process.

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Special Transportation Plans and Traffic Studies

The Borough’s Comprehensive Plan establishes design guidelines for the community transportation system. However, more detailed planning and implementation tools in the form of specific planning studies and actions will need to be initiated. Other transportation planning activities that should be considered are outlined below.

- The Borough should finalize the development of their roadway management plan as a supplement to the Comprehensive Plan.

- The Borough’s goals should be to encourage the development of other transportation alternatives using sidewalks and bikeways. The Borough should begin to establish a plan for acquiring lands and/or constructing a pedestrian level system of transportation. The MPC addresses these issues and allows for these systems to be part of the Borough’s recreation planning (Section 503(11)ii).

- As of 1990, the Borough has the ability to develop and impose impact fees for new roads. Impact fees are a means for new development to pay for capital improvements to ensure adequate and safe roadway capacities to support the new development. These fees are established from a complex series of assumptions and regulatory requirements under the MPC. In essence, fees are established based on the size of the development, within a system where each project contributes a proportionate share of the cost of the improvement which reflects the impacts and demands generated by that project.

Transportation System Improvements

Chapter 5 identified several hazardous intersections and roadways in the Borough. Several of the hazardous roads and intersections involved State and Borough roads. The Pennsylvania Department of Transportation bears primary responsibility for maintaining and improving State roads. However, the Borough can work towards improving State Roads by becoming an active participant in the planning process carried out by the Harrisburg Area Transportation Study (HATS). Input provided for the tri-county region comes from HATS which formally establishes the local highway, bridge, transit and other transportation needs that may be identified in detailed transportation studies and from local municipalities.

Penbrook Borough’s planning process has considered the improvements scheduled by the State for the highway and bridge facilities. This scheduled is the Twelve Year Program. Each even-numbered year (1994, 1996, 1998, etc.), PennDOT submits
recommended projects to the next twelve fiscal years to the State Transportation Commission. After a public review process, the State Transportation Commission adopts a list of projects which includes a description of each project and estimated costs for engineering, right-of-way acquisition and construction. Project priorities in the program are defined by the state, and are based in part on input derived from legislators, counties, transit operators and municipalities.

The types of projects included in the Commonwealth's Twelve Year Program include:

- Intersection Improvements
- Road reconstruction
- New road construction
- Road widening
- Bridge rehabilitation
- Bridge construction
- Bikeways and pedestrian facilities
- Bus and rail facilities
- Freight movement improvements
- Airport facilities

Similar to the Commonwealth’s Twelve Year Program, Penbrook Borough should establish a recommendation and review process for local road improvements that:

- Defines problem areas and projects
- Prioritizes improvements activities for a given period of time
- Schedules improvements activities within the Borough’s financial and time constraints.

A complete inventory of Borough roads should be developed that creates a record of all roads within the Borough and establishes the scheduling for periodic updated. Data collected should include the length of the road or road segment, the width of the road including right-of-way and cartway width, type of surface, and drainage structures. Form MS900, from PennDOT Municipal Services Bureau, provides guidance for establishing such a roadway record. The condition of the road should also be noted. This would include the level of pavement distress and an assessment of ride quality. With this information, the Borough will be able to prioritize road work and keep a current record of road performance.
Alternative Modes Improvements

The following recommendations seek to reduce reliance on automobiles. This will reduce congestion on the roadways while also providing facilities for modes of transportation which are better suited to proposed land uses.

- The Borough should establish park and ride lots to be utilized by car pools. Excess space in the parking lots of businesses and churches located in the Borough could be utilized for this purpose. Businesses should be contacted to participate in such a project. Park and ride lots initially would use only approximately ten to fifteen spaces. The Borough could advertise such lots with on-site signage and publication through Borough bulletins and news releases. Capitol Area Transit may have resources available to assist the Borough in this type of project.

- The Borough's transportation plan includes an interlinked pedestrian level transportation system along the State and local roads. A more detailed pedestrian level facilities study will be necessary to evaluate need and establish acceptable design and construction standards.

- New non-residential developments in the growth areas should be required to provide bike storage racks. This requirement can be in the form of an amendment to the Zoning Ordinance.

- The Borough should mandate bicycle-safe features in the construction or improvement of roads. Such features would include bicycle-safe drainage grates, four (4) feet wide shoulders or 14 feet wide cartway and signs alerting motorists that cyclists share the road.

Land Use and Regulatory Improvements

The following recommendations should be incorporated in the Penbrook Zoning Ordinance to reinforce recommended land use policies. These suggestions will also improve the character and quality of transportation related uses within the Borough.

- Sidewalks should be required within the growth area. The Borough should also analyze the prospect of having sidewalks installed in areas which are already developed.

- Interior landscaping should be required in all parking lots with a capacity greater than fifteen (15) vehicles. It is suggested that 10% of the parking
area be landscaped. This aesthetic improvement will alleviate the barren atmosphere of larger parking lots.

- Parking areas with a capacity of fifteen (15) cars or more should be located to the rear of a building. Parking is an accessory use, yet today it has been elevated to primary status by being placed in front of buildings. By placing parking in the rear of a building the pedestrian does not have to interact with cars and is rewarded for walking. In addition, by bringing buildings closer to the street, the entire area becomes more secure and a sense of community is fostered, which is absent in typical suburban sprawl.

HOUSING

Because of the quality of the Borough’s housing market, housing goals in the Comprehensive Plan stress the importance of providing affordable housing opportunities for all residents in the Borough. In keeping with this policy theme, the following implementation strategies are presented to maintain and promote quality housing in Penbrook Borough.

Affordability

Recognizing that rapidly developing areas often are accompanied with rising land prices and construction costs, Penbrook Borough intends to explore ways to encourage or required developers to provide housing that is affordable. An appropriate technique to accomplish this goal is to utilize density bonuses. By using density bonuses in the Borough’s zoning ordinance, a builder is encouraged to construct low and moderate income housing by being allowed to build more expensive market-rate housing at higher densities than would otherwise be able to under conventional zoning standards. The Borough zoning ordinances will host the standards and requirements for density bonuses.

Maintenance

Penbrook Borough can also explore appropriate methods to enhance the quantity and quality of existing housing stock, as well as assure quality construction methods and materials for future housing development. The following strategies are set forth to accomplish this goal:

- Most of the housing in Penbrook Borough is generally older. The Borough should encourage residents to utilize residential weatherization and energy conservation techniques and programs that are available. This would not
only protect the structure and its contents from weather impacts, but would also reduce energy consumption and reduce energy costs. This is particularly important for the lower income and fixed income senior citizen segments of the Borough's population.

The existing comprehensive set of codes and ordinances that regulates the minimum acceptable conditions of use, construction, location, additions and alterations, repair, and maintenance of properties within the Borough should continue to be properly enforced. The purpose of these codes and ordinances is to prescribe adequate standards of health, safety, convenience, and welfare for the residents and includes the following:

1) Building Code (BOCA)  
2) Zoning Ordinance  
3) Electrical Code (NEC)  
4) Plumbing Code (BOCA)  
5) Property Maintenance Code (BOCA)  
6) County Subdivision & Land Development Regulations

Continue support of codes enforcement and administration activities. Encourage and support staff training and educational activities necessary to maintain proficiency in enforcement and administration.

Encourage the participation of a cross-section of residents in Borough planning and development activities. Support the creation and continued functioning of civic and business organizations to assist local officials in planning for the Borough's future.

Encourage and support the establishment of public and private partnerships, as may be necessary, to provide political and financial support of improvement projects. In this manner, developers will play a more effective role in financially supporting the infrastructure necessary to service the Borough's expanding residential, as well as commercial base.

Opportunities should be provided to permit the establishment of a variety of housing types at varying price ranges. High density development, however, should be limited to the Borough's targeted areas which are more capable of being serviced with public facilities.

Rehabilitation

In an attempt to promote housing opportunities, the Borough will embrace housing rehabilitation as another tool in developing a variety of affordable housing opportunities. Rehabilitated housing uses the Borough's existing housing stock and infrastructure, is
usually relatively inexpensive to acquire, and may be comparatively inexpensive to rehabilitate. Housing rehabilitation and the reuse of abandoned buildings such as schools, storefronts, structures for housing can accomplish the goals of preserving the quality and character of the Borough while providing unique and needed housing.

COMMUNITY FACILITIES

Community facilities are buildings, lands, and services which benefit Penbrook Borough. As the Borough grows, planning and pursuing initiatives that expand and upgrade public services will also need to be incorporated into the planning and budget process. The need for community services depends on many factors that should be considered by the Council and the Borough staff. Several of these factors include:

- population being served
- population densities
- expected population trend
- local income
- Borough revenues
- existing facilities capacities
- upgrade costs
- future technology

In an attempt to link the improvement initiatives of a local decision makers and the local planning program, the Municipalities Planning Code, Act 247, outlines the minimum review and comment requirements in Section 303. Following proper adoption and amendment of the Comprehensive Plan, any subsequent proposed action of the Council, its departments, agencies, and appointed authorities shall be submitted to the planning agency for its recommendations when the proposed action relates to:

- the location, opening, vacation, extension, widening, narrowing, or enlargement of any street, public ground, or water course;
- the location, erection, demolition, removal, or sale of any public structure located within the municipality;
- the adoption, amendment, or repeal of an official map, subdivision and land development ordinance, zoning ordinance, or capital improvement program; or
- the construction, extension, or abandonment of any water line, sewer line, or sewage treatment facility.
The MPC, Act 247, goes further to state that comments and recommendations from the planning agency should include "... a specific statement as to whether or not the proposed action is in accordance with the formally adopted Comprehensive Plan shall be made in writing to the governing body within 45 days." (MPC Section 303(b)) As a checklist for future reference, the following community facilities and services should be addressed against the policies and recommendations of the Plan.

- Police Service
- Fire and EMS Service
- Sewage Treatment
- Water Planning and System
- Solid Waste
- School Facilities
- Parks and Recreation
- Storm Water Management

**MUNICIPAL OPERATIONS/ADMINISTRATION/MANAGEMENT**

Successful plan implementation and overall effectiveness of Penbrook Borough's municipal government rests with the Borough Council and the Borough administrative staff. These entities are responsible for most of the financial and managerial decisions of the Borough. In order for these decisions to be effective, responsive, and coordinated with the other supporting interests (the Planning Commission, the Citizens Fire Company #1 of Penbrook, providing both fire and ambulance service, the Park Committee, etc.), Chapter 15 proposes several recommendations in the area of:

- Internal Organization of the Borough
- Facilitating the work of the Council and other Boards and Agencies
- Meetings
- Management and Training
- Intergovernmental Cooperation

**Internal Organization of the Borough**

Penbrook Borough's internal organization and structure is important to the overall efficiency and effectiveness of the Plan's implementation and general Borough operations. In order to ensure clear understanding and communication between the Borough Council, the Planning Commission, other local committees and Borough residents, this Plan outlines three recommendations to foster continued internal coordination and organization.
Penbrook Borough should maintain an administrative code that describes the Borough's internal organization and outlines the major functions and responsibilities of the various departments, boards, commissions, and committees established.

Operating rules or by-laws should be codified for reference with periodic reports of their activities being required for the Council to review.

The Borough staff should define the day-to-day procedures and program for each department, board, commission, and committee. The "personnel policy" will be reviewed in conjunction with the Borough Comprehensive Plan policies and should provide basic information for participants in these agencies, and for new volunteers and appointees.

Facilitating the Work of the Borough Council and Other Boards and Committees

Many of the commissions and boards are formed to provide support to the Governing Body. It is the responsibility of the Borough administrative staff to facilitate the communication and administrative connections between the Borough Council and the various departments, boards, commissions, and committees. It is also the staff's responsibilities to keep the Comprehensive Plan at the top of the Borough's overall agenda, and to encourage decisions based on the Plan policies. Recommendations to facilitate the Board's activities are:

- The Borough staff should play an supportive role in establishing the agenda for the Council. The staff role includes identifying agenda items for consideration, providing background data on agenda items, and communicating decisions to appropriate interests.

- To efficiently administer the Borough's business, the Borough should continue to use workshop sessions to periodically address items and issues requiring more detailed examination and discussion, or other special topics and projects. The Borough staff should play an active role in facilitating workshop activities.

- The Borough Council should be informed of the activities and budget related status of all aspects of Borough operation. The Borough staff should develop and coordinate periodic reports for each commission, department, and volunteer agency describing their activities and how they are functioning within the Borough budget and/or Capital Improvement Program.
Meetings

Decisions and recommendations from the various boards and agencies are made at regularly scheduled public meetings. Three general guidelines are recommended to foster effective communication between a Borough board and other interested parties and allow for dialogue. These suggestions are outlined below:

- A formal set of rules and regulations for conducting meetings, incorporating public comment, and finalizing actions and decisions should be strictly observed. This is to ensure consistency in addressing Borough issues and fairness.

- All meetings in Penbrook Borough should be based around an established agenda. Agendas for the Borough Council, Planning Commission, Zoning Hearing Board, and any other agency should be available to members and the general public in advance.

- The general public should always have an opportunity to address the decision making body prior to making a decision on a particular issue.

Management and Training

General administration/management of the Borough is the responsibility of the Council and the Borough Manager. These individuals oversee the day-to-day functions of the Borough's operations. They will also play a vital role in implementing the Borough Comprehensive Plan. Because of the growing complexity of managerial and other regulatory responsibilities and techniques being proposed in this Plan, it is recommended that the Borough pursue the most modern approaches to management and administration within all areas, and ensure the staff and volunteers have the opportunity to receive training and new information on budgeting techniques, planning and zoning information, road system improvements, computer training, etc.

Intergovernmental Cooperation

The Borough is encouraged to pursue intergovernmental approaches to providing community services. Act 180, the Intergovernmental Cooperation Law, was enacted in 1972 to allow any municipality to "cooperate or agree in the exercise on any function, power or responsibility with...one or more...municipalities." These agreements represent a legal contract between communities and may offer efficiency and cost effectiveness in the areas of joint purchasing, equipment sharing, joint policing, contract police services, shared recreational facilities and programs, bikeways, surplus equipment auctions,
economic development, emergency preparedness, insurance, solid waste collection and recycling.

TECHNICAL RESOURCES AND ASSISTANCE

Due to the variety and nature of technical support needed in a comprehensive implementation program, it is recommended that the Borough take full advantage of the Federal, State, regional, county, and professional technical resources available in its planning and implementation program.

The Pennsylvania Department of Community Affairs (DCA)

Established in 1966, the Department of Community Affairs (DCA) was the first state agency of its kind in the nation. DCA provides a broad range of financial and technical assistance and comprehensive training to local governments and community based organizations. DCA funds and programs are designed to help local governments and nonprofit agencies operate more effectively on behalf of all Pennsylvanians, urban and rural, and to encourage the use of local resources and expertise toward that goal. The current Administration is in the process of attempting to disband DCA. Its functions will be taken over by other state departments.

Below are current programs at DCA that may be of interest to Penbrook Borough.

- **Council of Governments/Intermunicipal Projects Program**
  The objective of this program is to promote cooperation between neighboring municipalities and to encourage communities to discover those municipal functions they can provide more efficiently and effectively together than they can separately.

- **Land and Water Conservation Fund (LWCF) Program**
  Objectives of this program are to provide local governments with grant funding to:
  
  (1) Address public outdoor recreation and park deficiencies at the neighborhood and community level;
  
  (2) Meet the public outdoor recreation and park needs of special population groups such as minorities, lower income, disabled and senior citizens; and
(3) Support community conservation and revitalization efforts.

- **Local Government Capital Projects Loan Program**

  This program attempts to assist municipal governments in the acquisition of equipment and facilities by providing low interest loans to those governments which find conventional loans cost prohibitive.

- **Recreational Improvement and Rehabilitation Act Program (Keystone 95)**

  Provides municipalities with grant funds to meet the recreation, park, and conservation needs of their neighborhoods and communities and of special population groups such as senior citizens, minorities, lower income individuals, and people with disabilities.

- **Regional Police Assistance Program**

  Provides assistance and incentive to local governments for developing and implementing regional police departments.

- **State Planning Assistance Grant Program (SPAG)**

  Provided to strengthen the comprehensive planning process throughout the Commonwealth and support the development and maintenance of up-to-date comprehensive community development plans. Also, provided to further the integration of a sound comprehensive planning process in relation to municipal management and decision making.

Services currently provided by DCA that may be of interest to the Borough include:

- **Building Energy Conservation (Act 222)**

  Provide minimum energy conservation standards for newly constructed or substantially renovated buildings, and any additions to existing buildings classified as Use Group R-3. Also, to perform energy audits upon request for housing built within three years of the date of warranty.

- **Municipal Consulting**

  Provide direct consultation and assistance to local government officials in a variety of municipal administration areas to help communities better
utilize limited resources and achieve a more effective and efficient local government operation.

- **Municipal Publications and Information**

DCA prepares, revises, and updates publications related to local government operations and provides advisory services in matters related to local government activities.

- **Municipal Training**

DCA provides training programs for Pennsylvania municipal, community development, environmental, and non-profit agency officials and employees to improve operations, services, delivery, and productivity.

- **Planning Technical Assistance**

DCA assists local government officials, planning agencies, and zoning hearing boards to fulfill their duties in planning and managing community development and growth.

- **Recreational Technical Assistance**

DCA assists local governments in all aspects of recreation and park services, including development of natural resource and conservation programs and management of facilities, personnel, and fiscal practices.

**Tri-County Regional Planning Commission (TCRPC)**

Established in 1964, the Tri-County Regional Planning Commission (TCRPC), together with its member County Planning Commissions and staff, is involved in a varied work program consisting of interrelated planning elements and sub-elements. The major planning categories include the Municipal Comprehensive Planning Services, General Transportation Planning, and County Services. The professional staff of the TCRPC is available to the Borough for technical assistance and other planning related assistance.

**Rural Transit Assistance Program (RTAP)**

The Rural Transit Assistance Program (RTAP) is a program of the Federal Transit Administration (FTA) of the U.S. Department of Transportation. Since its authorization in 1986, RTAP has provided a range of services to transit professionals across the country. RTAP has both a national program and state programs that work together in
a partnership, every state is funded to set up their own RTAP program and develop services for their particular state. In Pennsylvania the RTAP program offers training sessions, workshops, scholarships, and other services to improve local transit systems.

**Local Academic Resources**

Two Universities located in the region function as valuable technical resources for local governments. The Pennsylvania State University Campus, located in Lower Swatara Township, Dauphin County, maintains a graduate level curriculum in Public Administration, and hosts the Institute for State and Regional Affairs. The staff office of the Pennsylvania State Data Center is also located on this campus. The University and these organizations have an abundance of planning and administrative reference materials and resources in their staffs, professors, and students that the Borough may wish to utilize for technical assistance.

Shippensburg University, located in Shippensburg, Cumberland County, maintains undergraduate and graduate level local government administration related curriculums that could also provide assistance to the Borough in managing municipal affairs. In particular, the University houses the Center for Local and State Governments which is located on campus. Technical assistance and services are also available to local governments.

**CAPITAL IMPROVEMENTS PROGRAM**

The purpose of a capital improvement program is to present schedules for acquisition, major construction, community facility development/improvement, and or other improvements over a fixed period of time (usually five or six years). Successful plan implementation requires an effective capital improvements programming process to ensure that plans for community services are carried out. Such a program can also attain other more specific purposes and/or accomplish the following:

- Allow various improvement proposals to be tested against a set of adopted policies and goals;
- Better scheduled public improvements requiring more than one year to complete;
- Provide the opportunity to purchase land before costs go up;
- Provide for long range financial planning and management;
- Help stabilize tax rates through proper debt management;
Offer an opportunity for citizens and public interest groups to participate in decision making;

Contribute to more effective and efficient management of municipal affairs.

Two major components of the Capital Improvement Program are (1) capital improvements, and (2) the capital improvement budget. It is extremely important to understand exactly what constitutes a capital improvement and a capital improvement budget before attempting to establish an overall capital improvement program.

In general, a capital improvement is any valued asset that is expected to provide use or service to the community for a number of years. These improvements are normally considered nonrecurring expenditures for physical facilities associated with the governing body. Some examples of capital improvements are streets and highways, water/sewer system projects, maintenance equipment, landscaping, and other municipal facilities or equipment.

The capital improvement budget is a compilation of projects together with the amounts and sources of revenue and/or funding for the coming fiscal or calendar year. The capital improvement budget is normally regarded as the first year of the capital improvement program, and is treated as the capital improvement section of the annual municipal budget.

As mentioned above, the capital improvement program itself is a multi-year schedule of projects and a planned budget of expenditures necessary for their financing. The program normally covers a five to six-year period that includes the upcoming budget year and a five year period beyond. It is generally proposed that the capital improvement budget and capital improvement program be prepared and amended annually. Adoption of various revisions that may be necessary should be done annually and as part of the regular municipal operating budget.

Within the capital improvement program conceptual framework presented in the chapter, an emphasis is placed on thoroughly examining municipal finances over a five-year period. Understanding the Borough’s financial situation is necessary to establish a definitive financial status of the community to utilize in determining its financial capabilities in order to program and fund selected capital projects. Once the financial status is determined, recommendations are formulated to establish the proper administrative framework and time line for capital programming that are “tailored” to the Borough’s management structure.

Procedures for collection and evaluation of project requests for programming consideration may also be developed when the Borough’s financial status is established.

Penbrook Borough Comprehensive Plan

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A basic inventory of the municipality’s existing facilities, accomplished as part of the comprehensive plan, should be reviewed with recommendations for expansion of this listing to include other facilities or information necessary to form a more definitive database. Once this final listing is determined, the Borough will be able to evaluate these facilities as to their eventual renewal, replacement, expansion or retirement. The concluding segments of this section discuss the adoption of the Capital Improvement Program by the Borough Council and the importance of monitoring the Capital Budget on an annual basis.

It is recommended that the Borough institute the following programming process to assure that a financial plan is provided for the realization of the comprehensive plan recommendations. Due to the numerous procedures involved in the annual review and revisions to the budget program, it is recommended that the capital improvement program, adopted pursuant to the comprehensive plan, not be included in the plan text, but maintained as a separate and supporting document.

**Proposed Organization for Capital Improvement Programming and Budgeting**

In Penbrook Borough, the Borough Council has the responsibility of establishing general policy and legislative powers. It is recommended that the lead responsibility to coordinate capital improvements programming and budgeting be assigned to the Borough Manager. It is recommended further that a Capital Improvements Committee be created to assist the Manager in developing and implementing the program. This committee should be comprised of several members, in order to give adequate representation of the variety of municipal activities established in the Borough. A suggested membership might include:

- Borough Council member (1 representative);
- Borough Engineer;
- Borough Solicitor;
- Borough Tax Collector;
- Borough Planning Commission (1 representative).

It is anticipated that this committee approach will provide for a greater representation and input of municipal officials and lead to more broad-based support and acceptability of the Capital Improvements Program.

**Developing Financial Policies**

It is critical to the capital improvement process that a clearly defined financial policy be developed that is sensitive to the financial capabilities of the Borough and acceptable to its residents. Such a policy must satisfactorily deal with the issues of taxation, debt...
service level, utilization of service and user fees, identification and availability of appropriate grants and funding sources. The policy also must establish realistic levels of municipal services. Once the policy is established, it is recommended that a financial policy statement be developed and distributed by the Council setting the parameters within which to identify proposed projects and their costs.

**Inventory of Existing Facilities**

A general inventory of community facilities and services should be outlined in the capital improvements plan. For capital programming purposes, it is recommended that the inventory of existing facilities only address those facilities and services managed by the Borough, and include each such facility along with its age, condition, estimation of usage, and target year for replacement, expansion, retirement, or new facility construction. Examples of facilities, whether existing or proposed, to be included in the inventory, include:

- Park and recreation sites and facilities;
- Borough buildings and municipal centers;
- Borough public works buildings/vehicles/equipment;
- Borough streets, signs, storm drainage, sewage facilities and other infrastructure;
- Other facilities as identified.

**Determine Status of Previously Approved Projects**

A detailed accounting should be made of all capital projects previously approved for implementation. This should be accomplished in the early phases of the programming process, so as to account for all outstanding capital financing obligations and to assure their inclusion in the program review and evaluation process.

**Financial Analyses**

The data required to evaluate the financing capacity of the Borough is developed through the following four-step process:

- Collect all available data pertaining to critical financial elements over the previous five to ten years and compute the historical trends;
Using these historical trends and other information, project the trends of critical financial elements for six future years;

Calculate the amount of money to finance new capital outlays based on the data derived from information collected in Step 2; and

Determine how each proposed capital project outlay might affect the local tax rate.

The financial analysis segment is one of the most critical elements of the capital improvement programming process. Successful implementation of a capital improvement program and completion of its projects are dependent upon adequate financing. The number of public improvement projects the Borough can afford to fund depends upon several variables. These are:

- The level of recurring future operating expenditures;
- The current level of bonded indebtedness;
- The legal limit of debt it may incur; and
- Any potential sources of additional revenue available for financing capital improvement projects.

Methods of Financing Capital Improvements

There are a variety of methods by which the Borough can finance capital improvement projects. It is important to understand that whatever method of financing may be determined appropriate, the Borough must provide a reliable source of funding extending over the entire duration of each project. The following funding sources are some of the more traditional methods of capital project financing, and should be seriously considered by the Borough in preparing the capital improvement program.

Current Revenues

Capital projects can be funded out of the Borough’s current revenues. This funding source is best applied to those projects of modest cost that will require cash allocations over two or three years. Specific revenues could be placed aside and accumulated annually over a period of years until the balance is large enough to pay cash for the improvement. This type account is normally called a capital reserve fund, and has the potential to earn a sizable amount of interest if invested properly.
It should be noted that this method will save interest payments that would be incurred if the funds were borrowed. By utilizing this method, the Borough also avoids reducing its remaining borrowing capacity, while maintaining or improving the Borough's bond rating.

**Municipal Bonds**

Bond issues are a very common method used by local governments to acquire project funding. There are several different types of bonds that should be considered. These include:

- **General Obligation Bond** - This type of bond is required to be guaranteed for payment by the full faith and credit of the municipality. Because of this guarantee, lower interest rates may be obtained.

- **Special Assessment Bonds** - These bonds are repaid through assessments levied against property owners that will benefit from the particular capital improvement project being constructed. This type of bond is appropriate when used to finance street, water, sewerage, storm drainage, or similar improvements that increase property values and benefit adjacent properties.

- **Revenue Bonds** - As their name suggests, revenue bonds are normally sold for projects that generate revenue. They are repaid through revenue receipts acquired through service charges or fees paid by the users of such facilities as sewer and/or water.

It is recommended that the Borough utilize a bond advisor to prepare and market bonds if it elects to utilize bonds as a future financing source.

**Short Term Notes**

Another financing option available to the Borough are short term notes issued by banks. It is possible that using short term notes may result in lower interest rates charges. The Borough also may be able to avoid costs incurred by contracting with bond advisors.

Briefly noted, several other funding sources might include:

- Joint Financing
- Lease-Purchase
- Tax Increment Financing
- Use of Authorities and Special Districts
The Pennsylvania State Government has several funding programs available to local governments for project financing. Programs that could be applied in Penbrook Borough are the Community Facilities Program, Site Development Program, and Business Infrastructure Program. Information on these programs is available from the Pennsylvania Department of Commerce. The Pennsylvania Community Development Block Grant Program, proposed to be administered by the Pennsylvania Department of Commerce under the DCA restructuring, is a very popular funding source used by local governments for capital project funding, but, is generally limited to projects benefitting low and moderate income residents.

**Evaluate and Program Projects**

This phase of the programming process is the very important to the overall coordination of the program. The Capital Improvements Committee must thoroughly review each of the capital project proposals for clarity, accuracy, and completeness. The Capital Improvements Committee has the vital role of selecting and prioritizing projects. Prioritizing can be completed through completion of the following tasks:

- Evaluate the general project design;
- Evaluate the relative need and cost of each project proposal;
- Determine the project implementation schedule;
- Establish the financial programming for the selected projects;
- Determine the legal appropriateness.

The Committee may revise these tasks to meet its own preferences and needs. However, it must determine the extent of detail and accuracy it needs within a certain criteria. A commonly used priority system the Borough may wish to utilize involves dividing the proposed projects into four categories: (1) essential, (2) desirable, (3) acceptable, (4) deferable. The project proposals can be further described in terms of whether a project contributes to public safety, prevents hazards, satisfies a critical need, or would be beneficial, but not essential. Another type of priority system the Borough may wish to utilize involves classifying projects in terms of criteria such as protection of life, public health maintenance, conservation of natural resources, and replacement of obsolete facilities.
Capital Improvements Program Adoption

Upon completion of the Capital Improvement Program and Capital Improvement Budget, the Capital Improvements Committee should forward the program to the Council for final review and adoption. Copies should be made available to each member of the Governing Body prior to the formal presentation and discussion. This procedure provides each member of the governing body an opportunity to become thoroughly familiar with each proposal and present any questions prior to the legislative meeting. If necessary, the Council should hold any necessary meetings with key personnel involved in the process to discuss any issues that may surface.

It is recommended that the governing body hold at least one formal public hearing to provide for public input and assurance that the program is acceptable. In approving the Capital Improvements Program, it is recommended that the capital budget be approved first, thus formally incorporating it into the upcoming annual budget. Adoption of the remaining five to six year program, which is subject to annual review, revision, and authorization, should follow.

Monitoring the Capital Budget

Successful capital improvement program implementation and coordination requires careful and accurate monitoring of project implementation. It is important that monitoring responsibility assignments and reporting procedures be specifically identified. Reporting periods also must be established in accordance with the scope and complexity of the program.

IMPLEMENTATION TASKS AND ACTIVITIES

The following table briefly defines 21 tasks and studies that need to be initiated if recommendations and guidelines established in the Plan are to be implemented. While this listing in no way covers all the detailed plan recommendations and policies, it does emphasize those that are most important. The activities represent an ambitious list. These tasks are vital if the Borough is to optimally manage its growth. The completion of many of these tasks should result in an improved quality of life within Penbrook Borough.

Table 15-1 briefly outlines and defines numerous tasks and activities to be initiated for plan implementation, agencies that would be responsible or involved in the activity, and a general priority. While some agencies listed may have a stronger interest or expertise in certain tasks and activities, this table in no way suggests that only these agencies should be involved. In keeping with the theme of this Plan, any group or individuals
interested should be encouraged to get involved in the planning and implementation process.

In the last column, a numbered priority was established for each task and activity based on the following definitions.

Priority 1 - These activities are currently underway or should be initiated now. They represent core activities important to Plan implementation.

Priority 2 - These activities are moderately important and relate to many of the Priority 1 activities. Time and resources will dictate when these are initiated.

Priority 3 - At the present time these activities are of low priority and pending. These activities will be conducted when it is convenient.
### TABLE 15-1
IMPLEMENTATION TASKS AND ACTIVITIES

<table>
<thead>
<tr>
<th>Tasks and Activities</th>
<th>Responsibility/Involvement</th>
<th>Priority</th>
</tr>
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</table>
| **Comprehensive Plan Review**                                            | ■ Borough Council  
■ Planning Commission                                                  | 3        |
| Institutionalized review of the Borough Comprehensive Plan. The Plan should be formally reviewed every three years. | **Public Participation**                                             | 3        |
| Local organizations and residents should be invited to review and comment on the Plan periodically. | **Land Use & Growth Management**                                    | 1        |
| The Borough should begin to amend the Zoning Ordinance thus implementing the Future Land Use Plan and other Plan components. | **Land Use & Growth Management**                                    | 1        |
| The Borough should review and amend its Subdivision and Land Development process to conform with the Comprehensive Plan. | **Land Use & Growth Management**                                    | 1        |
| The plat review process should be reviewed based on recommendations of the Comprehensive Plan. | **Land Use & Growth Management**                                    | 1        |
| The Borough should explore adopting an Official Map to better coordinate the Future Land Use, Community Facilities, and Transportation Plans. | **Land Use & Growth Management**                                    | 2        |

Penbrook Borough Comprehensive Plan
### TABLE 15-1
(continued)

<table>
<thead>
<tr>
<th>Tasks and Activities</th>
<th>Responsibility/Involvement</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Land Use &amp; Growth Management</strong></td>
<td>• Borough Council</td>
<td>3</td>
</tr>
<tr>
<td>The Borough should consider establishing an Environmental Advisory Council (EAC) to assist the Board and Planning Commission in identifying environmental issues and concerns.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Community Facilities</strong></td>
<td>• Borough Council</td>
<td>2</td>
</tr>
<tr>
<td>The Borough should begin to develop an Act 537 Plan that is responsive to the policies outlined in the Future Land Use Plan.</td>
<td>• Planning Commission</td>
<td></td>
</tr>
<tr>
<td>• Harrisburg Sewer Authority</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Community Facilities</strong></td>
<td>• Borough Council</td>
<td>2</td>
</tr>
<tr>
<td>The Borough should begin to develop a Comprehensive Park and Recreation Plan that is consistent with the National Recreation and Park Association’s Design Guidelines.</td>
<td>• Planning Commission</td>
<td></td>
</tr>
<tr>
<td>• Penbrook Park Committee</td>
<td>• Dauphin County Park and Recreation Department</td>
<td></td>
</tr>
<tr>
<td><strong>Community Facilities</strong></td>
<td>• Borough Council</td>
<td>2</td>
</tr>
<tr>
<td>The Borough should reinstitute the recycling program.</td>
<td>• Dauphin County</td>
<td></td>
</tr>
<tr>
<td>• Intermunicipal Solid Waste Authority</td>
<td>• Borough Engineer</td>
<td></td>
</tr>
<tr>
<td><strong>Transportation</strong></td>
<td>• Borough Council</td>
<td>1</td>
</tr>
<tr>
<td>The Borough should institute a roadway management plan as a supplement to the Comprehensive Plan.</td>
<td>• Borough Highway Supervisor</td>
<td></td>
</tr>
<tr>
<td>• Borough Engineer</td>
<td></td>
<td></td>
</tr>
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<td><strong>Transportation</strong></td>
<td>- Borough Council</td>
<td>2</td>
</tr>
<tr>
<td>The Borough should establish formal guidelines and criteria for traffic impact studies to be incorporated in the Borough Subdivision and Land Development process.</td>
<td>- Planning Commission</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Borough Engineer</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- County Planning Commission</td>
<td></td>
</tr>
<tr>
<td><strong>Transportation</strong></td>
<td>- Borough Council</td>
<td>2</td>
</tr>
<tr>
<td>The Borough should adopt a pedestrian transportation system plan to define key corridors for pedestrian level transportation improvements and other design criteria.</td>
<td>- Planning Commission</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Penbrook Park Committee</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Borough Engineer</td>
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<tr>
<td><strong>Transportation</strong></td>
<td>- Borough Council</td>
<td>2</td>
</tr>
<tr>
<td>The Borough should more aggressively pursue and promote park and ride facilities to be located at key business locations in the Borough.</td>
<td>- Planning Commission</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Tri-County Regional Planning Commission</td>
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</tr>
<tr>
<td><strong>Transportation</strong></td>
<td>- Borough Council</td>
<td>1</td>
</tr>
<tr>
<td>The Borough should become active in transportation planning processes carried out by HATS and PennDOT's Twelve-Year Program.</td>
<td>- Planning Commission</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- PennDOT</td>
<td></td>
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<td></td>
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<tr>
<td><strong>Parking</strong></td>
<td>- Borough Council</td>
<td>1</td>
</tr>
<tr>
<td>The Borough should explore the potential for municipal off-street parking facilities</td>
<td>- Planning Commission</td>
<td></td>
</tr>
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<td>Tasks and Activities</td>
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<td>Priority</td>
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</table>
| **Housing**                                  | • Borough Council  
• Planning Commission                                                 | 1        |
| The Borough continue to update its BOCA building codes for new construction in the Borough. |                                                                  |          |
| **Historical Resources**                     | • Borough Council  
• Borough Historical Committee                                      | 2        |
| The Borough should encourage the Penbrook Historical Committee to identify national and state important historical sites within the Borough to be incorporated into the Comprehensive Plan. |                                                                  |          |
| **Municipal Operations and Administration**  | • Borough Council  
• Planning Commission  
• Harrisburg Sewer Authority  
• Harrisburg Water Services  
• United Water of PA                                                  | 1        |
| The Borough should develop a set of operation procedures and codes for the various boards and commissions established. |                                                                  |          |
| **Municipal Operations and Administration**  | • Borough Council  
• Harrisburg Sewer Authority  
• Harrisburg Water Services  
• Planning Commission                                                     | 1        |
| Bylaws of the Planning Commission, Council, and other agents of the Borough should be reviewed to ensure that they conform with policies of the Comprehensive Plan. |                                                                  |          |
| **Municipal Operations and Administration**  | • Planning Commission  
• Borough Manager                                                              | 2        |
| The Borough Planning Commission should establish an agenda form for its monthly meeting available to the public in advance. |                                                                  |          |
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(continued)

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<tr>
<td></td>
<td>Planning Commission</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Capital Improvement Program Committee</td>
<td></td>
</tr>
<tr>
<td>The Borough should explore the development of a Capital Improvement Program and Budget.</td>
<td></td>
<td></td>
</tr>
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