



*SHIPPENSBURG BOROUGH /
SHIPPENSBURG TOWNSHIP*

JOINT COMPREHENSIVE PLAN

JULY 2005

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Chapter 1

The Joint Comprehensive Planning Process

Introduction & Purpose

The Shippensburg Region (Shippensburg Borough and Shippensburg Township) is unique in many ways. The Borough of Shippensburg, the economic and social center of the region, contains a vibrant main street, interesting neighborhoods, a well maintained historic district, and an array of recreational opportunities. Shippensburg Township, which surrounds most of the Borough, is home to Shippensburg University and its 6500 undergraduate students and 1000 graduate students. While the Township has been rapidly suburbanizing, it still includes areas that are predominantly rural in character. The combination of the Borough, Township, and University presents unique challenges as well as opportunities for future land use planning. Issues such as economic growth and cultural development of the Borough, traffic congestion, student housing, and the preservation of remaining natural resources in the face of increasing development make this plan a critical one.

In 1968, the Pennsylvania Legislature passed Act 247, the Pennsylvania Municipalities Planning Code. This legislation enabled local governments to develop Comprehensive Plans, Zoning Ordinances, Subdivision and Land Development Ordinances, and Official Maps. In the intervening years, the Act has been amended numerous times, providing municipalities with additional means of implementing their plans, but these original document types are still the foundation of local planning.

In 2000, Pennsylvania adopted amendments to the Municipalities Planning Code, specifically Acts 67 and 68, known as "Smart Growth" legislation. This new legislation allows municipalities to work together to plan regionally across municipal borders using "smart growth principles", and specifically enables the creation of joint municipal Comprehensive Plans. A Joint Comprehensive Plan can address both development and preservation issues with the flexibility of allocating land uses throughout the entire planning area, rather than the traditional method of providing for all land uses within each municipality. Additionally, a Joint Comprehensive Plan allows for regional coordination of transportation and community facilities issues, thereby helping to prevent overlap of municipal resources. The Action Plan will address specific recommendations regarding these new planning tools.

A Joint Comprehensive Plan is more than just a plan for development. The Plan is a vehicle by which the Commonwealth of Pennsylvania authorizes local governments to work together to create their own visions of what they want to become and how they intend to achieve such visions. The plan must also take into account the fact that surrounding municipalities are simultaneously undergoing change. This Joint Comprehensive Plan is designed to help anticipate change, to identify community goals, and to examine local resources. It will provide guidelines that allow a greater measure of control in regard to *how* change occurs in the Shippensburg area.

In the past, the Borough and the Township have always prepared individual comprehensive plans. This Joint Comprehensive Plan was initiated because of the recognized need to examine overall planning for the area in light of development trends and pressures in the region and to identify common land use goals and objectives.

Contents of a Comprehensive Plan

The State allows local governments to address virtually any issue that is of municipal concern, however Act 247 established certain minimum requirements. According to §301 of Act 247, a valid Comprehensive Plan must include

- a statement of objectives concerning future development;
- a plan for land use;
- a plan to meet the housing needs of both current residents and anticipated future residents;
- a plan for the movement of people and goods, which may address automobile travel, parking facilities, non-motorized trail systems, and public transportation facilities;
- a plan for community facilities and services, which may address public and private education, recreation, municipal buildings, fire and police services, libraries, hospitals, water supply and distribution, sewerage and solid waste management, storm drainage, and utilities;
- a statement regarding the interrelationships among the components of the plan;
- a discussion of short-range and long-range implementation strategies for the plan objectives;
- a review of the plan's compatibility with the existing and proposed development and plans in contiguous portions of neighboring municipalities outside the planning region;
- a plan for the protection of natural and historic resources; and
- a plan for the reliable supply of water.

In addition, the municipalities may address virtually any area of local concern.

It is important to realize that this Joint Comprehensive Plan does not have the force of law, although it does provide the foundation for ordinances and regulations that do so. In fact, a sound Joint Comprehensive Plan becomes critical in the event that an ordinance of the Borough or Township is challenged in court: if the ordinance in question is shown to be consistent with a duly adopted Joint Comprehensive Plan, a successful legal challenge proves far more difficult to mount.

Some Basic Terms

Sound planning requires clear communication. A potential source of confusion lies in the meaning of basic terms. Many of these terms are commonly used words, and different individuals have different interpretations of their precise meanings and how they are meant to relate to each other. Planning terms tend to reflect the iterative process of revision and refinement that is planning itself. For the purposes of this document, the following terms shall be defined as follows. Note that the terms are arranged in ascending order of precision.

- An **ISSUE** is a particular topic that is addressed. It is value-neutral and can usually be expressed as a single word or phrase. Examples of **ISSUES** addressed in this Comprehensive Plan are "traffic" and "housing."
- A **POLICY** expresses the municipalities' position regarding a given issue. For purposes of clarity, it is ideal to establish a single **POLICY** statement for each issue, but this is not a

strict rule. Depending upon the complexity of the issue, it may be necessary to define several policies, although it is critical to be sure that they are not in conflict. A POLICY statement relative to the issue of traffic would be "promote the smooth flow of vehicular traffic along major routes."

- A GOAL is a statement of a long-term objective relative to a particular policy. While each policy should be supported by at least one GOAL statement, multiple GOALS may be necessary. A GOAL is always a qualitative statement. Continuing with our example, a sample GOAL for the policy could be "to reduce congestion along US Route 11 in the Borough."
- OBJECTIVES are specific steps toward a goal. Typically, a single goal will be supported by multiple OBJECTIVES. OBJECTIVES are always quantitative. One OBJECTIVE for the sample goal could be "to recommend the construction of an inner loop around the Borough."
- The ACTION PLAN, also known as the implementation strategy, includes a compilation of all the objectives identified in the Joint Comprehensive Plan, setting forth specific steps to achieve each one. The ACTION PLAN will also identify who should be responsible to execute each step, including a time element. Obviously, financing is a critical part of implementation. An ACTION PLAN should include guidance on funding sources, but a comprehensive budget and financing strategy would be premature.

When the Joint Comprehensive Plan is first adopted, the Action Plan is likely to be the most useful portion of the document, as it provides very specific direction. As time passes and objectives are (one hopes) achieved, the less specific elements will be more useful. Clear goals and policy statements are particularly helpful as unforeseen circumstances arise, as they assist local decision-makers to determine what actions are in the best interest of the community.

Arrangement of This Document

In this Joint Comprehensive Plan the conclusions and plan elements are presented *first*, with the research and documentation provided at the end. This arrangement may be confusing for someone attempting to read the Plan straight through - and it is certainly not the order in which the document was written - but the Plan will be used most efficiently when organized like a research document. The Plan should be a reference document that users will consult for guidance or research on specific topics. Also, since this document is a *plan*, it is logical to give the plan elements prominence rather than precede them with research about conditions that will change over time and become increasingly irrelevant.

Part I is the Introduction. This section provides the user with sufficient background on the planning process and planning terms to assure clear understanding of the document. A summary of municipal-related information gives a sense of the character of the community and of the issues that will be addressed by the plan.

Part II, Issues and Policies, lists the specific issues addressed by this Plan, reviews the procedure by which policies were identified, and then presents each of the policies that have been established.

Part III contains a detailed exposition of the plan elements arranged by topic. This part includes a chapter reviewing the interrelationships among the plan elements, which is required by Pennsylvania law. This analysis highlights how objectives may be mutually supportive as well as objectives that may have slight conflicts with one another. The latter is particularly critical as it anticipates such problems and considers how they may be addressed. This part also includes the Action Plan, which describes how to execute the plan.

Part IV presents the research conducted in the course of the planning process, including a more detailed description of the public participation process, described below in brief.

The Planning Process

The Cumberland County Board of Commissioners began the planning process in September 2003 by selecting Spotts, Stevens and McCoy (SSM) as the professional planning consultant to work with the Borough and Township. Local officials appointed a Planning Committee to work with SSM, including representatives from Shippensburg Borough, Shippensburg Township, and Cumberland County.

The Committee held monthly meetings starting in September 2003 for the duration of the planning process. Among the earliest actions of the Committee was to identify ways to gain input from Township and Borough residents and business owners regarding their perceptions of the municipalities, and any critical issues they share. A three-pronged approach to direct public input was implemented.

- SSM conducted a series of interviews (some via telephone, others in person) with specific individuals identified by the Committee. The selected persons were chosen because of their positions within the community and the particular insights those positions gave them. The interviewees included a variety of public officials, public and school district employees, and other local leaders. These individuals were questioned about their specific likes and dislikes in the region, what they felt were the most pressing issues facing the community, what they would like the community to become, and other questions more directly related to their particular areas of expertise.
- The Committee and SSM prepared a written questionnaire that was mailed to 86 households in the Township (68 homeowners and 18 renters), and 240 households in the Borough (190 homeowners, 50 renters). The written questionnaires allowed the responders to be anonymous, but some personal information was asked in order to identify concerns that were more prevalent among specific demographic groups. The questions were largely similar to those asked in the interviews, but were structured in a way that allowed for quantitative analysis of the responses. Questionnaire responses were reviewed and analyzed by SSM.
- Finally, the Committee and SSM facilitated a visioning session that was open to all interested residents. The session was in two parts, the first being a detailed presentation of the analysis of the survey responses and the second being a discussion about possible solutions to the principal issues identified by the resident survey: traffic and growth management.

Once the planning process was underway, Committee meetings were largely occupied with discussion of the various plan issues and review of text as prepared by the planning consultant. Upon completion of the text and maps, the entire draft document was reviewed to assure that the plan elements created a coherent whole.

As required by Act 247, the complete draft was submitted to the Cumberland County Planning Department, the Shippensburg Area School District, Shippensburg University, and each adjoining municipality in order to allow them to review and comment upon the Plan. Drafts were also available for public review. The Township and Borough Planning Commissions convened a joint public meeting for the purpose of presenting the draft as submitted by the Committee to the public. Subsequent to this meeting, both the Township and Borough held

public hearings to solicit comments from their respective residents. The Township Supervisors and Borough Council officially adopted the plan in June and July of 2005, respectively.

Need for Continuing Planning

Planning is an ongoing process and this Joint Comprehensive Plan must be continually reviewed in light of unforeseen changes in development trends, the state of the economy, capacity of public infrastructure, changes in community goals, and the appropriateness of the Plan's objectives, policies, and implementation program. It is recommended that the recommendations of this Plan be reviewed every 10 years.

Chapter 2

Regional Setting & Influences

Introduction & Purpose

Although the jurisdiction of local government ends at their municipal lines, the surrounding communities unavoidably affect the daily lives of the residents. Wise planning requires us to identify and to evaluate the effect of various features beyond the Township and Borough borders. This chapter will place the Shippensburg region within the context of the larger community and will identify those regional features that have the most direct impact upon residents. This chapter also includes an analysis of the Comprehensive Plans for those portions of the surrounding municipalities that are adjacent to Shippensburg Borough and Shippensburg Township.

Geographic Setting and Influences

Shippensburg Borough and Shippensburg Township (the Shippensburg Region) are located in the heart of the scenic Cumberland Valley in south-central Pennsylvania. The Cumberland Valley extends from Carlisle, Pennsylvania south to Winchester, Virginia. The Harrisburg, Baltimore, Washington, Philadelphia, and Pittsburgh Metropolitan Areas are all within a few hours' drive from Shippensburg. The entire Township and most of the Borough are within Cumberland County; a small portion of the Borough extends into Franklin County. The Township is also home to Shippensburg University and its 6,500 undergraduate students. Together, the Township, University, and Borough create a small urban center within a predominantly rural region.

The municipalities are located within the Ridge and Valley Region of the Appalachian Mountains. The topography of the area ranges from gently rolling hills to relatively flat farmland, with the elevation ranging between 640 and 720 feet. There are no water bodies of any significance in either municipality. Shippensburg Borough contains 2.0 square miles and Shippensburg Township covers 2.5 square miles. The major transportation corridors include US Route 11 (King Street) and Pennsylvania State Routes 174 (Walnut Bottom Road) and 696 (Earl Street). Interstate Route 81 passes through the extreme eastern portion of the Township. Figure 2.1 depicts a base map for the planning region, and Figure 2.2 is a reproduction of the USGS Quadrangle entitled Shippensburg and Walnut Bottom.

Cumberland County Comprehensive Plan

The 2003 Cumberland County Comprehensive Plan designates the Shippensburg region as a "Planned Growth Area" as well as a "Rural Core Area." According to the Plan, Planned Growth Areas are based upon existing Community Service Areas ("CSA's") with the intent to target future development in and around the Borough and its surrounding area. CSA's are areas which are provided with public services such as sanitary sewerage, water supply, and access to major transportation corridors. The bulk of development should be concentrated within these areas to maximize the infrastructure investment. Typically, not all new growth can be located within existing CSA's. Development is then targeted to the lands adjacent to the CSA's, as necessary, to accommodate anticipated growth.

Rural Cores are defined by the Plan as rural towns with partial public facilities and little or no access to mass transit systems, possibly linked through connections of public service within Planned Growth Areas.

Relevant recommendations from the Cumberland County Plan include:

- Encourage and assist local governments in the preparation and implementation of municipal comprehensive plans
- Direct growth toward designated "Planned Growth Areas."
- Promote revitalization of historic downtowns.
- Encourage the development of landscape standards to aid groundwater recharge and improve aesthetics.
- Limit the number of access points to commercial retail sites along major roadways to increase safety and traffic flow.
- Encourage regulations that allow integrated uses with regard to access, parking, and signage.
- Promote compatible land uses along municipal borders.
- Promote the creation and preservation of greenways and open space, including investigating a bond issue to finance the preservation.

Franklin County Comprehensive Plan

The 1999 Franklin County Comprehensive Plan designates the portion of Shippensburg Borough located within Franklin County as residential, industrial (north of King Street between Lurgan and the railroad tracks), commercial (south side of King Street), and major recreation (Memorial Park). The Plan states that these areas are suitable for these uses at a variety of densities. The areas in which higher density development is allowed should be served by public sewer and water, and should place an emphasis on housing rehabilitation and making sure that infill development is compatible with existing uses.

Adjacent Municipal Planning

Shippensburg Borough and Shippensburg Township share a border with two other municipalities: Southampton Township Cumberland County to the east and Southampton Township Franklin County to the west. Each of these communities has their own Comprehensive Plan, and both have recently enacted Zoning Ordinances as well. The following text contains brief descriptions of each municipality as well as the recommendations of their Comprehensive Plans regarding their relationship to the Shippensburg region.

Southampton Township - Cumberland County

Southampton Township (Cumberland), located east of the Shippensburg planning region, is characterized by a predominantly rural landscape. The Township contains 52.5 square miles and has a population of 4,787 (2000 census).

Southampton Township has a Comprehensive Plan and has recently adopted a zoning ordinance. The Comprehensive Plan encourages the preservation of agricultural lands, while guiding future growth to areas served by public sewer and water, including the areas adjacent to the Shippensburg region.

Public sanitary sewerage is provided by an extension of the Borough of Shippensburg's Waste Water Collection and Treatment Facility under a "Conveyance and Treatment Agreement" with the CFJMA. . Public water service is provided by the Shippensburg Borough Water Authority.

Southampton Township - Franklin County

Southampton Township (Franklin) is found to the west of the Shippensburg planning region. As with Southampton Cumberland, the Township is rural in nature with the landscape consisting primarily of agricultural fields and forests. The Township contains 35.2 square miles, and the 2000 Census population was 6,138 persons.

Much of the residential growth in the Township is occurring along the main traffic arteries leading out of the Borough of Shippensburg, including the Route 11 corridor and Route 533 to Orrstown.

The Township has recently adopted a Zoning Ordinance and a Comprehensive Plan Update. The Plan strongly supports the agricultural industry and open space preservation, which is not surprising given that 85% of the Township's land cover consists of farmland, forested land, and open fields. The Shippensburg area is described as one of the primary growth areas within the Township.

Public sanitary sewerage is provided by an extension of the Borough of Shippensburg's Waste Water Collection and Treatment Facility under a "Conveyance and Treatment Agreement" with the CFJMA. Public water supply is provided by the Shippensburg Borough Water Authority and Guilford Township.

Summary

The region's location between two rural municipalities combined with the high degree of access provided by Interstate 81, the availability of public sewer and water service, and the presence of Shippensburg University, has had a powerful influence upon development. The Cumberland and Franklin County Comprehensive Plans designate the Shippensburg region as a growth area, as do the Comprehensive Plans for both Southampton Cumberland and Southampton Franklin. These factors continue to shape our municipalities today, indicating that our planning efforts must account for their influence as policies, goals, and objectives are established.

FIGURE 2.3: SHIPPENSBURG BOROUGH AT A GLANCE

HISTORY: Chartered 1819

GEOGRAPHY: 2.038 square miles
Cumberland and Franklin Counties
Highest point: Approximately 720 feet above sea level near Dykeman Spring.

POPULATION (2000): 5,586 (4,467 Cumberland County, 1,119 Franklin County)
1990-2000 growth rate of 3.2% (Cumberland County data)
Median household income is \$27,660 (lowest in Cumberland County)

GOVERNMENT: Borough governed by a six-member Borough Council and Mayor. Boards and Commissions include the Planning Commission, the Zoning Hearing Board, and the Historic Architecture Review Board. The day-to-day operations are administered by a full-time Manager/Secretary who is appointed by the Council.

In the Commonwealth of Pennsylvania: 31st Senatorial District and 89th Legislative District.

In the U.S. House of Representatives: 9th Congressional District of Pennsylvania

SEWER AND WATER: Shippensburg Borough Authority

EDUCATION: Shippensburg Area School District - Public school for grades K through 12. The following schools are located within the Borough:

Shippensburg Area High School- Grades 9-12

Shippensburg Area Middle School- Grades 6-8

Nancy Grayson Elementary- Grades K-5*

James Burd Elementary- Grades K-5*

Shippensburg Independent Baptist School (Private)

BOROUGH OFFICES: Shippensburg Borough
111 North Fayette Street
Shippensburg, PA 17257-0129
(717)-532-2147

*after construction of the new elementary school, these existing schools will be grades K-3 and the new school will be grades 4 and 5.

FIGURE 2.4: SHIPPENSBURG TOWNSHIP AT A GLANCE

HISTORY:	Established 1784
GEOGRAPHY:	2.5 square miles Cumberland County Highest Point: 762 feet above sea level in northeast corner of Township near the Interstate 81 corridor.
POPULATION (2000):	4,504 1990-2000 growth rate of -2.2% Median household income is \$27,661 (second lowest in Cumberland County)
GOVERNMENT:	Township governed by a three-member Board of Supervisors. Boards and Commissions include the Planning Commission and the Zoning Hearing Board. The day-to-day operations are administered by a Township Secretary and Clerk. In the Commonwealth of Pennsylvania: 31st Senatorial District and 89 th Legislative District. In the U.S. House of Representatives: 9 th Congressional District of Pennsylvania
SEWER:	Cumberland Franklin Joint Municipal Authority (CFJMA)
WATER:	Shippensburg Borough Authority
EDUCATION:	<u>Shippensburg Area School District</u> - Public school for grades K through 12. Grace B. Luhrs University Elementary- Grades preschool-5 Shippensburg University - Higher education. Enrollment- 6,500 undergraduate students; 1000 graduate students
TOWNSHIP OFFICE:	Shippensburg Township 81 Walnut Bottom Road PO Box 219 Shippensburg, PA 17257 (717)-532-7137

Chapter 3

Identification of Issues - Public Participation

For a Joint Comprehensive Plan to be a useful tool for guiding future development and policy in an area, it must represent a consensus among the region's stakeholders. The residents, business owners, community service providers, and municipal officials must each have a part in forming the policies of the Joint Plan.

The Pennsylvania Municipalities Planning Code (MPC) requires public input at the *end* of the process, in the form of public meetings and public hearings. Restricting public involvement to merely what is required is not likely to produce a successful plan, as the public - quite rightly - will have little sense of participation in the process or ownership of the final document: they are being asked to approve a plan in which they had no voice. Early and frequent public participation is essential to the development of a practical, community-based Comprehensive Plan, regardless of the number of municipalities that are involved.

The public participation component of the Shippensburg Area Joint Comprehensive Plan far surpasses the requirements of the MPC. Public input was sought early in the planning process, well before any policies or future land uses were determined. Chapter 1 described the public outreach efforts that were included in the planning process for this Joint Plan. This chapter will include a detailed analysis of the results of that outreach, including a detailed summary of the questionnaire results.

The questionnaire was not the only public outreach effort undertaken. Community phone and face-to-face interviews were completed, a public outreach meeting was held, and a SWOT Analysis was performed. A SWOT Analysis is a visioning tool which is useful in identifying a community's Strengths, Weaknesses, Opportunities, and Threats. A SWOT Analysis can help a community explore a host of issues such as farmland preservation, downtown revitalization, or intergovernmental cooperation. The SWOT Analysis was performed on the Joint Planning Committee using individual surveys and group discussion.

Detailed results from this analysis as well as the phone interviews and public outreach session can be found in Appendix A.

SHIPPENSBURG SURVEYS - ANALYSIS AND PLANNING CONCLUSIONS

SHIPPENSBURG BOROUGH

240 surveys mailed out: 190 to homeowners and 50 to renters

76 surveys returned (65 homeowners, 11 renters), for an **overall response rate of 31.6%**. Note that 80% of the survey mailing went to homeowners, while 85% of those received were from homeowners. The homeowners were therefore somewhat more responsive than the renters, but the mix of responses is still generally consistent with what was originally sent.

Almost half (33) of the respondents were long-time residents; MORE than half (57) have lived in the Borough for more than ten years.

The **age distribution** of the respondents differs significantly from the distribution documented by the 2000 census:

- The lowest response (3) was from the 18-24 age group. This represents only 3.9% of the responses, although 28.5% of the residents are in this age group - a figure that is

presumably affected by the presence of University students, although no Shippensburg dormitories lie within the Borough limits.

- The highest response (19) was from the 45-54 age group. Although they are only 9.9% of the total population, they provided exactly 25.0% of the responses. Analyses typically assume that this age group consists of individuals at or near their peak earning years - and who probably contribute the greatest proportion of the residential tax revenue.
- The next highest rate of response (18) was from the 65 and over group: retirees and senior citizens. While they make up 15.6% of the total population, they submitted 23.7% of all the responses.

About a third (27) of the respondents indicated that they owned between a quarter- and a half-acre of property in the Borough; only 8 (10.5%) reported owning more than one acre. This is consistent with expectations for a relatively dense area such as a Borough.

Place-of-work observations:

- 36 (47.7%) of the respondents work in the Borough or the Township (includes those who indicated "at home" as their place of work).
- 22 (28.9%) of the respondents were retired - which is probably a disproportionate representation based upon the total Borough population, but it is consistent with the reported ages of the respondents.
- Only 5 (6.6%) of the respondents worked outside of Cumberland or Franklin Counties.

Almost all of the respondents (73, or 96.1%) said that they liked Shippensburg's "small town community/atmosphere," thereby making this the aspect of the community the most consistently appreciated. "Emergency services/safety" was the second-most popular with 71 (93.4%) "like" responses; this was the only item with NO "dislike" responses. Despite some complaints about the effects of the University upon the town, Borough residents generally recognize "proximity to Shippensburg University" as an asset to the town: 59 (77.6%) of the respondents indicated that they "like" this aspect of the town, and only 6 (7.9%) indicated "dislike."

It is apparent that there is a generally high level of satisfaction with life in the Borough: total "like" responses far outnumber the "dislike" and "no opinion" responses. The aspect with the most "dislike" responses was "shopping opportunities," with 38 (50.0%), followed closely by "taxes" with 37 (48.7%), and "job opportunities" with 36 (47.4%). The "shopping" response is consistent with later responses regarding the need for more diverse development in the downtown area and written comments noting the desire for shopping alternatives to the strip malls as well as more upscale restaurants. The response about "job opportunities" is somewhat unexpected given the number of respondents who work in the immediate area; however, it could be referring to a lack of higher paying jobs in the area.

A response of "no opinion" suggests that the respondent doesn't have enough direct experience with the issue to form an opinion. The strongest "no opinion" response (30, or 39.5%) was for "availability of public transportation," indicating that a large number of people simply don't have need for this service, or that it doesn't occur to them to use it. This suggests that any effort to expand public transit services may be difficult or - at best - should only be done after detailed study has demonstrated a desire for it.

More than half of the respondents indicated agreement with ALL eight of the statements provided in item six of the survey. The two statements with the most "agree" responses were the importance of rehabilitating underutilized/deteriorated properties (69, or 90.8%, agree) and the importance of enforcing existing ordinances and codes (63, or 82.9%, agree). Noted that these statements are closely related to each other and are mutually compatible. These two were followed closely (62, or 81.6%) by the importance of programs to encourage owner-occupied housing.

The weakest support (41 [53.9%] "agree" and 24 [31.6%] "disagree" - the highest "disagree" figure) was in response to the statement that downtown traffic was a serious issue requiring resolution in the near future.

Respondents were asked to select and rank what they believed to be the four most important planning issues from a list of sixteen items. Given the format of responses, we note that the TOTAL number of "votes" - regardless of ranking - indicates which issues are of greatest concern to the residents. The rankings are a gauge of the strength of the opinions.

Observations:

- By FAR **"economic vitality and stability of the downtown" is the issue of greatest concern among those listed**, receiving the highest number (57) of total responses, the highest number (27) of #1 responses, AND the highest number (10) of #2 responses.
- Two issues were tied for second place, with a total of 34 responses each - note that this is significantly fewer responses than received by the top concern. The issue of "economic development" had more (15) #1 responses, so it should be seen as being of greater concern than "growth management," which had 12 #1 responses. We note that these are quite similar to the first issue: clearly, **there is a strong desire for well-managed growth that will assure the ongoing vitality of the downtown area**.
- The issue of "pedestrian circulation and safety" had the fewest responses with 14, but 8 of these were #1 responses: for the individuals who care about this, it is a critical concern.
- The issues of "improving recreational facilities" and "stormwater management" had the fewest #1 responses with 4 each, but recreational facilities received 23 total responses to only 16 for stormwater.

Water-related issues seem to be of particular environmental concern to residents: "water quality/supply" and "waterways" were the top two responses (57 and 53, respectively) for the environmental question.

Not surprisingly, there was **little support for increasing taxes** for ANY of the purposes listed in the ninth question. There were only **two issues that received a "yes" from at least half** of the respondents: **"emergency management services"** with 45 (59.2%) and **"transportation/street improvements"** with 38 (50.0%). It is important to compare this with the responses to question 5, where residents indicated a very high rate of satisfaction with emergency services - there were NO "dislike" responses to that question on the issue of these services. From this we can gather that, although residents are pleased with the quality of this service, they are also concerned that it REMAIN a high-quality service and are generally willing to pay to assure that it does so. The willingness to support transportation and street improvements is more surprising in that there was only lukewarm response to this same issue in question 5 (only 38 [50.0%] gave a "like" response), and the issue of traffic congestion in question 6 had the fewest "agree" and the most "disagree" responses. "Road improvements" received modest support in question 7, with 29 total responses, making it fifth out of the sixteen issues. The level of response to this question then may be recognition of the importance of the transportation network (and the traditional prominence of road issues in municipal concerns) rather than any particular area of dissatisfaction or enthusiasm. "Creation of a Parking Authority" and "public transportation" registered the strongest resistance with 61 (80.3%) and 55 (72.4%) "no" responses, respectively. Another unexpected response is the lack of support for "revitalization of downtown area" (31 [40.8%] "yes" and 38 [50.0%] "no" responses) given the level of concern on this issue expressed elsewhere in the survey.

Borough residents generally support the addition of commercial activity to the Borough, particularly if it occurs in currently vacant or underutilized buildings in the downtown area. Having more restaurants (especially nicer ones) was a popular response along with having a movie theatre and clothing stores: more than half of the respondents indicated a need for these kinds of businesses.

There was a remarkable three-way tie regarding the need for additional industrial activity, with 25 responses each for "yes," "no," and "no opinion." If new industry should be developed, the clear location of choice was within the Shippensburg Industrial Park (56 total responses and 49 #1 responses); the Hoffman Mills area was a rather distant second choice. Lurgan Avenue was clearly rejected with only 6 total responses and NO #1 responses: the only area listed that didn't get a single #1 vote. The most popular new business types to be accommodated were "retail and wholesale trade," "high technology research firms," and "services and offices."

SHIPPENSBURG TOWNSHIP

86 surveys mailed out: 68 to homeowners and 18 to renters

34 completed surveys were returned (all from homeowners), for an **overall response rate of 39.5%**. The results of the survey should be analyzed in light of the fact that no renters (and presumably no college students) responded.

More than half (18, or 52.9%) of the respondents had been residents for more than twenty years.

Analysis of the **age distribution** of the respondents is complicated by the fact that the census figures include college students.¹ Fortunately, the census also notes the number of residents housed in college dormitories, so **it is possible to "back out" dormitory residents from the total population figure**. Doing so results in a total adjusted population for the Township of 2,261 (down from 4,505, according to the 2000 census). Note that this figure still includes college students residing in off-campus housing in the Township. Even based upon this adjusted population, the demographics of the survey respondents varies significantly from the distribution documented by the 2000 census:

- Over a third (12, or 35.3%) of the respondents were 65 years old or older: a group that comprises only 13.5% of the total adjusted population of 2,261.
- There were NO respondents in the 18-24 age group - which still comprises 37.3% of the adjusted population - and only one in the 25-34 group. **All but one of the responses were from a group that represents only 36.4% of the total adjusted population.**

About a third (11) of the respondents indicated that they owned between a quarter- and a half-acre of property; another 9 owned between 3,000 and 10,000 square feet. None owned more than five acres.

Place-of-work observations:

- 10 (29.4%) of the respondents worked in the Township (includes those who indicated "at home" as their place of work); NONE of the respondents worked in the Borough.
- **12 (35.3%) of the respondents were retired**, which is undoubtedly a disproportionate representation of the total Township population, but it is consistent with the reported ages of the respondents.
- Only 2 (5.9%) of the respondents worked outside of Cumberland or Franklin Counties

Respondents were asked for their opinion ("like," "dislike," or "no opinion") on eighteen different aspects of the Township. There was a **three-way tie for the most "like" responses**: "schools," "open space/scenery," and "rural atmosphere/farmland" each received 29 (85.3%) "like" responses. **"Schools" comes out on top**, however, as it received NO "dislike" responses, while the other two - which are very similar to each other - each received one.

¹ Census figures are based upon place of residence on April 1 of the census year, so most college students are recorded as residents of their college community. This is true nationwide, not just in Shippensburg.

"Emergency services" and "sewage facilities" also got high marks, with 26 (76.5%) and 25 (73.5%) "like" responses, respectively. It is worth noting that "University located within the Township" received 19 (55.9%) "like" responses and 5 (14.7%) "dislike" responses.

No aspect was disliked by more than half of the respondents. The **strongest "dislike" response was for "taxes,"** with 13 (38.2%) such responses. Close behind were "job opportunities" and "existing sidewalks, pedestrian crossings, and bikeways" with 12 (35.3%) each. It is interesting to note that "job opportunities" also received the greatest number (13, or 38.2%) of "no opinion" responses, likely due to the high proportion of retirees who responded. Furthermore, the "existing sidewalks..." aspect received the same number of "like" and "dislike" responses, 12 of each, with 7 "no opinion" answers.

There was strong to favorable agreement with most of the nine statements presented in question 6 for the respondents' consideration. The **strongest support was for enforcement of existing ordinances** with 30 (88.2%) "agree" responses, followed closely by farmland preservation (29, or 85.3%, "agree"). The need to improve traffic circulation in the region and the need to encourage owner-occupied housing were tied with 28 (82.4%) "agree" responses each.

The strongest opposition was to the provision of additional park and recreation facilities, with 20 (58.8%) "disagree" responses. The closely related statement about improving *existing* park and recreation facilities was also somewhat unpopular with only 15 (44.1%) "agree" and 9 (26.5%) "disagree" responses. These were the only two statements where fewer than half of the respondents checked "agree."

Respondents were asked to select and rank what they believed to be the **four most important planning issues** from a list of seventeen items. Given the format of responses, we note that the TOTAL number of "votes" - regardless of ranking - indicates which issues are of greatest concern to the residents. The rankings are a gauge of the strength of the opinions.

Observations:

- There is **no clear, single issue favored by the respondents.** The issue of "growth management" received the greatest number of total "votes" (19), but had fewer #1 responses (7) than both "farmland/open space preservation" (10) and "police/crime watch response times" (8). The police issue received the second-highest number of total votes (18), and the farmland preservation issues third (17). The concern over police response times is a bit surprising, as respondents indicated a fairly high level of satisfaction with the current performance of the emergency service providers, which would include police. This could be due to a disproportionate response to the fire and emergency services.
- Clearly, the **respondents attached the lowest priority to economic development,** which received only four votes overall and NO #1 rankings: the only issue to do so.
- The issue of historic preservation is interesting, as it received the second-fewest (6) number of total votes, but three of these were #1 rankings. It appears that there are few respondents who are concerned about preservation, but those who are tend to be passionate.

Insofar as environmental protection issues are concerned (respondents were allowed to select up to three, no rank indication), farmland preservation (21, or 61.8%) and water supply (17, or 50.0%) were the top responses by a significant margin.

The response to the question of willingness to accept a rise in taxes to pay for various services was quite similar to the responses from the Borough: there was **little support for increasing taxes** for ANY of the purposes listed. The only **issue that received a "yes" from at least half** of the respondents was **"emergency management services"** with 21 (61.8%), which is the same top answer from the Borough surveys. Also in common with the Borough is the observation that, in question 5, residents indicated a fairly high rate of satisfaction with emergency services (26 "like" responses, or 76.5%). From this we come to a conclusion similar

to that for the Borough: residents are generally pleased with the quality of this service, but they are also concerned that the level of quality be maintained and are willing to pay to assure that it does so. The most strongly rejected beneficiary of new taxes was for "additions/improvements to recreational facilities and programs," which got 24 (70.6%) "no" responses and only five (14.7%) "yes" responses; the fewest of any issue. This is consistent with responses elsewhere in the survey. We suspect that a contributor to the reluctance to accept new taxes is influenced by the high proportion of retired respondents, many of whom are on fixed incomes.

Respondents rejected the need for more commercial development by a 2-to-1 margin - although "not sure" scored just as high as "yes." If such development should occur, Walnut Bottom Road was by far the most preferred location. Respondents rejected the concept of additional industrial development even more strongly, noting that, if any were to be developed, it should be "within an industrial park" (13 #1 responses) or "Exit 29 (I-81 Interchange Area)" (11 #1 responses). Most preferred industry types were "services and offices" (17) followed by "agriculture," "high technology research firms," and "retail and wholesale trade," with twelve responses each. Respondents were allowed to select up to three industry types from a list of eight. Based upon this methodology, we note that numbers would be higher if any particular industry were strongly favored.

Over half (19, or 55.9%) of the respondents felt that the rate of increase in residential development in the Township was "acceptable;" only 7 (20.6%) responded "too high." No one responded "too low." If proposed, 24 (70.6%) of the respondents preferred it to be "in new single-family developments," followed closely by "by infilling" with 22 (64.7%) "yes" responses. Least-favored forms were "in mobile home parks" with 25 (73.5%) "no" votes and "conversion" of single family homes into multi-unit buildings with 23 (67.6%) "no" responses. Interestingly, although neither student housing developments nor condominium/townhouse development were favored (21 "no" responses, or 61.8%) they received exactly equal scores: apparently there is little objection to student residents per se - or the respondents assumed that most condo/townhouse developments would be largely populated by students, which is probably a reasonable expectation.

Regarding the question of the design of new residential development, "conservation development" received the strongest support with 15 #1 responses.

ADDRESSING SURVEY FINDINGS IN THE COMPREHENSIVE PLAN

Part III of this Joint Comprehensive Plan will include five (5) distinct plan elements. The responses from the residents could affect these elements in the following ways.

Land Use: Respondents from both the Borough and the Township state that they like the current character of their communities. While "character" is a somewhat inchoate quality touching on a range of aspects, there is a strong visual element. Preservation of community character may be largely (although not entirely) addressed by the land use and housing elements of the plan. These elements should therefore provide for growth that represents a natural evolution of the existing spatial forms rather than a dramatic departure from those forms.

Economic Development: The Borough respondents were quite clear that the stability and vitality of the downtown area is a HUGE concern for them. This is not uncommon for smaller towns. We note that this concern complements those expressed by Township respondents regarding the loss of rural areas to business-

oriented development - and an almost complete lack of interest in ED. This suggests a coordinated ED strategy whereby smaller-scale uses could be directed to the downtown area and larger-scale enterprises are directed toward the existing industrial park and areas appropriate for large-scale commercial uses.

Transportation:

Generally, transportation concerns were not particularly pressing for either Borough or Township residents. We noted that many of the respondents were retired (i.e., don't need to travel to work every day) or had short commutes. In order to determine if this was characteristic of the community - or if the people with short or no commutes were the only ones who had time to respond to the survey - we reviewed the travel-time-to-work information from the 2000 census. For the Borough, thirty percent of workers² travel less than ten minutes to work; over half (54.2%) of workers have commutes of less than twenty minutes. In the Township, *over two-thirds* (67.5%) of working persons have commutes of less than twenty minutes. Clearly, the short-commute *is* characteristic of the total population.

Respondents did not feel a strong need for any improvement to or expansion of the mass transit network.

Parking did not rate as a critical concern - although this may become an issue if economic development and downtown revitalization efforts are successful.

Borough residents noted the need for street improvements to reduce congestion and facilitate easier movement through town, and Township residents noted the need to improve traffic circulation in the region.

Facilities & Services:

All respondents indicated a high level of satisfaction with emergency services (i.e., police and fire protection), but *also* indicated concern that the quality level be sustained, and crime watch and police response times be improved. This was the only area where more than half of the respondents from both communities indicated that they would be willing to pay more taxes.

Of all direct municipal services, code enforcement was the most critical concern.

There was little support - and some opposition - to the development of new recreational areas. This is likely a reaction to the recent expenditures for the recently developed Township park as well as the demographics of the respondents.

² All travel-time-to-work information from the U.S. Census *excludes* individuals who work at home.

Resource Conservation &
Historic Preservation:

Both Borough and Township respondents indicated concern regarding water supply quality.

Township respondents indicated strong interest in farmland/open space preservation.

Historic preservation does not enjoy broad support in either the Borough or the Township, but among those who *do* indicate some concern, it ranks highly. This suggests that a standing committee for historic preservation concerns may do well.

Chapter 4

Policy Statements

Introduction

A “policy” is the official position of a municipality on a given issue. Ideally, policy statements will promote the region’s vision in light of the opportunities and limitations revealed by the SWOT analysis and survey results. The policies are the basis for the more precise goals and objective statements that will be developed in succeeding chapters. For ease of use, the policy statements presented here are grouped according to the topics of the following plan chapters. However, by their nature, policy statements do not necessarily lend themselves to discrete classification: a single policy may support several aspects of the municipalities’ visions. It should be noted that the “Region” includes both Shippensburg Borough and Shippensburg Township.

Policy statements are intended to serve as guidelines. For each topic, the list of policy statements is preceded by a paragraph describing their overall intent. We note that there may be instances where the municipalities may take an action that does not fit any of the *specific* policy statements, yet remains consistent with intent of the policies as well as the municipalities’ vision. This should be considered an acceptable course of action.

Within this text, please note that the policy statements are permissive rather than directive; that is, they suggest actions that the municipalities *may* take rather than *must* take. The specific action plan is provided in Chapter 11. Further note that a municipal indication of “support” for a given policy does not necessarily imply a financial commitment by the Borough or Township. As governmental agencies, their support for a policy may be expressed in a variety of ways, not merely financial contribution. Again, specific actions are provided in the Action Plan.

Land Use Policies

Land use policies are critical to the impressions municipal officials wish to project in their municipality. It is important that new growth respect the scale and character of the built environment. Future growth areas should encompass the region surrounding existing developed areas. They must follow the natural service areas of existing or proposed sewer and water systems, which can accommodate higher densities and greater variety of housing. Medium to higher density development will reduce the amount of land needed, while taking advantage of existing infrastructure. As development density increases, it is important to provide adequate open space as well. Innovative design techniques and flexible land use regulations will create compact mixed use communities that promote quality of life, community character, and social interaction, while preserving natural and historic resources.

1. New development within the region should be directed to areas designated by the Future Land Use Map.
2. Growth areas should be located where public sewer and water services are available or readily accessible and expandable in a cost-effective manner.
3. Future land use should reflect and compliment the current character of the municipalities.

4. Future land use should respect natural and historic features of the region.
5. There should be a balance between residential and non-residential uses in the region.
6. New non-residential development should be properly buffered as to not conflict with existing residential uses.
7. The Borough should promote infill development and re-development, especially within the downtown business district.
8. The municipalities will explore innovative open space development techniques, where appropriate.
9. Commercial development is appropriate within the region; however strip commercial will be discouraged.
10. The municipalities will encourage pedestrian friendly mixed-use development where appropriate.
11. Expansion of Shippensburg University should be coordinated with the Borough and Township to prevent land use conflicts.
12. The Borough, Township, and University should cooperate to ensure logical future development patterns.

Economic Development Policies

The competitiveness of a community in attracting economic development is directly proportional to the quality of life it enjoys. Municipal officials must recognize and promote the strengths of their community, while finding ways to lessen the impacts of their weaknesses. The stability and vitality of the downtown business district is not only important to the economic well-being of the Borough, but of the Township as well. A failed downtown would encourage commercial development within areas of the Township more suitable for preservation, resulting in a loss of the rural character that is so important to the Township. The Township must promote the development or reuse of vacant properties and structures located within existing commercial and industrial areas.

1. The municipalities should work together to identify economic development opportunities for the region.
2. The municipalities should encourage a balance of residential and non-residential uses to allow for economic development.
3. All new commercial and industrial development should be attractive, environmentally sound, and compatible with surrounding land uses.
4. Strip commercial development should be avoided.
5. Business owners and municipal officials should cooperate to make the downtown business district a destination for students, residents, and visitors.
6. Adequate parking in commercial areas should be provided.

7. Traffic congestion in the Borough must be alleviated to ensure convenient access to the central business district.
8. Public, private, and non-profit organizations should cooperate to improve the economic development climate of the region.
9. The Borough and Township should identify all potential brownfield sites, and determine the feasibility of their cleanup and/or reuse.
10. The municipalities should encourage the development of technological infrastructure as a means for economic development.

Transportation Policies

A growing community will undoubtedly face increased traffic volume and congestion at some point. While traffic issues are not serious in the Shippensburg area at the present time, the municipalities should be proactive in their approach to transportation and circulation policy. The number one priority for a transportation system in any area is that it functions safely and efficiently. Congestion, gridlock, and unsafe roads are detrimental to quality of life as well as to economic development. In the Shippensburg area, the focus must be on the efficient movement of vehicular traffic with minimal impact on the character of the region. The best way to accomplish this is by the construction of alternative routes around the Borough.

1. The municipalities should explore an inter-municipal approach to traffic circulation throughout the region, including the construction of an inner and outer loop around the Borough.
2. The municipalities should seek private sector assistance in the planning and construction of the proposed inner and outer loops.
3. The municipalities should identify and correct dangerous or poorly designed intersections.
4. Non-motorized modes of transportation should be encouraged and accommodated for in the region.
5. Public transportation, while not economically feasible at this time, should be a long range goal of the municipalities.
6. The municipalities should require developer assistance for direct transportation improvements as well as impact studies.
7. The existing road system should be maintained and improved.
8. The Township should limit the number of highway access points in commercial areas.
9. The Borough should discourage the use of neighborhood streets as shortcuts by through traffic.

Housing Policies

The availability of a safe, affordable, and diverse housing stock is vital to the economic health of any community. Housing is influenced by environmental, social, economic, and cultural factors. Municipalities must seek to maximize existing housing and guide efficient and compact residential development into areas served by public facilities. Housing provision should emphasize the total living environment. Neighborhoods should contain a mix of dwellings as well as a combination of cultural, open space, recreational, and commercial uses that enhance the character of the region that make it a safe and enjoyable place to live.

1. Provide a wide range of housing opportunities that meet the needs of current and future residents.
2. Provide a variety of housing densities.
3. Encourage mixed-use development that includes residential, neighborhood commercial, and recreational uses.
4. Provide a fair share of safe and affordable housing in the region.
5. Discourage conversions of single family homes to multi-family dwellings in established residential neighborhoods.
6. Encourage innovative design techniques for new housing where appropriate.
7. Direct new housing development to growth areas.
8. Provide efficient and aggressive code enforcement.
9. Encourage re-use of existing housing stock as apartments and/or student housing where appropriate.
10. Recommend new or accessory uses to be architecturally consistent with surrounding uses within the historic district.
11. Encourage housing styles that are compatible with the character of existing neighborhoods.
12. Provide housing for the special needs population.

Community Facilities Policies

Community facilities and services are needed to provide the basic everyday needs of Borough and Township residents. They include public sewer and water, solid waste, recycling, emergency services, educational facilities, and stormwater management. The challenge to municipal governments is the efficient provision of these services in the most fiscally responsible manner. Currently, the region enjoys a high level of community and emergency services, but understands that the costs of those services may rise in the future.

1. Provide efficient and aggressive code enforcement.
2. Continue to provide a high level of emergency services.

3. Seek private sector assistance to maintain a high level of emergency services in the future.
4. Update municipal Act 537 Sewage Facilities Plans, and provide sewer and water services to growth areas where necessary.
5. Discourage public sewer and water extension into agricultural and open space areas.
6. The municipalities should re-evaluate the potential of a regional police department with adjacent townships or portions thereof.
7. Enact cooperative agreements with the school district and University regarding sharing of facilities.
8. Establish inter-municipal agreements to continue to work together to provide public services efficiently.
9. Maintain the existing park systems in the Borough and Township.
10. Enact and maintain stormwater management regulations.
11. Encourage community events and social services.
12. Provide efficient solid waste disposal.
13. Maintain Borough recycling program and explore a joint recycling program between the municipalities.

Natural and Historic Resource Conservation Policies

Agricultural areas, open space, and historic sites are important assets to a community. The preservation of these non-renewable resources is important to the heritage of the region, as well as the quality of life it enjoys. The rural areas of the Township should be protected from large scale development for both environmental and economic reasons. The Borough's rich and diverse history is reflected in its architecture and character. These historic and natural assets make the Shippensburg Area a unique and special place to live.

1. Work cooperatively to identify and to protect natural and historic resources.
2. Preserve remaining agricultural lands, particularly those characterized by soils of state-wide importance.
3. Work cooperatively to protect water resources.
4. Consult with local historic preservation groups to develop consistent policies on preservation.
5. Maintain and enhance existing parkland.
6. Employ appropriate design techniques in environmentally sensitive areas.
7. Promote the use of non-motorized modes of transportation.

8. Adopt open space development guidelines consistent with the Cumberland County Open Space Preservation Plan.
9. Strongly discourage the provision of public sewer and water supply to critical agricultural and open space areas.

Chapter 5

Goals and Objectives

Goals are general statements indicating the desired direction for the communities and reflect the long-term state that they wish to establish or to maintain. Objectives are more specific, relatively short-term policy guidelines for the municipalities to follow. Goals are achieved through accomplishment of one or more of the stated objectives. Though the objectives can be interpreted as “passive,” the reader should assume that the municipalities are the subject of the directives. A Joint Comprehensive Plan will identify goals and objectives of a regional nature; however, due to obvious differences between the municipalities, some objectives are borough-specific and some are township-specific.

It should be noted that the goals and objectives contained in this chapter, as well as the Policies contained within Part III of this Plan support the *American Planning Association (APA)* concept of *Smart Growth*. Smart Growth encourages a more efficient use of the land by encouraging a larger share of growth within urbanized or previously developed areas already served by public infrastructure. Smart Growth reduces the pressure of development on farmland, open space, and environmentally sensitive areas.

Smart Growth is interpreted in many ways by different people and organizations. The United States Environmental Protection Agency (EPA) has developed the following list of 10 Smart Growth Principles that have generally been accepted by planning professionals:

1. Mix land uses
2. Take advantage of compact building design
3. Create a range of housing opportunities and choices
4. Create walkable neighborhoods
5. Foster distinctive, attractive communities with a strong sense of place
6. Preserve open space, farmland, natural beauty, and critical environmental areas
7. Strengthen and direct development towards existing communities
8. Provide a variety of transportation choices
9. Make development decisions predictable, fair, and cost effective
10. Encourage community and stakeholder collaboration in development decisions

GOALS AND OBJECTIVES

Historic, Cultural, Natural and Agricultural Resources

Goal: Recognize and respect the assets and limitations of the natural and built environment, protect those assets, and facilitate their incorporation into the daily lives of the region’s residents.

Historic Resources Objectives:

- Respect the history of the Region and identify techniques to preserve historic and architectural resources, incorporating such resources into rehabilitation projects and supporting the HARB in their efforts to maintain and retain the historic district.
- Provide for adaptive re-use and rehabilitation of historic structures where appropriate using standards compatible with the HARB and U.S. Department of Interior historic preservation guidelines.
- Encourage the historic preservation of buildings owned by the municipalities that are on or eligible for the National Register of Historic Places, such as Dykeman's Hatch House.
- Encourage the historic preservation and structural integrity of buildings owned by non-profit and citizen organizations.
- Encourage historic buildings in the Downtown to be maintained and retained for their historic character; examples include the Old Courthouse and buildings listed in the Historic Resources chapter of this Plan.
- Discourage inappropriate development in historic areas and require impact studies for development near historic resources.
- Amend ordinances to encourage preservation and restoration of historic resources.
- Consider obtaining Certified Local Government Status from the Pennsylvania Bureau of Historic Preservation.
- Support the integrity of the region's Historic District and the not-for-profit citizen groups and boards established to study and enhance these areas.
- Pursue National Historic Register status for important historic resources such as those listed in this Plan.

Cultural Resources Objectives:

- Continue to support the use of local cultural resources and events such as the coordination efforts of the Corn Festival, local community centers, and societies which exist to protect, enhance, and market the unique cultural resource which is the historic downtown area and the entire Borough.
- Encourage more cultural activities and celebrations to locate in the Region, utilizing local cultural resources such as the Borough Gazebo for such events. Support community efforts to attract cultural festivals (music, art, collectors, antiques, etc.) to locate in the area.
- Enhance marketing efforts to attract cultural events and festivals by use of the Borough's website, newsletters, and other means for public announcements to disperse information to the community about upcoming events and opportunities.
- Cooperate with Shippensburg University to increase local awareness of the cultural amenities and programs offered by the University.

- Cooperate with the University to encourage utilization of the Performing Arts Center, and the new University Foundation Building and Conference Center.

Natural and Agricultural Resources Objectives:

- Conserve and connect the region's green infrastructure.
- Build public/private support for preservation of land and water resources.
- Protect areas listed in the 2003 Natural Areas Inventory prepared by the Tri-County Planning Commission.
- Prepare and implement a resource protection and management strategy for the region.
- Protect the supply and quality of surface and ground water, paying special attention to the protection of aquifers, recharge areas, and natural springs. Special attention should be given to Dykeman's Spring, Middle Spring Creek, Burd Run, and their tributaries, floodplains, and wetlands.
- Support efforts of watershed associations and other groups in the Region to protect stream corridors and their watersheds.
- Implement development regulations that require the recharge of the water table as part of the development design process.
- Implement regulatory tools such as buffers to protect environmentally sensitive features such as riparian buffers along creeks and wellhead recharge areas, particularly including Dykeman Spring.
- Manage woodlands within the municipalities; encourage new plantings of trees.
- Establish standards and processes that allow development in accordance with land suitability; preserve and protect environmental resources and quality; preserve unique natural features, and analyze and mitigate impacts of development through best management practices and smart growth techniques; require standards in architecture of new and rehabilitated structures to be consistent with the properties surrounding the development.
- Utilize the resources of Shippensburg University, including the expertise of University personnel, to help preserve the Region's natural, historic, and cultural resources.
- Continue to update and enforce zoning, subdivision and land development, and historic district ordinances to include new goals and objectives that protect the Region's natural resources and new State legislation that supports innovative land use techniques as they it is enacted.
- Protect important natural areas and primary corridor targets identified in the *2000 Cumberland County-wide Greenway Study* and the future *2004 Cumberland County Open Space Preservation Plan*.
- Continue to support the Rails-to-Trails Council in their efforts to maintain the Rail-to-Trails and extend it into the Borough; seek to attract businesses in the Downtown that support the hikers, bikers, and other travelers using this trail.

- Protect scenic viewsheds and scenic road corridors described in this Plan.
- Monitor the management of protected lands to encourage their continued protection. Examples of such lands include permanent open spaces in residential neighborhoods, riparian buffers along floodplains and streams, and existing park and recreational facilities.
- Acquire development rights to key natural resources including but not limited to stream corridors, woodlands, historic resources, and open space.
- Promote the preservation of remaining agricultural areas within the Township through conservation zoning and development techniques, effective agricultural zoning, agricultural security areas, purchase and donation of development rights, tax reduction programs, and conservation easements.
- Minimize impacts of non-agricultural uses around the perimeter of agricultural areas

Open Space and Recreation

Goal: Provide open space within the Region through the preservation and acquisition of stream corridors, well-head protection areas, and woodlands, and encourage development and maintenance of recreation areas and parks.

Objectives:

- Support the efforts of the Cumberland Valley Rail-to-Trails Council and encourage coordination between the University and the Council to develop the portion of the trail that crosses the campus.
- Maintain parks, recreational areas, and open spaces that are accessible, inviting, well maintained, and safe.
- Establish developer responsibility in providing park and recreation facilities and open space where appropriate.
- Continue to administer the municipal fee-in-lieu programs to implement recreation, park, and open space plans.
- Link recreation and natural areas within the region through greenways, trails, and sidewalks. Potential stream corridors for greenways include Burd Run and Middle Spring Creek.
- Promote innovative development techniques such as Growing Greener and open space development that will minimize land consumption and preserve remaining open space in Shippensburg Township.
- Provide a wide range of recreational and cultural programs.

- Work with surrounding municipalities and counties to link open spaces, greenways, and natural areas outside of the Region.
- Provide for a wide variety of recreational opportunities, both active and passive, within the Region.
- Encourage and support cooperative use of recreation facilities among the municipalities, school district, and University.
- Locate recreation facilities in areas that currently are not adequately served; coordinate recreation planning between the municipalities.
- Coordinate with Cumberland County's efforts to recognize and protect open space identified in the County-wide Greenway Study and the 2004 Draft Cumberland County Open Space Preservation Plan.
- The Township should participate in the Shippensburg Area Recreation and Parks Commission, revisit the Shippensburg Area Comprehensive Recreation, Park, and Open Space Plan, and initiate the steps to adopt and implement.

Future Land Use / Growth Areas

Goal: Manage, control, and guide development to appropriate areas in order to preserve natural, agricultural, and man-made resources with the intent to provide a suitable balance of residential and non-residential uses.

Objectives:

- Accommodate future growth in areas that are logical extensions of existing concentrations of development, have appropriate access, and can be efficiently served by the circulation, public sanitary, and public water systems.
- Encourage a compact development pattern that minimizes land consumption and maximizes open space.
- Coordinate policies for land use, circulation, and community facilities and services to assure they do not have conflicting results.
- Minimize the conflict between non-residential and residential uses through proper allocation of land use and utilization of performance and design standards and buffer yards
- Discourage proximity of incompatible land uses within the Region and along the boundaries of adjoining municipalities.
- Coordinate future development with the transportation infrastructure to minimize traffic congestion.

- Identify and plan to tie the type and intensity of development to the adequate provision by developers of transportation improvements, drainage, parks and recreation, and community facilities.
- Identify areas that should be protected from development because of natural constraints or assets, and/or lack of supporting facilities and services by use of appropriate land use and planning ordinances. Top priority should be give to areas such as Dykeman’s Spring, Burd Run Corridor, and existing farmland.
- Encourage land development techniques such as open space development and conservation zoning that will allow development of a higher density while preserving natural and open space resources.
- Encourage new residential development to take place as infill within existing areas with central water and sewer facilities of adequate capacity and functionality.
- Require well-designed developments, including public and semi-public development, in scale and character of the setting, with appropriate architecture and landscaping.
- Continue to require analysis of each tract proposed for development to determine what resources must be protected and the capacity of the land to accommodate development given the site’s natural and historic features and available infrastructure.
- Continue to respect and protect existing neighborhoods by maintaining the integrity and quality of older residential neighborhoods through public programs to rehabilitate the housing stock throughout the Borough.
- Continue to provide for compact, efficient, orderly, and phased development contiguous to existing developed areas (where appropriate), and discourage haphazard, uncoordinated development through the enforcement of the Zoning Ordinance.
- Encourage entities such as the Shippensburg Area Chamber of Commerce, Cumberland County Economic Development Office, and local citizen groups to continue to plan for diversity within business areas, to include a mix of retail, service and office development, rather than only concentrations of retail uses.
- Provide for a balance of land uses to meet the needs of existing and future residents, while ensuring compatibility between present and future land uses.
- Coordinate growth and land use policies with Shippensburg University as the University changes and expands.

Housing

Goal: Provide opportunities for a broad range of housing types to consider the needs of all economic and demographic groups in the Region.

Objectives:

- Provide appropriate areas for a variety of residential types and densities to allow housing choices, while retaining the existing character of the Region.

- Encourage use of the existing housing stock while promoting rehabilitation and renovation of existing housing where needed, through participation in appropriate federal, state, and county housing programs.
- Support the development of housing alternatives for the elderly where consistent with the other goals and objectives of this Plan.
- Support the development of housing alternatives for low-income and special-needs families.
- Maintain a desirable ratio between owner-occupied and rental housing units in the Borough through homeownership incentives.
- Discourage absentee landlords in the Region.
- Maintain and enforce standards for residential development to accomplish the provision of well-planned, safe, sound, and attractive living environments for the region's residents.
- Encourage residents, both within and outside the Historic District, to observe good preservation practices in maintaining and renovating homes of all historic periods.
- Work with citizen organizations or create a separate entity to educate homeowners of the benefits of maintaining building façades, proper property maintenance, historic renovation and preservation, and associated increase in property values.

Transportation, Traffic and Pedestrian Circulation

Goal: Provide a safe and efficient transportation circulation system which will enhance pedestrian and bicycle movement, ease vehicular travel, minimize impacts on residential development, and enhance the safety of the regions road corridors.

Objectives:

- Cooperate with the appropriate State agencies and the surrounding municipalities and Counties to build the proposed inner loop to alleviate traffic congestion in the region.
- Implement the recommendations of the Preliminary Traffic Plan¹ for the Shippensburg Area in the most efficient and cost effective manner.
- Coordinate access management programs along the principal road corridors outside of the Downtown area to minimize the number of access points to the road system.
- Establish coordinated design, performance, and signage standards for the region's road corridors.

¹ - Refers to the Preliminary Traffic Study prepared for the Shippensburg Area Chamber of Commerce by Carl Bert and Associates, 2002.

- Preserve scenic road corridors.
- Improve the visual image of the Region at 'gateways' and along road corridors, including both ends of King Street, Walnut Bottom Road, and Baltimore Road.
- Maintain and improve the existing road system as necessary.
- Implement traffic calming techniques to prevent adverse impact of traffic on residential neighborhoods.
- Work with State, County, and other municipal officials to address areas of traffic concern within the region.
- Develop, expand, and link pedestrian, buggy, and bicycle systems, including sidewalks, shared bikeways, paved shoulders, trails, and greenways. Seek a variety of State, County, and private funding assistance.
- Encourage collaboration between the University and the Cumberland Valley Rails-To-Trails Council to continue the trail through the University Campus.
- Facilitate pedestrian and bicycle access to community facilities, including schools and recreation facilities.
- Improve intersections and turning movements along Walnut Bottom Road, Earl, and Queen Streets.
- Develop policies to discourage the use of streets in residential areas as shortcuts for externally generated through-traffic.
- Eliminate excess signage and traffic distractions, paying special attention to the areas that serve as a gateway to the historic Downtown area of the Borough.
- Support the development of multi-modal transportation facilities within the Borough, such as park-and-ride facilities, bike-and-ride facilities, and walk-and-ride facilities along with auto/bus/bike/pedestrian hubs.
- Prepare and implement a transportation capital improvement plan.
- Reduce the number and intensity of traffic flow constrictions on Borough streets; evaluate the feasibility of synchronizing traffic signals along King and Orange Streets, the realignment of Fayette Street, and the addition of left turn lights on King and Earl Streets.
- Provide connections between road corridors within the Borough and a system of alternative routes to destinations and work to accomplish the recommendations of the Preliminary Traffic Plan for the Shippensburg Area and coordinate efforts for road connections outside the Borough's limits.
- Maintain developer responsibilities for transportation improvements.
- Establish standards for street and road and driveway design.
- The Borough and Township should work with the County, HATS, and PennDOT to ensure the TIP Projects remain on the Program and are scheduled for completion.

- Implement projects listed on the PennDOT Transportation Improvement Program, as recommended by the Cumberland County Comprehensive Plan.
- Address parking needs within the Borough: improve signage indicating the location of public parking areas; acquire more parking lots in the central business district to relieve crowded on-street parking.
- Identify trip reduction strategies, such as mixed-use development and employee programs, and determine their suitability. Include the University with these discussions regarding ways to reduce the reliance of students and employees upon personal vehicles.
- Implement the recommendations of the Cumberland County I-81 Corridor Study.
- Implement the recommendations of the *Bicycle/Pedestrian Transport Plan* as adopted by HATS.

Community Facilities and Services

Goal: Provide necessary community facilities and services to the region's residents in an efficient, cost-effective, and quality manner consistent with the financial resources of the Borough.

Objectives:

- Ensure that required infrastructure is constructed by developers insofar as legally permissible.
- Identify opportunities for regionalization or sharing of services, equipment, and facilities; determine what efficiencies can be obtained in the provision of services to the region's residents.
- Coordinate with the Shippensburg Borough Water Authority's initiatives, wellhead protection strategies, and future expansion of the water system.
- Plan for a safe, reliable, clean water supply that will be sufficient for the future needs of the Region.
- Support the Shippensburg Borough Water Authority in its efforts to protect the water supply through wellhead protection; coordinate land use and development goals of this Plan with the Authority to ensure proper management and expansion of service areas and/or infrastructure at an additional cost that recognizes the higher upfront cost to initiate or build out these facilities and services.
- Support the Sewer Authority and the Borough's waste water treatment plant in their efforts to supply the Shippensburg area with public sewerage; coordinate land use policies with the expansion of service areas and infrastructure for future development at an additional cost that recognizes the higher upfront cost to initiate or build out these facilities and services.

- Establish rates for water and sewer services that do not discriminate against Borough residents in favor of developing service outside of proposed growth areas or in adjacent rural townships.
- Continue to support the CFJMA and Shippensburg Borough Waste Water Treatment Plan initiatives of maintaining an adequate sewerage system to those served by public sewer in the Township.
- Work with the Shippensburg Area School District to assure the adequacy of local school facilities, including locating any new facilities in a manner consistent with the goals and objectives of this Plan.
- Work with the School District when planning school facilities and bus routes so such planning can occur within the context of the goals and objectives of this Plan.
- Identify opportunities for cooperation between the municipalities and the school district in providing facilities and programs to residents.
- Develop an energy conservation plan.
- Require developers to manage stormwater runoff and erosion and sedimentation in manners consistent with the protection of natural resources in the region; coordinate with the Cumberland County Conservation District to promote sediment and erosion control.
- Develop a plan for the improvement, maintenance, and enhancement of the Borough's existing stormwater collection system, including Hallwood Heights and Park Place West.
- Assure that the scale of development is consistent with the capacity of the infrastructure.
- Plan for coordinated emergency management services in the region.
- Support recycling and waste reduction programs and the development of an effective, environmentally sound long-range waste management system; obtain funding for programs as available.
- Encourage cooperation among fire companies in the area to address the fire protection needs of the community.
- Develop, expand, and link pedestrian and bicycle systems, including sidewalks, shared bikeways, paved shoulders, trails, and greenways.
- Facilitate pedestrian and bicycle access to community facilities, including schools and recreation facilities.
- Promote involvement of new residents in community programs such as DO-IT, the Corn Festival, the Fair, and the volunteer fire departments.
- Create gathering places for community activities and celebrations.
- Encourage churches to allow public use of their parking facilities during times the churches are not utilizing these facilities.

- Encourage the provision of social services necessary to meet the needs of the Borough's residents; work with community groups to identify needed services.
- Enforce techniques and provisions to increase landscaping and buffering within commercial and industrial developments.
- Increase resident awareness of existing resources and facilities and the efforts to protect, enhance, and increase accessibility of those resources and facilities.
- Review opportunities for regional sharing of equipment, services, and facilities.
- Coordinate social, cultural, and community events with Shippensburg University to promote student and community relations.
- Periodically evaluate needs for emergency services and the opportunities for meeting those needs; identify opportunities for regional cooperation and sharing of facilities and services.
- Aggressively enforce regulations addressing abandoned, uninhabited, decaying, and blighted properties.
- Encourage regional cooperation in financing such critical community services as police, fire, and emergency management services, including the volunteer fire companies.
- Continue to support the Shippensburg Public Library and the programs it offers.

Economic Development

Goal: Maintain and enhance the economic vitality of the Shippensburg Region.

Objectives:

- Help businesses identify new sales opportunities.
- Market the downtown to Shippensburg University and recruit businesses that meet the needs of the students, parents, and employees.
- Promote the downtown as a unified shopping area to marketing groups.
- Improve the quality of downtown businesses by helping them be more customer responsive and competitive.
- Encourage coordinated business hours that meet consumer needs.
- Encourage attractive window and interior merchandise displays.
- Maintain visitor information on the downtown.

- Market and promote downtown businesses.
- Maintain existing businesses and encouraging patronage of those businesses.
- Work with financial institutions to establish loan pools.
- Maintain a good working relationship between public and private sectors.
- Encourage new uses for any underutilized or vacant buildings.
- Recruit businesses to complement the downtown's retail and service mix.
- Identify sources of grants for physical improvements or providing matching grants for such improvements.
- Encourage promotional activities that create a positive image for the downtown, consistent with community characteristics and history.
- Preserve and enhance the historic features of downtown Shippensburg.
- Ensure an adequate supply of parking in downtown business district.

Goal: Encourage appropriate economic development in the form of light industrial and commercial development within proposed growth areas, while preserving and enhancing the quality of the living environment.

Objectives:

- Enhance tax revenue through business development in order to balance the residential share of the tax base.
- Promote job creation for residents through cooperative efforts of the Borough, the Township, the County, economic development agencies, businesses, and educational institutions.
- Promote well-designed commercial development in the Walnut Bottom Road corridor.
- Coordinate the location of businesses and transportation systems to minimize traffic impacts on residential areas.
- Encourage appropriate adaptive re-use of vacant and underutilized commercial and industrial properties.
- Enhance the downtown area of Shippensburg as a smaller scale commercial core, emphasizing the unique historic character and encouraging adaptive re-use of vacant and underutilized properties.

- Create closer ties between the tourism industry and the Region, promoting Regional attractions for tourism.
- Identify community facilities and services that may attract appropriate economic development; develop strategies for providing such facilities and services at appropriate locations consistent with the other goals and objectives of this Plan.
- Identify ways to market the University facilities, such as the Performing Arts Center and new Foundation Building and Conference Center, to enhance economic development opportunities in the Region.
- Designate appropriate areas for economic development and identify the specific types of economic development that are most appropriate for the region.
- Identify strategies to attract desirable firms and coordinate goals with the Shippensburg Area Chamber of Commerce.
- Continue cooperation with Shippensburg University to establish a Keystone Innovation Zone (KIZ) district in the Region.
- Relate economic development to available infrastructure; establish developer responsibilities to provide infrastructure improvements as part of the development process.
- Establish standards for the design of new non-residential development. Require appropriate landscaping and buffering as well as design that respects nearby existing neighborhoods.
- Implement regulations that discourage the “strip commercial” form of development; promote other forms for commercial construction.
- Emphasize small business development as well as light industrial, research and development, high technology, office, and services to complement the existing commercial activities in the region.
- Support establishment of Keystone Opportunity Zones, if financially feasible, to encourage appropriate economic utilization of the vacant and underutilized commercial and industrial sites.
- Review the merits of tax abatement programs to attract businesses, including working with Shippensburg University and its Small Business Development Center to create an Enterprise Zone to attract and retain new businesses.
- Retain, enhance, and promote the historic and cultural heritage of the Region as a means to promote tourism.
- Support agencies promoting economic development in the Region.

Planning

Goal: Recognize that a Joint Comprehensive Plan update is just the beginning of a process to achieve the region's vision and goals, to guarantee that the plan will be an essential part of the decision making process of Borough and Township officials.

Objectives:

- Continue the process wherein Shippensburg Borough and Shippensburg Township work together to address planning issues and review development and traffic plans of common interest.
- Work with surrounding communities, conservation agencies, County departments, regional planning organizations, and PennDOT to address transportation, land use, conservation, community facility, and economic development issues.
- Consider formation of a standing regional planning body or forum.
- Establish a framework for education regarding planning issues in the municipalities.
- Encourage increased public participation in the planning process.
- Implement municipal functional plans and consider regional functional plans.

Implementation

Goal: Assure that the Joint Comprehensive Plan will be implemented by the municipalities.

Objectives:

- Discuss the benefits of this plan and the need to implement it with the Borough and Township governing bodies, HARB, the municipal Zoning Hearing Boards, DO-IT, Shippensburg Area Chamber of Commerce, Shippensburg Civic Club, County agencies, and residents.
- Complete a yearly review of the goals, objectives, and policies of the Plan, their continued relevance, the extent to which they have been accomplished, and the need for revision; establish a work program for implementation of the Plan; establish the entity that will conduct the annual review; publicize results of the annual review in local newspapers, library, and websites.
- Identify how Shippensburg Borough and Shippensburg Township can continue to work together to accomplish the goals and objectives of this Joint Comprehensive Plan.
- Identify ways in which efforts can be made to cooperate, communicate, and establish better relationships between the Borough, Township, surrounding municipalities, and Shippensburg University in future planning initiatives.

- Identify and pursue adequate funding of implementation actions. Identify grant funding available from County, State, and Federal agencies and private foundations and mobilize resources to secure such funds to supplement local tax revenues.
- Promote public-private cooperation in implementation of this Plan.
- Develop more effective informational gathering tools to assist in plan implementation.
- Be responsive to municipal and resident needs.
- Participate in Cumberland County and State programs encouraging inter-municipal cooperation.
- Adopt zoning and subdivision ordinance regulations and incentives that are consistent with the goal and objectives of this Joint Comprehensive Plan.
- Explore the possibility of completing a joint zoning ordinance between the municipalities.
- Enforce existing Zoning, Subdivision and Land Development, and Historic District Ordinances and regulations.
- Encourage developers to incorporate designs into their proposals which will implement the goals and objectives of this Plan.
- Develop indicators which can measure success in implementation of this Plan and establish a program for measuring those indicators in the future.

Chapter 6

Future Land Use and Housing Plan

The Future Land Use Plan is one of the most important elements of the Comprehensive Plan. It graphically brings together all of the chapters of the plan and evaluates all of the information that has been mapped and gathered during this planning process. Based on stated goals and objectives, this Plan will determine what future land uses would be most appropriate throughout the region. Factors such as existing land use, natural features, soil conditions, demographics, housing, economic development trends, road conditions, sewer and water capacities, and downtown and neighborhood vitality all play a role in the development of the Future Land Use Plan. Future Land Use recommendations are based on a variety of factors: the patterns of development and existing conditions within the municipalities; the anticipated path of future growth in the region; existing environmental conditions; capacity of public facilities and infrastructure; Public and Steering Committee input; future population projections and housing needs; and goals of the 2003 Cumberland County Comprehensive Plan and the 1999 Franklin County Comprehensive Plan (for a portion of the Borough).

The Future Land Use Plan will serve as a guide for future municipal ordinance amendments and regulations. Municipal regulatory controls such as zoning, sewer and water facilities planning, transportation planning, and recreation planning should be based upon the recommendations of the Future Land Use Plan. It is important to stress that the Future Land Use Plan is *not* a zoning map, nor does it change the zoning ordinances and maps that have been previously adopted by the Borough and Township. It is a reference tool to be used by municipal officials and planners when making decisions regarding future development.

The Future Land Use Plan map (Figure 6.1) for the Shippensburg Area includes the following land use categories:

- Agriculture
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Use/Neighborhood Commercial
- Borough Center
- General Commercial
- Service Commercial
- Interchange Business
- Industrial
- Light Industrial
- Institutional
- Park, Recreation, Open Space, and Greenways

Shippensburg University is delineated on the map and includes three unique future land use categories:

- Academic/Administration
- Student Housing
- Campus Open Space and Recreation

FUTURE LAND USE MAP CATEGORIES

The principal benefit of multi-municipal planning is the opportunity to coordinate land uses among the participating municipalities. Even if the implementation process does not include a joint Zoning Ordinance, much is gained if the individual ordinances define land uses in the same way. The following text is *not* recommended ordinance language, but indicates the type of use and general function of each land use identified on the Future Land Use map.

While it is not required to specify lot sizes in the Comprehensive Plan, doing so makes it much easier to draft the implementing Zoning Ordinance(s). The base target density of every category except the Agriculture and Open Space categories should be at least **3 dwelling units per acre** (approximate density of 12,000 square feet per unit). This target is consistent with the densities recommended by the Cumberland County Comprehensive Plan. In the Shippensburg Region, however, higher recommended densities are more appropriate given the historical development patterns. Public sewer and water service is appropriate for all development categories, and is available throughout most of the Region.

AGRICULTURE:

Definition- Cultivation of the soil and the raising of livestock for commercial purposes, including ancillary uses such as the residence of the farm operator. Home-based crafts are also typically permitted by-right as an accessory to farm operations.

Planning Objective - Protect critical areas where agricultural activities are practiced. Uses related to agriculture including support businesses should be encouraged. Residential development should be discouraged within this category.

Recommended Land Uses - Cropland; Pastureland; Farm-related structures and businesses; Woodlands.

Recommended Development Densities/Strategies - Very low densities, one dwelling unit (DU) per 20 acres (approximate density of 870,000 square feet per unit), or maximum of 20 percent of tract used for non-agricultural activities. Conservation Development techniques may be allowed in this district. Public sewer and water service is not recommended for Agriculture areas.

LOW DENSITY RESIDENTIAL:

Definition- The lowest density of residential use. Given the current pattern of higher density development in the community, this will be a higher density than what most communities have as their lowest density district. The future land use map includes existing lots as small as 7,500 square feet, and a minimum lot width of 100 feet. The critical, defining characteristic of this district is that only single-family detached homes (and accessory uses like garden sheds, detached garages, and swimming pools) are permitted.

Planning Objective - To accommodate continued low density residential development where such development is occurring, in a setting that will continue to contain some rural characteristics such as woodland and open space.

Recommended Land Uses - Single Family detached dwellings; Woodlands; Parks/Open Space;

Recommended Development Densities/Strategies - Density of 7,500 to 10,000 square feet per lot. Open Space development / sensitive design techniques recommended.

MEDIUM DENSITY RESIDENTIAL:

Definition - The definition of this use recommends higher densities than the Low Density Residential District, and allows narrower lots: 70 feet is permitted. Also, single-family semi detached homes are permitted as well as fully detached houses.

Planning Objective - Recommended areas where most of the residential development has and should occur in the future.

Recommended Land Uses - Single family detached dwellings; Single family semi-detached dwellings; Park/Open Space Uses.

Recommended Development Densities / Strategies - Maximum density range of 3,000-7,500 square feet per dwelling unit. Open Space Development techniques are appropriate in these areas.

HIGH DENSITY RESIDENTIAL:

Definition - This district permits all dwelling types, including townhouses, apartment buildings, and mobile home parks.

Planning Objective - These areas are where the greatest concentration of residential development has and should occur.

Recommended Land Uses - Single family detached dwellings; Single family semi-detached dwellings; Townhouses; Apartments; Park/Open Space.

Recommended Development Densities / Strategies - Maximum density range of 2,500 - 5,000 square feet per dwelling unit. Open Space development techniques are appropriate for this district.

MIXED USE/NEIGHBORHOOD COMMERCIAL:

Definition - This area will be chiefly a commercial area, but residences such as second floor apartments and professional offices will also be accommodated, and at a high density.

Planning Objective - Provide areas to encourage a mixture of residential and commercial uses outside of the Borough Center boundaries. The critical element here is the creation of a pedestrian-friendly environment where the commercial uses are compatible with existing residential uses. Commercial uses within this district will be at a smaller neighborhood scale and should include uses such as corner grocery stores, coffee shops, specialty shops, laundromats, and post offices. Highway oriented uses are not recommended in these areas.

Recommended Land Uses - Offices; Small-scale retail and local commercial uses. Single family semi-detached dwellings; Townhouses; Apartments; Parks and Recreation.

Recommended Development Densities / Strategies - Minimum lot sizes 2000 square feet. Neo traditional development may be appropriate within these areas to blend in with the Borough's existing development pattern.

BOROUGH CENTER:

Definition - This category is similar to the "mixed use / neighborhood commercial" area in that a variety of uses will be accommodated, but the area will have a more urban feel: density will be higher, buildings may be taller, and off-street parking areas should be to the side or rear of the structures. The Borough Center is also referred to as the Central Business District, and includes most of the Borough's historic district.

Planning Objective - Area intended to allow continued growth of the existing Borough core, providing services including the niche specialty shops in contrast to commercial chain stores. New construction should be consistent with the historic character of the area.

Recommended Land Uses - Single family detached dwelling; Single family semi-detached dwellings; Townhouses; Apartments; Parks and Recreation; Government Offices; Small-scale and specialty retail; Day-to day commercial uses.

Recommended Development Densities / Strategies - Maximum density of one unit per 2000 square feet. Target area for economic activity and re-development of vacant buildings with the goal of re-establishing the central business district as a destination. Emphasis should be on protection of the character of the historic district and supporting the HARB in their efforts to maintain the historic district.

GENERAL COMMERCIAL:

Definition - This is the least restrictive commercial district. It includes most kinds of retail sales and businesses, with particular emphasis on big box retail and highway-oriented businesses like those found along Route 174 (Walnut Bottom Road).

Planning Objective - Provide for appropriate commercial development in locations where a cluster of commercial uses exist. These uses should be more intensive, highway oriented commercial uses.

Recommended Land Uses - Highway oriented commercial uses such as big-box retail; supermarkets; multi-tenant shopping plazas; automobile related uses.

Recommended Development Densities / Strategies - Lot sizes from 2000 square feet to 2 acres or higher, with density appropriate as needed by use.

SERVICE COMMERCIAL:

Definition - This area features highway oriented professional offices, nursing care facilities, and accessory commercial uses.

Planning Objective - Provide an area to provide a mixture of professional offices including health care centers, as well as related limited commercial uses.

Recommended Land Uses - Doctors offices; nursing homes and care facilities; real estate offices; hotels and motels; convenience stores; drug stores

Recommended Development Densities / Strategies - Minimum lot sizes of 5000 square feet to two acres depending on the use.

INTERCHANGE BUSINESS:

Definition - This area surrounding the Interstate 81 interchange is an appropriate location for economic development activities.

Planning Objective - Provide a flexible area to market professional offices, limited commercial, or technology-based businesses. Economic development uses consistent with the (KIZ) Keystone Innovation Zone Program¹ should be encouraged. Due to the economic development potential of the interchange zone, residential development and warehousing are not recommended in this district.

Recommended Land Uses - Research and Technology-based firms, and professional offices. Warehousing, distribution facilities, and trucking terminals are not recommended.

Recommended Development Densities / Strategies - Minimum lot sizes 5000 square feet to 2 acres depending on use and availability of public sewer and water facilities. Investigate the potential funding available for redevelopment of the brownfield site that is included within this district.

INDUSTRIAL:

Definition - This will be the least restrictive district and will be intended to accommodate heavy industrial uses.

Planning Objective - Provide areas to accommodate a wide range of industrial uses. Many municipalities use this as a 'catch-all' district: any use not specifically mentioned in the Ordinance may be permitted here, typically as a conditional use. This protects the municipalities from legal challenge due to failure to accommodate a particular use.

Recommended Land Uses - Offices; Printing and Publishing uses; Warehousing and Distribution; Manufacturing; Food Processing; Extraction Industries.

Recommended Development Densities / Strategies - One acre minimum lot size, or appropriate for use.

LIGHT INDUSTRIAL:

Definition- This is similar to "industrial" in that it accommodates manufacturing operations, but it is more restrictive. Typically, these uses include assembly of components manufactured elsewhere, and include industries like electronics, laboratories, and research-and development operations.

Planning Objective - To provide areas to accommodate light industrial uses free from offensive impacts such as excessive noise, odors, and glare on surrounding land uses.

Recommended Land Uses - Offices; Research Facilities; Laboratories.

Recommended Development Densities / Strategies - One acre minimum lot size, or density that is appropriate for use.

¹ The Keystone Innovation Zone Program is described in Chapter 7- Economic Development

INSTITUTIONAL

Definition - This area is not intended to be established as a separate zoning district. It depicts on the future land use map the Shippensburg Area School District facilities, churches, cemeteries, and other cultural features.

Planning Objective - To provide areas for public or semi-public uses.

Recommended Land Uses - School district facilities; churches; cemeteries; municipal use; recreational uses.

Recommended Development Densities / Strategies - Minimum lot sizes range from 5000 square feet to 10 acres depending on the use as well as the underlying zoning district.

PARK, RECREATION, AND OPEN SPACE:

Definition - These are open space, recreational, and sensitive natural resource areas that should remain in such use for the foreseeable future.

Planning Objective - Provide for existing public and semi-public owned parks and open space.

Recommended Land Uses - Parks; Pavilions; Greenways; Natural Areas

Recommended Development Densities / Strategies - Not recommended for development other Than low-impact accessory uses related to the recommended land uses.

Shippensburg University Categories

The size of the Shippensburg University campus in relation to the planning region necessitates it having its own set of future land use categories. Rather than designate the University and all of its facilities as 'Institutional' the Steering Committee decided to designate the University using three unique categories - Academic Administration; Student Housing; and Campus Open Space and Recreation. The categories were arrived at by combining the six designations included in the Shippensburg University Facility Master Plan into three relatively self-explanatory categories:

Academic/Administration: This category includes all classroom buildings, administrative offices, and student support facilities.

Student Housing: This category includes dormitories and on-campus student apartment buildings.

Campus Open Space and Recreation: This category includes athletic fields and facilities, common open space areas, and parking areas.

Planning Objective - The Future Land Use Map designations for the University are consistent with the University's Master Plan. Future development with the campus must still comply with the underlying zoning districts of the Township.

Recommended Land Uses - Uses consistent with the designated land use categories are appropriate throughout the University campus.

Recommended Development Densities / Strategies - Density will vary depending on use. Campus Open Space areas on the north side of the campus should remain as recreational open

space. High intensity development, such as classroom buildings and dormitories should not take place in the Campus Open Space areas.

Conflicts of Land Uses

Within the Shippensburg Planning Region, a few conflicts of existing and proposed land uses have been identified. The most prevalent conflict is between industrial and residential uses throughout the Borough, most notably the Shippensburg Industrial Park where it borders high density residential to the east and medium density residential to the north. Other areas of conflict include high density student housing abutting residential neighborhoods and the Dykeman Springs wellhead and water recharge area bordering industrial areas as well as the proposed inner loop corridor.

This Plan recommends minimizing the conflict between non-residential and residential uses through proper allocation of land use and utilization of performance and design standards and buffer yards. Every effort has been made to provide consistency of land uses within the region and along boundaries with surrounding municipalities. Specific examples of areas in need of mitigation measures include:

Dykeman Spring Wellhead Area / Natural Resource Areas

It is recommended to enact provisions in the municipal subdivision and land development ordinances to require a buffering of vegetation, including trees, shrubs and/or herbaceous vegetation, which exists or is established to protect a stream system or water recharge area. Alteration of this natural area should be strictly limited.

Industrial /Residential Conflicts

It is recommended to enact provisions in the municipal subdivision and land development ordinances for industrial buffers such as screening, landscaping, and setback requirements to provide an appropriate transition between industrial and commercial areas and residential areas. Factors to be regulated include: Noise; Odor; Light; and excess traffic.

Student Housing Conflicts

It is recommended to enact noise or nuisance ordinance provisions; discourage absentee landlords by ensuring that all property and housing codes are enforced; direct housing conversions to areas away from residential neighborhoods.

Future Development

The 2003 Cumberland County Comprehensive Plan designates the Shippensburg planning region as a Planned Growth Area (PGA). The PGA is defined as a suburban or town area with locally oriented public utilities and limited mass transit access. The PGA can support the growth and redevelopment over the next 20 years at a density of at least 3 units per acre². Chapter 14, Population and Housing, projected a need for an additional 808 housing units within the Region by 2020. Using the County's PGA recommended density of at least 3 units per acre, the Region would need an additional 270 acres for future residential development.

The recommended densities within this Plan for the Medium and High Density Residential districts, which contain the majority of proposed future residential areas, are recommended at densities between 7,500 and 2,500 square feet per unit. This is a higher density than

² Source- 2003 Cumberland County Comprehensive Plan

recommended by the County, and would allow a range of approximately 5 to 14 net dwelling units per acre. Furthermore, one can assume some of the future development of the region (primarily in the Borough) to be of an infill variety, potentially lessening the need for land.

Chapter 13, Existing Land Use, identifies that the Region contains over 130 acres of vacant land, plus an additional 395 acres of open land designated as existing agriculture but not currently being farmed - the Existing Land Use Map (Chapter 13) identifies 609 acres of existing agriculture/agribusiness, while the Future Land Use Map designates only 214 acres as agriculture (see Figure 6.2 below), netting a balance of 395 acres of available land. The Future Land Use Map also designates an additional 123 available acres for future residential uses, when subtracted from the total existing residential acreage. Assuming the recommended densities of this Plan are followed, these 123 future residential acres alone would provide for a range of 615 to 1,722 additional housing units. Comparing the Existing Land Use acreage with Future Land Use acreage, the region contains approximately 651 undeveloped and un-eased acres designated for both future residential and non-residential development throughout the life of this Plan.

In order to ensure there is enough land for future residential and non-residential development, the Region must develop *smarter*. Adopting Smart Growth and Growing Greener development policies, as described below, will allow for the preservation of valuable open space while still providing land to meet future needs.

Figure 6.2 FUTURE LAND USE MAP ACREAGE ALLOCATION

LAND USE CATEGORY	BOROUGH	TOWNSHIP	REGION TOTAL
Agriculture	0	214.34	214.34
Low Density Residential	206.44	181.64	388.09
Medium Density Residential	173.59	60.34	247.13
High Density Residential	86.63	141.08	227.71
Mixed Use/Neighborhood Commercial	40.07	59.46	99.54
Borough Center	92.71	0	92.71
General Commercial	85.17	333.60	405.58
Service Commercial	0	63.30	63.30
Interchange Business	0	88.99	88.99
Industrial	116.65	29.07	145.73
Light Industrial	146.43	6.12	140.15
Institutional	130.98	37.74	168.72
Park, Recreation, Open Space	52.54	57.81	122.76
Academic Administration	3.72	58.08	69.07
Campus Open Space Recreation	0	182.52	175.26
Student Housing	0	29.27	29.27
Total*	1135.01	1543.43	2678.43

* the total Future Land Use acreage does not equal total Existing Land Use acreage due to the 212.1 acres of transportation/right-of-way acreage not included as a future land use category.

Open Space Development (Growing Greener)

Growing Greener³ is a statewide community planning initiative which is designed to help communities use the development regulation process to their advantage to protect interconnected networks of greenways and permanent open space.

Each time a property is developed into a residential subdivision, an opportunity exists for adding land to a community-wide network of open space. Although such opportunities are seldom taken in many municipalities, this situation could be reversed fairly easily by making several small but significant changes to three basic local land-use documents - the comprehensive plan, the zoning ordinance and the subdivision and land development ordinance. Conservation design rearranges the density on each development parcel as it is being planned so that only half (or less) of the buildable land is consumed by house lots and streets. Without controversial "down zoning" (decreasing the number of house lots), the same number of homes can be built in a less land-consumptive manner, allowing the balance of the property to be permanently protected and added to an interconnected network of community green spaces. This "density-neutral" approach provides a fair and equitable way to balance conservation and development objectives.

Open space development and conservation zoning is an option for the remaining open areas of Shippensburg Township.

Future Land Use Goals and Objectives

The Goals and Objectives for Future Land Use and Housing were based upon the Policies derived by the Steering Committee as well as the results of the citizen survey. In summarizing the survey results, respondents from both the Borough and the Township stated that they like the current character of their communities. Preservation of community character may be largely (although not entirely) addressed by the land use and housing elements of the plan. These elements should therefore provide for growth that represents a natural evolution of the existing spatial forms rather than a dramatic departure from those forms.

Goal: Manage, control, and guide development to appropriate areas in order to preserve natural, agricultural, and man-made resources with the intent to provide a suitable balance of residential and non-residential uses.

Objectives:

- Accommodate future growth in areas that are logical extensions of existing concentrations of development, have appropriate access, and can be efficiently served by the circulation, public sanitary, and public water systems.
- Encourage a compact development pattern that minimizes land consumption and maximizes open space.
- Coordinate policies for land use, circulation, and community facilities and services to assure they do not have conflicting results.
- Minimize the conflict between non-residential and residential uses through proper allocation of land use and utilization of performance and design standards and buffer yards

³ Source: Natural Lands Trust, Media, PA

- Discourage proximity of incompatible land uses within the Region and along the boundaries of adjoining municipalities.
- Coordinate future development with the transportation infrastructure to minimize traffic congestion.
- Identify and plan to tie the type and intensity of development to the adequate provision by developers of transportation improvements, drainage, parks and recreation, and community facilities.
- Identify areas that should be protected from development because of natural constraints or assets, and/or lack of supporting facilities and services by use of appropriate land use and planning ordinances. Top priority should be give to areas such as Dykeman's Spring, Burd Run Corridor, and existing farmland.
- Encourage land development techniques such as open space development and conservation zoning that will allow development of a higher density while preserving natural and open space resources.
- Encourage new residential development to take place as infill within existing areas with central water and sewer facilities of adequate capacity and functionality.
- Require well-designed developments, including public and semi-public development, in scale and character of the setting, with appropriate architecture and landscaping.
- Continue to require analysis of each tract proposed for development to determine what resources must be protected and the capacity of the land to accommodate development given the site's natural and historic features and available infrastructure.
- Continue to respect and protect existing neighborhoods by maintaining the integrity and quality of older residential neighborhoods through public programs to rehabilitate the housing stock throughout the Borough.
- Continue to provide for compact, efficient, orderly, and phased development contiguous to existing developed areas (where appropriate), and discourage haphazard, uncoordinated development through the enforcement of the Zoning Ordinance.
- Encourage entities such as the Shippensburg Area Chamber of Commerce, Cumberland County Economic Development Office, and local citizen groups to continue to plan for diversity within business areas, to include a mix of retail, service, and office development, rather than only concentrations of retail uses.
- Provide for a balance of land uses to meet the needs of existing and future residents, while ensuring compatibility between present and future land uses.
- Coordinate growth and land use policies with Shippensburg University as the University changes and expands.

Actions:

1. Prepare inter-governmental cooperative agreements to amend municipal zoning ordinances and maps to reflect the objectives of this Plan and be consistent with the designations of the Future Land Use Map.

- Provide land development techniques that protect existing resources and preserve open space.
 - Provide development regulations that are consistent with the character and densities of existing development patterns.
 - Provide zoning regulations to minimize incompatibility of land uses and require buffer areas to mitigate conflicts where appropriate.
 - Include appropriate roadway access provisions for commercial areas.
 - Consider overlay zoning for major transportation corridors.
2. Identify appropriate future uses for vacant land and buildings. Most appropriate uses within the Borough would be re-use for high density infill residential, commercial, and light industrial. In Shippensburg Township, vacant lands are appropriate for medium density residential, commercial, or business development.
 3. Prepare inter-governmental agreements to amend municipal subdivision and land development ordinances to reflect the objectives of this Plan and be consistent with the designations of the Future Land Use Map.
 - Establish appropriate standards for driveway design and street access.
 - Administer stormwater management controls.
 - Discourage future development within the 100 year floodplain.
 - Require buffering of natural and historic resources during the development process.
 - Require environmental assessment studies, hydrogeological studies, and historic resources impact studies.
 - Enact guidelines for development in water recharge areas.
 4. Establish a permanent Regional Planning Committee, which includes equal representation from Shippensburg Township, Shippensburg Borough, and Shippensburg University to monitor consistency issues between this Plan and municipal ordinances.

HOUSING PLAN

The Housing Plan is an important element of the Joint Comprehensive Plan since it is the most critical land use need for residents of the municipalities. Amendments to Article XI of the Pennsylvania Municipalities Planning Code (MPC) allow planning for housing to be completed on a multi-municipal level. Chapter 14, "Population and Housing," provides analysis and projections for future population and housing needs of the region. The housing analysis is based on accommodating new growth within the next twenty years, at varying residential densities. It is recommended, however, that due to the potential inaccuracy of future population projections, this analysis should be revisited every five years during the life of the Plan.

Provision for a variety of housing densities and housing types in appropriately designated areas is accomplished through the Future Land Use Plan, which makes provision for low density development of single family housing in the Low Density Residential areas; medium density development of single family, two family, multiple family, and mobile home housing in the Medium and High Density Residential areas; and areas of mixed commercial and residential development within the Borough Center at medium to high density.

The Borough contains a high ratio of rental to owner-occupied housing units. The 2000 census indicated the ratio to be approximately 60-40 in favor of rental units. The Region should continue to encourage home-ownership, but at the same time realize that there is a segment of the population (the University students) that is not interested in home ownership at this time. The provision of student housing conversions is an issue in instances of absentee landlords who fail to maintain the properties. The Region should encourage new student housing to be consistent with complexes such as Bard Meadows, where an on-site rental manager is present to maintain the property and discourage activities that are a nuisance to adjacent properties. Student housing conversions should be located in close proximity to the University and away from residential neighborhoods whenever possible.

Maintenance of the existing housing stock can be accomplished through enforcement of municipal building codes and utilization of property maintenance codes. Other than a slightly above-average vacancy rate, no significant housing problems within the area have been identified.

As taxes and housing costs rise, there are particular concerns for the elderly, who may find it increasingly difficult to maintain their properties. The municipalities should work with older residents and agencies that address the needs of the aged to identify various programs that are available to help them meet their housing needs.

Goal: Provide opportunities for a broad range of housing types to meet the needs of all economic and demographic groups in the Region.

Objectives:

- Provide appropriate areas for a variety of residential types and densities to allow housing choices, while retaining the existing character of the Region.
- Encourage use of the existing housing stock while promoting rehabilitation and renovation of existing housing where needed, through participation in appropriate federal, state, and county housing programs.
- Support the development of housing alternatives for the elderly where consistent with the other goals and objectives of this Plan.
- Support the development of housing alternatives for low-income and special-needs families.
- Maintain a desirable ratio between owner-occupied and rental housing units in the Borough through homeownership incentives.
- Discourage absentee landlords in the Region.

- Maintain and enforce standards for residential development to accomplish the provision of well-planned, safe, sound, and attractive living environments for the region's residents.
- Encourage residents, both within and outside the Historic District, to observe good preservation practices in maintaining and renovating homes of all historic periods.
- Work with citizen organizations or create a separate entity to educate homeowners of the benefits of maintaining building façades, proper property maintenance, historic renovation and preservation, and associated increase in property values.

Actions:

1. Enforce municipal housing codes.
2. Investigate State Housing Programs to assist with the provision of housing needs for elderly and lower income residents.
3. Allow re-use and re-development of existing vacant housing units. Permit student housing and residential conversions in areas that will not adversely impact existing residential areas.

Consistency with Cumberland and Franklin County Comprehensive Plans

The Shippensburg Borough / Shippensburg Township Joint Comprehensive Plan, including the proposed Future Land Use Map, is generally consistent with the Goals and Objectives of Planned Growth Areas as designated by the Cumberland County Comprehensive Plan.

Recommendations from the Cumberland County Comprehensive Plan that are relevant to the recommendations for the Shippensburg Region include:

- Direct growth toward designated "Planned Growth Areas".
- Promote revitalization of historic downtowns.
- Encourage the development of landscape standards to aid groundwater recharge and improve aesthetics.
- Limit the number of access points to commercial retail sites along major roadways to increase safety and traffic flow.
- Encourage regulations that allow integrated uses with regard to access, parking, and signage.
- Promote compatible land uses along municipal borders.
- Promote the creation and preservation of greenways and open space, including investigating a bond issue to finance the preservation.

The 1999 Franklin County Comprehensive Plan designates the portion of Shippensburg Borough located within Franklin County as residential, and is generally consistent with the designations of this joint Plan.

Goals from the Franklin County Comprehensive Plan that are relevant to the Shippensburg Region include:

- Provide for land uses that are compatible between uses across municipal borders.

- Protect the livability of residential areas with an emphasis on strengthening older neighborhoods.
- Accommodate development that minimizes the amount of land that is consumed.
- Attract new business development and expansion in appropriate areas to provide tax revenue and wider employment opportunities.
- Identify road links that will be needed in the future to provide alternative routes around existing problem areas.
- Continue to strengthen the downtowns as business, civic, institutional, and cultural centers for the surrounding communities.
- Provide a well-distributed system of public recreation facilities coordinated with public schools, residential development patterns, and open space preservation efforts.

The Future

The overall goal of this Future Land Use Plan is to preserve the quality of life by supporting a vibrant economy and enhancing the special features of the Region in order to assure that it will remain an attractive community in which to live and work. This will be accomplished by managing the pace, quality, and location of development, while preserving natural features, open spaces, appropriate buffers between various uses, and stream corridors. It is important for the Region to retain its unique character in the face of growth, while providing for reasonable and appropriate development, redevelopment, and infill in order to ensure it remains a vital community.

Chapter 7

Economic Development Plan

The Shippensburg Region must support conditions for innovative economic and community development. The municipalities must position themselves to maximize the skills of their workforce and create innovative opportunities for future economic development. A proactive approach to economic development is to increase the tax base by expanding and diversifying the economic base. Residents of both municipalities have expressed an interest in seeing additional commercial and, to a lesser extent, industrial development in the area.

The citizen survey results were clear that the stability and vitality of the downtown area is a major concern for area residents, particularly those from the Borough. This concern is mirrored by those expressed by Township respondents regarding the loss of rural areas to business-oriented development - and an almost complete lack of interest in economic development. This suggests a coordinated economic development strategy whereby smaller-scale uses could be directed to the downtown area and larger-scale enterprises are directed toward the existing industrial park and areas appropriate for large-scale commercial uses.

The Costs of Land Use

As development has increased in and around the region, costs associated with that development, including traffic and road maintenance, public protection, sewer and water system expansion, and public education will also increase. Ultimately, these costs are reflected in higher taxes, which can be especially burdensome on those with fixed incomes. One way to address the issue of increased costs is a cooperative effort among the Borough, the Township, and volunteer organizations to identify ways to provide essential services in a more efficient manner, and to eliminate duplication of services among agencies.

Continued residential development within the Region needs a balance of non-residential development to ensure a healthy tax base and economy. The Penn State College of Agricultural Sciences Cooperative Extension has published a study entitled, "Fiscal Impacts of Different Land Uses, the Pennsylvania Experience." In the study, eight Pennsylvania townships were analyzed to determine the fiscal impact of land uses. The ratios of revenues to expenditures were calculated for residential, commercial, industrial, and farm and open land. Residential land, on average, required substantially more in expenditures, mainly due to school expenses and infrastructure costs. In some cases, there was an expense-to-revenue ratio of over 2-to-1 for residential uses. Commercial, industrial, and farm and open land provided more revenue than they required in expenditures. The study notes that these findings are consistent with those in other states.

Encouraging Economic Vitality

Municipalities can address the issue of economic vitality through their municipal ordinances. Amending zoning and subdivision/land development ordinances to allow additional commercial and industrial development, as well as adaptive reuse of older buildings is one method. Streetscape enhancement of commercial areas, downtown improvements, historic district preservation, and entry or "gateway" enhancements are others. Municipalities must take advantage of the public/private partnerships that exist and provide leadership to the business community to help establish a common focus for future economic development.

A healthy economy requires a balance between residential and non-residential uses. It is important to preserve residential neighborhoods that support the commercial areas and provide the people for a workforce. Communities with high quality-of-life amenities attract more affluent and skilled

workers and retain existing workforces better than communities with poor quality-of-life amenities. Preserving architecture, heritage, and culture helps a community maintain a sense of place and attract people and businesses to the region.

Goal: Maintain and enhance the economic vitality of the Shippensburg Region.

Objectives:

- Help businesses identify new sales opportunities.
- Market the downtown to Shippensburg University and recruit businesses that meet the needs of the students, parents, and employees.
- Promote the downtown as a unified shopping area to marketing groups.
- Improve the quality of downtown businesses by helping them be more customer responsive and competitive.
- Encourage coordinated business hours that meet consumer needs.
- Encourage attractive window and interior merchandise displays.
- Maintain visitor information on the downtown.
- Market and promote downtown businesses.
- Maintain existing businesses and encourage patronage of those businesses.
- Work with financial institutions to establish loan pools.
- Maintain a good working relationship between public and private sectors.
- Encourage new uses for any underutilized or vacant buildings.
- Recruit businesses to complement the downtown's retail and service mix.
- Identify sources of grants for physical improvements or providing matching grants for such improvements.
- Encourage promotional activities that create a positive image for the downtown, consistent with community characteristics and history.
- Preserve and enhance the historic features of downtown Shippensburg.

- Ensure an adequate supply of parking in downtown business district.

Target Areas

Economic development planning and is not only the responsibility of the municipal officials. Local economic groups, non-profit organizations, business and property owners, Shippensburg University, and local and State legislators all have a stake in the economic well-being of the Shippensburg Region. The Region is home to several economic development groups such as DOIT and SADCO, who work closely with the local Chamber of Commerce. These local groups need to establish a consistent approach and common focus for future economic development and work closely with the public and private sectors to avoid duplication of efforts. The first step to improve the climate for economic development and develop a community-wide vision is to identify the crucial or “target areas” that present the most future economic development potential in the Region.

US 11 - SHIPPENSBURG TOWNSHIP (King Street)

There is significant opportunity for future commercial development along US 11 between the Borough line and Conestoga Drive. Uniform design standards for commercial development should be established. Such standards could encourage visual consistency along this corridor by regulating signage, landscaping, setbacks, and streetscape improvements.

DOWNTOWN SHIPPENSBURG

King Street is the main thoroughfare through the Borough, and runs directly through the central business district as well as the Borough’s historic district. Shippensburg has historically served as a business center for western Cumberland County. Unfortunately, large volumes of thru traffic as well as competing commercial development in the Township threaten to undermine the economic vitality of the downtown. The Borough must strive to make the downtown a destination. Economic development follows people, so the downtown must become a gathering place. The downtown core must have a pedestrian-friendly design that accommodates informal gathering places mixed in with stores, restaurants, coffee shops, and office uses.

Foster a positive image through special events, programs, music and art festivals, and holiday decorations. Promote the historic and cultural heritage of the Region as a means to promote tourism. Marketing tools such as banners, brochures, and restaurant/shopping guides should be produced. Businesses may offer incentives to encourage University students to patronize the downtown.

The provision of a sidewalk (or trail) system throughout the Borough is another method to enhance social interaction and the sense of place. Such a system could provide bicycle and pedestrian access to downtown Shippensburg as well as recreational opportunities to students and residents in surrounding areas. The Borough could encourage this through provision of bicycle and pedestrian-friendly facilities, such as bike racks and benches, in the downtown area. The Borough should continue to review its sidewalk policy to ensure it regulates gaps in the sidewalk system are to be constructed when a property is sold or developed.

Currently, the Borough does not have any serious parking problems, but this should be monitored to determine if problems develop in the future. A lack of on-street parking

within the business district will adversely affect future commercial investment or re-development. The chapter on traffic circulation will address some approaches to improving traffic flow on King Street and other streets within the Borough.

WALNUT BOTTOM ROAD (Route 174)

Most of the commercial development in the Township has occurred along Walnut Bottom Road. Encouraging development that enhances the visual character of this area makes economic sense, just as it does for King Street. Design standards for commercial development along the corridor should be established, but should be tailored towards larger scale commercial development and users in cars rather than pedestrians. While portions of Walnut Bottom Road still contain significant pedestrian traffic, the future of the area will most likely be larger scale retail, such as the new Wal Mart. As such, standards should focus on regulating things such as driveways, access roads, billboards, and signage. Landscaping requirements for new commercial development should be addressed as well.

BALTIMORE ROAD

Additional commercial development along Baltimore Road should be encouraged at a smaller, more pedestrian-friendly scale than that along Walnut Bottom Road. Due to the proximity of residential neighborhoods, the Township should address issues such as safe crosswalks, driveways with clear sight triangles, sidewalks, and trails.

INTERSTATE 81 INTERCHANGE

Provide land for and encourage professional office and research and development uses near the I-81 interchange area. The Keystone Innovation Zone, in cooperation with the University, should be encouraged in this area.

SHIPPENSBURG INDUSTRIAL PARK

The Shippensburg Industrial Park on East Dykeman Road contains the majority of the Borough's industrial uses. The Borough should continue to focus on expansion of the park and attraction of additional industries. The Borough should investigate the potential of offering incentives, such as the use of a KOZ, to help attract businesses to the park.

Goal: Encourage appropriate economic development in the form of light industrial and commercial development while preserving and enhancing the quality of the environment.

Objectives:

- Enhance tax revenue through business development in order to balance the residential share of the tax base.
- Promote job creation for residents through cooperative efforts of the Borough, the Township, the County, economic development agencies, businesses, and educational institutions.
- Promote well-designed commercial development in the Walnut Bottom Road corridor.
- Coordinate the location of businesses and transportation systems to minimize traffic impacts on residential areas.

- Encourage appropriate adaptive re-use of vacant and underutilized commercial and industrial properties.
- Enhance the downtown area of Shippensburg as a smaller scale commercial core, emphasizing the unique historic character and encouraging adaptive re-use of vacant and underutilized properties.
- Create closer ties between the tourism industry and the Region, promoting Regional attractions for tourism.
- Identify community facilities and services that may attract appropriate economic development; develop strategies for providing such facilities and services at appropriate locations consistent with the other goals and objectives of this Plan.
- Identify ways to market the University facilities, such as the Performing Arts Center and new Foundation Building and Conference Center, to enhance economic development opportunities in the Region.
- Designate appropriate areas for economic development, and identify the specific types of economic development that are most appropriate for the region.
- Identify strategies to attract desirable firms and coordinate goals with the Shippensburg Area Chamber of Commerce.
- Continue cooperation with Shippensburg University to establish a Keystone Innovation Zone (KIZ) district in the Region.
- Relate economic development to available infrastructure; establish developer responsibilities to provide infrastructure improvements as part of the development process.
- Establish standards for the design of new non-residential development. Require appropriate landscaping and buffering as well as design that respects nearby existing neighborhoods.
- Implement regulations that discourage the “strip commercial” form of development; promote other forms for commercial construction.
- Emphasize small business development as well as light industrial, research and development, high technology, office, and services to complement the existing commercial activities in the region.
- Support establishment of Keystone Opportunity Zones, if financially feasible, to encourage appropriate economic utilization of the vacant and underutilized commercial and industrial sites.
- Review the merits of tax abatement programs to attract businesses, including working with Shippensburg University and its Small Business Development Center to create an Enterprise Zone to attract and retain new businesses.
- Retain, enhance and promote the historic and cultural heritage of the Region as a means to promote tourism.
- Support agencies promoting economic development in the Region.

Actions

1. Seek funding for downtown streetscape and pedestrian enhancements. Potential funding/information sources include Department of Community and Economic Development (DCED); Harrisburg Area Transportation Study (HATS); DOIT (Downtown Organizations Working Together); Chamber of Commerce.
2. As funding becomes available, apply to the Keystone Opportunity Zone (KOZ) or similar funding programs to provide incentives to attract businesses to the Borough's central business district.
3. Amend municipal ordinances to require appropriate access management and design criteria for new commercial developments. Work with the development community to identify potential barriers to economic development projects.
4. The Borough should reapply for the Main Street Program. Participation in this program will allow the Borough to pursue the Elm Street program as well. If costs are an issue, the Borough should investigate the feasibility of sharing the costs of a program manager with groups such as DOIT, SADCO, and downtown business owners.
5. Amend municipal ordinances to improve community image by enhancing physical appearance. Enhance the appearance of public areas, including buildings, street lights, window displays, parking areas, signs, sidewalks, benches, landscaping, trash receptacles, utility poles and lines, and public phones. Enhance the Borough's Gateways and the Township's commercial region through design criteria that is uniform and compatible with the area's character.
6. Concentrate on the economic development "Target Areas" identified in this chapter. Amend municipal ordinances, work with developers, and apply for grants to allow appropriate economic development and visual enhancements in the Region.

ECONOMIC DEVELOPMENT PROGRAMS

KIZ - (Keystone Innovation Zone Program)

The KIZ Program for the region was initiated by the Cumberland County Economic Development Office in June of 2003. The University and municipalities should continue moving the process forward. The Future Land Use Plan identifies the Interchange Business area as an appropriate zone for an economic development project. The KIZ Program is summarized below:

Summary - Grant funds to community/university partnerships to generate economic and job growth focused around the campuses and property around colleges and universities. Eligible partnerships also will receive priority review from other eligible DCED programs for projects and companies that locate in the zone (zone tax credits, technology transfer funds, etc.).

Eligibility

- Partnerships must include: institution of higher education, economic development organizations, private sector businesses, business support organizations, commercial lending institutions, venture capital, foundations, local government organizations, and workforce development organizations.
- Zone must be geographically identified with links to institution of higher education

Eligible Uses -Grant funds will be used for Zone coordination, strategic planning, personnel costs, hiring of consultants and administration of the zone.

Where to Apply - DCED, Technology Investment Office.

Amounts - Maximum for the first year of \$250,000. Declining funding in follow on years; operations required without state funds after year three.

Terms

- Partnership must meet definition and required members
- Zone must define industry sector or key trust to zone
- Zone must be geographically identified and should include an institution of higher education with research capabilities. Institution does not have to be located in zone boundaries, but must be formally linked to zone activities.
- 1:1 cash match required
- Refer to Program Guidelines

KOZ - (Keystone Opportunity Zones)

Keystone Opportunity Zones are defined-parcel- specific areas with greatly reduced or no tax burden for property owners, residents and businesses.

Eligibility:

To be considered as a Keystone Opportunity Zone, a site must have:

- Displayed through a vision/strategy statement how this property through targeted growth could impact the aforementioned positively;
- Displayed evidence of adverse economic and socioeconomic conditions within the proposed zone such as high poverty rates, high unemployment rates, percentage of abandoned or underutilized property, and/or population loss;
- Passed binding resolutions or ordinances forgoing certain taxes; this included school districts, county and municipal governments.
- Public and private commitment of resources;
- Linkages to regional community and economic development activities including Team Pennsylvania and initiatives under the DCED's Center for Community Building;
- A written plan discussing the implementation of quality school improvements and local crime reduction measures
- And a demonstrated cooperation from surrounding municipalities.

Where to Apply - DCED Customer Service Center 1-800-379-7448

Enterprise Zones

Summary- The purpose of an Enterprise Zone is to promote job growth and to help municipalities take advantage of business expansion opportunities when they arise. EZ's improve the capacity of local governments and business communities by encouraging them to form public/private partnerships. In turn, these partnerships boost business investment within the zone. Increased business investment, job creation and sustained community self-sufficiency are the primary goals of the Enterprise Zone program.

Eligibility- Local governments, redevelopment authorities, nonprofit economic development organizations, and other nonprofit organizations and business district authorities.

Eligible Uses- Enterprise Zone competitive grants-to-loans can be used for up to 30% of the total project investment to acquire machinery and equipment. They are available for new business construction or building improvements, site improvements, infrastructure, and in some special cases, for up to 40% of inventory or working capital needs. Competitive grants-to-loans also can be used toward the cost of preparing business lease space, especially for facilities with fiber optic wiring. Costs of public infrastructure development and hazardous waste testing may also be considered, if the lack of conventional funding sources for such costs is documented. Competitive grants may not exceed 30% of total project investment, and one full-time job must be created or retained for each \$30,000 of loan capital.

Where to Apply- DCED Customer Service Center

Amounts - Planning grants up to \$50,000 (one time only). Basic grants up to \$50,000 for up to 7 consecutive years. During this time period, basic grants may be increased up to \$75,000 on two occasions, only if the Enterprise Zone entity is undertaking a cluster analysis, or some other activity that uses analytical tools to enhance the zone's development plans. This is not an entitlement program. Need and demonstrated progress must be documented prior to receiving these grants on a yearly basis.

Competitive grants-to-loans up to \$500,000 which can be loaned to private sector firms in the zone.

Main Street Program

The Borough of Shippensburg participated in the Program during the 1980's. The interest in the Program faded when grants for the Main Street Manager ran out. The Borough has not re-visited this program due to concerns over the potential of a tax increase to pay for the Manager. Unfortunately, without a Main Street Program in place, the Borough is not eligible for the Elm Street Program, which is described later in this chapter.

Summary - The Main Street Manager Component is a five-year program designed to help a community's downtown economic development effort through the establishment of a local organization dedicated to downtown revitalization and the management of downtown revitalization efforts by hiring a full-time professional downtown coordinator. The Downtown Reinvestment and Anchor Building components use business district strategies to support eligible commercial related projects located within a central or neighborhood business district. This program has been merged into the New Communities Program.

Eligibility - Generally, a municipality is the applicant for the Main Street Manager Component. Municipalities and redevelopment authorities are the eligible applicants for the Downtown Reinvestment and Anchor Building components. In limited cases, a Main Street non-profit or Business District Authority with two years of audited records may apply for the funds.

Eligible Uses - For the Main Street Manager Component, administrative costs associated with the hiring of a coordinator and operating the office and design/facade are granted to private property owners within the target area. For the Downtown Reinvestment and Anchor Building components, physical improvements that are supported by a plan with clearly documented public benefit.

Where to Apply - DCED Customer Service Center

Amounts - Total of \$115,000 over a 5-year period. For Downtown Reinvestment and Anchor Building components, up to \$250,000 or one-third of the total development cost.

Terms Match required for Main Street Component; For Downtown Reinvestment and Anchor Building components, leveraged funds should be committed to be competitive; Refer to the Program Guidelines

Elm Street Program

Summary - Grant funds for planning, technical assistance and physical improvements to residential and mixed use areas in proximity to central business districts.

Eligibility

- Municipalities
- Redevelopment Authorities
- Non - profit Main Street organizations
- Economic development organizations
- Neighborhood Improvement districts
- Business improvement districts

Eligible Uses - Revitalization of Residential and Mixed use Neighborhoods; Administration costs to support an Elm Street Program

Where to Apply - DCED single applications form; DCED Customer Service Center

Amounts - Up to \$250,000 is available.

Terms - Administrative costs associated with hiring a full-time manager and related office expenses over a maximum five-year program term (includes one planning year and four operational years.) Minimum 10% local match required; if a part time manager is appropriate a reduction in total grant and match will occur.

Additional Programs

The Pennsylvania Economic Stimulus Package has been recently passed and includes the following economic development programs and potential funding sources for the Region:

- Business in Our Sites will offer flexible loans and grants for local municipalities and their economic development partners to create future business growth and attract opportunities through the acquisition and preparation of key sites for development. The program would provide communities with grants and loans of up to \$250,000 to pay for the reclamation of industrial land.
- Building PA will provide funding for the development of real estate assets within the Commonwealth. Funds will be loaned to private investors and foundations looking to match funds to facilitate projects within the Commonwealth.
- New PA Venture Guarantee Program will allow the Commonwealth to more actively partner with the investment community by structuring a program that provides guarantees to venture capital companies interested in Pennsylvania businesses. These guarantees will provide increased capital for Pennsylvania businesses to grow and create jobs.
- New PA Venture Capital Investment Program will provide capital to Pennsylvania-focused venture capital companies that agree to match those funds and make investments in Pennsylvania businesses.
- First Industries Fund. First Industries will provide grants, low-interest loan financing and loan guarantees for agriculture and tourism.
- 2nd Stage Loan Program will provide guarantees for bank loans to second stage manufacturers and technology companies for working capital and other financing needs. Targeted toward manufacturing, advanced technology and biotechnology, these funds will support growth in these sectors.
- Tax Increment Financing (TIF) Guarantee Program. Through TIF, communities can borrow funds for projects that will develop blighted areas and then repay those borrowed monies through the new tax revenues that will be generated as a result of the development. A combination of technical assistance and loan guarantee assistance is proposed to encourage small communities to utilize this program.
- Infrastructure & Facilities Improvement Program is a multi-year grant program that will provide grants to certain issuers of debt in order to assist with the payment of debt service.

The Pennsylvania Department of Community and Economic Development (DCED) is the primary contact for these programs.

Chapter 8

Transportation and Circulation Plan

INTRODUCTION

There is a direct connection between land use planning and transportation: one cannot plan for one and ignore the other. The transportation system will function properly only when each community has adequate access to the system. The identification of problem areas throughout a region's transportation network, as well as a logical land use plan that enables residents to make fewer vehicle trips are key components to a joint comprehensive plan. Figure 8.1, the Future Traffic Circulation Map displays future transportation issues and concepts for the Region, including proposed intersection alignments, interchange improvements, proposed roads and bridges, scenic roads, sidewalk gaps, and greenway corridors.

The results of the citizen survey indicated that transportation concerns were not particularly pressing for either Borough or Township residents. However, Borough residents noted the need for street improvements to reduce congestion and facilitate easier movement through town, and Township residents noted the need to improve traffic circulation in the region.

Goal:

Provide a safe and efficient transportation circulation system that will enhance pedestrian and bicycle movement, ease vehicular travel, minimize impacts on residential development, and enhance the safety of the region's road corridors.

Objectives:

- Cooperate with the appropriate State agencies and the surrounding municipalities and Counties to build the proposed inner loop to alleviate traffic congestion in the region.
- Implement the recommendations of the Preliminary Traffic Plan¹ for the Shippensburg Area in the most efficient and cost effective manner.
- Coordinate access management programs along the principal road corridors outside of the Downtown area to minimize the number of access points to the road system.
- Establish coordinated design, performance, and signage standards for the region's road corridors.
- Preserve scenic road corridors as shown on Figure 8.1, the Future Traffic Circulation Map.
- Improve the visual image of the Region at 'gateways' and along road corridors, including both ends of King Street, Walnut Bottom Road, and Baltimore Road.
- Maintain and improve the existing road system as necessary.
- Implement traffic calming techniques to prevent adverse impact of traffic on residential neighborhoods.

¹ - Refers to the Preliminary Traffic Study prepared for the Shippensburg Area Chamber of Commerce by Carl Bert and Associates, 2002.

- Work with State, County, and other municipal officials to address areas of traffic concern within the region.
- Develop, expand, and link pedestrian, buggy, and bicycle systems, including sidewalks, shared bikeways, paved shoulders, trails, and greenways. Seek a variety of State, County, and private funding assistance.
- Encourage collaboration between the University and the Cumberland Valley Rails-To-Trails Council to continue the trail through the University Campus.
- Facilitate pedestrian and bicycle access to community facilities, including schools and recreation facilities.
- Improve intersections and turning movements along Walnut Bottom Road, Earl, and Queen Streets.
- Develop policies to discourage the use of streets in residential areas as shortcuts for externally generated through-traffic.
- Eliminate excess signage and traffic distractions, paying special attention to the areas that serve as a gateway to the historic Downtown area of the Borough.
- Support the development of multi-modal transportation facilities within the Borough, such as park-and-ride facilities, bike-and-ride facilities, and walk-and-ride facilities along with auto/bus/bike/pedestrian hubs.
- Prepare and implement a transportation capital improvement plan.
- Reduce the number and intensity of traffic flow constrictions on Borough streets; evaluate the feasibility of synchronizing traffic signals along King and Orange Streets, the realignment of Fayette Street, and the addition of left turn lights on King and Earl Streets.
- Provide connections between road corridors within the Borough and a system of alternative routes to destinations and work to accomplish the recommendations of the Preliminary Traffic Plan for the Shippensburg Area and coordinate efforts for road connections outside the Borough's limits.
- Maintain developer responsibilities for transportation improvements.
- Establish standards for street and road and driveway design.
- The Borough and Township should work with the County, HATS, and PennDOT to ensure the TIP Projects remain on the Program and are scheduled for completion.
- Implement projects listed on the PennDOT Transportation Improvement Program, as recommended by the Cumberland County Comprehensive Plan.
- Address parking needs within the Borough: improve signage indicating the location of public parking areas; acquire more parking lots in the central business district to relieve crowded on-street parking.
- Identify trip reduction strategies, such as mixed-use development and employee programs, and determine their suitability. Include the University with these discussions regarding ways to reduce the reliance of students and employees upon personal vehicles.

- Implement the recommendations of the Cumberland County I-81 Corridor Study.
- Implement the recommendations of the *Bicycle/Pedestrian Transport Plan* as adopted by HATS.

Actions:

1. Amend municipal ordinances to be consistent with the goals and objectives of this Plan, include provisions for:
 - a. Traffic calming techniques
 - b. Bicycle, pedestrian, and buggy accessibility
 - c. Shoulder improvement standards
2. Develop an access management plan for commercial corridors including Walnut Bottom Road (Route 174), Baltimore Road, and US 11.
 - a. Avoid zoning that allows commercial strip along the entire roadway.
 - b. Zone for compact centers of development and encourage shared access and parking.
 - c. Define subdivision standards for lot layout, driveways, and building location.
3. Identify appropriate truck routes through the Region to alleviate congestion.
4. Initiate a study to improve traffic flow within the downtown areas of the Borough.
5. Prepare multi-year programs for local street and road maintenance. The Township and the Borough should identify additional methods to share resources and equipment.
6. Develop a greenway along Burd Run from the University to Walnut Bottom Road and along the Middle Spring Creek from Spring House Road to Dykeman Road.
7. Cooperate with HATS, PENNDOT, local municipalities, and developers to address the ongoing need to make improvements to Interchange 29 (King Street exit) of Interstate 81. Proposed improvements include:
 - a. Increased lanes;
 - b. Improvement to ramp system;
 - c. Addition of a cloverleaf design;

The recommendations of the ongoing Interstate 81 Corridor Study for Exit 29, King Street, should be referenced and implemented. The interchange location is shown on Figure 8.1.

Functional Classification of Roadways

Roads are classified by the volume of traffic they are designed to handle and the degree of access that they provide to abutting properties. Chapter 15, "Traffic Network and Circulation," provides further information regarding this classification system.

Expressway: Interstate 81.

Principal Arterials: US 11(King Street) and Route 174 (Walnut Bottom Road).

Minor Arterials: North Earl Street, South Fayette Street, Olde Scotland Road, North Morris Street, the portion of US 11/Route 533 from Township line to Walnut Bottom Road.

Major Collectors: Orange Street, Prince Street, Richard Avenue, Roxbury Road, Queen Street, Britton Road, portion of South Fayette Street.

Minor Collectors: None.

Local Access Roads: All other roads and streets.

Proposed Road Improvements / TIP Projects

Proposed PennDOT Transportation Improvement Program projects, as listed in the Cumberland County Comprehensive Plan and depicted on Figure 8.1 include:

- Widening of Route 174 (Walnut Bottom Road) from Township line to intersection with King Street.
- Improvements to Baltimore Road
- Improvements to South Fayette Street and Olde Scotland Road

The Borough and Township should work with the County, HATS, and PennDOT to ensure the TIP Projects remain on the Program and are scheduled for completion.

Notable intersections or roads in need of improvement and alignment include:

- Walnut Bottom Road (alignment for proposed inner loop intersection)
- Walnut Bottom Road and East Orange Street (intersection improvement)
- Walnut Bottom Road and King Street (intersection improvement)
- King Street and Conestoga Drive (intersection improvement)
- Baltimore Road (alignment for proposed inner loop intersection).

These improvements are shown on Figure 8.1.

Proposed Roads

INNER LOOP

The Steering Committee took a position during the development of this Plan to support the development of a new collector road, referred to as the "Inner Loop". Such a loop would connect several arteries and major collectors between US 11 and Olde Scotland Road. The proposed road would extend Conestoga Drive and Airport Road to connect King Street (US 11) with Walnut Bottom Road and Baltimore Avenue, then continue along the south side of the Borough behind the Borough Industrial Park, and ending at either Olde Scotland Road in Shippensburg Township, or continuing to South Earl Street in the Borough. The latter option presents some significant logistical and grading difficulties.

In taking this position, the Committee did not identify an exact location for the corridor but identified the need to address congestion and safety using the concept described above.

OUTER LOOP

Although completely outside of the planning area, the Outer Loop proposal would connect East King Street (US 11) to Newberg Road (Route 696) through a new collector road that would pass to the north of the Township and University through Southampton Township, Cumberland County. This road could significantly reduce traffic congestion throughout the Shippensburg area. Shippensburg University is participating in and financially supporting a transportation study to determine the feasibility of the "Outer Loop".

The proposed location for these new roads can be found on Figure 8.1, the Future Traffic Circulation Map.

Mass Transit

Raider Regional Transit (RRT) is the only local bus system serving Shippensburg University and the Shippensburg community. Due to budgetary concerns and low ridership, additional mass transit programs are not feasible at this time; however, the municipalities should revisit the issue periodically.

Future road and access road design should consider accommodating potential bus traffic. As infill, redevelopment, and development occur in the area where bus service is likely, provision should be made for pull-offs, stops, and shelters as well as pedestrian access to the stops and shelters.

Access Management

Access management will be a concern along all roads within the area, but particularly along King Street (US 11) and Walnut Bottom Road (Route 174). Walnut Bottom Road is scheduled to be widened to three lanes in 2005. The municipalities should consider working with PennDOT to develop a joint access management plan for the area.

The major elements in access management include the following:

- Driveway design standards
- Reduce number of road entrances
- Traffic Impact Analysis where development is proposed
- Left turn lanes and right turn lanes constructed at road and driveway intersections
- Install medians
- Adequate parking lot/internal circulation design in developments
- Shared access to properties
- Interconnect properties developed along roads

- Improve intersection design/spacing
- Signalized high volume driveways
- Control of access
- Direct development access roads to signalized driveways

- Prohibit inappropriate turning movements

Transportation Development Districts

The Transportation Partnership Act (Act 47 of 1985 as amended) allows municipalities to create Transportation Development Districts to assist in the financing of transportation facilities and services. Roads, railroads, and public transit are eligible. If municipalities propose a district, property owners who represent more than fifty percent of the assessed valuation within a proposed district must be in favor of the district. The creation of the Transportation Development District allows municipalities to impose assessments upon benefited properties within the District to construct transportation improvements.

Congestion Management System Strategies

Congestion management system strategies have been used by some communities in the past to reduce traffic. The major elements are:

- Employee trip reduction plans to increase average vehicle occupancy
- Creation of transportation management associations in which municipalities work with local businesses to identify measures to reduce travel demand. These may include:
 - reducing vehicle concentrations at peak periods by staggering work hours;
 - encouraging commuting by carpool and public transit rather than by single occupancy vehicles;
 - eliminating unnecessary commutes;
 - funding informal paratransit/vanpool operations; and
 - hiring a transportation coordinator to organize transportation alternatives.

With more commercial and industrial development in the Region, the appropriateness of these strategies should be reviewed.

Impact Fees and Negotiated Financial Contributions

The Municipalities Planning Code allows municipalities to assess a traffic impact fee provided municipalities have adopted a traffic impact fee ordinance. With a traffic impact fee system in place, a municipality can collect fees to finance improvements to the road system.

The Municipalities Planning Code indicates that when municipalities have prepared a multi-municipal plan, in order to allow for the provision of transportation capital improvements in a cooperative manner, the municipalities may collectively cooperate to enact joint transportation impact fee ordinances.

Where traffic impact fee systems are not in place, financial contributions from developers for road improvements should be negotiated. Developer-financed road improvements at existing intersections and along road segments could correct current deficiencies and mitigate traffic increases associated with new development.

Though the Steering Committee has expressed interest in exploring Impact Fees, it recognizes that enacting an Impact Fee Ordinance in either municipality is not financially feasible at the present time. However, if conditions change, the Township and Borough may consider cooperating with Southampton Township with regard to Impact Fees, so this information has been provided in case the issue is revisited.

**SUMMARY OF THE STEPS ASSOCIATED WITH IMPLEMENTING A
TRAFFIC IMPACT FEE ORDINANCE**

<u>Task</u>	Responsible Entity
1. Establish Transportation Service Area and appoint an advisory committee. <i>Note: Committee must be at least 7 members, can be the <u>entire</u> Planning Commission, with ad hoc members if necessary to meet the 40% builder/realtor requirement. Other than this, the committee <u>cannot</u> contain municipal officials or employees.</i>	Governing Body
2. Public Notice of Intent to implement a Traffic Impact Fee Ordinance. <i>Note: This allows for fees to start being collected <u>and</u> starts an 18 month clock, by which time the Ordinance must be adopted.</i>	Governing Body
3. Committee oversees preparation of Land Use Assumptions plan, holds public hearing, forwards to Governing Body for adoption.	Impact Fee Advisory Committee
4. Committee oversees preparation of Roadway Sufficiency Analysis and forwards to Governing Body for approval.	Impact Fee Advisory Committee
5. Committee oversees preparation of Capital Improvements Plan, holds public hearing, forwards to Governing Body for approval.	Impact Fee Advisory Committee
6. Impact Fee Ordinance text developed and Ordinance adopted.	Governing Body

Shoulder Improvements

Developers should be required to improve shoulders along the frontages of their tracts when they develop. In addition, the municipalities should improve the shoulders along existing roads. Shoulders should be wide enough to accommodate trails and buggy traffic in accordance with the guidelines in the Statewide Bicycle and Pedestrian Master Plan.

Gateways

Formal gateways should be provided at the entrances to the Shippensburg region. A gateway is an entrance corridor that defines the arrival point as a destination. Gateway planning addresses the arrangement of the landscape to create a visual experience that establishes a sense of arrival at the destination and provides a positive image of the destination. The municipalities can work with property owners to enhance these gateways. Consistent road corridor overlay zoning could be adopted along the major roadways.

The three primary gateways to the Borough include both ends of King Street, Walnut Bottom Road, and Route 696. At these gateways, the municipalities can work with property owners to enhance commercial areas through coordinated landscaping, signage, lighting, street furniture, paving materials, site improvement design, building facades, and window displays. When infill, redevelopment, or new development occurs, developers should be required to comply with performance and design standards that would address these elements. When new parking facilities are constructed, they should be landscaped, buffered, and located to the side or rear of buildings.

Signage should be minimal, and appropriate to the character of the municipalities.

Property owners should be encouraged to maintain and improve properties, particularly those that may have negative impacts on surrounding properties. Where the rear of commercial properties face or abut residential properties, attention should be paid to the appearance of the commercial property and its impact on the residences.

Design guidelines addressing the following elements could also be applied within the Region:

- discouraging the use of drive-thru facilities
- encourage new development to be compatible with and integrated into existing streetscapes

Scenic Roads

Scenic roads are an important element within the circulation system within the Region and maintenance of a system of scenic roads is encouraged. The municipalities should discuss whether it would be appropriate to adopt scenic road overlay zoning along scenic roads. Within such overlay areas, greater setbacks along the roads could be required, additional landscaping and screening requirements could be established, and design standards for siting of buildings could be established in order to minimize visual impacts of any development.

Discouraging intensive development along the scenic roads also has another benefit. This can lessen traffic volumes and driveway intersections along roads, which are typically not suited for intensive traffic volumes.

The scenic road corridors identified on Figure 8.1, the Future Traffic Circulation Map include Britton Road from Brookside Avenue north to the Township line; Fogelsonger Road; a portion of Dykeman Road near Dykeman Springs; and Route 696 from the University campus north to the Township line.

Bicycle/Pedestrian Circulation

The Borough and Township should incorporate bicycle and pedestrian improvements into the transportation planning process. The municipalities should revise and strengthen their zoning and subdivision ordinances to ensure bicyclists, pedestrians, and horse-drawn buggies are accommodated within the transportation system. As streets are maintained and improved, design

requirements for pedestrian and bicycle access should be addressed, such as the provision of appropriate curb radii at intersections. Limiting radii at intersections to the minimum necessary to allow safe traffic flow can make intersections more pedestrian and bicycle friendly. Pedestrian crossings at street intersections, particularly along the major trail routes within the area, should be facilitated through crosswalks, stop signs, and pedestrian islands. Gaps in the sidewalk system such as those along Walnut Bottom Road should be eliminated. Access to community facilities and commercial areas in the Borough and Township should be enhanced through expanded and repaired sidewalks and greenways and by establishing crosswalks. Streetscape amenities such as benches, trash receptacles, information signs, and landscaping should be provided in downtown Shippensburg. The Rails-To-Trails project in the region should be completed to provide a link joining the Township, the University, and the Borough.

Parking Programs in Shippensburg Borough

Parking did not rate as a critical concern with citizen survey respondents, although this may become an issue if economic development and downtown revitalization efforts are successful. The Borough should continue to monitor adequacy of parking. If the Borough determines to increase the number of parking spaces, a number of issues could be addressed with regard to parking in the Borough:

- Public/private cooperation
- Identification/direction to existing facilities (such as the Borough Building)
- Designated parking spaces for residential tenants living above commercial uses so that they are not forced to park on the street in front of the commercial uses.
- Maintain existing on-street parking
- Permit and encourage sharing of spaces by private parties
- Investigate use of fee-in-lieu of parking option

Traffic Calming

As development in the Region occurs, and traffic volumes increase, there will be more traffic on residential streets. Means of dealing with this additional volume include road improvements, providing increased opportunities for pedestrian and bicycle traffic, supporting efforts to increase automobile occupancy rates, and access management. If these steps are not sufficient, the municipalities may consider traffic calming techniques.

The purpose of traffic calming is to manage movement through an area in a way that is compatible with the nearby land uses. Two fundamental principles of traffic calming are that streets are not just for cars and that residents have rights. Streets should be safe for pedestrians and local drivers, and traffic should not adversely affect the quality of life along the streets.

The general methods of traffic calming include:

- Active speed reduction (construct barriers to traffic movements)
- Passive speed reduction (installation of signage)
- Streetside design (landscaping changes the appearance of the area and driver attitudes)
- Regional planning efforts - direct external traffic to other routes (such as proposed "loop" roads)

- Opportunities for use of alternative modes (mass transportation, pedestrian, bicycle)

1. *Active Speed Reduction (Construct barriers)*

- a. Speed bumps and speed tables are raised areas in the street surface, which extend across the width of the street. Speed bumps present liability and are also annoying to local residents. Speed tables, which are really raised pedestrian crosswalks, could be more successful. They would be most appropriate in areas with substantial pedestrian traffic.
- b. Changes in roadway surface - This could include rumble strips, milling, and special roadway surfaces. These techniques can increase noise in areas and raise objections by area residents.
- c. Intersection Diverters - This could involve a barrier placed across an intersection, typically to alter travel plans, such as permitting right turns only, to make travel through a neighborhood more indirect.
- d. Channelization - This could involve provision of pedestrian refuge areas, providing protected parking bays through landscaped islands, altering motor vehicle traffic movements, and restricting movements at intersections by narrowing the space available for vehicular movement.

The active controls require changes in driver behavior. While the active methods send the message that the street is not just for through traffic, the methods are costly, and likely to be viewed negatively by some of the local users of the streets.

2. *Passive Methods of Control*

- a. Traffic signs such as Do Not Enter, Stop, Not a Through Street, Local Access Only, No Trucks, or signs establishing speed limits, indicating one-way nature of street, or prohibiting turns.
- b. Traffic Signals
- c. Pavement markings, including crosswalks, edgelines, and use of different materials for pedestrian crosswalks
- d. Permitting on-street parking
- e. Speed watch

These methods have lower costs and can be applied to certain times of the day, if appropriate. However, signs are often ignored in usage, and enforcement is necessary.

Primary emphasis should be given to the passive traffic calming techniques. Active traffic calming techniques should be employed only if passive techniques are not successful due to their cost and the inconvenience to residents caused by their construction.

Prior to implementation of any traffic calming program, it is necessary to identify the specific problems to be addressed; to identify and evaluate the alternative techniques and their drawbacks, benefits, and cost; to identify alternative traffic patterns that could result from implementation of the techniques and the effects of those patterns on other streets and neighborhoods; and to involve citizens of the community in the evaluation and selection of techniques. Techniques should not detract from the character or visual quality of a neighborhood.

Capital Improvements Planning

Capital improvements planning includes financial analysis of past trends in the community, present conditions, and a projection of the community's revenues and expenditures, debt limit, and tax rates, to determine what the financial capabilities of the municipality are. It also includes a capital improvements program which establishes a system of priorities. The final element is the capital budget which lists the schedule of improvements over a 5-year period based on the community's financial capacity and availability of grant money.

In the capital improvements program, capital expenditures are separated from operational expenditures. Operational expenditures are those for administration, salaries, maintenance and similar functions, and are short term. Capital expenditures are for assets which have a substantial value compared to the total municipal budget and are expected to provide service for a number of years. The purchase of land or the construction of a building is an example of a capital expenditure.

The capital improvements program schedules the purchase of capital items in a systematic manner rather than allocating a large amount of money for all expenditures in one year. Based on the assessment of future needs, future expenditures are planned so that the municipality can anticipate these major expenditures prior to the budget year. The program is based on identified capital needs, goals for capital acquisitions, and a priority list of all proposed capital expenditures.

A time frame is established for the capital improvements program. Five-year programs are typical. Every year the schedule for capital improvements must be revised and updated as necessary, based on the current municipal priorities. For each project included in the program, estimated costs must be established and a budget prepared.

Benefits of capital improvements programs include:

- It helps assure that projects will be based upon the ability to pay and upon a schedule of priorities determined in advance.
- It helps assure that capital improvements are viewed comprehensively and in the best public interest of the municipality as a whole.
- It promotes financial stability by scheduling projects at the proper intervals.
- It avoids sharp changes in the tax structure by the proper scheduling of projects.
- It facilitates the best allocation of community resources.

Transportation Strategies

In addition to the actions, a set of priorities have been established to address specific issues within the region. Priorities have been identified as immediate (within 2 years), short-term (3-5 years) and long term (6-10 years). The specific agency (i.e., Governing Bodies or Planning Commission) responsible for the individual strategies have also been identified as well as the most appropriate planning tool to implement the strategy.

**Immediate
(within 2 years)**

Implementation

Tool

Access Management Provisions	PC/GB	ZO/SALDO
Capital Improvement Plans and Programs	GB	CIP
Conservation Easements and Local Land Trusts	GB/LLT	EP
Corridor Access Management	PC/GB	ZO
Transit Design Standards	PC/GB	ZO/SALDO
Traffic Calming Standards and Design	PC/GB	ZO/SALDO
Traffic Circulation Plan	PC/GB	PENNDOT

**Short-term Strategies
(3-5 years)**

Pedestrian/Bikeway Facilities Design	PC/GB	ZO/SALDO
Inner Loop Design	GB/PENNDOT	CIP/OM
Right-of-Way Preservation	PC/GB	ZO/SALDO
Traffic Signal Systems	GB/PENNDOT	
Parallel Access Road Standards And Design	PC/GB	ZO/SALDO/OM

Long-term (6-10 years)

Official Maps	PC/GB	OM
Parking Management Programs	PC/GB	ZO
Traffic Impact Fee Ordinances	PC/GB/IFAC	CIP
Trip Reduction Ordinances	PC/GB	ZO
Inner Loop Construction	GB/PENNDOT	CIP/OM

IMPLEMENTATION RESPONSIBILITY	TOOL
GB - governing body/bodies	ZO - Zoning Ordinance
PC - local Planning Commission(s)	SALDO - Subdivision and Land Development Ordinance
LLT - local land trust	CIP - Capital Improvements Plan
PENNDOT - Pennsylvania Dept. of Transportation	EP - Easement Purchase
IFAC - Impact Fee Advisory Committee	OM - Official Map

Chapter 9

Community Facilities & Services Plan

Introduction

The location of key community facilities such as water, sewer, schools, parks, and roads is important to the provision of the necessary services to residents and businesses. The provision of adequate facilities and services allows municipalities to develop at a higher density, in a more compact and efficient pattern, and is often tied to economic well-being. However, these facilities may also attract development to areas such as farmland and sensitive open space that are not appropriate for such high intensity uses. The challenge to municipal governments is to provide these services in an efficient and cost-effective manner, while still protecting the character of the region.

Cooperative Efforts

Shippensburg Township and Shippensburg Borough should continue to review opportunities for regional cooperation in the provision of services and facilities as both the demand and the cost of such services increase. The municipalities can also work with the school district in providing facilities and programs to area residents. A number of the objectives found later in this chapter relate to cooperative efforts.

Potential opportunities for regional cooperation include purchase or use of equipment, such as road equipment or road salt, emergency services planning and coordination, police and fire services, recreation facilities and programs, water and sewer service, and building code administration.

Volunteer fire companies are finding it increasingly difficult to get personnel in adequate numbers. The municipalities should encourage cooperation among the departments, perhaps in areas such as recruiting and acquisition of compatible equipment in order to meet the fire protection needs of the community. Where necessary, water systems within the region should be created to address emergency situations and provide service to residents. Water planning should assure that water will be supplied at adequate volume and pressure to meet fire protection needs. Similarly the location and number of fire hydrants should also be planned.

If new school facilities are proposed by the Shippensburg Area School District, the municipalities should work with the District to assure that school facilities are located to be consistent with the requirements of the Future Land Use Plan. Due to the lack of available large tracts of land in the Region, any sizable new school facility will most likely be located outside the immediate planning area.

To facilitate implementation of this Joint Comprehensive Plan and to address the needs and possibilities for cooperation in the future, the municipalities should formalize the joint planning process that began with the formation of the Joint Municipal Planning Committee. A committee comprised of representatives from all the municipalities should be created that will meet on a regular basis to review this Comprehensive Plan and to identify what steps should be taken to promote its implementation. The concept of using committees composed of area residents to address major issues of concern within the area may be used on other issues.

Monitoring of Needs

Monitoring the need and opportunity for additional, expanded, or improved community services and facilities will help the municipalities plan for their efficient and economical provision. The

goal for community facilities and services is to provide them on a coordinated, regional basis (where possible) to meet the existing and future needs of the residents of Shippensburg Borough and Shippensburg Township in a manner consistent with their financial capacities.

A key goal of this plan is to facilitate pedestrian circulation and connection of neighborhoods, cultural and community facilities, and the University through a convenient and safe pedestrian system. This may include sidewalk repairs, new sidewalks, and trails. Continuous routes, marked, safe crosswalks, handicapped access, and streetscape amenities such as benches, lighting, and the need for trash receptacles (where appropriate) must be monitored as well. Improved access to the Downtown business district can contribute to the continued economic vitality and viability of the Region.

The majority of respondents to the citizen survey indicated a high level of satisfaction with emergency services (i.e., police and fire protection), but also indicated concern that the quality level be sustained, and crime watch and police response times be improved. This was the only area where more than half of the respondents from both communities indicated that they would be willing to pay more taxes.

Of all direct municipal services, code enforcement was the most critical concern.

Goal: Provide necessary community facilities and services to the region's residents in an efficient, cost-effective, and quality manner within the financial resources of the municipalities.

Objectives:

- Ensure that required infrastructure is constructed by developers insofar as legally permissible.
- Identify opportunities for regionalization or sharing of services, equipment, and facilities; determine what efficiencies can be obtained in the provision of services to the region's residents.
- Coordinate with the Shippensburg Borough Water Authority's initiatives, wellhead protection strategies, and future expansion of the water system.
- Plan for a safe, reliable, clean water supply that will be sufficient for the future needs of the Region.
- Support the Shippensburg Borough Water Authority in its efforts to protect the water supply through wellhead protection; coordinate land use and development goals of this Plan with the Authority to ensure proper management and expansion of service areas and/or infrastructure at an additional cost that recognizes the higher upfront cost to initiate or build out these facilities and services.
- Support the Sewer Authority and the Borough's waste water treatment plant in their efforts to supply the Shippensburg area with public sewerage; coordinate land use policies with the expansion of service areas and infrastructure for future development at an additional cost that recognizes the higher upfront cost to initiate or build out these facilities and services.
- Establish rates for water and sewer services that do not discriminate against Borough residents in favor of developing service outside of proposed growth areas or in adjacent rural townships.

- Continue to support the CFJMA and Shippensburg Borough Waste Water Treatment Plan initiatives of maintaining an adequate sewerage system to those served by public sewer in the Township.
- Work with the Shippensburg Area School District to assure the adequacy of local school facilities, including locating any new facilities in a manner consistent with the goals and objectives of this Plan.
- Work with the School District when planning school facilities and bus routes so such planning can occur within the context of the goals and objectives of this Plan.
- Identify opportunities for cooperation between the municipalities and the school district in providing facilities and programs to residents.
- Develop an energy conservation plan.
- Require developers to manage stormwater runoff and erosion and sedimentation in manners consistent with the protection of natural resources in the region; coordinate with the Cumberland County Conservation District to promote sediment and erosion control.
- Develop a plan for the improvement, maintenance, and enhancement of the Borough's existing stormwater collection system, including Hallwood Heights and Park Place West.
- Assure that the scale of development is consistent with the capacity of the infrastructure.
- Plan for coordinated emergency management services in the region.
- Support recycling and waste reduction programs and the development of an effective, environmentally sound long-range waste management system; obtain funding for programs as available.
- Encourage cooperation among fire companies in the area to address the fire protection needs of the community.
- Develop, expand, and link pedestrian and bicycle systems, including sidewalks, shared bikeways, paved shoulders, trails, and greenways.
- Facilitate pedestrian and bicycle access to community facilities, including schools and recreation facilities.
- Promote involvement of new residents in community programs such as DO-IT, the Corn Festival, the Fair, and the volunteer fire departments.
- Create gathering places for community activities and celebrations.
- Encourage churches to allow public use of their parking facilities during times the churches are not utilizing these facilities.
- Encourage the provision of social services necessary to meet the needs of the Borough's residents; work with community groups to identify needed services.

- Enforce techniques and provisions to increase landscaping and buffering within commercial and industrial developments.
- Increase resident awareness of existing resources and facilities and the efforts to protect, enhance, and increase accessibility of those resources and facilities.
- Review opportunities for regional sharing of equipment, services, and facilities.
- Coordinate social, cultural, and community events with Shippensburg University to promote student and community relations.
- Periodically evaluate needs for emergency services and the opportunities for meeting those needs; identify opportunities for regional cooperation and sharing of facilities and services.
- Aggressively enforce regulations addressing abandoned, uninhabited, decaying, and blighted properties.
- Encourage regional cooperation in financing such critical community services as police, fire, and emergency management services, including the volunteer fire companies.
- Continue to support the Shippensburg Public Library and the programs it offers.

Actions:

1. Provide public sewer and water service to the Interchange Business District in Shippensburg Township. Pursue grants from Penn Vest to assist with funding of the infrastructure.
2. Coordinate and update where necessary, both municipal Act 537 Sewage Facilities Plans to be sure they are consistent with the goals and objectives of this Comprehensive Plan.
3. Evaluate municipal budgets regarding police and emergency services to ensure the current level of service remains acceptable. Identify responsibilities for maintenance of equipment, liability, and insurance coverage.
4. The municipalities should investigate the potential to create joint solid waste and recycling programs.

Open Space and Recreation

As population increases within the region, so does the need for open space and recreation facilities. Communities that provide open space and recreation opportunities for their citizens enjoy a higher quality of life, which has a positive influence on the local economy. It is important to achieve a balance between active recreation facilities and open space and hiking trails for passive recreation.

Goal: Provide open space within the Region through the preservation and acquisition of stream corridors, well-head protection areas, woodlands; encourage development and maintenance of recreation areas and parks.

Objectives:

- Support the efforts of the Cumberland Valley Rail-to-Trails Council and encourage coordination between the University and the Council to develop the portion of the trail that crosses the campus.
- Maintain parks, recreational areas, and open spaces that are accessible, inviting, well maintained, and safe.
- Establish developer responsibility in providing park and recreation facilities and open space where appropriate.
- Continue to administer the municipal fee-in-lieu programs to implement recreation, park, and open space plans.
- Link recreation and natural areas within the region through greenways, trails, and sidewalks. Potential stream corridors for greenways include Burd Run and Middle Spring Creek.
- Promote innovative development techniques such as Growing Greener and open space development that will minimize land consumption and preserve remaining open space in Shippensburg Township.
- Provide a wide range of recreational and cultural programs.
- Work with surrounding municipalities and counties to link open spaces, greenways, and natural areas outside of the Region.
- Provide for a wide variety of recreational opportunities, both active and passive, within the Region.
- Encourage and support cooperative use of recreation facilities among the municipalities, school district, and University.
- Locate recreation facilities in areas that currently are not adequately served; coordinate recreation planning between the municipalities.
- Coordinate with Cumberland County's efforts to recognize and protect open space identified in the County-wide Greenway Study and the 2004 Draft Cumberland County Open Space Preservation Plan.
- Participate in the Shippensburg Area Recreation and Parks Commission, revisit the Shippensburg Area Comprehensive Recreation, Park, and Open Space Plan, and initiate the steps to adopt and implement it.

Actions

1. Shippensburg Township and Shippensburg Borough should complete a Joint Open Space and Recreation Plan.
2. Identify and prioritize key natural or open space areas and /or stream corridors for acquisition. Prepare a capital improvements plan for the future acquisition of these areas.

3. Link existing parks and open space through a network of greenways. Connect to a county-wide greenway system by coordinating with the Cumberland County Rails-to-trails Council.
 - a. High priority should be given to greenway trail construction along the Burd Run Corridor and the Middle Spring Creek Corridor.
 - b. Recommend the provision of a bike lane/walking trail along the proposed inner loop corridor if and when this road is constructed.
4. Appoint a Joint Environmental Advisory Council to assist with open space preservation endeavors.
5. Shippensburg Township should consider the desirability of coming an active member of the Shippensburg Area Recreation and Parks Commission (SARPC). The Township should adopt the 2004 Comprehensive Recreation, Park, and Open Space Plan completed by the Commission, particularly the long-term financial plan. The Township would receive higher priority for State funding for open space acquisition by participating in joint funding applications administered by SARPC.

Future Recreation Needs

The National Recreation and Parks Association (NRPA) Standards recommend a minimum of ten acres of local parkland for every 1000 residents. The Shippensburg Region currently contains 84 acres of total parkland, 40 acres in the Borough, and 44 acres in the Township. The total population of the region is 10,090 persons. Applying the NRPA Standards, the region should contain a **minimum** of approximately 101 acres of local parkland, a deficiency of 17 acres (see Figure 9.1). To assist with future recreation planning, the municipalities should implement the Shippensburg Area Comprehensive Recreation, Park, and Open Space Plan as prepared by the Shippensburg Area Recreation and Parks Commission. Shippensburg Township should become an official member of this Commission.

Figure 9.1- Recommended Recreation Acreage

Municipality	Existing Acres	Minimum Recommended Acres (NRPA Standards)	Deficiency
Shippensburg Borough	40	56	16 acres
Shippensburg Township	44	45	1 acre
Total Region	84	101	17 acres

Greenways and Rails-To-Trails

The Cumberland Valley Rails-to-Trails Council (CVRTC) is a non-profit, all-volunteer charitable corporation whose mission is to develop the 11-mile Cumberland Valley Trail from Shippensburg to Newville in Cumberland County. Currently, the trail is primitive with several missing bridges, but CVRTC has begun to develop the land into an improved multi-use trail to serve all ages and abilities. Eventually, the trail will be wheelchair-accessible. This greenway is identified by the *2004 Cumberland County Open Space Preservation Plan* as a major greenway, and the *2000 Cumberland County Greenway Study* ranked the Shippensburg to Newville section 5th out of 16 proposed greenways/trails in the County. The completion of this Greenway should be considered a high priority project.

The Burd Run Greenway is designated a minor greenway by the *Cumberland County Open Space Preservation Plan*. A minor greenway interconnects with major greenways creating a loop and extending the benefit and function of the entire system.

The Plan also identifies the Shippensburg region as a “Network Hub” in the greenway system. The function of a hub is to provide a variety of community services including commerce areas, residential areas, schools, parks, churches, and transportation centers. Network hubs are important origin and destination points within the Greenway System.

Plan for the Reliable Supply of Water

The 2000 amendments to the Municipalities Planning Code (MPC) state that a County or multi-municipal comprehensive plan *shall* include a plan for the reliable supply of water. Chapter 18, Natural Resources, provides a detailed description of the geology and groundwater of the Region.

Where developments, businesses, or other uses propose to utilize ground water or surface water supplies in substantial amounts, hydrologic studies should be required and the party causing the extraction should be required to demonstrate that there will be no adverse effects on the water supplies of other entities in the region.

Where watershed areas are used for public recreation purposes, public access and usage should be consistent with the need to protect water supplies.

Municipal Zoning Ordinances should contain provisions to protect sources of water supply through the following techniques:

1. Natural resource protection standards (net out provisions) protecting floodplains, wetlands, wetland margins, steep slopes, watercourses, water bodies, and lake and pond shores.
2. Lot averaging provisions to allow flexibility in lot layout so houses may be sited away from natural features and resources.
3. As municipal water supplies are developed, wellhead protection provisions pursuant to wellhead protection planning should be completed.
4. Stream Corridor Overlay Zoning, particularly for the Dykeman Spring area.
5. Floodplain, wetland, and hydric soil protection provisions.
6. Environmental performance standards and environmental assessment requirements for industrial and commercial uses. Businesses should have Spill and Pollution Prevention Plans.
7. Minimize impervious cover.

When development plans are reviewed, developers should be required to manage stormwater runoff as well as erosion and sedimentation in a manner that will protect local water resources. In accordance with current best management practices, stormwater management should be considered as part of the hydrologic cycle with less emphasis on detention and more emphasis on infiltration in order to reduce both the volume and the rate of runoff, to reduce pollution, and to reduce thermal impacts. Developers should also be required to identify the resources within their tracts, to analyze the impacts of development, and to mitigate those impacts. Natural resources should be incorporated into the open space system.

It should be noted that lawful activities such as extraction of minerals impact water supply sources. Such activities are governed by statutes regulating mineral extraction that specify replacement and restoration of water supplies affected by such activities.

The following chart (Figure 9.2) provides a convenient reference for zoning ordinance policy recommendations and water resource protection techniques.

Figure 9.2 - Recommendations for Protecting Water Supplies

Stream Corridor Overlay Zoning	Zoning Policies	Water Resource Protection Provisions	Impact Analyses
<ul style="list-style-type: none"> • Restrict development and impervious surfaces • Require riparian vegetative buffers • Encourage use of best management practices • Encourage stream habitat improvement • Encourage conservation easements/donations/dedications • Protect wetlands and wetland margins • Require floodplain and wetland studies based on soil types • Innovative stormwater management techniques 	<ul style="list-style-type: none"> • Encourage development where have public sewer and water, discourage on-site sewer and water • Limit impervious surfaces • Establish performance standards for uses • Protect aquifers through controlling uses and potential polluting activities • Overlay protection zone 	<ul style="list-style-type: none"> • Regulation/restriction of potential contaminating uses • Regulation/restriction of potential contaminating substances • Performance standards • Design standards • Operating requirements • Review process • Wellhead protection ordinance 	<ul style="list-style-type: none"> • Supply locations • Geologic conditions, recharge rate, degree of renovation • Aquifer characteristics: groundwater movement, use, yield, quality, quantity, well interference • Test well results and impacts • Plan to protect groundwater system underlying and adjacent to the site: prevention, remediation, emergency management • Monitoring of groundwater quality and quantity

Overlay Zoning

Overlay zoning is the application of an additional set of regulations to an established zoning district. Overlay zones supplement, but do not replace, the existing applicable zoning regulations. Overlay zones can be used for any number of objectives, ranging from commercial corridor improvement to stream corridor and wellhead protection efforts. Areas commonly targeted for overlay zoning include: floodplains, watersheds, environmental areas, stream corridors, historic districts, and economic revitalization areas. The use of an overlay zone can be especially effective to ensure consistent regulation of land uses within multiple zoning districts.

Lot Averaging

Lot averaging permits one or more lots in subdivision to be undersized, provided that the same number of lots in the subdivision are oversized by an equal or greater area. Lot averaging can be used as a "scaled down" version of clustering to address situations that may not warrant requiring the submission of more extensive cluster plans. Varying the size of lots allow the developer to take into consideration natural amenities such as topography and other environmental features and constraints.

Chapter 10

Plan for Resource Conservation and Historic Preservation

Introduction

The Pennsylvania Municipalities Planning Code (MPC) requires that municipal Comprehensive Plans specifically address the issue of resource preservation, specifically identifying natural, cultural, and historic resources. The natural resources noted by the MPC are wetlands and other aquifer recharge zones, woodlands, steep slope areas, prime agricultural land, floodplains, and “unique natural areas.” The MPC adds that municipalities are not limited by this list, but may provide for the protection of other resources of local importance. This chapter will also identify energy conservation objectives for the planning region.

The results of the citizen survey indicated that both Borough and Township respondents are concerned regarding water supply quality. Township respondents indicated strong interest in farmland/open space preservation.

Historic preservation did not enjoy broad support in either the Borough or the Township respondents, but among those who did indicate some concern, it ranked highly. This suggests that public outreach or education programs may be needed.

Goal: Recognize and respect the assets and limitations of the natural and built environment, protect natural and historic assets, and facilitate their incorporation into the daily lives of the residents.

Historic Resources

The Region’s rich history is reflected in its architecture, people, and character. Historic resources connect us to the past, emphasize our sense of community, and often provide aesthetic value. In addition, historic resources can provide tourism benefits which often lead to economic development opportunities. Planning for the protection of historic resources is especially important because historical resources are not renewable.

Chapter 19 of this document discusses the history of the Shippensburg Region, including an inventory of nationally as well as locally important historic sites and resources.

Goal: Recognize historic preservation as a means of retaining and promoting community character.

Objectives

- Respect the history of the Region and identify techniques to preserve historic and architectural resources, incorporating such resources into rehabilitation projects and supporting the HARB in their efforts to maintain and retain the historic district.
- Provide for adaptive re-use and rehabilitation of historic structures where appropriate using standards compatible with the HARB and U.S. Department of Interior historic preservation guidelines.
- Encourage the historic preservation of buildings owned by the municipalities that are on or eligible for the National Register of Historic Places, such as Dykeman’s Hatch House.

- Encourage the historic preservation and structural integrity of buildings owned by non-profit and citizen organizations.
- Encourage historic buildings in the Downtown to be maintained and retained for their historic character; examples include the Old Courthouse and buildings listed in the Historic Resources chapter of this Plan.
- Discourage inappropriate development in historic areas, and require impact studies for development near historic resources.
- Amend ordinances to encourage preservation and restoration of historic resources.
- Consider obtaining Certified Local Government Status from the Pennsylvania Bureau of Historic Preservation.
- Support the integrity of the region's Historic District and the not-for-profit citizen groups and boards established to study and enhance these areas.
- Pursue National Historic Register status for important historic resources such as those listed in this Plan.

Actions:

1. Support the activities of individuals and groups, such as the HARB, that identify, document, evaluate, and protect historical resources and increase public awareness of the area's history and historic resources.
2. Support the planning of trails and self-directed walking tours to link historic sites and erect informative markers and exhibits at historic resources.
3. Prepare a definitive survey of the Region's historic resources.
4. Solicit citizen support. The HARB can provide assistance in identifying historic resources and developing an educational outreach for broad-based community support.
5. Implement Historic Overlay Zoning. Individual sites and clusters documented and identified on a Historic Resource Map may be protected from inappropriate development that would destroy the character of the historic neighborhoods. Such zoning will require developers to identify historic resources, the impact of proposals on historic resources, and mitigation measures. Adaptive reuse provisions for historic buildings to discourage removal of historic structures and bonuses for design compatible with existing resources and the appropriate reuse of existing resources would be included.
6. Encourage property owners to restore and/or adaptively re-use historic structures; discourage the removal of historic structures.

Shippensburg Historical Architectural Review Board (HARB)

The HARB reviews all construction, including signs, which are in the Historic District and are visible from any Borough street or way. The HARB then makes recommendations to Borough Council. Borough Council then acts on these recommendations before a building permit is issued.

Cultural Resources

Cultural resources are the special things that make a community unique. A community that takes pride in and respects its traditions is typically a community with a well-defined character. The Shippensburg Region contains a rich, diverse heritage with significant cultural resources which should be embraced and preserved. The Shippensburg Gazebo, the Public Library, as well as the vast cultural resources of the University add to the quality of life in the Region.

Goal: To protect and preserve all community, cultural, and aesthetic elements that identify the Shippensburg region as an enjoyable place to live and work.

Objectives

- Continue to support the use of local cultural resources and events such as the coordination efforts of the Corn Festival, local community centers, and societies which exist to protect, enhance, and market the unique cultural resource which is the historic downtown area and the entire Borough.
- Encourage more cultural activities and celebrations to locate in the Region, utilizing local cultural resources such as the Borough Gazebo for such events. Support community efforts to attract cultural festivals (music, art, collectors, antiques, etc.) to locate in the area.
- Enhance marketing efforts to attract cultural events and festivals by use of the Borough's website, newsletters, and other means for public announcements to disperse information to the community about upcoming events and opportunities.
- Cooperate with Shippensburg University to increase local awareness of the cultural amenities and programs offered by the University.
- Cooperate with the University to encourage utilization of the Performing Arts Center, and the new University Foundation Building and Conference Center.

Action:

1. Identify existing cultural resources and community gathering places and develop a plan to utilize them. The plan should include the potential for new events, facilities, and programs and identify potential financial sponsors.

Natural and Agricultural Resources

Natural resources contribute to the economic activity, environmental health, and quality of life of a community. Parks, open space, woodlands, steep slopes, streams, wetlands, and farmlands are all resources that are aesthetically pleasing to look at, and provide economic as well as environmental benefits. One example of this is the way that floodplains and wetlands act as natural storage basins in periods of high water and help to improve water quality by filtering out sediment and pollutants.

Chapter 18 of this document describes the region's various natural features in detail, including geology, soil types, groundwater, and environmentally sensitive areas.

Goal: Identify and protect natural resources.

Objectives

- Conserve and connect the region's green infrastructure.
- Build public/private support for preservation of land and water resources.
- Protect areas listed in the 2003 Natural Areas Inventory prepared by the Tri-County Planning Commission.
- Prepare and implement a resource protection and management strategy for the region.
- Protect the supply and quality of surface and groundwater water paying special attention to the protection of aquifers, recharge areas, and natural springs. Special attention should be given to Dykeman's Spring, Middle Spring Creek, Burd Run, their tributaries, floodplains, and wetlands.
- Support efforts of watershed associations and other groups in the Region to protect stream corridors and their watersheds.
- Implement development regulations that require the recharge of the water table as part of the development design process.
- Implement regulatory tools such as buffers to protect environmentally sensitive features such as riparian buffers along creeks and wellhead recharge areas, particularly including Dykeman Spring.
- Manage woodlands within the municipalities; encourage new plantings of trees.
- Establish standards and processes that allow development in accordance with land suitability; preserve and protect environmental resources and quality; preserve unique natural features, and analyze and mitigate impacts of development through best management practices and smart growth techniques; require standards in architecture of new and rehabilitated structures to be consistent with the properties surrounding the development.
- Utilize the resources of Shippensburg University, including the expertise of University personnel, to help preserve the Region's natural, historic, and cultural resources.
- Continue to update and enforce zoning, subdivision and land development, and historic district ordinances to include new goals and objectives that protect the Region's natural resources and new State legislation that supports innovative land use techniques as they it is enacted.
- Protect important natural areas and primary corridor targets identified in the *2000 Cumberland County-wide Greenway Study* and the future *2004 Cumberland County Open Space Preservation Plan*.
- Continue to support the Rails-to-Trails Council in their efforts to maintain the Rail-to-Trails and extend it into the Borough; seek to attract businesses in the Downtown that support the hikers, bikers, and other travelers using this trail.
- Protect scenic viewsheds and scenic road corridors described in this Plan.
- Monitor the management of protected lands to encourage their continued protection. Examples of such lands include permanent open spaces in residential neighborhoods, riparian buffers along floodplains and streams, and existing park and recreational facilities.

- Acquire development rights to key natural resources including but not limited to stream corridors, woodlands, historic resources, and open space.
- Promote the preservation of remaining agricultural areas within the Township through conservation zoning and development techniques, effective agricultural zoning, agricultural security areas, purchase and donation of development rights, tax reduction programs, and conservation easements.
- Minimize impacts of non-agricultural uses around the perimeter of agricultural areas.

Actions:

1. Update zoning ordinances where necessary to reflect the Goals and Objectives of this Plan to include:
 - Natural resource protection standards for floodplains, wetlands, wetland margins, steep slopes, watercourses, and water bodies.
 - Steep slope protection.
 - Identification and protection of green infrastructure network.
 - Watershed and wellhead protection.
 - Groundwater and surface water protection.
 - Tree and woodland protection, management, and planting.
 - Floodplain regulations and protection from further encroachment by development.
 - Stream corridor overlay districts to minimize development and impervious surfaces, provide for riparian buffers, encourage use of Best Management Practices for storm water management and agriculture, and encourage stream habitat improvement through wetland restoration and streambank restoration/stabilization
2. Municipal subdivision and land development ordinances should contain the following provisions to protect natural and historic resources:
 - Stormwater management requirements that recognize that it is part of the hydrologic cycle and implement BMP's, with less emphasis on detention and more emphasis on infiltration, reducing pollution, and reducing thermal impacts.
 - Require developers to identify natural, historic, scenic, architectural, and cultural resources in their tracts and incorporate them into the open space system. Management plans for open space should be required as well as mechanisms to assure that such lands will be preserved as open space.
 - Additional data requirements for development plans to include specific lists of environmental, scenic, historic, and cultural resources to be shown on plans.
 - Requirements for environmental assessment studies such as hydrogeologic studies, scenic, historic and cultural resources impact studies, and plans for preservation of environmental, historic, and cultural resources. Such analyses should document the ability of the site to support the proposed use and intensity of use.
 - Guidelines for development in areas of high-yield aquifers, such as requiring recharge areas, establishing limits on impervious cover, and limits on on-site sewage disposal.
 - Provisions for protection of vegetation during site work.

- Requirements for setting aside open space that could be used to protect the stream corridors identified in this plan.
3. The municipalities should identify and preserve the most viable agricultural lands. Lands that should receive priority include:
- land that is protected by existing restrictions and/or easements against development or that is adjacent to such land;
 - land designated for protection by the Cumberland County Comprehensive Plan;
 - soils in capability class I, II, or III, as defined by the United States Department of Agriculture; and
 - land currently in agricultural use.

Green Infrastructure

Green Infrastructure is a strategically planned and managed network of wilderness, parks, greenways, conservation easements, and working lands with conservation value that supports native species, maintains natural ecological processes, sustains air and water resources, and contributes to the health and quality of life for the community.

The Green Infrastructure network encompasses a wide range of landscape elements, including: natural areas - such as wetlands, woodlands, waterways, and wildlife habitat; public and private conservation lands - such as nature preserves, wildlife corridors, greenways, and parks; and public and private working lands of conservation value - such as forests and farms. It also incorporates outdoor recreation and trail networks.

The green infrastructure in the Shippensburg region includes the greenway corridors- the Cumberland Valley Rail Trail; the Burd Run Corridor and Wetland Park; Middle Spring Creek Corridor; preserved farmlands and open space; and Dykemans Spring.

Energy Conservation

The Shippensburg region is growing, and with this growth comes the increased reliance on energy sources. Energy conservation is becoming a high priority because the way we use our resources today will have a profound effect on future generations. Land use plans, land development regulations, building codes, and transportation policies should be implemented to support the policy of energy conservation.

As the environmental impact of buildings becomes more apparent, a new field called *green building* is arising to reduce that impact at the source. *Green or sustainable building* is the practice of creating healthier and more resource-efficient models of construction, renovation, operation, maintenance, and demolition.

Goal: Conserve energy through appropriate land use and transportation planning techniques and public education efforts.

Objectives:

- Promote alternatives to motor vehicle use to improve air quality and conserve fossil fuels.
- Maximize recycling as the markets become available.
- Promote mixed-use development patterns and densities that result in more compact communities, encourage fewer and shorter vehicle trips, and limit the need to extend infrastructure.

Actions:

1. Educate residents and businesses regarding the benefits of energy conservation.
2. Review and update ordinances to include regulations for energy efficient building and design techniques. Encourage the use of renewable sources of energy, including solar, wind, and biomass (energy from organic matter).

Chapter 11

Action Plan

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

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

SUMMARY OF THE RECOMMENDATION	Immediate Within 2 yrs	Short Term 3-5 yrs	Long Term 6-10 yrs	On- going	Responsibility	Potential Partnerships/Funding Sources
and cultural resources, and analysis of site's carrying capacity.						
H. Development guidelines should be established for development in water recharge areas.		X				
I. Development guidelines should be established for development near scenic roads and vistas.			X			
J. Require tree plantings along streets.			X			
K. Protect vegetation during site work.				X		
L. Preserve stream corridors and provide greenways.	X					
M. Road design standards for each functional classification of road should be established with bicycle and pedestrian lanes.			X			
N. Review subdivision and land development to determine whether dedication of land or a fee in lieu would be more appropriate.		X				
O. Require developers to recognize existing trails and provide for new trails. Standards for trails should be included in Ordinances. Require developers to provide rights-of-way.			X			
P. Consider addition of standards for recreation facilities consistent with NRPA.		X				
Q. Rights of access for trails should be secured.		X				
R. Involve fire company personnel in review of subdivision and land development plans.				X		
S. Encourage use of internal road systems.				X		
T. Require street furniture/pedestrian amenities.		X				
U. Require appropriate ultimate rights-of-way along roads.			X			
V. Require appropriate traffic calming techniques			X			
3. Administrative Actions for Resource Protection and Enhancement					Governing Bodies, Planning Commissions, Environmental Advisory Councils (EAC)	
A. Support activities of individuals and groups which identify, document, evaluate, and protect historic resources				X		Pennsylvania Historic Museum Commission
B. Support planning of trails to link historic sites. Continue planning for greenways. Increase access to hunting and fishing areas in Region	X			X		Land Conservancies, State Game Commission, Cumberland County , PADCNr, PENNDOT, landowners
C. Evaluate the effectiveness of the historic district.	X					Pennsylvania Historic Museum Commission
D. Identify key natural areas for acquisition.				X		Land Conservancies, State Game Commission, Cumberland County PADCNr, landowners
E. Consider creation of municipal Environmental Advisory Councils to preserve key tracts of open space, protect environmental resources in the Region and implement open space and Recreation Plans.		X				
F. Support efforts of the Cumberland County						Land Conservancies, State

SUMMARY OF THE RECOMMENDATION	Immediate Within 2 yrs	Short Term 3-5 yrs	Long Term 6-10 yrs	On- going	Responsibility	Potential Partnerships/Funding Sources
Conservation District, watershed associations, and other agencies to manage stream corridors.				X		Game Commission, Cumberland County, PADCNr, landowners
G. Encourage property owners to restore/reuse historic structures.				X		
H. Encourage formation of groups within the community to adopt a stream.				X		Land Conservancies, State Game Commission, Cumberland County, PADCNr, PENNDOT, landowners
I. Establish tree planting programs.			X			Land Conservancies, State Game Commission, Cumberland County, Franklin County, PADCNr, watershed associations, landowners
J. Maintain scenic road system in the Region.				X		“ “
K. Cooperate to undertake a Joint Open Space and Recreation Plan.	X					“ “
L. Investigate wellhead protection and watershed planning opportunities.			X			“ “
M. Implement Act 167 Stormwater Management Plans.	X			X		“ “
N. Support watershed associations.				X		“ “
O. Identify opportunities for expanded public water service.				X		Shippensburg Water Authority
P. Municipalities and water suppliers should implement water conservation programs.				X		Shippensburg Water Authority
4. Planning Actions					Governing Bodies, Planning Commissions, Special Purpose Commissions, and Municipal Authorities	
A. Create a standing joint planning committee to annually review Comprehensive Plan.	X					
B. Annual Meeting of Planning Commission and Governing Body of each municipality to discuss plan implementation.				X		
C. Thoroughly review Joint Plan in five years.			X			
D. Municipal Act 537 Sewage Facility Plans and water supply planning should be coordinated with this plan. Enforce sewage management ordinance. Use public rather than community systems.	X			X		CFJMA, Shippensburg Sewer Authority, Water Authority
E. Streetscape Plans should be considered.			X			PA DCED
F. Municipalities should adopt Official Maps		X				
G. Municipalities should prepare Capital Improvements Programs	X			X		
H. Consider establishing Shade Tree Commissions and adopting street tree plans			X			
I. Consider a plan for the provision of benches along pathway and trail systems			X			Developers, PADCED
J. Maintain dialog with School District regarding						Shippensburg Area School

SUMMARY OF THE RECOMMENDATION	Immediate Within 2 yrs	Short Term 3-5 yrs	Long Term 6-10 yrs	On- going	Responsibility	Potential Partnerships/Funding Sources
development activities, school facilities needs, & location of school facilities				X		District
K. Municipalities should continuously jointly monitor availability of grants for planning, recreation and other elements and pursue grants	X			X		
L. Monitor zoning along municipal boundaries.				X		
M. Support infill of existing development areas in the Region	X			X		
N Maintain dialogue with Shippensburg University regarding future planning and/or expansion initiatives.				X		Shippensburg University
O. Investigate the potential to prepare a Joint Zoning Ordinance	X					PA DCED
P. Investigate potential for a joint solid waste and recycling program.						
Q. Prepare specific plans for defined areas within the Region	X			X		PA DCED
5. Administrative Actions for Economic and Community Development					Governing Bodies, Planning Commissions, Municipal Staffs, Regional Economic Development Agencies	
A. Enhance downtown Shippensburg through streetscape improvements		X				HATS, Cumberland County, PADCED, economic development agencies
B. Support appropriate commercial development; Encourage downtown businesses to be student friendly				X		Shippensburg University
C. Implement trail, pedestrian pathway, transit & paratransit planning	X			X		Cumberland and Franklin Co. agencies, PENNDOT, PADCNR, HATS
D. Continue and expand regional cooperation and dialog.				X		Governing Bodies, Authorities, Shippensburg Area School District, Shippensburg University, volunteers
E. Bring together citizens, business community, University, and school district to plan and organize community-wide activities				X		Shippensburg University, Shippensburg Area School District, Chamber of Commerce
F. Monitor need to increase availability and sharing of parking facilities, and facilitate transit access and pedestrian circulation			X			PENNDOT, HATS
G. Work with potential land developers to achieve scale, signage, aesthetics, pedestrian amenities and intensity and types of commercial development				X		
H. Consider the need for adequate housing and property maintenance codes, encourage home renovation		X				
I Enhance the gateways to the Region and sense of		X				PADCED, economic

SUMMARY OF THE RECOMMENDATION	Immediate Within 2 yrs	Short Term 3-5 yrs	Long Term 6-10 yrs	On- going	Responsibility	Potential Partnerships/Funding Sources
identity						development agencies
J. Work with residents to identify programs to help them maintain and enhance their properties				X		
K. Investigate programs to address and provide housing needs of the elderly				X		Housing/Redevelopment Authority
L. Jointly monitor availability of grants for economic and community development and pursue grants				X		
M. Identify and support activities to promote the Region, promote tourism, retain existing businesses, and enhance existing businesses				X		
N. Promote and support efforts of community organizations to provide recreational facilities and programs				X		
O. Establish zoning policies for home employment & home occupations	X					
P. Encourage appropriate adaptive re-use of historic, vacant & underutilized buildings	X			X		
Q. Maintain and enhance the quality of life and business climate	X			X		
R. Maintain web sites which will contain information on zoning, the community, upcoming events & available buildings and land, encourage development of KOZ's		X		X		
S. Support revitalization efforts in the Borough of Shippensburg.				X		PADCED
T. Support continuation and location of business that support local agricultural operations.				X		
U. Encourage volunteerism in the region.				X		
V. Promote necessary infrastructure for economic development				X		PADCED, PENNDOT, economic development agencies, PADCED
6. Administrative Actions for Transportation Enhancement					Governing bodies, County agencies, PENNDOT, Municipal and Traffic Engineers	
A. Work with PENNDOT to assure adequate maintenance of roads with substantial volumes of truck and school bus traffic				X		PENNDOT
B. Investigate Transportation Impact Fee ordinances		X				
C. Institute traffic calming techniques. Work with PENNDOT to establish appropriate speed limits.			X			PENNDOT
D. Enhance bicycle and pedestrian accessibility within the Region.		X		X		PADCNR, PENNDOT, Developers
E. Prepare multi-year programs for street maintenance.			X			
F. Work regionally to keep traffic signal timing current.				X		PENNDOT
G. Develop an access management plan	X					PENNDOT
H. Require developer-financed road improvements				X		
I. Implement a circulation system to increase mobility of elderly, physically impaired			X			HATS

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

Implementation of Action Plan

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

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

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

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

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

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

Legal Effect - Municipalities Planning Code

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

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

Official Map

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

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

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

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

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

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

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

Specific Plan

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

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

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

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

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

Chapter 12

Plan Interrelationships

Introduction

The Municipalities Planning Code specifies that comprehensive plans include a discussion of the interrelationships among the various plan components. This requirement is intended to ensure that plan components are integrated and for the most part, not in conflict with the primary goals and objectives. Furthermore, this section requires the Plan to consider the impacts each component has upon the others so the potential consequences of future decisions are known. During the production of this Plan, the Steering Committee formulated and approved general goals, gathering information from prior planning documents, public input, and County staff recommendations. More detailed objectives were derived from these goals and serve as the framework for the entire plan.

Chapter 5, "Goals and Objectives," provides the complete text of each of the goal statements and supporting objectives. While each objective has been established in pursuit of one particular goal, the effect of implementing any particular objective cannot be limited to that goal alone. In fact, many of the goals in this plan have similar objectives. The purpose of this chapter is to show how the various objectives are expected to affect the *other* goals. This will help us to identify what actions are naturally complementary, enabling us to promote multiple goals with a single action, and which are in conflict with each other, requiring special attention to be sure that resources are not wasted by executing actions whose effects cancel each other.

Given the extent of goal and objective statements, a written analysis of these interrelationships would be lengthy and tedious. Instead, a graphic representation is more efficient. Figure 12.1 presents a matrix with each of the goals across the top (the "x" axis) and the objectives listed down the side. In each case, the statements are grouped according to general area of interest. The goal and objective statements shown here have been edited to fit into the space provided.

The matrix can be read in two ways. Read vertically, the matrix shows the effect upon a given goal by each of the objectives. Read horizontally, the matrix indicates how a given objective affects each goal.

- A *strong, positive* relationship indicates that an objective will significantly promote achievement of the indicated goal. The chart shows this kind of relationship between each objective and the goal it is specifically intended to implement, but note that a number of the objectives strongly support other goals as well.
- A *weak, positive* relationship indicates that an objective supports the indicated goal, but that it is a peripheral effect and that it is not the primary intent of the objective.
- A *neutral* relationship indicates that the implementation of an objective will have no effect upon the indicated goal. One could argue that there will invariably be *some* effect, if only because resources expended in pursuit of one objective will not be available for other actions. While this is undeniably true, it is not a particularly useful argument for our purposes here as it would be true of every relationship.
- A *weak, negative* relationship indicates that the objective is likely to impede or delay the success of achieving the indicated goal, or that side effects of this objective should be addressed in the implementation process to mitigate the negative effects.
- A *strong, negative* relationship indicates that the objective runs directly counter to the indicated goal and that implementation should be executed with great care in order to avoid wasted effort.

Analysis

In general, the objectives are mutually supportive with few conflicts. Having very few conflicts identified bodes well for the success of the implementation process. The one identified strong conflict is between the potential construction of the Inner Loop road with water quality and wellhead protection in the Dykeman Springs Area. Both issues are important to the region, and careful mitigation will be necessary to achieve both objectives.

In conclusion, there are few areas of this Comprehensive Plan that conflict with each other, that each of these conflicts is minor, and that they may be surmounted with careful planning. The municipalities can mitigate some of the potential conflicts by utilizing the recommendations and planning techniques described in this Plan. This analysis has not caused any alterations of the basic policies, goals, or objectives of this Comprehensive Plan.

FIGURE 12.1: INTERRELATIONSHIP OF OBJECTIVES

	LAND USE	1	2	3	4	5	6	7	FACILITIES & SERVICES	8	9	10	11	12	13	14	15	16	RESOURCE PRESERVATION	17	18	19	20	
Land Use Objectives																								
	Review/amend zoning and other development regs.	Strong	Weak	Weak	Weak	Strong	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Strong	Strong	Weak	Weak	Weak	Weak	Strong	Strong	Strong	Strong	Strong
	Accommodate full range of housing types	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Provide land uses that encourage economic development	Strong	Weak	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Provide logical extentions of development and services	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Minimize Land Consumption	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Compatible land uses along municipal boundaries	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Link development density and transit access	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
Transportation Objectives																								
	Work with surrounding municipalities	Weak	Strong	Strong	Weak	Weak	Weak	Weak	Strong	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Contact local legislators and State agencies	Weak	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Identify funding sources	Weak	Strong	Strong	Strong	Strong	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Implement traffic calming measures	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Secure design and funding assistance for Unner Loop	Strong	Strong	Strong	Weak	Weak	Weak	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Identify sidewalk extensions	Weak	Weak	Weak	Strong	Strong	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Preserve and improve existing road capacities	Weak	Weak	Strong	Weak	Strong	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Discourage use of residential streets as shortcuts	Weak	Weak	Strong	Weak	Strong	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Maintain developer responsibilities for trans improvements	Weak	Weak	Strong	Strong	Strong	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Address parking needs	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Identify trip reduction strategies	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Support Cumberland Valley Rails-To-Trails	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Strong	Weak	Weak	Weak	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Prepare transportation capital improvement plan	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
Facilities & Services Objectives																								
	Update Act 537 Sewage Facilities Plans	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Identify opportunities for intermunicipal cooperation	Weak	Strong	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Provide a reliable supply of water	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Promote energy conservation	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Plan for improvement and maintenance of stormwater facilities	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Review sewer and water rates	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Coordinate police and fire services in region	Weak	Strong	Strong	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Identify funding sources	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Promote community programs and festivals	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Address vacant and abandoned properties	Strong	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Encourage recycling programs	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Provide sediment and erosion controls	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Link recreation and natural areas through a trail system	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak
	Ensure required infrastructure is provided by developers	Weak	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Encourage use of school and University facilities	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
Resource Preservation Objectives																								
	Maintain and update historic site inventory	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Obtain Certified Local Government status	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Use historic preservation as an economic development tool	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Encourage cultural activities in the region	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Amend ordinances to encourage historic preservation	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Implement a resource protection strategy	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Review ordinances in regard to natural resource protection	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Implement woodland preservation regulations	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Discourage light pollution through a light ordinance	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Support efforts of watershed associations in the region	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak							
	Implement wellhead protection measures	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						
	Preserve existing productive farmland	Strong	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak	Weak						

- There is a STRONG, POSITIVE relationship between the objective and the goal.
- There is a WEAK, POSITIVE relationship between the objective and the goal.
- There is a NEUTRAL relationship (or NO relationship) between the objective and the goal.
- There is a WEAK, NEGATIVE relationship (i.e., conflict) between the objective and the goal.
- There is a STRONG, NEGATIVE relationship between the objective and the goal.

Chapter 13

Existing Land Use

INTRODUCTION

It is impossible to plan for the future land use without first understanding what patterns exist today. This chapter discusses the existing land uses by category and acreage in Shippensburg Township and Shippensburg Borough. The approximate acreage of each category is provided for a comprehensive overview of how land was utilized at the time this Plan was developed. Existing land use patterns not only have a significant impact on the development of the future land use plan, but they affect circulation within the area and the demand for community facilities and services as well. By understanding how land is utilized, one can plan for uses that may be desired or that are currently lacking in the region.

The Cumberland County Tax Assessment Office supplied the GIS (Geographic Information System) information to create Figure 13.1, the Existing Land Use Map for the planning area. This data was based on the Cumberland County tax assessment of each parcel in the study area and the Borough's 1991 Comprehensive Plan Existing Land Use Map. Site verification was performed to confirm the accuracy of the data, and the Steering Committee provided insight as well. At the time of the development of this Plan, Franklin County did not have parcel information or land use categories digitized in a GIS format. The parcel coverage was provided by C&E Design, which was digitized by students from Shippensburg University. This is the same parcel data used in the Zoning Ordinance for the Borough of Shippensburg.

Land Uses are classified into the following types for mapping purposes.

- Single-Family Residential
- Multi-Family Residential
- Mixed Use
- Commercial
- Industrial
- Institutional
- Public/Semi-Public
- Parking Lots
- Open Space
- Agricultural/Agribusiness
- Communications/Utilities
- Nursing Homes/Assisted Living Facility
- Vacant Lands/Buildings

The Existing Land Use Map should be used in conjunction with other maps in this document. The Agricultural Resources Map is particularly helpful in further analyzing the agriculture/agribusiness and public/semi-public categories on Figure 13.1. The Agricultural Resources Map (Figure 13.2) shows prime farmland and agricultural security areas within the study area.

LAND USE PATTERNS

The Shippensburg Region has experienced population growth and expansion over the past twenty years. The Borough and most of the Township create a major center of population and economic activity in the west end of Cumberland County, providing the bulk of the services to surrounding municipalities. Though the pressures of residential development have extended from the Borough into the adjacent townships, much of the surrounding region, including portions of Shippensburg Township, remains rural.

Residential development dominates the Borough; however, there are other characteristics and land use categories within the Borough which make it unique. The downtown commercial and mixed-use districts play a vital role as a regional community center. Other uses in the Borough include general commercial, public/semi-public areas, industrial areas, and various scattered vacant parcels and buildings that offer future development potential. The land use categories and approximate acreage of each are described in detail in Figure 13.3.

The Township has also experienced residential development, generally extending out from the Borough along the main transportation corridors. The past four years have seen increasing numbers of commercial and industrial development plans submitted that may change the Township's character. These proposed and approved major subdivisions and land developments, shown on Figure 13.3, demonstrate the growth pressures experienced throughout the region. However, even with the increased growth pressure in the Township, vacant parcels and vacant buildings still remain, which offer infill development potential.

Below are the descriptions of each of the land use categories displayed on the Existing Land Use Map, as well as acreage developed under each category. Trends are discussed following the descriptions.

FIGURE 13.3: EXISTING LAND USE ALLOCATION

Figures in acres; percentages may not sum to 100.0 due to rounding error. Categories are listed in order of dominance in the Region. Note that the "residential" category is divided into "single-family" and "multi-family."

	BOROUGH	TOWNSHIP	REGION TOTAL
Residential	434.96 (33.5%)	316.35 (19.8%)	751.31 (25.9%)
<i>Single-Family</i>	386.13 (29.8%)	257.60 (16.1%)	643.73 (22.3%)
<i>Multi-Family</i>	37.26 (2.9%)	58.75 (3.7%)	96.01 (3.3%)
Agriculture/Agribusiness	1.05 (0.1%)	608.69 (38.1%)	609.74 (21.1%)
Public/Semi-Public	378.56 (29.2%)	96.47 (6.0%)	475.03 (16.4%)
Commercial	52.81 (4.1%)	165.51 (10.4%)	218.32 (7.6%)
Institutional	0.00	227.38 (14.2%)	227.38 (7.9%)
Transportation (roads and railroads)	159.83 (12.3%)	52.27 (3.3%)	212.10 (7.3%)
Industrial	135.54 (10.5%)	24.91 (1.6%)	160.45 (5.5%)
Vacant	73.92 (5.7%)	58.73 (3.7%)	132.65 (4.6%)
Open Space	24.17 (1.9%)	20.30 (1.3%)	44.47 (1.5%)
Mixed Use (commercial and residential)	26.34 (2.0%)	9.32 (0.6%)	35.66 (1.2%)
Communication/Utilities	5.33 (0.4%)	6.42 (0.4%)	11.75 (0.4%)
Nursing Homes/Assisted Living Fac.	0.00	9.64 (0.6%)	9.64 (0.3%)
Parking Lots	3.04 (0.2%)	0.00	3.04 (0.1%)
TOTAL	1,295.55 (100.0%)	1,595.99 (100.0%)	2,891.54 (100.0%)

SOURCE: Cumberland County Planning Commission, 2004; C&E Design, 2004; field verified by SSM, 2004.

Not surprisingly, the majority of existing land uses for the region consists of residential uses. What is somewhat surprising is the second highest existing land use acreage is agricultural/agribusiness. Much

of the land classified as agricultural however, is located near the I-81 interchange, and does not include truly productive farmland. Rounding out the top five existing land uses for the region are public/semi-public; commercial; and institutional.

Single-Family Residential

More acreage is in this land use than any other in the Region. Specific development types included in this category are single-family dwellings, two-family dwellings (when constructed as semi-detached or “twin” houses), mobile homes, and mobile home parks. Significant concentrations of single-family residential development in the Township are located in subdivisions like Mountain View near Baltimore Road, the mobile home park along US Route 11, along Route 696 (North Earl Street), and along Wyrick Avenue and South Fayette Street.

The Borough was developed in a grid pattern with blocks created by streets intersecting at right angles, alleyways, and sidewalks on both sides of each street. Areas with predominately single-family uses include the blocks between Queen Street and Craig Street, Walnut Street and Orange Street, and some scattered areas to the far west of downtown. The largest concentration of older and historic homes is located around the downtown central business district of the Borough. Generally, the residential areas of the Township do not have this same growth pattern, even where located adjacent to the Borough, so there is no sense of Borough extension. The Township developed mostly as a rural community, with Shippensburg University encompassing a large amount of land in the northern part of the Township.

Multi-Family Residential

Multi-family residential uses are scattered throughout the Township and Borough, and cover substantially less total acreage than single-family residential housing. In the Township, this category contains a large number of apartments that function as student housing for Shippensburg University, although they are not University-owned. This category consists of the following specific development types: three-family residences, condominiums, apartments (including those over garages), residential conversions, fraternity and sorority houses, and boarding/rooming houses. There are several notable concentrations in the Township, including Timber Hill, the fraternity and sorority houses located off of Britton Road, Bard Meadows Townhouses, College Park Apartments, Britton Square Apartments, and several converted homes located near the University campus. Multi-family uses within the Borough are generally scattered throughout established single-family neighborhoods.

Mixed-Use

The mixed-use category includes structures that contain both commercial and residential uses, where both uses are considered a primary use. There are no significant concentrations of mixed-use development in the Township. In the Borough, mixed-use structures are concentrated in the downtown central business district, where retail uses occupy the street level and residences are found on upper floors. This arrangement is typical of older towns. People who live in and around mixed uses are more likely to walk to local businesses instead of driving, keeping the downtown vibrant.

Commercial

Commercial uses consist of all properties where goods and services are sold, ranging from fast food establishments and department stores to professional offices. Commercial development in the Township is concentrated along Walnut Bottom Road (Rte. 174), King Street (US Route 11/533), and Baltimore Road, although individual commercial operations may be found intermixed with residential development. The majority of the commercial uses in the Borough are located within the downtown central business district along King Street (US Route 11/533).

Open Space

The open space category consists of *privately owned* open space and recreational lands, such as private open space set aside within a residential development for the exclusive use of the residents. There are limited areas of private open space within the Borough, as most of the open spaces are publicly owned and are therefore included in the following category. In the Township, much of the private open space is farmed and therefore designated "agriculture/agribusiness."

Public/ Semi-Public

Public and semi-public lands include cemeteries; buildings and lands owned by the municipal, county, state, or federal governments (including police stations); recreational, cultural, and park facilities; libraries; schools; churches; fire stations; correctional facilities; and rail, bus, and airport terminals. Specific descriptions and examples of this use are provided in Chapter 16, Community Facilities & Services.

Institutional

The dominant use in this category is the property owned by Shippensburg University, including all campus buildings, dormitories, sports facilities, and parking areas.

Industrial

The industrial land use category includes all properties being used for manufacturing and processing facilities, research and development facilities, metal- and woodworking shops, truck terminals, and office/warehouse uses. Most of the Township's industrial development has occurred along North Queen Street and Walnut Bottom Road. Virtually all of the Borough's industrial uses are in the Shippensburg Borough Industrial Park on East Dykeman Road.

Communications/Utilities

This category includes lands owned by utility companies such as water and sewerage providers; gas, electrical, and telephone systems; pipelines; and radio, television, and cellular transmission structures. Note that this includes such lands only when they are owed outright by the utility; areas of easements are not counted here.

Vacant Lands/Buildings

Vacant parcels were identified by the Cumberland County Tax Assessment Office in their 2001 reassessment and are found scattered throughout both municipalities. There are no significant concentrations. They are of interest principally for the re-use potential that they present.

Agricultural/Agribusiness

The agriculture/agribusiness category consists of areas currently or typically in active agricultural use (cropland, pastureland, dairy facilities, barns, and stables) along with agriculturally based businesses. Not surprisingly, nearly all of this land is in the Township.

Nursing Homes/Assisted Living Facilities

This category includes nursing homes, retirement communities, and assisted-living facilities. There are several facilities of this type located in the Township, particularly along Walnut Bottom Road; no uses of this type are found in the Borough.

UNDERSTANDING THE TRENDS

Analysis of the Existing Land Use Map reveals several land use trends in the region. One of the most important factors to the economy of a region is a healthy commercial and industrial base. There are several significant concentrations of commercial use in the Township: the Walnut Bottom Road, King Street, Hot Point Avenue, and Baltimore Road corridors. The Township also has the potential to increase the level of commercial and industrial development through its zoning regulations, which allow these uses by right or conditional use. In the Borough, the established commercial area continues to be the downtown business district along King and Fayette Streets. This trend should persist, as there are vacant parcels and buildings available for purchase and/or re-use. A trend which has occurred nationwide, and some communities are trying to reverse, is the relocation of businesses which serve the day-to-day needs of residents to shopping areas outside Boroughs. The Borough must strive to attract new businesses, while retaining and supporting the existing ones in order to remain a viable economic and cultural center for the region. The established business districts in the Township will continue to be pressured by new 'big-box' retail centers as they locate in the region. The Economic Development Chapter of this document will discuss these issues in detail.

The Borough is by far the main residential center of the region; however single-family residential developments are now found throughout the Township. The Township is also experiencing increased development of multi-family townhouses and apartment complexes, as seen on the Approved and Proposed Subdivision and Land Development Plans Map (Figure 13.4). There are a number of multi-family apartment complexes in the Township located around the University, including the College Park Apartments, the Bard Meadows Townhouse complex, and the "fraternity and sorority row" along Sunbeam Court.

There is a trend toward converting older, larger single family homes to student housing in the Township, especially in the vicinity of Shippensburg University. The University's enrollment is growing, and the need for student housing with it. Student housing can affect the look and make-up of an established residential area. It is important that the Township regulate conversions and enforce building and maintenance codes in order to preserve the façades of these homes as well as to retain the character of the community.

The Borough industrial park is the dominant concentration of industrial land in the region. The few industrial sites in the Township are concentrated along North Queen Street and Walnut Bottom Road. As previously mentioned, zoning regulations will enable the Township to develop additional property for industrial uses.

Chapter 14

Population and Housing Characteristics

Introduction

This chapter will review the population and housing characteristics of the Shippensburg Area, including present trends and projections for the future. This chapter includes discussion about expected housing increases and the anticipated demand for land zoned for residential use over the next ten and twenty years.

It is useful to begin by considering the pattern of residential development that has occurred so far. The growth pattern of the Shippensburg region has been strongly affected by the Borough's history of providing a variety of community and public services to the surrounding communities: public water and sewer services, road infrastructure, and a downtown center for people of the region to meet and socialize to name the most obvious. We expect that the Borough will continue to serve the Region in this way as residential development expands in the neighboring municipalities.

There is little land available for new development in either the Borough or the Township, as much of it has already been developed or is within proposed residential subdivision plans. Since 2000, Shippensburg Township has had several higher density residential subdivisions proposed; those that were not yet built as of the publication date of this Plan were shown in the previous chapter on the Approved and Proposed Major Subdivision and Land Development Plans Map, Figure 13.4. The proposed residential activity in the Township will be included in the discussion of the housing needs for the region and used as an indicator to compare how the recent growth rate will affect the number of housing units needed in the next ten years for this region. This growth will affect the Borough, Township and the University as many of the proposed subdivision plans are proposing additional rental units that may be available to the students attending Shippensburg University as off-campus housing.

This chapter includes tables that show past and present conditions as well as projections of future growth. This information is intended to assist local officials in the decision-making process, as well as point out opportunities for intermunicipal cooperation. By presenting information from a school district wide perspective, each municipality can better understand how it fits into the region and what kind of growth is occurring in other neighboring municipalities.

Demographics

SUMMARY OF BASIC DEMOGRAPHIC INFORMATION

The U.S. Bureau of the Census presents the information from the decennial national census under a wide variety of parameters. The most basic information is provided below in Figure 14.1; Appendix A includes tables that provide a more detailed breakdown. This information is analyzed in the text that follows. The Census Bureau defines "household" as "all the people who occupy a housing unit as their usual place of residence." This includes individuals who live alone as well as any combination of people who may reside together. In contrast, "family" is a *type* of household, and is defined as "two or more people who reside together and who are related by birth, marriage, or adoption." Also, the census counts population by place of *actual residents* on the census date, which is April 1. As a result, University students living in the Borough or the Township (including those in dormitories) are counted as residents.

FIGURE 14.1: BASIC DEMOGRAPHIC CHARACTERISTICS

All figures from 2000 Census. See preceding text for explanation of difference between "household" and "family." "Region" indicates the Borough and the Township combined.

	BOROUGH	TOWNSHIP	REGION TOTAL
Total Population	5,586	4,504	10,090
Total Households	2,404	860	3,264
Total Families	1,101	385	1,486
<i>Racial Composition</i>			
White	94.16%	93.65%	93.93%
African-American	3.44%	3.73%	3.57%
Other, including mixed racial composition	2.40%	2.62%	2.50%
<i>Household Characteristics</i>			
Average number of persons	2.32	2.49	*
Married-couple households	34.5%	34.4%	34.7%
Households with children under 18	20.9%	20.6%	22.9%
Female-headed households	9.9%	6.5%	7.5%
Single persons	33.4%	25.3%	31.2%
Persons over 65 living alone	15.1%	6.3%	12.8%
<i>Age Characteristics</i>			
Median age	28	20	*
Percentage of persons under 18	17.6%	7.5%	13.1%
Percentage of persons aged 18-24	28.5%	68.5%	46.3%
Percentage of persons aged 25-44	21.8%	11.0%	17.0%
Percentage of persons aged 45-64	16.4%	6.2%	11.9%
Percentage of persons aged 65 and over	15.6%	6.8%	11.7%
<i>Income Characteristics</i>			
Median household income	\$27,660	\$27,661	*
Median family income	\$39,896	\$40,521	*
Per capita income	\$14,816	\$8,712	*
Persons below poverty line	28.6%	36.8%	32.2%
Families below poverty line	9.4%	8.1%	9.1%

SOURCE: U.S. Bureau of the Census, 2004.

* These data cannot be determined for the Region from available information.

In addition to the information shown in the preceding figure, the Township population includes 2,243 dormitory residents¹ for Shippensburg University: nearly half (49.8%) of the entire Township population. These totals for the Township and the Borough include off-campus residents too, however the non-student population has not been separated from the student population.

The effects of the large proportion of students are reflected in the high proportion of single-person households, low median age, a high percentage of persons aged 18 to 24 (extraordinarily high in the Township), and a large percentage of persons below poverty level (again, more pronounced in the Township).

¹ Shippensburg University

There does not seem to be a high degree of diversity, which could be due to the fact that the University draws much of its student population from the local area, therefore the racial demographics mimic that of the State and region.

Shippensburg Region Population and Housing Trends

Figure 14.2 shows 1990 and 2000 total population, land area, and density information in persons per square mile for the municipalities that comprise the Shippensburg Area School District. Figure 14.3 provides population projections by number and percent change. Information for the Borough and the Township is shown in bold-faced print.

FIGURE 14.2: POPULATION, LAND AREA, AND DENSITY

Municipality	Area (sq.mi.)	1990 Population	1990 Density*	2000 Population	2000 Density*
Shippensburg Boro.	2.0	5,331	2,665.5	5,586 (+4.8%)	2,793.0
Shippensburg Twp.	2.5	4,606	1,842.4	4,504 (-2.2%)	1,801.6
Southampton Twp. (Cumberland Co.)	52.5	3,552	67.7	4,787 (+34.8%)	52.5
Southampton Twp. (Franklin Co.)	38.0	5,484	144.3	6,138 (+11.9%)	161.5
Hopewell Twp.	28.0	1,913	68.3	2,096 (+9.6%)	74.9
Orrstown Boro.	0.1	220	2,200.0	231 (+5.0%)	2,310.0
School District Total	123.1	21,106	171.5	23,342 (+10.6%)	189.6

SOURCE: U.S. Bureau of the Census, 2004.

* Persons per square mile.

The high population densities for the two boroughs are typical of small urban areas; the similarly high density for Shippensburg Township is more remarkable because this figure is substantially higher than any of the other townships shown. This figure suggests that the Township has a more urban (or at least suburban) character than what is typical for the area.

The increase in the Borough's population is not typical: most Pennsylvania boroughs experienced population loss in the 1990-2000 period. The slight drop in the Township's population is also unusual. It can be argued that the increase in the Borough population is due to the fact that the University was increasing enrollment during this period, but no new student housing was constructed.² As a result, a larger number of students were forced to find off-campus housing, most of it in the Borough. The drop in the Township population is more difficult to explain, but may be due to a low rate of construction for new housing and a declining number of persons per household. The change in University enrollment would have had little effect on the Township population as the amount of student housing remained static during the period.

² The newest dormitory is Seavers Hall, completed in 1976; Stone Ridge Commons is a newer apartment facility in Shippensburg Township that is leased by the University for student housing, but, for the purposes of the census, is considered to be a multi-family dwelling rather than a dormitory. Stone Ridge residents were not included in the "dormitory" population provided in the 2000 census records.

FIGURE 14.3: POPULATION ESTIMATES AND PROJECTIONS THROUGH 2020

Percentages shown are anticipated rates of increase between decennial censuses. For example, the increase of 12.4% in the population of Shippensburg Borough is over the 2000-2010 period. The five-year intervals were skipped in order to allow better comparison among all of the communities, and inter-census estimates are not available for the Franklin County communities.

Municipality	2000 Census	2005 Estimate	2010 Projection	2015 Projection	2020 Projection
Shippensburg Boro.	5,586	6,052	6,279 (+12.4%)	6,484	6,667 (+6.2%)
Shippensburg Twp.	4,504	4,931	5,129 (+13.9%)	5,308	5,468 (+6.6%)
Southampton Twp. (Cumberland Co.)	4,787	5,662	6,069 (+26.8%)	6,436	6,763 (+11.4%)
Southampton Twp. (Franklin Co.)	6,138	*	6,627 (+8.7%)	*	7,359 (+11.0%)
Hopewell Twp.	2,096	2,424	2,576 (+22.9%)	2,714	2,836 (+10.1%)
Orrstown Boro.	231	*	256 (+10.8%)	*	274 (+7.0%)
School District Total	23,342	n/a	26,981 (+15.6%)	n/a	29,367 (+8.8%)

SOURCE: U.S. Bureau of the Census, 2004; Cumberland County Comprehensive Plan, 2003; Cumberland-Franklin Joint Municipal Authority Act 537 Plan Update, 2000.

* 2005 and 2015 population estimates not available for Franklin County communities.

According to the census figures, the Borough gained population from 1990 through 2000. This is against the national trend of populations relocating outside of urbanized and local centers into surrounding suburban and rural areas. The reason for this anomalous pattern is reviewed in the preceding paragraph. The Township actually lost population from 1990 through 2000. Given the level of development since the 2000 census, it is unlikely that this trend will continue.

Together, the Borough and the Township are anticipating a total population increase of 1,318 persons between the 2000 Census and 2010, and 2,045 persons between the 2000 census and 2020. The latter is the more critical figure for our purposes, as it suggests the number of additional housing units that will need to be provided over the life of this plan. Housing issues are discussed below in greater detail.

Housing

It is necessary to review the housing data for both the Borough and the Township with an understanding of the effect of student housing. While the on-campus dormitories are not included in the Township's housing stock in the chart shown below (they are considered "group quarters" rather than housing available to the general public), the Borough and Township both provide a number of rental units for students who prefer to live off-campus. These units are included, as they are essentially market units available to anyone.

FIGURE 14.4: BASIC HOUSING & OCCUPANCY CHARACTERISTICS

All figures from 2000 Census; "Region" indicates the Borough and the Township combined.

	BOROUGH		TOWNSHIP		REGION TOTAL	
	1990	2000	1990	2000	1990	2000
Owner-occupied housing units	1,014	989	473	457	1,487	1,446
Renter-occupied housing units	1,217	1,408	352	403	1,569	1,451
Total Occupied Housing Units	2,231	2,397	835	860	3,056	3,257
Vacant housing units	135	205	39	78	174	283
Total All Housing Units	2,366	2,602 (+10.0%)	864	938 (+8.6%)	3,230	3,540 (+9.6%)

SOURCE: U.S. Bureau of the Census, 2004.

The most interesting observation from the preceding figure is that both the Borough and the Township experienced a *drop* in the number of owner-occupied units, but a significant increase in the number of rental units such that the total number of units rose. It can be assumed that this reflects the effect of demand by students (and perhaps some University staff as well) for rental housing. The Township also dropped in total population over the same period - which may explain the drop in owner-occupied housing, but not the increase in total housing units. In fact, this observation may be attributed to declining family and household sizes: a trend that has been observed nationwide for several decades.

Examining data on the region's building permits can provide some insight into how the housing picture has changed since 2000. These are summarized below in Figure 14.5.

FIGURE 14.5: ISSUANCE OF BUILDING PERMITS, 2000-2003

"Conversions" are typically units created when a single-family home is divided internally into smaller units, although it may also include conversions of previously non-residential structures to residential use. The number shown is the *net increase* in the number of units after the conversion is complete. "Rehabilitated units" are existing units that were abandoned or uninhabitable, but were returned to the stock of housing as a result of the rehabilitation. Again, the number shown indicates the *net increase* in the number of units after completion of the rehabilitation activity.

Municipality	Single Family	Semi-Detach	Apartment Units	Town Houses	Manuf. Homes	Conversions	Rehabed D.U.s	Units De-molished	Net Increase Residential D.U.s
Shippensburg Borough 2000	2	0	24	0	0	6	8	0	40
Shippensburg Borough 2001	3	2	0	14	0	0	2	0	21
Shippensburg Borough 2002	4	2	0	0	0	0	0	1	6
Shippensburg Borough 2003	6	4	0	0	0	0	0	0	10
Total Permits Issued- Borough	15	8	24	14	0	6	10	1	77

Municipality	Single Family	Semi-Detach	Apartment Units	Town Houses	Manuf. Homes	Conversions	Rehabed D.U.s	Units De-molished	Net Increase Residential D.U.s
Shippensburg Township 2000	38	52	0	107	5	0	0	0	202
Shippensburg Township 2001	0	0	0	29	0	0	0	0	29
Shippensburg Township 2002	0	0	0	0	2	0	0	0	2
Shippensburg Township 2003	0	0	2	54	0	1	0	0	57
Total Permits Issued-Township	38	52	2	190	7	1	0	0	290
Total Permits issued by the Borough and Township	53	60	26	204	7	7	10	1	367

D.U.s = Dwelling Units

Source: Cumberland County Planning Commission Annual Reports 2000 - 2003.

Given the total number of units in the community, this represents significant activity. The increase in the total number of units during this four-year period is about 1.5 times greater than the increase documented between 1990 and 2000. In addition to these built projects, the Township has received proposals for a number of residential developments that have not (yet) been built. The Michael Adler Subdivision proposed sixty (60) multi-family units, CSR Enterprises proposed sixty (60) multi-family units, and Bard Meadows proposed an additional thirty (30) townhouses to their existing property. It is assumed that most of these multi-family dwellings are intended to meet the demand for off-campus housing for the student population at Shippensburg University.

Future Housing Needs Projections - 2010 and 2020

Figures 14.6 and 14.7 show housing needs and the acreage needed to accommodate that housing for the population as projected through 2020. This projection is based on the Census Bureau's 2000 housing information and on information obtained from the Tri-County Regional Planning Commission "Housing Needs Assessment of the Region" and the Cumberland County Planning Commission.

Figure 14.6 shows the projected need for new housing units for the Borough and the Township for 2010 and 2020. These figures are based upon the population projections presented above and assume "ideal" vacancy rates of five percent.³

³ This rate is considered "ideal" as real estate experts have determined that a larger number of vacant units will depress the market value of available homes; conversely, a lower vacancy rate will inflate the price of housing. Furthermore, this rate is considered sufficient to accommodate new arrivals to a neighborhood as well as those who wish to change homes within the same region.

FIGURE 14.6: PROJECTED HOUSING DEMAND, 2010 AND 2020

“Net population” is the total population less the population housed in group quarters. In the Shippensburg Region, the most prominent examples of group quarters are the dormitories on the University campus. The “persons per occupied dwelling” is based upon the *net* population. For purposes of this analysis, the number of persons per dwelling is assumed to be constant over the entire study period.

	BOROUGH	TOWNSHIP	REGION TOTAL
2000			
Total population	5,586	4,504	10,090
Net population	5,565	2,139	7,704
Total occupied dwellings	2,397	860	3,257
Persons per occupied dwelling	2.3	2.5	2.4
Total dwelling units	2,602	938	3,540
Actual vacancy rate (5% = ideal)	7.9%	8.3%	8.0%
2010			
Projected total population	6,279	5,129	11,408
Projected net population	6,258	2,764	9,022
Projected occupied dwellings	2,721	1,106	3,827
Total dwelling units req'd (@ 5% vac.rate)	2,864	1,164	4,028
Total Additional units	262	226	488
2020			
Projected total population	6,667	5,468	12,135
Projected net population	6,646	3,103	10,749
Projected occupied dwellings	2,890	1,241	4,131
Total dwelling units req'd (@ 5% vac.rate)	3,042	1,306	4,348
Total Additional Units	440	368	808

SOURCE: U.S. Bureau of the Census, 2004; Cumberland County Planning Commission, 2003; Tri-County Regional Planning Commission, 2003; SSM, 2004.

As described in the previous paragraphs, the region is well on its way to meeting the projected 2010 demand as of the end of 2003, principally due to some relatively large projects in the Township. This rate of growth suggests that the 808 new units by 2020 as shown in this Figure may in fact be on the low side, assuming the region continues to grow at the same rate. This also assumes that the University will provide housing for an ever-increasing number of students such that the demand for off-campus housing remains static.

Once an approximate number of housing units is established, calculations must be completed to estimate how much land they will require. This is largely a function of the type of unit: apartment units are much more space-efficient than single-family detached homes. Figure 14.7 provides a range of land needs based upon a variety of densities. Currently, the highest residential density permitted in the region is 2,000 square feet per unit, which is accommodated in the Borough’s “N-C” zoning district. It is extremely unlikely that all new housing would be accommodated at such a high density, but it is *possible*, so we have included it in our analysis as the minimum acreage necessary to accommodate the projected housing need. We have also calculated the acreage necessary if the average lot size is a quarter-acre (just over 10,000 square feet), which is reasonable in the context of the municipalities, as well as for one-acre average lots. There are few places in the Borough that could accommodate a significant number of lots this size.

The Borough occupies approximately 1,296 acres: barely two square miles. Analysis of the Existing Land Use Map shows that the Borough has 449.3 acres in residential use: 386.0 acres in single-family residential, 37.0 acres in multi-family residential, 26.3 acres in mixed-use developments, and 74.0 acres in vacant buildings and/or lands.

The total area of the Township is 1,596 acres, or about 2.5 square miles. Of this amount, 608 acres are designated as agriculture/agribusiness and 385 acres are dedicated to residential uses.

FIGURE 14.7: PROJECTED DEMAND FOR RESIDENTIAL LAND, 2010 AND 2020

These figures assume that all additional units will be provided by new construction. While this is not an unreasonable assumption, there are alternatives to this approach, particularly in the Borough and the more developed portions of the Township. Both projections are based upon increases from 2000, so the 2020 land requirement calculation *includes* the 2010 requirements; it is not in addition to them. These figures do not include University housing.

	BOROUGH	TOWNSHIP	REGION TOTAL
2010			
Projected increase in dwellings from 2000	262	226	488
Land required @ 2,000 sq.ft./dwg.	12.1 acres	10.4 acres	22.5 acres
Land required @ 5,000 sq.ft./dwg.	30.1 acres	25.9 acres	56.0 acres
Land required @ 0.25 ac./dwg.	65.5 acres	56.5 acres	122.0 acres
Land required @ 1.00 ac./dwg.	262.0 acres	226.0 acres	488.0 acres
2020			
Projected increase in dwellings from 2000	440	368	808
Land required @ 2,000 sq.ft./dwg.	20.2 acres	16.9 acres	37.1 acres
Land required @ 5,000 sq.ft./dwg.	50.5 acres	42.2 acres	92.7 acres
Land required @ 0.25 ac./dwg.	110.0 acres	92.0 acres	202.0 acres
Land required @ 1.00 ac./dwg.	440.0 acres	368.0 acres	808.0 acres

SOURCE: SSM, 2004.

Planning Considerations

The data presented in this chapter validates the need to plan for residential development. Much of the growth is driven by the University, but there are other factors, including ease of access to employment centers, the availability of sanitary sewerage and water supply, and a high quality of life.

Interstate Route 81 provides the Shippensburg region with easy access to Baltimore, Harrisburg, and other larger urban centers, as well as to the Pennsylvania Turnpike. Commuters who work in these larger urban areas may find the Shippensburg area, with its small-town atmosphere, an attractive and convenient place to live. Improvements to the interchanges along the I-81 corridor may attract additional development as well.

Shippensburg Borough provides public water and sanitary sewerage not only to Shippensburg Township, but to the Southampton Townships (Cumberland and Franklin Counties), which are both experiencing significant growth. The Borough's wastewater treatment plant has been recently expanded, providing capacity for new development.

The expected growth of Shippensburg University will continue to have a considerable effect upon the residential neighborhoods in both municipalities. If the University does not provide on-campus housing for the rising number of students, then the student population will continue to be forced to rent housing off campus, which will result in an ever-shrinking proportion of owner-occupied housing units within the region. The proximity of a university also has many benefits, as it provides residents with a range of cultural and recreational opportunities that are more characteristic of much larger communities. The assets tend to attract more affluent, highly educated people to the area. The down side is that the students are a transient population and may not patronize local businesses to the extent that "full-time" residents do.

Traffic Network and Circulation

INTRODUCTION

The relationship between the land uses and the circulation network is an important element of comprehensive planning. A community's quality of life is highly dependent on the efficient use of land as well as the effectiveness of its circulation network. In order for a network to adequately serve adjacent land uses, it must be regularly evaluated as new development and redevelopment occur. Different land uses generate different levels of traffic, and addressing future transportation needs is dependent on a sound understanding of the current network.

Existing and proposed development areas must be considered when making future road programming decisions. In turn, future development patterns should not adversely affect the circulation system. It is necessary to follow appropriate design standards, improve existing roads and manage access so the road network will be capable of performing its intended function. Municipal and individual land use decisions are strongly influenced by existing or proposed circulation systems, while at the same time these same land use decisions can affect the circulation systems and the functions, which the roads are expected to perform.

The circulation system strongly influences how, where, and what type of development will occur. The location of residential, commercial, and industrial uses can influence how a road will function along with its design, condition, and maintenance requirements. In addition, how a community is perceived by visitors is affected by the circulation system: a municipality with narrow, winding roads abutting agricultural and wooded areas will be perceived as having a rural character. Relatively narrow streets, high traffic volumes, unsynchronized signalization, and lack of sidewalks or coordinated pedestrian crossings will create the impression of an unpleasant, gridlocked place. Where development has occurred without respecting or understanding the demands that will be made upon the circulation system, a perception of poor planning and frustration will result.

There are a number of regional influences affecting traffic circulation in the Shippensburg area. In addition to the current circulation system within the Borough, improvements to Walnut Bottom Road and the I-81 interchanges may result in increased development pressure and traffic volumes, leading to the use of side roads by thru traffic trying to avoid these areas. Traffic volumes will also increase due to new developments along Baltimore Road and in the area of the University.

IMPORTANCE OF TRANSPORTATION

There are three principal benefits to addressing transportation issues:

- Enhancing the quality of life for the region's residents by facilitating traffic circulation and making travel safer;
- Making the region more attractive to visitors; and
- Supporting economic development. The US Route 11 (King Street) and PA Route 174 (Walnut Bottom Road) corridors are the main economic growth corridors of the region. Providing an adequate multi-modal transportation system is necessary to support optimum economic development. Freight rail, the roadway system, and transit systems should be maintained and improved and connections should be provided among these systems.

KEY TRAFFIC GENERATORS AND CONGESTED AREAS

Interstate Route 81

Interstate 81 has had a major influence on the development of western Cumberland County since late 1950's. It has developed into the primary traffic route serving the Cumberland Valley, and the route along which most of the commercial and industrial development in the region has taken place. As the I-81 corridor continues to develop, it becomes more congested and difficult to travel. As drivers seek alternative routes to and from I-81, development occurs outside of the corridor, creating higher traffic volumes on other roads in the region. Roads which once wound through agricultural areas, woodlands, and areas of open space are now lined with residential subdivisions and are subject to the traffic they generate. The challenge is to allow for the development of a circulation that is capable of accommodating an increasing level of demand without neglecting the needs and desires of local residents, particularly those who live along these roads. Interstate Exit 29 (PA Route 174, Walnut Bottom Road) is located at the extreme eastern point of Shippensburg Township.

In April 2001, work began to rebuild the interstate from Exit 20 to north of Exit 24 (PA Route 696, which becomes Fayette Street). The \$25.4 million project included complete pavement removal and concrete replacement on the northbound and southbound lanes and shoulders, extension of the ramps at two interchanges, bridge improvements, new drainage, improved guide rails, and updated signing. Bridges carrying Pine Stump Road, PA 696, and Mainsville Road were also rehabilitated. The work was completed in the autumn of 2003.

Additionally in 2001, the Pennsylvania Department of Transportation began a process of widening the highway to six lanes on a 77-mile section in southern Pennsylvania from the Maryland state line to PA 581, and from I-83 to I-78. The ramps onto and off of the Interstate would also be lengthened to current standards. Pennsylvania would join Virginia, West Virginia, and Maryland in widening the current four-lane Interstate. PADOT also recommended to the Pennsylvania Transportation Commission that the study be given "immediate priority status" on the commission's 12-year plan. State and federal money will fund a \$2 million study and take up to two years to complete. In 1998, a multi-state task force recommended a Pennsylvania study to widen the highway, however PADOT emphasized improving the highway surface. The current study will not only address deficiencies with the highway but evaluate existing and proposed land uses along the corridor. The entire project could cost between \$200 and \$400 million and take 10 years to complete.

Shippensburg University

The University was founded in 1870 and has a student population of 7,500 students, including 6,500 undergraduate and 1,000 graduate students. Approximately 2,500 undergraduates live on campus. Many of the remaining students live off-campus within the Borough or Township, and a smaller number commute from outside the region. A number of construction projects are currently underway on the University that will have an impact on the region. Construction has begun on a new Performing Arts Center. This 1,500-seat facility will sponsor special music and theater events and will be open to the general public. When fully operational, it is expected that the Center will host eighty events annually, drawing up to 90,000 people from a seventy-five mile radius. Work has also begun on a new loop road that will extend Adams Drive from the McLean Hall parking lot around Seavers to the new Performing Arts Center. The project will include rerouting of Old Main Drive directly to the Adams Drive/North Prince Street intersection and making Lancaster Drive two lanes from the York Drive/Route 696 intersection to Bucks Drive. This work is scheduled to be completed by mid-2004.

Schreiber Foods

Schreiber Foods, located on East Dykeman Road in Shippensburg Borough, is part of the L.D. Schreiber Cheese Company of Green Bay, Wisconsin. Founded in 1945, the company is a \$2 billion global enterprise and the world's largest privately held cheese company. Over the past ten years, Schreiber has grown at a rate of close to one new manufacturing facility per year.

Ship Market Place

Ship Market Place (Giant) is located on a 9.7-acre site along Baltimore Road in Shippensburg Township. The shopping center includes a Giant Supermarket, a pizzeria, a bank, and a number of other stores.

Shippen Town Centre

Shippen Town Centre is located on the north side of Route 174 (Walnut Bottom Road) in Shippensburg Township. The anchor of the shopping center is a new Wal-Mart store. There are properties within and adjacent to the Centre with commercial development potential and will generate additional vehicle trips if and when they are developed.

COMPOSITION OF THE CIRCULATION NETWORK

Shippensburg Borough contains 13.8 miles of roads, including a high volume arterial US 11 (King Street), major collectors such as Route 696, Queen Street, and Baltimore Road, and narrow residential streets. Shippensburg Township contains 13.1 miles of roads, of which 6.6 miles are owned and maintained by the State. The circulation system in the Shippensburg Township consists of a variety of roads, from the high volume Route 174 (Walnut Bottom Road), to major collectors such as Route 696 (East Earl Street) and Baltimore Road, to rural roads in the Township which tend to be narrow and winding. All of the roads, with the exception of Interstate 81, are two lanes and serve a combination of regional and local traffic. Road mileage data are found below in Figure 15.1.

FIGURE 15.1: PUBLIC ROAD MILEAGE

	BOROUGH	TOWNSHIP	REGION TOTAL
State roads	4.6 miles	6.6 miles	11.2 miles
Municipal roads	9.2 miles	6.5 miles	15.7 miles
TOTAL ROADS	13.8 miles	13.1 miles	26.9 miles

SOURCE: Tri-County Regional Planning Commission, 2004

East-West Transportation Corridors

The highest volume east-west roads passing through the region are Walnut Bottom Road (PA Route 174) in the Township and King Street (US Route 11) in the Borough. Walnut Bottom Road functions as the main collector from I-81 to King Street and is important as it provides access to the regional transportation network as well as county and regional employment centers. King Street is the Borough's main collector to I-81, provides access to the regional network, and also accommodates local traffic. East of Walnut Bottom road, King Street intersects and then coincides with Route 533 and becomes the Ritner/Molly Pitcher Highway (Routes 11 and

533). This links local traffic to Walnut Bottom Road and employment centers in Franklin County to the west. It is also an alternative route to I-81 in the east, linking the Township to the Carlisle area.

Other significant east-west routes include Orange Street, Fogelsanger Road, and Olde Scotland Road

North-South Transportation Corridors

The east-west routes have historically been the most heavily traveled through the area, but there are still some important north-south routes. North Earl Street (PA Route 696), Britton Road, Queen Street, and North Morris Street are the most significant. North Earl Street crosses the western portion of the Township and facilitates inter-county travel, linking the PA Turnpike to the north (via PA Route 997) with I-81 to the south. Britton Road connects PA Route 641 and points north with I-81 to the south. It also intersects with Queen Street in the Borough (Baltimore Road in the Township) and provides access to Walnut Bottom Road and I-81 via King Street to the east and the Gettysburg area to the south.

Other important north-south traffic routes include North Prince Street, Rowe Road, and Lurgan Avenue.

EXISTING ROADWAY CLASSIFICATION

Transportation engineers have developed a road classification system based upon the volume of traffic they accommodate. Figure 15.2, the Functional Classification and Traffic Volume Map depicts the regions road classifications.

Expressways - Expressways are limited-access highways that carry the highest volume of traffic at the highest allowed rate of speed. They are primarily intended for interstate and inter-regional travel, as access to these roads is possible only at widely spaced, fully controlled, and grade-separated interchanges. Interstate Route 81 is the only expressway in the Shippensburg Region.

Arterial Roads - Arterial roads can be sub-classified as principal or minor arterials. They provide for the movement of a high volume of traffic over longer distances and usually have direct access to the expressway network. Driveway access is usually strictly controlled in densely developed areas, although access is necessarily provided in rural areas. Traffic speed is relatively high, but tends to be slower than the expressways due to traffic signals and intersections.

Principal arterials in the Shippensburg Region are US Route 11 (King Street), PA Route 174 (Walnut Bottom Road), and a portion of Ritner/Molly Pitcher Highway (Routes 11/533). Minor arterials consist of the portion of Ritner/Molly Pitcher Highway that is not a principal arterial, North Earl Street, North Morris Street, Fayette Street north of Olde Scotland Road, and Olde Scotland Road.

Collector Roads - Collector roads serve moderate traffic volumes and act to move traffic from local neighborhoods to the arterial network. Collectors are also sub-classified into "major" and "minor." Major collectors provide for a higher volume of traffic at a higher rate of speed; minor collectors serve to collect traffic within an identifiable area and serve primarily short distance travel.

Britton Road, Roxbury Road, North Queen Street/Baltimore Road, North Prince Street, Orange Street, Richard Avenue, and a portion of South Fayette Street are all major collectors. No roads in the Shippensburg Region are classified as minor collectors.

Local Roads - Local roads are, by far, the most numerous of the various highway types. These streets provide access to individual properties and serve short distance, low speed trips. All roads in the Shippensburg Region not named above are local roads.

Figure 15.3 shows the design features for these functional classifications recommended by the Cumberland County Comprehensive Plan. Note that the County includes expressways as a type of arterial.

FIGURE 15.3: RECOMMENDED DESIGN FEATURES BY FUNCTIONAL CLASS

FUNCTIONAL CLASS	DESIGN SPEED	DESIGN FEATURES	TRAVEL TYPE	RELATIONSHIP TO OTHER TYPES
Arterial	45-65 mph	Limited, partial, and unlimited access controls; widest rights-of-way, cartways, and shoulders; often multiple lanes in each direction.	Minimal interference to through travel; local travel discouraged, particularly on expressways.	Important connections with other arterials and collectors, usually via grade-separated interchanges or signalized intersections.
Collector	35-45 mph	No access controls; moderate to minimal right-of-way, cartway, and shoulder widths; usually one lane in each direction.	Balance of through traffic and local travel.	Connects with arterials and local roads; intersections with arterials and major collectors typically signalized; intersections with minor collectors and local roads usually controlled by "stop" signs.
Local	25-35 mph	No access controls; minimal right-of-way, cartway, and shoulder widths; one lane in each direction.	Through travel discouraged; strong orientation to local travel.	No direct connection to expressways, and rarely intersects with arterials or major collectors; connects with most minor collectors and all other local roads; intersections controlled by "stop" signs, signals are rare.

SOURCE: Tri-County Regional Planning Commission, 2004.

ONE-WAY STREET PATTERN

The Borough has established a system of one-way streets in an effort to streamline traffic flow and minimize traffic conflicts. Figure 15.4 shows the Borough streets that have been designated for one-way travel.

FIGURE 15.4: ONE-WAY STREETS

STREET NAME	FROM:	TO:	DIRECTION OF TRAVEL
W. Neff Ave.	S. Fayette St.	Locust St.	westbound
McCreary Ave.	W. King St.	W. Martin Ave.	northbound
N. Seneca St.	W. King St.	W. Martin Ave.	northbound
S. Seneca St.	W. King St.	W. Neff Ave.	southbound
W. Martin Ave.	N. Seneca St.	N. Earl St.	eastbound
E. Martin Ave.	N. Earl St.	N. Washington St.	eastbound
E. Martin Ave.	N. Walters Ave.	N. Queen St.	eastbound
N. Apple Ave.	E. King St.	E. Martin Ave.	northbound
S. Apple Ave.	E. King St.	E. Orange St.	southbound
W. Neff Ave.	S. Earl St.	S. Seneca St.	westbound
E. Martin Ave.	S. Prince St.	S. Earl St.	westbound
Burd Street	N. Queen St.	N. Fayette St.	westbound
S. Gettle Ave.	E. Orange St.	E. Neff Ave.	northbound

SOURCE: Tri-County Regional Planning Commission, 2004.

HARRISBURG AREA TRANSPORTATION STUDY (HATS)

The Harrisburg Area Transportation Study (HATS) is an organization comprised of federal, state, and local agencies, and officials from Cumberland, Dauphin, and Perry Counties, the City of Harrisburg, and Capital Area Transit. Established in 1965, HATS is commonly referred to by its official federal designation of "MPO" or Metropolitan Planning Organization.

The HATS planning process emphasizes short and long-term problem solving and involves the public in the development of a Transportation Plan, Transportation Improvement Program, Short Range Transit Plan, and Congestion Management System. The planning process culminates in the preparation and approval of a biennial Transportation Improvement Program, which constitutes the first four-year period of the Commonwealth's Twelve Year Program. HATS have also developed a Bicycle and Pedestrian Plan.

TRAFFIC VOLUMES

Traffic volumes are determined through traffic counts taken at specific locations within a defined transportation corridor. The volume is usually portrayed in terms of average annual daily traffic (AADT). This represents the average count for a 24-hour period, factoring in any fluctuations due to the day of the week or month of the year. The AADT is an important factor that, in conjunction with the previous factors outlined, helps to determine the functional classification of a road. Comparing traffic volumes from different time periods helps to illustrate how growth is affecting circulation patterns.

Information on traffic volumes helps to identify potential capacity problems. Roads that are not used for the purpose for which they have been designed can experience capacity problems. This is particularly evident in areas experiencing a significant amount of new development without concurrent upgrades to the road network. Capacity problems become particularly evident when the number of lanes is reduced and traffic is funneled from a roadway with a higher number of lanes to one with a lower number of lanes.

Though the Shippensburg Region is growing, capacity on the region's roads is more affected by traffic originating outside the area. Roads most likely to experience capacity problems are Walnut Bottom Road, King Street, Queen Street, Ritner/Molly Pitcher Highway, and North Earl Street. These roads are carrying local as well as regional traffic at increasingly higher volumes. Traffic volumes are beginning to increase on other roads in the region as well.

The Annual Average Daily Traffic (AADT) information available from PA DOT for the Shippensburg region include the following roads:

- Route 174 (Walnut Bottom Road) - 7,100 daily trips
- US Route 11 (King Street) - 6,500 daily trips
- Route 696 (Newburg Road)- 3,200 daily trips
- Britton Road - 1,100 daily trips.

Traffic volumes are also shown on Figure 15.2, the Functional Classification and Traffic Volume Map.

Roadway Conditions

An inventory of roadway conditions is necessary in order to identify problems within the circulation system and to address these problems as appropriate. Roadway conditions are

generally evaluated from three perspectives: safety, access management, and corridor segments.

Safety - Safety concerns are evident at locations within the circulation system that may be hazardous due to poor road alignment, limited sight distance, inappropriate design, structural deficiencies, lack of shoulders, or obstacles near the roadway. These factors may also impede traffic, cause congestion, and contribute to accidents.

Access Management - Access management problems are the result of conflicts between mobility and access, resulting in congestion and safety concerns. Access management problems typically occur on roads serving high volumes of high speed traffic where they abut intense trip-generating uses, such as Walnut Bottom Road and North Earl Street. An example of an access management problem would be where commercial development occurs on a road and the mobility of traffic is adversely affected by the increase in the number of driveways from adjacent lands. As the number of driveways increases, the safety and efficiency of the road will usually diminish. Access management is a growing concern on roads in developing areas.

Corridor Segments - Corridor segment issues arise in more densely developed areas when congestion, access, and safety issues are all present. Corridor segment problems can include those roads that may possess maintenance issues or exhibit structural problems. Because of a number of access and safety problems, Walnut Bottom Road, Ritner/Molly Pitcher Highway, North Earl Street, and Baltimore Road are key corridors requiring attention.

ALTERNATIVE FORMS OF TRANSPORTATION

A comprehensive plan for circulation must address multi-modal accommodations, such as bicycle-pedestrian, transit-pedestrian, and bicycle-transit opportunities.

Bus Service

Raider Regional Transit (RRT) is a local bus system serving Shippensburg University and the Shippensburg community. RRT is jointly sponsored by the Shippensburg University Student Association, Shippensburg University, Shippensburg Borough, Shippensburg Township, Cumberland County, Southampton Township (Franklin County), and Capital Area Transit. Additional funding has been provided by the Pennsylvania Department of Transportation (PennDOT).

RRT provides service along four routes Monday through Saturday during Shippensburg University's regular academic year and on Tuesdays and Thursdays (modified schedule) during the summer and fall as well as during the University's spring and holiday breaks. Service is provided around campus and the Shippensburg community. Using Saturday service, riders may go to local shopping areas as well as the regional Chambersburg Mall. Schedules are available through Shippensburg University and on the internet at www.ship.edu/RRT.

Capitol Trailways provides daily and weekend service between the Shippensburg and Harrisburg, Philadelphia, New York, and Washington, D.C. Greyhound and Capitol Trailways utilize J & J Computers on East King Street in Shippensburg Borough as a stop.

Rail Service

Norfolk-Southern provides daily rail freight service to the community via the local line known as the Lurgan Branch. A study by the Capital Area Transit (CAT) Authority is underway to explore the viability of introducing commuter (i.e., passenger) rail service to Cumberland County. The proposed rail line, called CORRIDORone, would extend from Carlisle to Lancaster through Harrisburg. Preliminary engineering and an environmental impact analysis are currently underway.

Inter-regional commuter rail service is currently only available in the Harrisburg area via Amtrak with two train stops, one in Middletown and the other at the Harrisburg Transportation Center in downtown Harrisburg.

Airport Services

The Shippensburg Airport is located three miles east of the Borough in Southampton Township (Cumberland County). The airport contains an unpaved (grass surface) runway 2,300 feet long and 170 feet wide. Approximately seven privately owned aircraft are based at the field. The airport offers very limited aviation services. The airport was recently purchased by Prologis, and at the time of the release of this Plan, the future of the facility is uncertain.

The closest airport offering commercial passenger service is at Hagerstown, Maryland. The nearest international airport is Harrisburg/Middletown.

Pedestrian and Bicycle Facilities

The Transportation Map shows the existing sidewalk and pathways in the region. This system is based on the existing development pattern, but in many cases there are only isolated sections of sidewalks. It is particularly critical to close gaps between existing sidewalks and pathways along routes to community facilities. It is also important to recognize the Amish and other plain sect cultures in the region by accommodating horse and buggy traffic where possible.

The municipalities also have the opportunity to explore the feasibility of a trail system that would link existing sidewalks and pathways to a number of community facilities and natural treasures, such as Middle Spring Creek and Burd Run. The trail system available to the public is very limited at this time, although residents have expressed interest in a larger trail network. The Cumberland Valley Rails-to-Trails Council (CVRTC) is a non-profit, all-volunteer charitable corporation whose mission is to develop the 11-mile Cumberland Valley Trail, from Shippensburg to Newville, in Cumberland County.

There are also a number of areas within the region that could be more "pedestrian friendly," especially the areas along Walnut Bottom Road, the Ritner/Molly Pitcher Highway, the Borough side of Baltimore Road, and North Earl Street. RRT provides service in these areas and it is extremely difficult for transit users to access this service if they need to cross these roads. The Township should coordinate with PennDOT to facilitate pedestrian access across these corridors. The Borough should consider additional pedestrian enhancements for areas adjacent to Shippensburg University.

AREAS OF CONCERN

The Future Traffic Circulation Map, Figure 8.1 in Chapter 8, illustrates some roadway and pedestrian concerns for the region including poor alignment, sight distance problems, areas with poor surface condition, one-lane bridges and underpasses, narrow streets, at-grade rail crossings, excessive vertical curves, excessive grades at intersection approaches, and areas where sidewalks or pedestrian crossings should be provided.

Notable intersections or roads in need of improvement and alignment include:

- Walnut Bottom Road (alignment for proposed inner loop intersection)
- Walnut Bottom Road and East Orange Street (intersection improvement)
- Walnut Bottom Road and King Street (intersection improvement)
- King Street and Conestoga Drive (intersection improvement)
- Baltimore Road (alignment for proposed inner loop intersection)

Community Facilities

Community facilities include public buildings and services that support municipal government and functions, providing for the everyday needs of residents. They include services such as sanitary sewerage and water supply services, police and fire protection, stormwater management, trash collection and recycling, libraries, and recreation programs. The extent to which these services are available depends upon factors such as population, tax base, the traffic circulation system, and location within the region. Community facilities should be considered resources with limited capacities that are to be provided in those places where they can serve the residents of the region most efficiently.

Facilities and public services can be provided in a variety of ways. Issues such as the existing and projected needs of the residents, the philosophy of municipal officials, financial resources, and whether similar services are offered by other agencies in the region all play a role in determining what services are most needed. Financing may be provided through tax revenue, state or federal funding, or through contracts with private or quasi-public agencies, thereby tailoring activities and expenditures for specific needs. Ultimately, a comprehensive approach to providing such facilities and services allows municipal governments to evaluate the cost of these facilities and services and develop an approach for providing them. Figure 16.1, the Community and Recreation Facilities Map depicts the location of the region's facilities including School District and University facilities; Recreation, Open Space, and Public Facilities; Municipal and Emergency services; and Churches and Cemeteries.

PUBLIC SANITARY SEWAGE TREATMENT AND DISPOSAL FACILITIES

Shippensburg Borough and Shippensburg Township both have public sewer service, but they are served by two different Authorities. The Borough is served by the Shippensburg Borough Authority which operates a treatment facility on Avon Drive. The Township is served by the Cumberland-Franklin Joint Municipal Authority (CFJMA). CFJMA, the Borough of Shippensburg, and the Shippensburg Borough Authority currently have a "conveyance and treatment agreement" for the Borough Authority to provide wastewater conveyance and treatment. Under this agreement, CFJMA agrees to operate, maintain, and repair their portions of the sewer system. The Shippensburg Borough Wastewater Treatment Plant is designed to accept an average flow of 3.3 million gallons per day. The plant is a secondary treatment, biological nitrification facility with chemical treatment for phosphorus. Recent discussion has focused on the need for an additional wastewater treatment plant servicing the northern portion of the Township and Southampton Township (Franklin County). To date, no decision has been made for the construction of such a plant.

There is capacity available at the treatment facility to serve infill development in the Borough and new development in the Township, subject to approval by the Shippensburg Borough Authority. The wastewater treatment plant also has the capability to be expanded. Additional service within the CFMJA service area would need to be coordinated with the Borough and Borough Authority.

Public sewer service areas are shown on Figure 16.2, the Existing and Proposed Sewer Facilities Map.

Figure 16.1 - Community and Recreation Facilities Map Key

SCHOOL DISTRICT/UNIVERSITY FACILITIES

1. Shippensburg Area Senior High School
2. Shippensburg Area Middle School
3. Eckels Field
4. Shippensburg University Alumni House
5. Huber Art Center
6. Little Red Schoolhouse
7. Ezra Lehman Memorial Library
8. Seth Grove Stadium
9. Robb Field
10. Performing Arts Center
11. Franklin Science Center-Planetarium
12. Grace B. Luhrs Elementary School
13. James Burd Elementary School
14. Shippensburg Area School District

RECREATION/OPEN SPACE/ PUBLIC FACILITIES

15. Veterans Memorial Park
16. Community Center
17. PA Department of General Services
18. Shippensburg Township Park
19. Cumberland Valley Proposed Rails-To-Trails Corridor
20. Shippensburg Civic Club
21. Borough Gazebo
22. Fairgrounds
23. Little League Fields
24. Dykeman Spring

MUNICIPAL/EMERGENCY SERVICES

25. Shippensburg Wastewater Treatment Plant
26. Shippensburg Public Library
27. Shippensburg Police Department
28. Shippensburg Post Office
29. Cumberland Valley Hose Company
30. Firefighters Activity Center
31. Vigilant Hose Company #51

32. West end Fire Company
33. Shippensburg Township Building/Maintenance Facility
34. Shippensburg Borough Office
35. Sanitation and Recycling Center

CHURCHES/CEMETERIES

36. Our Lady of the Visitation Church
37. Cora I. Grove Spiritual Center
38. Spring Hill Cemetery
39. United Brethren Church
40. Presbyterian Church
41. Prince Street Church of the Brethren in Christ
42. Faith Tabernacle Congregation Church
43. Messiah United Methodist Church
44. Church of God
45. Memorial Lutheran Church
46. St. Peter's AME Church
47. The Community Church
48. Shippensburg Church of God
49. Presbyterian Church
50. Grace United Church of Christ
51. Dutch Grave Yard
52. Mount Pisgah AME Church
53. Assembly of God Church
54. United Presbyterian Church
55. First Church of God
56. Deliverance Temple
57. Shippensburg Church of the Brethren
58. Shippensburg Independent Baptist Church
59. Diocese of Central PA Episcopal Church
60. Church of Christ
61. Shippensburg Church of the Nazarene
62. Hope Reformed Presbyterian Church
63. African American Cemetery

PUBLIC WATER SUPPLY FACILITIES

The Shippensburg Water System serves customers in Shippensburg and Orrstown Boroughs as well as portions of Southampton, Shippensburg, and Lurgan Townships in Cumberland and Franklin Counties. Existing water supply sources are three Borough Authority-owned wells, located in Southampton Township, Cumberland County. Two of the wells are currently online, with the third well expected to be in operation within the next few months.

Public water service areas are shown on Figure 16.3, the Existing and Proposed Water Facilities Map.

Water Capacity

The Shippensburg Borough Authority can currently satisfy all domestic demand within its service area. The Authority's policy is to accept demand whenever possible and to serve any additional areas within its service area that request water service. If water capacity is not immediately available, arrangements would be made to secure sufficient capacity. The Authority could sink additional wells or enter into cooperative efforts with other water companies to secure additional water supply.

Water Regionalization Studies

A number of water resource plans have been conducted for the Shippensburg area. The Harrisburg Metropolitan Area Regional Water Supply Study and the Shippensburg Area Regionalization Study for Cumberland County both recommended regionalization as the best long-term solution to local water supply needs. Both studies also recommended that any improvements within the area to water systems should be completed with the understanding that interconnection is the ultimate goal, and that no projects should be undertaken which would inhibit future regionalization efforts.

EDUCATIONAL FACILITIES

The Shippensburg Area School District provides public education for Borough and Township residents as well as residents from adjacent municipalities. The District covers approximately 129 square miles and provides transportation for about 90% of its 3,200 students in kindergarten through twelfth grade. The District operates four schools in the planning region, all of them in the Borough:

- James Burd Elementary School (kindergarten through third grade)
- Nancy Grayson Elementary School (kindergarten through third grade)
- Shippensburg Area Middle School (sixth through eighth grade)
- Shippensburg Area High School (ninth through twelfth grade)
- New elementary school* (fourth and fifth grades)

The locations of these schools are shown on Figure 16.1, the Community Facilities and Recreation Map. Each of school features updated technology including automated library circulation systems and computers with internet access in each classroom. Other facilities

* this school had not yet been named at the completion of this document

provided in the schools include gymnasiums, specialized rooms for music and art, library and media facilities to support the curriculum, a modern swimming facility, a planetarium, and general athletic and recreational facilities including an all-weather track. The District and Shippensburg University jointly operate the Grace B. Luhrs University Elementary School, a K-5 elementary school on the University campus. Alternative educational programs are available to secondary students through MANITO, a private school, located in nearby Chambersburg. Advanced placement courses are available for the gifted and talented at the high school, as well as, undergraduate courses at Shippensburg University, and community mentorships.

Concerns facing the school district include a lack of classroom space, increased enrollment at the elementary level, projected building maintenance, and improvement projects. The Middle School and Senior High School are nearing capacity, while the elementary schools still have some room for moderate growth. The need for additional facilities is directly related to the rate of population growth in the District.

CHURCHES

Religious resources and services are available at nineteen churches in the Borough and an additional five in the Township. All of the churches can be found on Figure 16.1 the Community and Recreation Facilities Map.

LIBRARY SERVICE

The Shippensburg Public Library, located in the Borough, is part of both the Franklin County Library System and the Cumberland County Library System, and it receives funding from both systems. The library staff consists of a director, twelve librarians, and a varying number of volunteer workers to help with the library programs. The library hosts several programs, including story-time for three to six year olds; the STAR program, which provides books to the elderly; and a summer reading program for the junior high age group. The library also participates in the Access Pennsylvania Program for inter-library loans. There is concern that the current building will soon be unable to house the library's collection.

The Ezra Lehman Memorial Library at Shippensburg University is available for use by the general public either in-house or via a community patron card that is available for purchase. This library houses a wide variety of items, including more than 1.5 million volumes, microform pieces, government documents, and audio-visual titles.

POLICE PROTECTION

Shippensburg Borough maintains a police force of eight full-time officers, as well as a variable number of part-time officers, and is located on West Burd Street. The Department owns five vehicles and operates on a 24-hour basis with three shifts and a minimum of two officers per shift. Current facilities include three offices, three jail cells, and two large rooms used for processing and interrogation. Police calls are dispatched through three different sources since the Borough is located in two counties. Shippensburg Borough Police practice mutual aid with Shippensburg University Police and with the Pennsylvania State Police.

FIRE PROTECTION / AMBULANCE SERVICE

Three volunteer fire companies are located in the Borough: the Cumberland Valley Hose Company, the West End Fire and Rescue Company, and the Vigilant Hose Company. These companies provide fire protection to the Borough, Shippensburg Township, and both

Southampton Townships; mutual aid is provided to surrounding municipalities. The three fire companies have a membership of close to 100 active volunteer firemen.

A continuing concern for volunteer fire companies is whether there will continue to be a sufficient number of volunteers to allow them to provide adequate fire protection. Fire companies provide mutual assistance to each other in fire emergencies, but it may be necessary for the fire companies and municipalities to increase cooperative efforts in the future to assure continued adequate fire protection.

Ambulance service to the region is provided by the Cumberland Valley Emergency Medical Service, which is a private organization.

HOSPITALS / HEALTH CENTERS

Summithealth operates Shippensburg Health Services, 46 Walnut Bottom Road, a non-profit outpatient satellite of Chambersburg Hospital. Its services include physical and occupational therapy, general radiology, mammography, therapeutic massage, cardiac rehabilitation, and laboratory services.

Shippensburg Family Practice, at the same location, is a joint venture between doctors and the Chambersburg Hospital. It provides traditional family care, employer services, and a walk-in care facility.

Valley Medical Group, located at 411 South Fayette Street, offers newborn and pediatric care, gynecology, minor surgery, and internal medicine.

The nearest hospitals to the Shippensburg region are located in Chambersburg and Carlisle. A new hospital, the Carlisle Regional Medical Center, is currently under construction in South Middleton Township.

SOLID WASTE

Trash disposal - or "solid waste management," to use the formal term - in Shippensburg Borough is regulated by the Shippensburg Borough Solid Waste Management Ordinance. The Borough maintains a number of collection vehicles and provides municipal collection of residential, commercial, and industrial waste. The Township is served by three private waste disposal companies. Waste is hauled to the Cumberland County Landfill in North Newton and Hopewell Townships. The landfill expects to reach capacity in approximately 5 years; however, the landfill owns property adjacent to the current facility and has proposed rezoning land to provide a soil borrow area, with the potential to expand the disposal area of the landfill in the future.

Act 101, enacted in 1988, requires municipalities with between 5,000 and 10,000 residents to establish a recycling program. Shippensburg Borough was required to establish an active recycling program in September 1991. The Borough currently maintains a community-wide recycling program with weekly pickup of newspaper, plastic, clear and colored glass, and steel, bimetal, and aluminum cans. These items are sorted into recycling containers provided to homeowners. The Shippensburg Recycling Center is at the former Shippensburg Borough Incinerator near the intersection of Dykeman Road and South Penn Street. The Township does not currently operate a recycling program.

The Borough operates a fall leaf-collection program and a spring clean-up program. The collection of leaves begins in mid-October and continues for four weeks. The west end and the east end of the Borough alternate pick-up weeks. The Borough owns and operates a leaf vacuum, which is used to collect the loose leaves from the curbside. Leaves are then hauled to the Borough's leaf composting site located across from the Wastewater Treatment Plant. The compost is used as a soil conditioner on Borough properties. The Borough is also mandated to do a twice a year yard waste pickup.

RECREATION

Recreational facilities in the region consist of three parks totaling 40 acres in the Borough and one 44-acre park and natural area in the Township. Figure 16.2 shows the facilities available at each.

FIGURE 16.2: RECREATIONAL FACILITIES

	Baseball Field	Softball Field	Soccer Field	Basketball Court	Tennis Court	Playground	Multipurpose Field	Swimming Pool	Hiking	Biking	Volleyball Court	Picnicking	Pavilion	Fishing	Other	ACREAGE
BOROUGH																
Dykeman Road Park									X	X		X	X			10
Veterans Memorial Park	X	X		X	X	X	X	X	X	X	X	X	X			27
Shippensburg Community Center						X						X	X			3
	Baseball Field	Softball Field	Soccer Field	Basketball Court	Tennis Court	Playground	Multipurpose Field	Swimming Pool	Hiking	Biking	Volleyball Court	Picnicking	Pavilion	Fishing	Other	ACREAGE
TOWNSHIP																
Shippensburg Township Community Park	X		X	X		X			X	X	X	X	X	X	X	44

SOURCE: Cumberland County Comprehensive Plan, 2003.

Shippensburg Area Recreation and Parks Commission

The Shippensburg Area Recreation and Parks Commission is a regional full-time agency that was created in January 2001. The Commission is governed by an intergovernmental cooperation agreement between the following entities: Shippensburg Borough; Shippensburg Area School District; Southampton Township (Cumberland Co.); Southampton Township (Franklin Co.); and Hopewell Township. Shippensburg Township is currently not a member of the Commission.

The Commission administered the production of the 2004 Comprehensive Recreation, Parks and Open Space Plan. The Plan contains detailed recommendations and actions for acquisition, development, and maintenance of the region's recreation facilities. The following bullets are a general synopsis of the Plan's Goals.

- Assess public and municipal attitude toward the development and management of regional parks, acquisition of new land, open space, and outdoor recreation facilities.
- Develop strategies which efficiently manage the resources by utilizing the full capacity of the many existing departments and organizations in the region.
- Connect existing parks and recreation facilities with greenways and trail where possible and to preserve natural and environmentally sensitive areas.
- Inventory available assets, conditions, utilization, and availability of recreation throughout the region.
- Research the implementation of recreation programs which relate to the community priorities and reflect the current demographic composition of the area.

STORMWATER MANAGEMENT

The Borough and Township regulate stormwater management through their Subdivision and Land Development Ordinances. The current ordinance for the Borough requires that two stormwater management systems be considered in the planning of any land development project. The one system (minor system) is to be designed for the 2-year, 10-year, and 25-year storm event, while the other (major system) is to be designed for the 100-year storm event. The Township requires design for the 2-year, 5-year, 10-year, 25-year, 50-year, and 100-year storm event. Both ordinances specify that the post-development runoff cannot exceed the pre-development runoff. Specifications and standards to be used in the calculation of runoff and in the design of the systems are also included.

National Pollutant Discharge Elimination System (NPDES) - Stormwater discharge is generated by runoff from land and impervious areas such as paved streets, parking lots, and building rooftops during rainfall and snow events. This runoff often contains pollutants in quantities that adversely affect water quality. Most stormwater discharges from developed areas are considered point sources and require coverage by an NPDES permit. The primary method of controlling stormwater discharge is through the use of best management practices.

The Borough and Township are now required to obtain an NPDES Construction Stormwater Permit for stormwater discharges before certain construction activities can occur. Stormwater runoff from construction sites presents water quality issues beyond those that are relevant for developed sites. As stormwater flows over a construction site, it may pick up pollutants such as sediment, debris, and chemicals. Polluted stormwater runoff can harm or kill fish and other wildlife, and sedimentation can destroy aquatic habitat. High volumes of runoff can cause stream bank erosion. The NPDES stormwater program requires operators of construction sites of one acre or

larger (including smaller sites that are part of a larger common plan of development) to obtain authorization to discharge stormwater under an NPDES construction stormwater permit. Review of Erosion and Sedimentation Plans is coordinated by the Borough and typically relies upon county conservation districts.

Small Municipal Separate Storm Sewer Systems (MS4's) - Environmental Protection Agency (EPA) regulations issued in 1999 established a new permit requirement for stormwater discharges to surface waters from "municipal separate storm sewer systems" (MS4's). Under the NPDES storm water program, operators of large, medium, and regulated small MS4's require authorization to discharge pollutants under an NPDES permit.

Municipalities that are MS4's must permit and oversee the implementation and enforcement of the stormwater management program approved by the Pennsylvania Department of Environmental Protection (DEP). The program is designed to reduce the discharge of pollutants from MS4's to the maximum extent practicable, with the goal of protecting water quality and satisfying the appropriate water quality requirements of the federal Clean Water Act and the Pennsylvania Clean Streams Law. Such a program must contain an implementation schedule, best management practices (BMP's), and measurable goals for the minimum control measures approved by DEP.

The definition of a MS4 depends on a municipality's location in an "urbanized area" as determined by the 1990 and 2000 censuses. Currently, the Borough and the Township are both outside of the "Harrisburg Urbanized Area" and are not required to follow the new regulations; however, this area continues to grow and the municipalities may need to address the requirements of these regulations in the future.

Economic Development and Employment

The Cumberland County Comprehensive Plan expects current employment trends to continue throughout the County. If this growth follows the pattern of the past twenty years, area residents can expect a continuing transition from a manufacturing-based economy to a service-based economy. Most new jobs will come from services, finance and insurance, transportation and public utilities, education, and retail trade.

Changes in the economic base of the region will have a direct impact on the lives of Shippensburg area residents. As the local economy becomes less dependent upon manufacturing and moves towards the service industry, as is happening nationally, cyclical fluctuations related to manufacturing may become less severe. This may mean lower levels of unemployment relative to national as well as the local economy. On the other hand, less dependence upon manufacturing may also mean lower paying jobs.

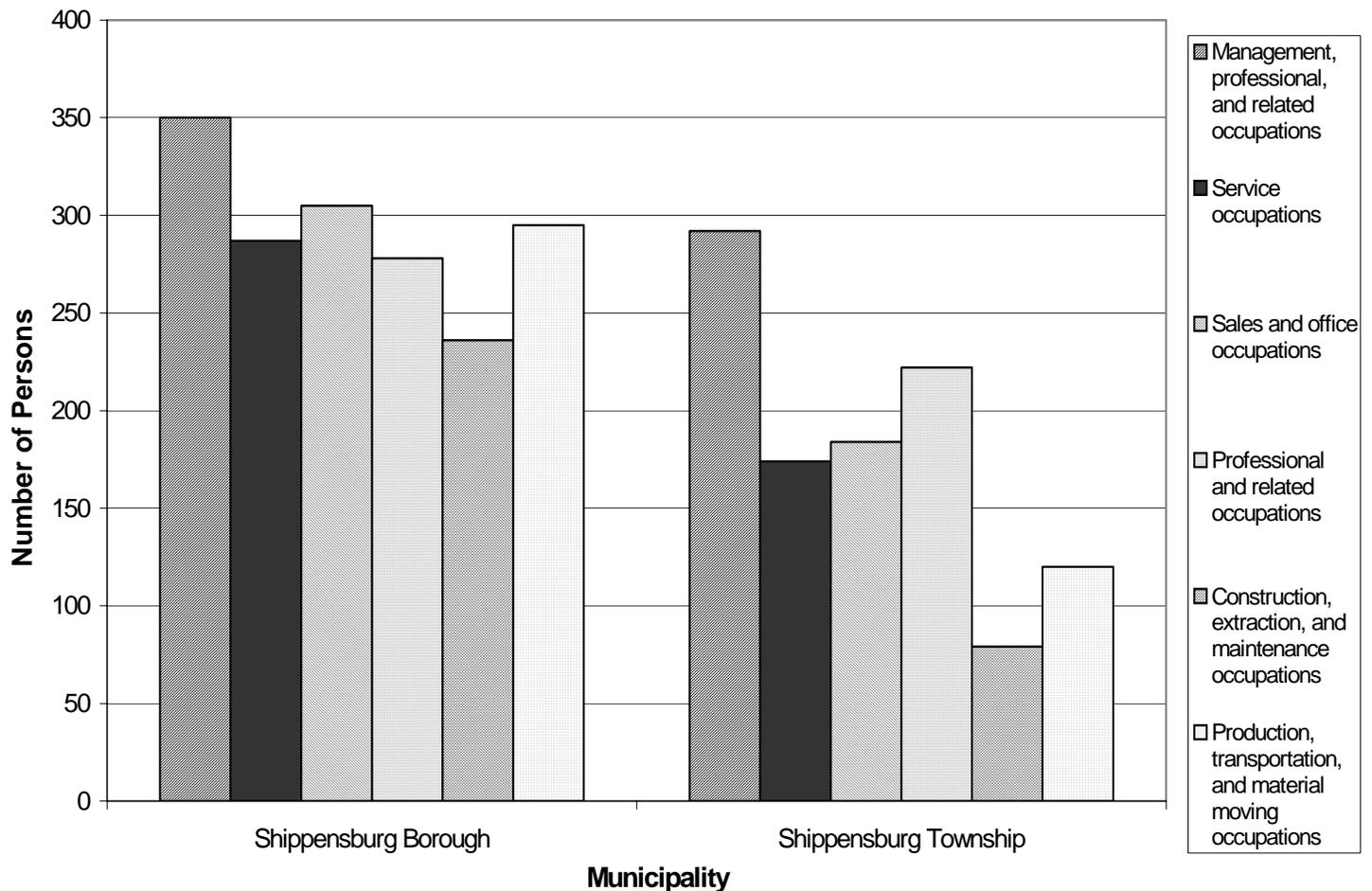
As business needs change, companies move from one facility to another. Vacant or under-utilized facilities can result if new businesses and tenants are not found. This occurs in the central business district of the Borough and the commercial areas of the Township. The reuse of vacant buildings and sites is sometimes complicated by the need for on-site improvements, the difficulties of converting buildings designed for one use, or liabilities for environmental cleanup. The reuse of these sites may require additional investment and targeted marketing. It is a problem that is likely to grow in the future as some manufacturing and older commercial businesses close.

Employment by Occupation

A useful indicator when analyzing an employment base is a breakdown of where the region's residents work. As discussed above, there is a national and local trend away from traditional occupations in the manufacturing sector to service industries, and the Shippensburg region reflects this trend. In 1990, 14.7% of the population in the Shippensburg area was employed in manufacturing-based industry. In 2000 that percentage dropped to 9%; however the categories under which the occupations were listed were slightly different. The census category of "production, transportation, and material moving occupations" is how manufacturing-type of jobs are now categorized. In 2000, 9.0% of the area population had a manufacturing type of job, while 10.0% had a job within the category of "service occupations". For 2000, most people in the region were employed in either the "management, professional, and related occupations", which includes business management and business and financial operations occupations, or "professional and related occupations", which include engineering, legal occupations, health care practitioners, education and technical occupations.

Figure 17.1, Employment by Occupation, graphically depicts the employment data from the 2000 Census. One can see from the graph that the majority of the residents in the area have a career in the management, professional, and related occupations.

Figure 17.1 Employment By Occupation



Unemployment Rates throughout the Region

Unemployment rates are often a good reflection on the economy of a community. They are not, however, the definitive indicator of economic health, due to the variety of factors that may affect the rate. Seasonal jobs, size of workforce, national economic trends, and actions of large companies all can affect local unemployment rates.

The Census Bureau publishes a municipal profile for each municipality within Pennsylvania that contains specific employment data for both the Borough and Township. Figure 17.2 identifies the percent unemployment for each municipality in 2000. Compared to the Cumberland and Franklin County unemployment rates of 3.1% and 3.6% respectively, the Borough, at 2.9%, is below this rate, while the Township has a high unemployment rate of 14%. We expect that this is largely due to the inclusion of Shippensburg University students, but it may also be related to workforce restructuring by the Department of Defense at a number of local military facilities and depots at the time of the census. As of January 2004, Pennsylvania state unemployment figures show Cumberland County as having the lowest unemployment rate in the Commonwealth at 3.3%, while Franklin County was ranked fourth with 4.1%. The average for the State was 6.1%.

Figure 17.2 - Unemployment Rates

2000 Employment Status	Shippensburg Borough	Shippensburg Township	Cumberland County	Franklin County
Number Persons Unemployed	87	310	3,503	2,385
In Labor Force	2,916	2,082	111,105	65,289
Percent Unemployed	2.9%	14.8%	3.1%	3.6

Major Employers within the Region and County

The federal government is the single largest employer in Cumberland County. The Naval Support Activity Mechanicsburg (NSA) in Hampden Township, known locally as the Navy Depot, employs 5,335 people, including 4,571 civilians. It remains one of the top employers in the county despite recent cutbacks. It is also one of the reasons the county's unemployment rate generally has been the lowest in the state. Many other area residents draw their paychecks from federal and state governments because of the proximity of military installations and the state capital in Harrisburg. These include Letterkenny Army Depot and Carlisle Barracks. For instance, Carlisle Barracks, home of the U.S. Army War College, employs a total of 1,624 people – 992 civilians and 632 military.

State and federal government are not the only reason for the County's low unemployment. Several large corporations, including Highmark and Giant Food Stores, make their headquarters in Cumberland County. While total jobs are up at Giant, the number of employees is down from last year at Highmark, and many other county employers may follow Highmark's trend. About 600 jobs were lost in Cumberland County when Medco Health Solutions, formerly Merck Medco, closed its Upper Allen Township mail-order pharmacy. Another 450 jobs were lost with the closing of Hoffman Mills in 2004.

Principal employers in Cumberland County are listed below, along with the number of County employees.

- Highmark/PA Blue Shield – 4,321
- Holy Spirit Health Systems – 2,560
- Giant Food Stores (including corporate headquarters, distribution center, and grocery stores) – 2,600
- Exel – 2,080
- Electronic Data Systems (EDS) – (in Upper Allen and East Pennsboro townships) – 1,532
- Roadway Express – 1,300
- Bookspan – 1,270
- Fry Communications – 1,259
- Cumberland County (including courthouse, prison, and Claremont Nursing & Rehabilitation Center) – 1,240
- JFC Staffing – (including 82 staff members and an average of 1,019 temporary workers) – 1,101

- Carlisle Companies Inc. Corp. (including 450 at Carlisle SynTec and 650 at Carlisle Tire & Wheel) – 1,100
- State Correctional Institute in Camp Hill – 1,045
- Cumberland Valley School District – 968
- West Shore School District – 951
- Schneider National Carriers Inc. (includes drivers who may not be local residents) – 900
- Carlisle Regional Medical Center – about 900
- Messiah College (including 100 temporary faculty members)– 875
- Shippensburg University – 850
- ABF Freight Systems – 825
- Lear Corporation – 829
- Gannett-Fleming, Inc. – 800
- Overnite Transportation – 790
- Wal-Mart* (including stores in Silver Spring Township and Carlisle) – about 740
- Rite Aid – 748
- Shaffer Trucking, Inc. – 707
- Sprint – 680
- Dickinson College – 660
- Ingersoll Rand (participant in PA Lighting Manufacturing program) – 650
- Capital Area Intermediate Unit – 650
- Carlisle Area School District – 650
- Mechanicsburg Area School District – 619
- Ross Stores – (including 553 at the Carlisle distribution center and 50 at the Carlisle store) – 603
- Waste Management of Pennsylvania – an average of 600
- Capital Blue Cross (including NCAS, a Blue Cross subsidiary) – 583
- Messiah Village – 500
- PPG Industries – 500
- Beistle Company – 489
- Big Spring School District – 470
- Keen Transportation – 425
- Washington Group International Inc. – 460
- Shippensburg Area School District – 403

* data does not include new Shippen Town Centre store

Downtown Revitalization Efforts

The Borough has discussed improving the atmosphere of the downtown area to encourage economic revitalization. The central business district of the Borough has traditionally been the focal point for economic, government, and social interaction and activities. The migration of retail trade to the suburbs is related to the growth and expansion of commercial and industrial areas within the Township. This migration is not a recent trend, but has occurred as urban areas have outgrown their original land areas and automobile use became virtually universal. The popularity of suburban shopping centers increases as the perception or reality of downtown shopping becomes one of congested, overcrowded, and inaccessible stores. Now, most downtown shoppers are those who live in or near the urban core.

Any plan to revitalize the downtown must take into consideration overall improvements needed to enhance the downtown as well as the establishment of a framework for various activities and/or programs and incentives. Revitalization efforts should not only focus on the physical appearance of the Borough but its economic well-being as well. Borough residents are also concerned about parking in the downtown area in and around King Street. Parking in a downtown area should be plentiful if the

business district is to be successful. If people do not have a place to park, they will not stop to shop and spend money in a community, and that income is lost to another shopping area. Fortunately, Shippensburg does have a unique downtown with available parking and additional parking lot options to maximize the potential to have a successful town center.

Reuse of underutilized properties can play a huge role in the redevelopment of a downtown, even if it is not to gain a profit for a private property owner as a business or industry. Encouraging reuse, infill, and community centers within a downtown core area will help to improve the appearance of the area and attract more people to visit, invest, and shop in the downtown business district.

Shippensburg University

No discussion of the local economy can be complete without including the benefits provided by Shippensburg University. Shippensburg University is a major contributor to the Region’s economy. The University provides resources for residents and partnership opportunities for local businesses and industries. It offers cultural and educational events, and sponsors various business-oriented programs. The students impact the local economy by patronizing local shops and restaurants. The University offers high-paying jobs to the region and its many assets help to attract more affluent, highly educated people to the area.

Cumberland and Franklin County Economic Development Resources

Economic planning for the future of the Shippensburg Area, providing the residents a high quality of life, and attracting new industries and commercial opportunities is a complicated and multi-faceted process requiring collaboration and coordination by organizations and agencies at many levels. Below is a list of organizations that may be contacted to obtain information on available properties and about the different tax incentives which are available for development and redevelopment in the Shippensburg Area.

<u>Organization</u>	<u>Primary Functions</u>
Governor’s Action Team	Capital Access, Workforce Training, Site Facilities
Capital Region Economic Development Corporation (CREDC)-Dauphin & Cumberland Co.	Site/Building Development, Financial Assistance, Resource Improvement
Murata Business Center (CREDC)	Financial Assistance; Business Incubator
South Central Economic Development Corporation	Site/Building Development, Financial Assistance, Resource Improvement
Cumberland County Development Corporation	Site/Building Development, Financial Assistance, Resource Improvement
Franklin County Area Development Corporation	Site/Building Development, Financial Assistance, Resource Improvement

Organization**Primary Functions**

Cumberland County Economic	Entrepreneur/Management Skills; Development Manpower Training and Placement
Shippensburg Area Chamber of Commerce	Business Retention; Data Distribution; Technical Assistance; Resource Improvement
Cumberland Perry Area Vo-Tech School	Workforce Training
Shippensburg University	Entrepreneur/Management Skill Development; Technology Access
Capital Region Visitors Bureau	Data distribution; Out-of-Region Representation for Travel & Tourism Industry
Borough of Shippensburg Industrial Development Association (IDA).	Data Distribution; Site/Building Development; Grant writing, Resource Improvement
Shippensburg Area Development Corporation	Data Distribution; Site/Building Development; Grant writing; Resource Improvement
Cumberland County Planning Commission	Data Distribution; Grant writing; Advocacy of Physical Improvements; Regulatory Optimization; Resource Improvement
Franklin County Planning Commission	Data Distribution; Grant writing; Advocacy of Physical Improvements; Regulatory Optimization; Resource Improvement

Natural Resources

PHYSICAL LOCATION

Shippensburg Borough and Shippensburg Township are located in the heart of Cumberland Valley, within the Ridge and Valley Province. Blue Mountain is situated towards the north (locally known as “North Mountain”) and South Mountain lies in a southeasterly direction from the Borough. The topography of the region itself can be described as gently rolling or relatively flat due to its location in a valley. The terrain has elevations ranging from approximately 640 to 720 feet.

STREAMS AND WATERSHEDS

The watersheds and streams in the region are shown on Figure 18.1, Water Related Features Map. There are several streams which influence the region including the Middle Spring Creek, Burd Run, and a tributary to the Middle Spring Creek (locally known as “Branch Creek”), which carries the headwaters to the Middle Spring Creek from the Dykeman Spring area. The watersheds described on Figure 18.1 drain into the Middle Spring Creek Basin, which drains into the Conodoguinet Creek Watershed, and ultimately ends up draining into the Susquehanna River through the Lower Susquehanna River Subbasin. The Lower Susquehanna River Sub-basin has a total drainage area of 5,809 square miles and includes the drainage area of the Conestoga, Conodoguinet, Swatara, Conewago, and Penn’s Creeks and several nearby streams.

There are three watersheds within the region. Middle Spring Creek and Burd Run Watersheds drain almost the entire Township, while Rowe Run and Burd Run drain portions of the Borough. Dykeman’s Spring, located within the Borough, are the headwaters for the north-flowing Middle Spring Creek. Burd Run is located north of the Borough and flows in a westerly direction into Middle Spring Creek approximately 1.5 miles north of the downtown area. Figure 18.1 shows the locations of each watershed, as well as floodplain and wetland locations throughout the Borough and the Township.

FLOODPLAINS

Floodplains are areas adjacent to watercourses which are covered by water during times of flooding. A 100-year floodplain is the area adjacent to a river or stream which has a 1% chance of being flooded during any one year, and is typically used for regulatory purposes. Floodplains should not be developed, due to the potential for damage to persons and property. If development occurs within the floodplain, it may limit the floodway, resulting in increased damage downstream because of resulting increased velocities of the floodwater downstream. Outdoor storage of materials within floodplains is not desirable because of the possibility of the materials being swept into the stream when flooding of the banks occurs. One hundred-year floodplains are shown from Federal Emergency Management Agency (FEMA) Maps. Detailed studies and calculations have not been performed to establish the extent of the 100-year floodplains for all watercourses. Any development proposed in the vicinity of watercourses would require the developer to obtain a calculated study of the 100-year floodplain if such studies have not been performed by FEMA.

Care must be taken in disturbing areas along watercourses because increased sedimentation within the stream (increased depositing of soil within the stream) can occur. Increased impervious cover along watercourses typically increases the volume of storm water runoff into the streams. This additional runoff can erode stream banks and channels. If sedimentation increases, streambeds may fill, causing floodwaters to affect a larger area. Floodplains for the Shippensburg region are depicted on Figure 18.1, the Water Related Features Map.

Wet (or “hydric”) soils and floodplains along watercourses should be preserved from development in the interest of environmental preservation. These areas act like a sponge when floodwaters rise; when coupled with established wetlands they filter out nutrients and other pollutants, thereby protecting the quality of the storm flow into local surface waters, all of which ultimately flow into the Susquehanna River. Impervious surfaces should be restricted from stream bank areas in order to facilitate absorption of storm runoff into the

ground. Such increased absorption can help to replenish groundwater and to decrease flood peaks, as less runoff will flow directly into the stream. Inadequate supply of groundwater may result in reduced flows of water in a stream during dry months, and the inability to sustain stream flow can mean a greater concentration of pollutants at periods of low flow.

The 2003 Cumberland County Comprehensive Plan identifies the following as benefits to preserving floodplains:

- to prevent property damage,
- to minimize danger to the public health by protecting the water supply and promoting safe and sanitary drainage,
- to reduce the financial burdens imposed on communities by flooding,
- to comply with provisions of the National Flood Insurance Program and the Pennsylvania Flood Plain Management Act,
- to provide sufficient drainage courses to carry abnormal flows of storm water during periods of heavy precipitation, and
- to provide areas for groundwater absorption for recharge of subsurface water supplies.

The current Shippensburg Borough Zoning Ordinance has identified the floodplains and has an overlay district mapped. The regulations and requirements should be strictly enforced for areas which are located within this overlay district.

WETLANDS

Wetlands are generally found along watercourses or in other areas subject to frequent flooding, and are characterized by soil type and the presence of hydrophytic ("water-loving") vegetation, in addition to the presence of visible surface water. Locally, the lands adjacent to Middle Spring Creek and Burd Run as well as the Dykeman Spring area contain wetlands. Wetlands are typically rich in plant growth and provide habitat for a variety of animals. Furthermore, wetlands can protect water sources by acting as a natural filter, removing pollutants such as bacteria and sediment from surface water before it enters the ground. Development activity, including the placement of fill material, is already prohibited by the Pennsylvania Department of Environmental Protection and the U.S. Army Corps of Engineers.

The wetlands depicted on the Water Related Features Map (Figure 18.1) are from the National Wetlands Inventory, prepared by the Office of Biological Services, U.S. Fish and Wildlife Service. The wetlands inventory was prepared by stereoscopic analysis of high altitude aerial photographs, with the wetlands identified based on vegetation, visible hydrology, and geography. A detailed ground level analysis of any site may result in a revision of the wetland boundaries, and it is possible that small wetlands and those obscured by dense forest cover may not be identified.

GEOLOGY & GROUNDWATER

Geology affects land use planning in that it is the chief determinant of groundwater supply. This is a critical consideration not only for homeowners with private, individual wells, but also for public water suppliers, who also largely rely upon groundwater sources, given the lack of surface supplies in this part of the state. Figure 18.2, the Geologic Formations and Aquifers Map, shows the boundaries of the geologic formations in the community along with the associated average aquifer yield in gallons per minute (gpm) for each formation. Detailed descriptions of each formation are provided in the Appendix, including descriptions of porosity and permeability, which indicate how susceptible each formation is to contamination.

Bedrock geology determines the groundwater storage and transmission characteristics of an area. Rock type, porosity, permeability, inclination of strata, faults, joints, fold, bedding planes, and solution channels are all parameters that affect groundwater movement and availability. In contrast, the initial quality of the

groundwater is a result of chemical interaction between the water and the surrounding bedrock. The more soluble the rock, the more it will allow compounds to become dissolved and affect the groundwater. For example, water from limestone aquifers are commonly considered "hard," due to its mineral content.

The Shippensburg Region is influenced by its location in the Ridge and Valley physiographic province. The mountains forming the northern and southern borders of Cumberland County are part of the ridge portion of this province. Quartzite, sandstones, and conglomerates are characteristic of this portion of the region. These rocks are generally tightly cemented with low porosity, but they also tend to be brittle, so numerous joints have developed. These joint openings produce a secondary porosity, which increases the permeability of the rock. In general, the number and size of joint openings decrease with depth. With quartzite, jointing is the most important factor in groundwater production.

The other dominant rock types in the Region are the limestone and dolomite characteristic of the Great Valley (Cumberland Valley) portion of the Ridge and Valley Province. Although limestone particularly is associated with high groundwater yield, this formation is also susceptible to sinkholes, surface subsidence, and groundwater contamination due to high porosity.

As shown on Figure 18.2, the highest average groundwater yield (measured in gallons per minute, or "gpm") is in the Rockdale Run Formation, with well yields up to 1,000 gpm.

SOIL DESCRIPTIONS

In Pennsylvania, soils information is maintained at the County level, typically by individual County Conservation Districts. Soil surveys prepared by the conservation districts are entered into a statewide Soils Survey Geographic Database, which is then certified and managed by the United States Department of Agriculture, Natural Resources Conservation Service, and National Survey Center. The information was developed using a database called "SURGO." SURGO is the most up-to-date soil survey information available at the time this Plan was developed. Figure 18.3, Prime Agricultural Soils Classifications and Soil Name Chart, describes the types of soils and the prime agricultural soils classifications that are represented in the Shippensburg Region. Figure 18.4, the Soils Map, shows the location of each individual soil type in the Shippensburg Area.

The "farmland classification" column identifies soils as prime farmland, farmland of statewide importance, or farmland of local importance. These categories are based upon the productivity of each soil type for food products, feed, fiber, forage, and oilseed crops as determined by the Natural Resources Conservation Service (NRCS), a federal agency committed to the management and maintenance of the natural resources that support American agriculture. All soils are assigned a "class" number based upon agricultural suitability. There are eight classes (identified by Roman numerals), with "I" being the best, most productive soil in the country and "VIII" being the worst, including swamplands and gravel pits.

The definition of "prime farmland" has been established nationwide by the U.S. Department of Agriculture to include Class I and Class II soils. These are the classifications used by the Agricultural Preservation Board to determine eligibility in the Cumberland County Farmland Conservation Easement Program. Prime farmland has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is managed according to acceptable farming methods. In general, prime farmland has an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, an acceptable level of acidity or alkalinity, an acceptable content of salt or sodium, and few or no rocks. Its soils are permeable to water and air. Prime farmland is not excessively eroded or saturated with water for long periods of time, and it either does not flood frequently during the growing season or is protected from flooding. Figures 18.3 and 18.4 identify prime farmland as well as soils defined by the Commonwealth of Pennsylvania as "farmland of statewide importance" based upon conditions specific to Pennsylvania.

Stewards of prime farmland soils should recognize that soil properties are only one of several criteria that make for "prime" soil. Other factors include land use, frequency of flooding, irrigation, water table, and susceptibility to wind erosion.

- **Land use** - Prime farmland is designated independently of current land use, but it cannot be areas of water or urban or built-up land.
- **Frequency of flooding** - Some soil types include both prime farmland and land not prime farmland because of variations in flooding frequency.
- **Irrigation** - Some soil types include areas that have a developed irrigation water supply that is dependable and of adequate quality along with areas lacking such a supply. For these soil types, only the irrigated areas meet the prime farmland criteria.
- **Water table** - Some soil types include both drained and undrained areas; only the drained areas meet the prime farmland criteria.
- **Wind erodibility** - Susceptibility to erosion by wind is determined by a combination of soil characteristics and the climate. Due to varying climatic conditions, it is possible for a single soil type to be prime farmland in one part of a survey area but not in another.

Figure 18.3 Prime Agricultural Soils Classifications and Soil Name		
Soil Symbol	Farmland Classification	Soil Name
CsA	All areas are prime farmland	CLARKSBURG SILT LOAM
DrB	Farmland of statewide importance	DRYRUN GRAVELLY LOAM
DuB	All areas are prime farmland	DUFFIELD SILT LOAM
DuA	All areas are prime farmland	DUFFIELD SILT LOAM
DuC	Farmland of statewide importance	DUFFIELD SILT LOAM
EdB	All areas are prime farmland	EDOM SILTY CLAY LOAM
EdC	Farmland of statewide importance	EDOM SILTY CLAY LOAM
Fu	All areas are prime farmland	FUNKSTOWN SILT LOAM
HaB	All areas are prime farmland	HAGERSTOWN SILT LOAM
HaA	All areas are prime farmland	HAGERSTOWN SILT LOAM
HaC	Farmland of statewide importance	HAGERSTOWN SILT LOAM
HcD	Not prime farmland	HAGERSTOWN SILT LOAM, ROCKY
HcC	Not prime farmland	HAGERSTOWN SILT LOAM, ROCKY
HcB	Farmland of statewide importance	HAGERSTOWN-CARBO SILTY CLAY LOAMS
HcC	Not prime farmland	HAGERSTOWN-CARBO SILTY CLAY LOAMS
HbB	All areas are prime farmland	HAGERSTOWN-CARBO SILTY CLAY LOAMS
HkB	Not prime farmland	HAGERSTOWN-ROCK OUTCROP COMPLEX
HkD	Not prime farmland	HAGERSTOWN-ROCK OUTCROP COMPLEX
HdF	Not prime farmland	HAGERSTOWN-ROCK OUTCROP COMPLEX
HdB	Not prime farmland	HAGERSTOWN-ROCK OUTCROP COMPLEX
HdD	Not prime farmland	HAGERSTOWN-ROCK OUTCROP COMPLEX
HuA	All areas are prime farmland	HUNTINGTON SILT LOAM
Jg	All areas are prime farmland	JUGTOWN SILT LOAM
Ls	All areas are prime farmland	LINDSIDE SILT LOAM
Me	Not prime farmland	MELVIN SILT LOAM
Me	Farmland of statewide importance	MELVIN SILT LOAM
MnA	All areas are prime farmland	MONONGAHELA SILT LOAM
MuB	All areas are prime farmland	MURRILL CHANNERY LOAM
MuA	All areas are prime farmland	MURRILL CHANNERY LOAM
MrB	All areas are prime farmland	MURRILL GRAVELLY LOAM
Pe	Farmland of statewide importance	PENLAW SILT LOAM
Ph	All areas are prime farmland	PHILO SILT LOAM
Pt	Not prime farmland	PITS AND QUARRIES
Pu	Not prime farmland	PURDY SILT LOAM
RyB	All areas are prime farmland	RYDER-NOLLVILLE CHANNERY SILT LOAMS
Ub	Not prime farmland	URBAN LAND AND UDORTHENTS
Uu	Not prime farmland	URBAN LAND-HAGERSTOWN COMPLEX
UhB	Not prime farmland	URBAN LAND-HAGERSTOWN COMPLEX
W	Not prime farmland	WATER

STEEP SLOPES - TOPOGRAPHY

The topographic features of the landscape derive from the structure and weathering characteristics of the underlying bedrock. The more weather-resistant rock is responsible for areas of higher elevation, while less resistant rock, such as limestone, tends to erode to form low-lying valleys.

Slope is measured by the change in vertical elevation (the “rise”) over some horizontal distance (the “run”). This measurement is then expressed as a percentage. For example, if the ground rises two feet over a distance of twenty feet, then the slope is 2/20, or 10%. Areas that have slopes greater than 15% are deemed to have severe limitations to development. In general, development of such land can result in hazardous winter road conditions, costly excavation, erosion and sedimentation issues (a particular concern where the land may be cultivated), and accelerated velocity of stormwater runoff. Furthermore, conventional on-lot sewage disposal systems will not function properly where slope exceeds 15%. While specially designed systems will work in such areas, even custom installations will not function when the slope exceeds 25%. In steep areas, development should be controlled such that natural vegetative cover is maintained to the greatest extent possible, and erosion controls instituted. Without such cover, stormwater runoff can rapidly erode the slopes.

The slopes are shown on Figure 18.5, the Natural Resources Map. There is only one area identified as containing slopes from 15% to 24% within the Borough Limits.

NATURAL AREA INVENTORY SITES

In 1997, the Tri-County Regional Planning Commission produced a Natural Areas Inventory (NAI) for Cumberland, Perry, and Dauphin Counties that included descriptions, maps, and rankings of sites of ecological significance. This study was adopted in 2000. The emphasis of the inventory was on locations of species listed as rare, threatened, or endangered as well as exemplary natural communities. In 2003, the NAI was updated to include new information based on fieldwork completed since the original publication. The NAI Report presents the areas known to contain outstanding floral, faunic, and geologic natural features, providing maps of the best natural communities (habitats) and all the known locations of animal and plant species of special concern (endangered, threatened, or rare) in the study area. The maps are coded using the Pennsylvania Natural Diversity Inventory (PNDI) coding system that is unique to each element on a given USGS topographic map. Natural communities are identified as “NC,” plants as “SP,” animals as “SA,” and geologic features as “GE.” These alphabetic codes are then followed by a three-digit number in order to identify a specific location or feature. Individuals seeking information on an individual site or species location must contact the Pennsylvania Science Office of The Nature Conservancy. An approximate location of the NAI sites are found on Figure 18.5, the Natural Resources Map.

SITES OF STATEWIDE SIGNIFICANCE

The Shippensburg Region includes one area of statewide significance: the Middle Spring Creek area. Figure 18.6 explains the code information found on the USGS Quadrangle Map for Shippensburg (duplicated here as Figure 18.7) and the significant features of the area. Located in Shippensburg Borough, Shippensburg Township, Hopewell Township, and Southampton Township (Franklin County), Mill Spring Creek is ranked “4” on a one-to-five scale, with “1” indicating the most important sites.

Two Middle Spring Creek area is notable for the presence of two animal species of interest, identified here as “SA901” and “SA598.”

- **SA901** - The supports a good-quality population of this species. Several dozen individuals including juveniles were observed at four separate observation points along a moderate gradient section of Middle Spring Creek. Downstream where Middle Spring Creek enters Conodoguinet Creek, two adults of this species were also observed. Conodoguinet Creek is gravel and cobble-bottomed with riffles and runs along this section. The population is probably most successful in Middle Spring Creek with its cooler temperatures. Associated species include creek chub, blacknose dace, longnose dace, flathead minnow, bluegill, pearl dace, and juvenile wild brown trout. The population and the quality of the habitat in Middle Spring Creek are threatened by excessive siltation from agricultural runoff and by industrial pollution. Maintaining a vegetated buffer along the creek and avoiding disturbances to the stream and its banks will help this species as well as many others continue to persist at this site. The Pennsylvania Department of Environmental Protection (DEP) has classified this creek as a “Cold Water Fishery.”

- **SA598** - During surveys in 2000, this endangered animal was discovered in a small wetland along the Middle Spring Creek on the southern edge of the county. Associated plant species include skunk cabbage, cattail, foxtail, spike rush, jewelweed, sedges, tearthumb, and mosses. The wetland is fed by groundwater and has standing water in some areas. The site has been disturbed, and threats to this animal include invasive species as well as further development. More surveys are needed at this site to determine the status of the population. Better management of the area should include removal of invasive species, maintaining a vegetated buffer along the creek, and avoiding disturbances to the stream and its banks.

The information in Figure 18.6 is from the Natural Areas Inventory. The Inventory document explains in more detail the items contained within each Natural Area.

Figure 18.6 : USGS Quadrangle Map: Shippensburg Map Code Information

Category	Species/ Type	Report Code	TNC Ranks*		State Status	Last Seen	Quality	Status
			Global	State				
Natural Communities:	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Special Plants:	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Special Animals:	N/A	SA504	G5	SIB	N	07-16- 92	E	N/A
	N/A	SA598¹	G3	S2	PE	06-03- 00	E	NEW
	N/A	SA901	G4	S4	PC	07-06- 97	B	N/A

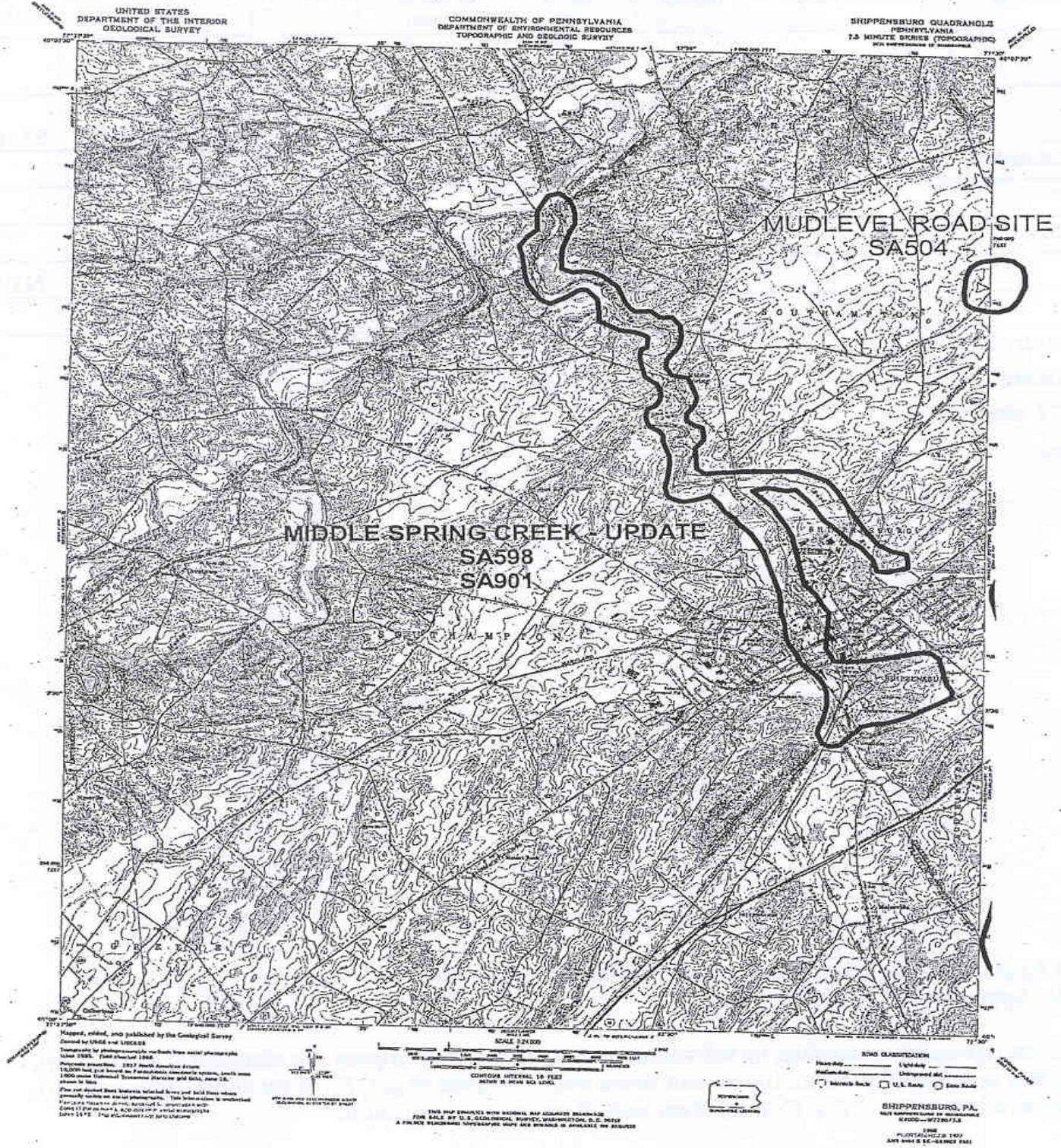
* Please refer to Appendix I from the NAI for an explanation of Ranks and Legal Status.

** Please refer to Appendix II from the NAI for Quality ranks.

¹ Bolded print means this information was provided by the UPDATE of the NAI.

Figure 18.7- Natural Areas Inventory Sites (2003).

SHIPPENSBURG QUADRANGLE UPDATED POLYGON



The areas are intentionally shown on the USGS Topographical map at a large scale so the species remain protected and that developers have a guide to determine whether or not their development would have specific impact on these endangered species habitats.

SITES OF LOCAL SIGNIFICANCE

The following site has been listed in the NAI as an area of local significance based on size, diversity of wildlife, water quality protection, and recreation potential. While locally significant sites do not include high quality natural communities, and no species of special concern have been documented, they have the potential to accommodate rare species.

- *Gum Run Ponds* - This locally significant area consists of an aggregation of vernal pools at the base of South Mountain near the Franklin County border. The area is highly disturbed, with some of the ponds having been filled with trash or with slash from logging operations. Some intact pools still exist, however, and are potential habitat both for breeding amphibians and for plant species of concern.

OTHER LOCALLY SIGNIFICANT SITES

The following areas have identified by the Borough and Township to be listed as a locally important sites, although they are not included in the NAI. Some of these provide wildlife habitat, while others are mentioned due to their proximity to important streams or water supply areas, or their potential as a recreational resource.

- *Dykeman Spring / Dykeman Park Wetlands Area* - Headwaters of Middle Spring Creek.
- *Municipal Well Sites* - Wellhead protection areas.
- *Branch Creek (of Middle Spring Creek)* - Headwaters of Middle Spring Creek. Branch Creek meanders through the downtown area of Shippensburg Borough and flows into Middle Spring Creek near Hoffman Mills.
- *Rails-to-Trails Greenway/trail system* - This local system is shown on the Community Facilities Map in this Plan. The Cumberland Valley Rails-to-Trails Council (CVRTC) is a non-profit, all-volunteer charitable corporation whose mission is to develop the 11-mile Cumberland Valley Trail from Shippensburg to Newville in Cumberland County. The Council maintains an official website at www.cvrtc.org. A trail map taken from this website is provided here as Figure 18.8.
- *Burd Run* - Using a grant administered by the Cumberland County Conservation District, the Burd Run stream channel has recently been restored to its natural course. Shippensburg University students monitor this area on a regular basis for general condition, habitats, and soil conditions.
- *Burd Run Nature Trail/ Shippensburg Township Park* - This nature trail and park were developed as a cooperative effort among the Cumberland County Conservation District, Shippensburg Township, Shippensburg University, and the Conodoguinet Creek Watershed Association using a "Growing Greener" grant from the Pennsylvania Department of Environmental Protection. This site has a one-half mile path along the banks of Burd Run with nature interpretation stations set up along the trail. The nature trail will guide a visitor along the restored meandering stream course. The site has wetlands and springs that allow visitors to see birds, wildlife, and a variety of native trees and shrubs. In 2001, volunteers planted different native plant species around the wetland area that will mature into a forested riparian buffer for the site. The specific species are listed on the official brochure (duplicated here as Figure 18.9) and can be obtained from the Geography/Earth Science Department of Shippensburg University.

Figure 18.8: Cumberland Valley Rails-to-Trails Council Map from Shippensburg to Newville

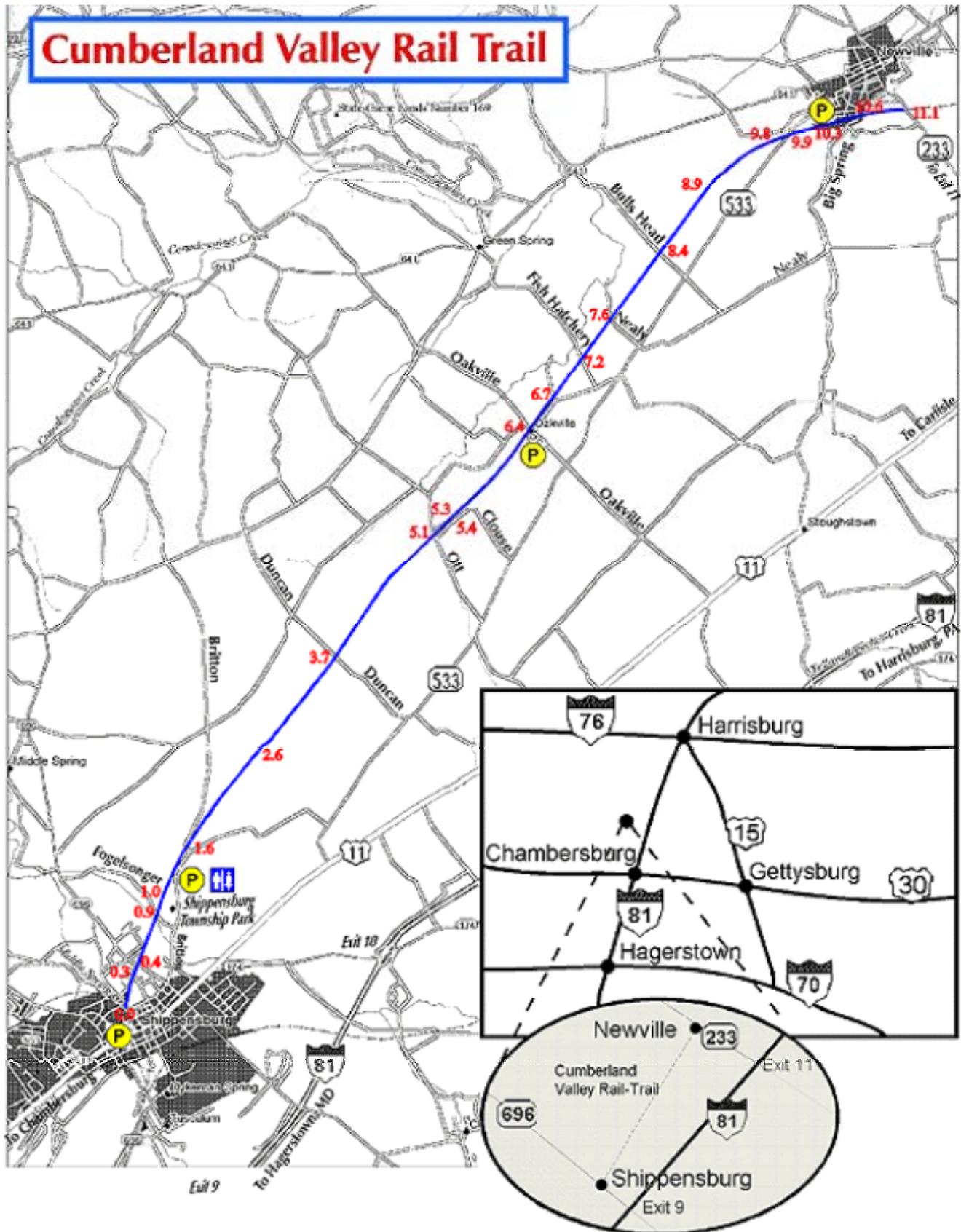


Figure 18.9: Official Brochure of the Burd Run Nature Trail/Shippensburg Township Park.



Chapter 19

Historic Resources

HISTORY OF THE REGION



Photograph courtesy of the Borough of Shippensburg's website

The Delaware Indians lived in the area known as Shippensburg for thousands of years, most notably at Indian Spring Pond, known today as Dykeman Pond or the Duck Pond. Shippensburg is the oldest community in the Cumberland Valley and the second oldest west of the Susquehanna River in Pennsylvania. The European settlement of the area began when William Penn and his family purchased the property now occupied by Shippensburg as a hunting reserve. The first permanent European settlers were illegal squatters who moved into the reserve from Harrisburg. In July 1730, twelve Scotch-Irish families arrived and built cabin homes along Burd Run. The settlement received its name from Edward Shippen, a prominent resident of Lancaster, who obtained the patent to the land from the heirs of William Penn. Shippen purchased

908 acres of this area in 1737, and in 1750, Shippensburg was named as the first county seat for Cumberland County. The Cumberland County courts were established at Widow Piper's Tavern, at the southwest corner of East King Street and Queen Street. Today, this building has been restored and serves as the home of the Shippensburg Civic Club. The historic features of the Region are shown on Figure 19.1 the Historic Resources Map.

HISTORY OF SHIPPENSBURG UNIVERSITY

The University was established in 1870 as the Cumberland Valley State Normal School. The first class of 217 students was admitted in April 15, 1873. In 1917, the Commonwealth of Pennsylvania purchased the school and it became part of the State Normal School system. The college received a charter on October 12, 1926, making it the first normal school in Pennsylvania to become a teachers college. The name of the school was officially changed to the State Teachers College at Shippensburg on June 3, 1927. In 1937, the business curriculum was added, and in 1939 it became the first teachers college in Pennsylvania - and the fourth in the nation - to be accredited by the Middle State Association of Colleges and Secondary Schools. In 1959, the college added a graduate program, and in 1962 the arts and sciences curriculum was added. In 1982, Pennsylvania created the State System of Higher Education and the college officially became "Shippensburg University of Pennsylvania" on July 1, 1983. Old Main is the oldest building on campus.



SHIPPENSBURG BOROUGH HISTORIC RESOURCES

Native Americans were the first settlers drawn to Shippensburg's springs and convenient location along the main North to South valley path. In the early 1730's, Pennsylvania pioneers built log cabins beside Burd Run, but Shippensburg's legal settlement began in 1737 when Edward Shippen, the Proprietor of 1300 acres, sold land and later had the town laid out by his son-in-law James Burd. In the 267 years since then Shippensburg has grown at a slow rate as its economy drew upon the plentiful water resources and convenient location to sustain a changing variety of commerce and industry. Taverns and wagonmakers served streams of settlers and soldiers moving west in the eighteenth century; tanneries and blacksmiths flourished in the early nineteenth century before several railroad lines brought new furniture and textile factories. Small manufacturing shops proliferated in the early twentieth century, only to gradually disappear. Today, only a few manufacturing plants remain, and Shippensburg depends upon more varied employment within and outside the town. The area's historic landscape reflects the construction done over its past centuries, as log cabins and stone houses were replaced by newly fashionable or frame Federal, Italianate, or Queen Anne structures.

Fortunately Shippensburg's growth has been slow and steady, so that although its buildings have changed over the past decades, no construction booms or urban renewal have destroyed the fabric of its past. This historic resource is important today as a prime attraction for new businesses serving tourists and residents who choose Shippensburg because of its scenic beauty. Balancing growth and change with preservation of historic buildings and sites is a challenge facing both the Borough and the Township.

PRESERVATION EFFORTS

An historic sites survey of Shippensburg Borough was conducted between 1981 and 1983, culminating in the creation of the Shippensburg Historic District. The District was listed on both the State and National Registers of Historic Places on June 7, 1984. The Historic Preservation District Ordinance, enacted in 1986 and implemented with guidelines in 1987, established an area in central Shippensburg that is subject to regulation to protect the exterior of structures. The boundaries of the District, as well as the National Register of Historic Places Sites are shown on Figure 19.1.

The Historic Architectural Review Board (HARB) reviews all proposals for alteration of exteriors visible from the streets of the District, as well as proposed demolition or new construction. The Codes Enforcement Officer incorporates the Board's recommendations in building permits. The Borough Council can override the HARB's recommendations. Initially the regulations of the HARB seemed onerous to some residents and led to controversy that in 1990 prompted Borough Council to appoint a committee to review the procedures. Though few of its recommendations were adopted, fear and dissent have gradually abated as policies have developed which compromise strict historic preservation standards with the needs of Borough property owners.

In the eighteen years since the Historic Preservation District was created, there has been significant progress in saving and restoring historic structures, along with decisions to raze badly deteriorated buildings so that new construction can take place in the downtown area. New state legislation pertaining to abandoned, blighted properties enabled the Borough to facilitate restoration of the significant eighteenth-century stone McCall house. In 2003, the Civic Club of Shippensburg undertook a major preservation project that rebuilt a damaged wall of the Old Court House. HARB nominated this project for a state award, which was granted by Preservation Pennsylvania. HARB also nominates owners of exemplary rehabilitation and maintenance projects within the Historic Preservation District for public awards by Borough Council. The large church buildings in the historic Preservation District are notable both for their architectural significance and for their careful preservation. Community support for improving and maintaining the visual quality of the downtown Historic District is manifest in the activities of the Corn Festival, the Chamber of Commerce, DO-IT, and the Non-Profit Housing Corporation, as well as individual homeowners and businesses. However, uncontrolled expansion of the absentee-owned rental housing can imperil the Borough's historic properties. The greatest threat to the Historic District now is the heavy volume of traffic on King Street and on adjacent streets.

Historic preservation is actually carried out in most cases by private property owners, who are most likely to invest in structures originally built by the town's wealthy citizens for display or business. Sometimes these elegant homes are turned over to institutions such as the Shippensburg Historical Society, the Public Library, or the Civic Club. Lesser buildings that reflect important aspects of the town's history may be endangered even if they are within the Historic District, an example being the Mt. Pisgah AME Zion Church on East Orange Street. This church was built by the first Methodist congregation in Shippensburg around 1825, and is the oldest church building still standing in the Borough. Soon after the Civil War, a congregation that split from the Richard Baker African Methodist Episcopal Church bought the building, which it used for over 100 years. Today, this small structure is no longer adequate as a church. Houses such as 22-24 North Washington Street that were built in the nineteenth century by businessmen to house their workers can also be overlooked because they are useful for little but student rental housing today, despite their important historical aspects of the life of working people. An example of successful transition from public to private use is 116 East Burd Street, a structure built in 1880 as a public school, then used as an elementary school for African American children from 1900 to 1934 when the Shippensburg elementary schools were integrated. Afterwards, the building served a Catholic congregation and a United Brethren one until converted into a private home.

Not all of Shippensburg Borough's important historic sites are located within the Historic District. The Dykeman's Spring site on the National Register of Historic Places includes the mansion, the stone Hatch House, as well as the springs and adjacent park. Significant community efforts to fund the restoration of the Hatch House have raised public awareness of the importance of the structure. Concern to preserve the springs as a

potential source of public water and the presence of wetlands should help to preserve an area whose historic significance ranges from Native American settlements and Civil War encampments, to experiments in fish culture and agriculture. Nearby are sites of nineteenth-century factories located on Branch Creek. Other factory sites located throughout the Borough have received little attention as potentially worthy of historic preservation or rehabilitation.

Another locally neglected historic land use is cemeteries. The German cemetery at the corner of East Orange and Queen Streets appears to be little more than a well-kept vacant lot, with no sign of the Lutheran Church that once stood beside it. Spring Hill Cemetery and God's Acre are well marked with protected boundaries, however, the adjoining North Queen Street and Locust Grove Cemeteries are subject to vandalism, careless trespass, and encroachment from nearby properties. Burials began in the cemetery facing Queen Street near Fort Street long before Edward Burd deeded the property to the "People of Color of Shippensburg" in 1842. By the time the Queen Street Cemetery was full, it contained the graves of 28 African American Civil War veterans, as well as veterans of subsequent wars. The cemetery also contained members of families representative of a late nineteenth century black population that reached ten percent of the total population of the Borough and Township. The first African Methodist Episcopal Church, called the Richard Baker Bethel Church, once stood beside the cemetery, as did the building housing the black American Legion Post built after World War II. The Locust Grove Cemetery, which is still in use, is located behind the Queen Street Cemetery. In 2003 a substantial log home on Queen Street, whose ownership could be traced from its' last owner Eleanor London through a line of distinguished black citizenry stretching into the mid-nineteenth century, was razed. Since there is little material evidence left of a black neighborhood known as Pumpkin Center which straddled the Borough and Township line from North Queen Street to the edge of development of Britton Road, preservation of the two burial grounds, now known collectively as Locust Grove Cemetery, is urgent.

SHIPPENSBURG TOWNSHIP HISTORIC RESOURCES

Although Burd Run, where modern settlement of the Shippensburg area began, is in Shippensburg Township, the municipality has only one site listed on the National Register of Historic Places. Until recently its largely rural economy seemed unlikely to jeopardize historic properties. Now rapid development of commercial properties along Baltimore Road, Walnut Bottom Road, and U.S. Route 11 indicates a need to identify historic sites and take steps to preserve them. Research in the records of the Bureau of Historic Preservation in Harrisburg and the Cumberland County Historical Society Library in Carlisle can identify sites already inventoried in historic surveys.

PRESERVATION EFFORTS

The oldest buildings at Shippensburg University are listed on the National Register of Historic Places as the Cumberland Valley State Normal School Historic Site. Included in the site are Old Main, Horton Hall, Stewart Hall, Gilbert Hall, and the President's House. The University's Fashion Archives, a costume museum and research facility housed in Harley Hall, preserves some 14,000 clothing pieces and accessories, mainly nineteenth and twentieth century American in origin, is another significant resource.

Two other properties are listed by the Pennsylvania Historical Museum Commission as eligible for the National Register: The Myers property on Walnut Bottom Road, and a one-room schoolhouse once located on the west side of Britton Road at North Queen Street, which no longer exists. Two other houses, known as the Truscott House and the Craig House, also merit consideration as historic properties that should be preserved. The Craig House sits on a property enrolled in the County's Agricultural Preservation Program, which may provide sufficient protection for the home. The Truscott House, however is located at 606 East King Street which is an area likely to be encroached upon by commercial development or highway improvement. An old red mill on Old Mill Road (located in Franklin County) is a potential site marking processing of agricultural products. The records of the historical survey of the Township may reveal other properties worthy of preservation. Since the Township was primarily agricultural for most of its history, development of sites that illustrate rural life, such as the Craig farmhouse and fields, would compliment the Borough's Historic Preservation District to attract tourism to the Region.

Pennsylvania Historic Museum Commission: National Register of Historic Places
(Sites are mapped on Figure 19.1)

Cumberland Valley State Normal School Historic District (added 1985 - District - #85000076)
Also known as Shippensburg University of Pennsylvania
Roughly bounded by N. Prince St., Stewart, Old Main, Gilbert and Henderson Drs., Shippensburg Township
Figure 19.1 #1



Historic Significance:	Event, Architecture/Engineering
Architect, builder, or engineer:	Sloan, Samuel
Architectural Style:	Late Victorian
Area of Significance:	Education, Architecture
Period of Significance:	1850-1874, 1875-1899, 1900-1924
Owner:	State
Historic Function:	Education
Historic Sub-function:	College
Current Function:	Education
Current Sub-function:	College

Dykeman's Spring (added 1999 - Building - #99000645)
Also known as Ainsworth Fish Farm Dykeman Rd., 0.25 mi E of PA 696,
Shippensburg Borough
Figure 19.1 #2



Historic Significance:	Person, Information Potential, Architecture/Engineering, Event
Architect, builder, or engineer:	Dykeman, George R.
Architectural Style:	Italian Villa
Historic Person:	Dykeman, George R.
Significant Year:	1870, 1881
Area of Significance:	Agriculture, Architecture, Engineering, Prehistoric
Period of Significance:	1850-1874, 1875-1899, 1900-1924, 1925-1949
Owner:	Local Government (Private)
Historic Function:	Agriculture/Subsistence, Domestic, Landscape
Historic Sub-function:	Agricultural Fields, Fishing Facility Or Site, Natural Feature, Processing, Single Dwelling, Village Site
Current Function:	Agriculture/Subsistence, Domestic, Landscape, Recreation And Culture
Current Sub-function:	Agricultural Fields, Conservation Area, Fishing Facility Or Site, Natural Feature, Outdoor Recreation, Single Dwelling

Redott-Stewart House (added 1975 - Building - #75001636)
 52 W. King St., Shippensburg Borough
 Figure 19.1 #3



Historic Significance:	Person, Event, Architecture/Engineering
Architect, builder, or engineer:	Unknown
Architectural Style:	Colonial
Historic Person:	Alexander Stewart
Significant Year:	1785, 1750
Area of Significance:	Architecture
Period of Significance:	1750-1799
Owner:	Private
Historic Function:	Domestic
Historic Sub-function:	Single Dwelling
Current Function:	Shippensburg Historical Society
Current Sub-function:	Museum

Shippensburg Historic District (added 1984 - District - #84003346)
 Roughly bounded by Lutz Ave.,
 Kenneth, Spring, and Fort Sts.,
 Shippensburg Borough
 Figure 19.1 #4



Historic Significance:	Event, Architecture/Engineering
Architectural Style:	Other, Late Victorian, Late 19th And 20th Century Revivals
Area of Significance:	Architecture, Exploration/Settlement
Period of Significance:	1750-1799, 1800-1824, 1825-1849, 1850-1874, 1875-1899, 1900-1924
Owner:	Local Government (Private)
Historic Function:	Commerce/Trade, Domestic
Historic Sub-function:	Business, Single Dwelling
Current Function:	Commerce/Trade, Domestic
Current Sub-function:	Business, Multiple Dwelling, Single Dwelling

Widow Piper's Tavern (added 1974 - Building - #74001779)
 Also known as Old Courthouse; Shippensburg Civic Center
 SW corner of King and Queen Sts., Shippensburg Borough
 Figure 19.1 #5



Historic Significance:	Architecture/Engineering
Architect, builder, or engineer:	Unknown
Architectural Style:	No Style Listed
Area of Significance:	Architecture
Period of Significance:	1700-1749
Owner:	Private
Historic Function:	Commerce/Trade, Domestic, Government
Historic Sub-function:	Courthouse, Hotel, Restaurant
Current Function:	Recreation And Culture, Social
Current Sub-function:	Civic, Museum

Other Significant Historic Sites

The following sites listed in Figure 19.2 are historical resources that add to the character of the Region. Some of the sites in the Borough are also listed on the National Register of Historic Places as part of the Shippensburg Historic District. Sites with an asterisk (*) denote Shippensburg Township properties.

Figure 19.2		
SHIPPENSBURG AREA PROPERTIES IDENTIFIED BY THE SHIPPENSBURG HARB TO BE CONSIDERED HISTORIC RESOURCES		
436 E. King Street	Henry Carlile House ca. 1820	Sailhamer Property
427 E. King Street	Campbell-Porter House ca. 1760's	Cohick Residence
340 E. King Street	Agle House, 1863	Witmer Property
332 E. King Street	Smith House, ca. 1770	Damore Property
330 E. King Street	Mifflin House, ca. 1850	Wegner Residence
314 E. King Street	Coffey House, ca. 1800	Rebner-Offner Residence
301 E. King Street	Thrush House, 1870's	Pinci Property
228 E. King Street	Martin House, ca. 1882	Schell Residence
226 E. King Street	Brookins House, ca. 1800	Shover residence
115-117 E. King Street	Hollar House, 1897	Mitros Property
110 E. King Street	Stewart-Kelso House, ca. 1820	Goodhart Residence
75 E. King Street	Hollar Building, 1916	Orrstown Bank
68 E. King Street	McCall House, ca. 1794	Stover Residence
9-11 W. King Street	Altick Building, site of original Black Horse Tavern, ca. 1800	Mitros-Koontz Property
49 W. King Street	Rippey-McLean-McCreary House, ca. 1790	Fry Residence
73 W. King Street	Stewart House, 1878/1936	Shippensburg Public Library
79-81 W. King Street	George McGinnes House and store, ca. 1820	McCune Lumber Company Property
W. King Spring Yard	Gazebo, ca. 1880	Shippensburg Borough
76 W. King Street	Mahon-Rummel House, ca. 1810	Freeman Residence
80 W. King Street	Duncan-McLean House, 1790's	Rose Residence
303 W. King Street	Aughinbaugh-Montgomery House, ca. 1895	Gates Residence
317 W. King Street	Moody-Nevin-Nickles House, ca. 1840	Torri Residence
26. Earl Street	Wunderlich-Saxe House, ca. 1850	Bietsch Residence
205 E. Orange Street	Oldest Church in Shippensburg, ca 1825	Mt. Pisgah AME Zion Church
116 E. Burd Street	Public elementary school for African Americans	Prince Street United Brethren Church
N. Prince Street	God's Acre Cemetery, earliest preserved cemetery in the Borough	Shippensburg Borough
N. Queen Street and Britton Road	Locust Grove Cemetery, an early African American cemetery	Locust Grove Cemetery Committee
213 N. Prince Street *	McCune-Harper-Russell House, ca. 1867	Voyanos Residence
5 Willow Run*	Francis Campell Plantation	Freeman Residence
91 Fogelsonger Road*	Nevin House	Freeman Residence

Figure 19.3
Pennsylvania Historical Commission:
List of Historical Markers in Shippensburg Region

M1	<p>Marker Name: Shippensburg Date Dedicated: June 1, 1948 Location: US 11 E. end of Shippensburg</p>	<p>Marker Text: Founded 1730 by Edward Shippen. Second oldest town in the state west of the Susquehanna River. Important community on colonial frontier. Temporary seat of Cumberland Co., whose first courts were held here in 1750-51.</p>
M2	<p>Marker Name: Fort Franklin Date Dedicated: 1947 Location: US. Rte. 11 (King Street)</p>	<p>Marker Text: Near this point stood a log fort erected about 1740 by early settlers, against Indian raids. It was superseded by Fort Morris, erected in 1755.</p>
M3	<p>Marker Name: Fort Morris Date Dedicated: Nov. 3, 1961 Location: US. Rte. 11 (King Street) at Queen St.</p>	<p>Marker Text: Named for Gov. R.H. Morris, and built by local settlers under the supervision of James Burd after Braddock's defeat in July, 1755. Later garrisoned by provincial troops commanded by Hugh Mercer. The fort site, long marked by the soldiers' well, lies a block to the north on Burd Street.</p>
M4	<p>Marker Name: Old Court House Date Dedicated: Nov. 18, 1947 Location: US. Rte. 11 (King Street) at Queen St.</p>	<p>Marker Text: "Widow Piper's Tavern," used for Cumberland County court-sessions, 1750-1751, until a courthouse was erected at Carlisle, the county seat. The house is now the home of the Shippensburg Civic Club.</p>
M5	<p>Marker Name: Braddock Expedition Date Dedicated: Nov. 3, 1961 Location: US. Rte. 11 (King Street)</p>	<p>Marker Text: In 1755 supplies for Braddock's army were stored here in Edward Shippen's strong stone house "at the back Run." James Burd, the son-in-law of Shippen, opened a road to carry these supplies to the west. After Braddock's defeat remaining supplies were given to sufferers from Indian attacks.</p>
M6	<p>Marker Name: One Room Schoolhouse Date Dedicated: Nov. 3, 1961 Location: PA 696 at Shippensburg University</p>	<p>Marker Text: The Mount Jackson or Potato Point School, originally built in 1865, is an authentically reconstructed one-room schoolhouse. It was relocated here in 1969 by alumni and friends of Shippensburg State College to preserve part of America's educational heritage.</p>

HISTORIC PRESERVATION AT THE STATE AND LOCAL LEVEL

Establishing a local Historic District requires an assessment of the present status of the community's historic resources, knowledge of past historic preservation efforts, and a list of goals and objectives. The advantages of doing so enables the designating community to take advantage of historic preservation incentives available at the national, state, and local governmental levels, such as grants, income tax credits for historic rehabilitation, low-interest loans, and local tax abatements. One of the requirements of establishing a local district is the establishment of a Historic Architectural Review Board, or HARB. The HARB is required to review all proposed erection, reconstruction, alteration, restoration, or demolition of buildings within the district prior to the issuance of any Borough permits pursuant to these actions. HARB reviews and recommendations must be consistent with the design guidelines established at the enactment of the Historic District. The Borough Council has the right to incorporate any of the HARB's recommendations into the permit requirements, but they may also override those recommendations.

The Borough has already designated a Historic District, the boundaries of which are shown on Figure 19.1.

Two Pennsylvania laws provide the legal foundation for municipalities to adopt historic ordinances and regulatory measures.

Act 247 - The Pennsylvania Municipalities Planning Code (MPC)

Acts 67 and 68 of 2001 amended the MPC, strengthening the ability of local governments to protect historic resources through their Comprehensive Plans, Zoning Ordinances and Subdivision and Land Development Ordinances. The following passages and paraphrases from the MPC are the most critical sections regarding this power.

- §603(C)(7) - Zoning ordinances may promote and preserve prime agricultural land environmentally sensitive areas, and areas of historic significance.
- §603(G)(2) - Zoning ordinances are required to protect natural and historic resources.
- §702(1)(ii) - The governing body of each municipality may enact, amend and repeal provisions of a zoning ordinance in order to fix standards and conditions for traditional neighborhood development. In the case of either an outgrowth or extension of existing development or urban infill, a traditional neighborhood development designation may be either in the form of an overlay zone, or as an outright designation, whichever the municipality decides. Outgrowths or extensions of existing development may include development of a contiguous municipality.
- §1106(a)(6) - Multi-municipal Comprehensive Plans shall consider the conservation and enhancement of natural, scenic, historic, and aesthetic resources in their municipalities.

A Historic Overlay Zoning District, unlike the protection offered through the establishment of an Act 167 Historic District (discussed below), can include individual sites as well as clusters, as long as the resources are documented and identified on a historic resources map. A historic overlay district could require new buildings to be similar in type and scale to those already existing. Setbacks should be consistent with the common building setback. Requirements to replicate the existing building line, building height, and bulk could help to preserve the existing neighborhood character.

Act 167 - The Historic District Act (1961)

Townships and Boroughs may create historic districts within their municipalities to protect the historic character through regulation of the erection, reconstruction, alteration, restoration, demolition, or razing of buildings within the district. The Pennsylvania Historical and Museum Commission must certify districts, including a *determination of eligibility* for the National Register of Historic Places. In this way, historic districts established pursuant to Act 167 have the same protection from federal projects as do National Register properties. Act 167 also requires appointment of a HARB. The Borough's Historic District, in addition to being a locally designated area, is also an Act 167 District.

Historical and Museum Commission Act 1945

Act No. 446, approved June 6, 1945, created the Pennsylvania Historical and Museum Commission (PHMC) by consolidating the functions of the Pennsylvania Historical Commission, The State Museum, and the State Archives. The PHMC is an independent administrative board, consisting of fourteen members: nine citizens of the Commonwealth appointed by the Governor, the Secretary of Education (ex officio), two members of the Senate, and two members of the House of Representatives. The Executive Director is appointed by the Commission and is an ex officio member of three groups: the Environmental Quality Board, County Records Committee, and the Local Government Records Committee.

The PHMC is the official agency for the conservation of Pennsylvania's historic heritage. The powers and duties of the Commission fall into these principal fields: care of historical manuscripts, public records, and objects of historic interest; museums; archaeology; publications; historic sites and properties; historic preservation; geographic names; and the promotion of public interest in Pennsylvania history.

The PHMC is funded partially through an annual legislative appropriation, various federal grants, and private donations. Officially recognized local historical organizations may benefit financially through the Commission's eligibility to receive matching funds from various federal programs. The PHMC is active in many phases of historic preservation. The PHMC also conducts a landmark identification program, presenting identification plaques to property owners for attachment on structures included in the Pennsylvania Inventory of Historical Places. The landmark identification program also includes the placement of roadside historical signs at various sites and locations having statewide and national historic significance. Today there are nearly 1,900 such markers across the state.

The Office of Historic Preservation is an arm of the PHMC that has the responsibility to assist the public and private sectors in implementing the Commonwealth's policy to "protect and enhance our irreplaceable resources." To this end, the Office has implemented a five-point program:

- Registering historically and architecturally significant sites and structures on the National Register of Historic Places and on the Pennsylvania Inventory of Historic Places;
- Advising and guiding individuals and organizations regarding historic preservation and its funding;
- Reviewing applications for federal preservation grants;
- Working for legislation at the state level to provide effective tools for historic preservation; and
- Working with other governmental agencies to review the impact of projects, such as highways, on the Commonwealth's historic resources.

Pennsylvania Bureau for Historic Preservation

The Bureau is an agency of the PHMC. The Executive Director of the Bureau is designated as the State Historic Preservation Officer (SHPO).

The Bureau provides technical assistance for the preservation, rehabilitation, and restoration of historic buildings. The Bureau reviews architectural plans and specifications and provides comments on historic building projects for state and federal compliance. They also assist in code-related issues and accessibility programs in the form of letters of support for variances to historic buildings. In an effort to inform the public, public agencies, local governments, and other stewards of historic properties, the Bureau assists in the development and distribution of materials on applying the Secretary of the Interior's *Standards for Rehabilitation* when repairing historic buildings.

The Bureau also administers the Federal Rehabilitation Investment Tax Credit (RITC) program in partnership with the National Park Service. The tax credit program is one of the most successful programs for encouraging private investment in the rehabilitation of historic properties. Since the establishment of the PHMC in 1976, Pennsylvania has been a national leader in certified tax credit projects, completing over 1,800 projects and generating over \$2.5 billion in qualified rehabilitation expenditures. The Bureau provides technical assistance throughout the application process.

The Bureau also administers the State's Historic Preservation Program as authorized by the Pennsylvania History Code and National Historic Preservation Act of 1966. The program is guided by advisory boards as well as the Pennsylvania Historic Preservation Plan.

The Pennsylvania General Assembly is in the process of considering legislation to establish a Historic Homesites Grant Program. Once established, this legislation will provide funds to the Pennsylvania Historical and Museum Commission to support rehabilitation grants (up to \$6,000) to individuals owning and residing in a historic residential building, as well as to individuals intending to purchase and reside in a historic residential building. Likely conditions for eligibility include:

- the building must serve as the owner's principal residence,
- the building must be listed in the National Register of Historic Places or be determined to be a contributing building in a listed National Register Historic District,
- the building must be located in an Act 167 historic district or be designated as a historic property under the local ordinance or city code in Pittsburgh and Philadelphia, and
- all rehabilitation work must conform to the U.S. Secretary of Interior's *Standards for the Treatment of Historic Properties*.

NATIONAL EFFORTS AND LEGISLATION FOR HISTORIC PRESERVATION

Federal programs encouraging historic preservation include:

- the National Register of Historic Places,
- Historic Preservation Tax Credits on federal income tax for qualifying rehabilitation and adaptive reuse of historic buildings used for income-producing purposes,
- Section 106 Review of federally funded or assisted projects that impact historic resources, and
- the Certified Local Government Program was created to facilitate historic preservation at the local level.

The earliest Federal preservation statute was the Antiquities Act of 1906, which authorized the President to set aside historic landmarks, structures, and objects located on lands controlled by the United States as national monuments. It required permits for archeological activities on Federal lands, and established criminal and civil penalties for violation of the act.

The Historic Sites Act of 1935 was the second major piece of Federal historic preservation legislation. This act declared it national policy to preserve for public use historic sites, buildings, and objects of national significance and directed the Secretary of the Interior to conduct various programs with respect to historic preservation.

In 1964, The United States Conference of Mayors undertook a study of historic preservation in the United States. The resulting report, "With Heritage So Rich," revealed a growing public interest in preservation and the need for a unified approach to the protection of historic resources. This report influenced Congress to enact a strong new statute establishing a nationwide preservation policy: The National Historic Preservation Act of 1966.

National Historic Preservation Act of 1966 (NHPA)

The National Historic Preservation Act of 1966 and its subsequent amendments established a legal basis for the protection and preservation of historic and cultural resources. Historic resources are defined as "*any prehistoric or historic district, site, building, structures or object included in, or eligible for inclusion in the National Register; the term includes artifacts, records, and remains which are related to such a district, site, building, structure or object*".

The Act promoted the use of historic properties to meet the contemporary needs of society. It directed the Federal Government, in cooperation with State and local governments, Native Americans, and the public, to take a leadership role in preservation. First, the Act authorized the Secretary of the Interior to expand and maintain the

National Register of Historic Places. This is an inventory of districts, sites, buildings, structures, and objects significant on a national, State, or local level in American history, architecture, archeology, engineering, and culture. Once a property is eligible to be placed on the list, the property, site, or object can be qualified for Federal grants, loans, and tax incentives. Second, the NHPA encourages State and local preservation programs. States may prepare and submit programs for historic preservation for to the Secretary of the Interior for approval. Approval can be granted if they:

- designate a State Historic Preservation Officer (SHPO) to administer the State preservation program,
- establish a State historic preservation review board, and
- provide for adequate public participation in the State program.

Since 1966, Congress has strengthened national preservation policy through other statutes, including the National Environmental Policy Act, several transportation acts, and statutes directed toward the protection and preservation of archeological resources. These laws all require Federal agencies to consider historic resources in their decision making and overlap with provisions of NHPA.

Section 106 Review

Section 106 of the NHPA requires Federal agencies to consider the effects of their actions on historic properties and provide the Council an opportunity to comment on Federal projects prior to implementation. Section 106 review encourages, but does not mandate, preservation.

To successfully complete Section 106 review, Federal agencies must:

- determine if Section 106 of NHPA applies to a given project and, if so, initiate the review,
- gather information to determine which properties in the project area are listed on or are eligible for the National Register of Historic Places,
- determine how those historic properties might be affected by the project in question,
- explore alternatives to avoid or reduce any negative effect upon those historic properties, and
- reach agreement with the SHPO on specific measures to mitigate any adverse effects.

The Executive Branch has also expressed support for preservation through several Executive Orders. Examples include Executive Order No. 11593 of 1971, which instituted procedures for Federal agencies to follow in their property management activities. Executive Order No. 13006 encourages the location of Federal offices and facilities in historic districts and properties within the inner cities. Executive Order No. 13006 also directs Federal agencies to use and rehabilitate properties in such areas wherever feasible and reaffirms the commitment to Federal leadership in the preservation of historic properties set forth in NHPA. Executive Order, No. 13007, signed in 1996, expressed support for the protection of Native American sacred sites.

Federal Tax Incentives for Historic Buildings

According to the Tax Reform Act of 1986, a property owner is eligible for a 20% tax credit, along with a 27.5 to 31.5% straight-line depreciation for the substantial rehabilitation of historic buildings for commercial, industrial and rental residential purposes (not owner-occupied buildings). In addition, the Act allows a 10% tax credit for the substantial rehabilitation of nonresidential buildings built before 1936. The 10% tax credit is not available for rehabilitations of certified structures.

Two Federal Tax Incentive Programs currently apply to preservation activities in Pennsylvania: the rehabilitation investment tax credit and the charitable contribution deduction.

Rehabilitation investment tax credits are the most widely used incentive program. Certain expenses incurred in connection with the rehabilitation of an old building are eligible for a tax credit. Rehabilitation investment tax credits are available to owners and certain long-term leases of income-producing properties that are listed on the National Register of Historic Places. There are two rates: 20% for historic buildings and 10% for non-residential, non-historic buildings built before 1936.

The charitable contribution deduction is taken in the form of a conservation easement and enables the owner of a "certified historic structure" to receive a one-time tax deduction. A conservation easement usually involves the preservation of a building's facade by restricting the right to alter its appearance.

The Federal Tax Incentive Programs are coordinated through the State Historic Preservation Office, Bureau for Historic Preservation, Pennsylvania Historical and Museum Commission in conjunction with the National Park Service. Federal Historic Preservation Certification Applications are available on-line.

The National Park Service "Certified Local Government" (CLG) Program

This program was created in 1980 under the National Historic Preservation Act and is administered by the Pennsylvania Historical and Museum Commission. The Certified Local Government Program provides additional benefits to municipalities interested in historic preservation. Once certified, the local government is then eligible to:

- participate directly in the federal historic preservation program,
- have greater access to historic preservation funds,
- have greater level of information exchange with the State Historic Preservation Office (SHPO),
- have access to technical assistance and training from the SHPO, and
- have a higher degree of participation in statewide preservation programs and planning.

This program was established to allow local governments to participate directly in the national historic preservation program and to provide funding to local governments to carry out their historic preservation responsibilities (survey, inventory, designation and protection of their historic resources). To achieve CLG status in Pennsylvania, a municipality applies to the Bureau for Historic Preservation. All states are required to set aside 10% of their federal historic preservation grant funds to CLG's. These grants are presently offered as a ratio of 60% funding from the Pennsylvania Historical and Museum Commission (PHMC) and 40% match from the CLG.

Critical requirements for CLG designation are:

- adopt and enforce appropriate legislation for designation and protection of historic properties,
- establish a qualified historic preservation commission,
- enact a system for surveying historic properties,
- enact a public participation component as part of the local program,
- adequately perform duties and responsibilities delegated through the certification process,
- provide continuing in-service historic preservation training for HARB and Historical Commission members (8 hrs. training annually per member),
- a good faith effort to appoint HARB members with appropriate professional qualifications for historic preservation backgrounds,
- submit an annual report of the municipality's historic preservation activities, and
- enforce the historic district ordinance.

APPENDIX A - PUBLIC OUTREACH RESULTS

- Shippensburg Borough Questionnaire results and highlights
- Shippensburg Borough Phone Interview Summary
- Results of the SWOT Analysis- Borough Perspective
- Shippensburg Township Questionnaire results and highlights
- Shippensburg Township Phone Interview Summary
- Results of the SWOT Analysis- Township Perspective
- Public Meeting Input

Shippensburg Borough Public Input Section

Household Questionnaire Results

In the course of developing this Comprehensive Plan, 240 planning questionnaires were sent out to households in the Borough, 190 questionnaires were sent to homeowners, and fifty (50) were sent to renters. The people to receive questionnaires in the Borough were randomly selected from an up-to-date address list provided by the Borough. The Joint Planning Steering Committee members from the Borough and the Township approved this method and residents were given four weeks to mail back their responses to Spotts, Stevens and McCoy, Inc. There were a total of seventy-six (76) surveys that were returned and tallied, giving the Borough a successful 31.6% response rate. A total of eleven (11) renters responded and sixty-five (65) homeowners returned the questionnaire.

An example of the questions asked in the survey, and the results to each question of the questionnaire are found in the Appendix. The results from the questionnaire were used to construct the Borough's Vision, Goals, and Objectives and helped to drive the planning process from the beginning of the project.

The highlights of the Shippensburg Borough questionnaire results are given below. Most of the residents who responded have lived in the Borough for twenty years or longer and owned between 10,000 to 20,000 square feet of property ($\frac{1}{4}$ - $\frac{1}{2}$ acre). Most responsive age groups were the 45-54 year-old

group and the 65-and-older group. Of these, most either worked in the Borough or were retired.

Highlights

1. Respondents indicated a number of things that they liked about the community, such as schools, small town atmosphere, recreational opportunities, housing costs/quality, public water and sewer services, safety, availability of good health services, road maintenance and systems, residential neighborhoods, the historic downtown area, proximity to Shippensburg University, and the existing pedestrian and bikeway circulation. Respondents typically disliked the taxes, the job and shopping opportunities, and the availability of public transportation.
2. The respondents agreed to all general community issues listed in question six of the questionnaire. These included traffic congestion, natural resource protection efforts, historic culture and downtown revitalization, supporting programs to encourage owner-occupied housing, and improving amenities in the downtown section to attract businesses and consumers to utilize the downtown area.
3. When asked to rank the four most important planning issues that need to be addressed, the following priority was identified: first was economic vitality and stability of the downtown and economic development; second was police/crime watch response times, third was growth management; and fourth was a tie between recreational greenways and conversions of homes into apartments, particularly student housing.
4. The three most important environmentally sensitive areas within the Borough identified by the respondents were waterways (including Dykeman Pond and Branch Creek to Middle Spring Creek), water quality/supply, and air quality.
5. The majority of the respondents would be willing to have their taxes increased for transportation and street improvements and for emergency management services (fire, police, ambulance protection).
6. The majority of the respondents thought additional commercial uses were needed. Most respondents stated this use would be best accommodated by the rehabilitation and redevelopment of vacant and underutilized buildings and lots within the downtown area.
7. Residents stated that they would particularly like to see new commercial development in the downtown include restaurants/taverns, movie theatre, and clothing stores.

8. There was a difference of opinion on whether or not the Borough needs additional industrial development. There was an even split between those who responded to this question; however, a clear majority responded that the most appropriate area to develop industry is within the Shippensburg Industrial Park, located near Dykeman Pond.
9. Retail and wholesale trade was the most preferred industry type, followed by high technology research firms, services, and professional offices.
10. Among the most important features to protect or preserve in the Borough are waterways and stream corridors, the Dykeman Pond and fish hatchery, the historic character, the buildings that express the local heritage and culture (particularly in the downtown area), the old tavern/old courthouse, and the relationship between the community and the University.

Borough Phone Interview Survey Summary

Twelve people in Shippensburg Borough were interviewed over the phone to identify the issues of greatest concern to them as well as their views in general. The interviewees were identified by the Joint Planning Committee and included residents, resident business people, residents actively involved citizen organizations and groups, current and retired Borough Authority employees, and Shippensburg University employees.

The majority of the people surveyed like the rural, friendly, historic, and small-town aspect of the Region. The presence of the Borough surrounded by a rural setting and a people still having a strong sense of community was mentioned frequently. Most of the people were in favor of the historic features and culture and saving the rural character and small-town feel. Many noted that the Region has good transportation access to major centers and the need to preserve open space, recreation areas, surrounding farmland, and the beauty of the natural environment.

The location of Shippensburg University adjacent to the Borough was seen as a positive attribute to the Region, and many stated that they wished for the relationship between the community and the University to continue to improve.

Most of the people felt the Shippensburg Area has a good public school system; one interviewee stated that the education system from elementary to the university level was very good.

All interviewees felt that the Borough was an important regional center, and expressed concern on how to keep the focus of economic activity in the

downtown area, as the Township is becoming increasingly developed with big box stores to the detriment of the downtown. The preservation of historic features in the downtown was mentioned quite frequently, and most thought that an effort to keep the unique character was extremely important. The architecture of downtown buildings was noted as worthy of preservation.

Several interviewees said that they would like to see more industry and commerce locate in the area to create more jobs, to aid the tax base, and to provide balanced land use.

Many of those interviewed felt that planning was important for the area. The amount of growth was cited as a major concern, and many indicated their disapproval of sprawl-type development particularly. Many stated that now was the time to plan cooperatively with surrounding municipalities. Planning for transportation improvements, particularly along King Street, was mentioned frequently as a problem that should be resolved as the University continues to expand.

One concern from people with small children is the limited activities for children (ages 3 and up especially) during the day and after school hours. Some expressed safety and concerns where permanent residents were mixed with student populations. The topic of student housing was mentioned as an issue, and respondents stated that the Borough should use stronger enforcement tactics to clean up these areas where necessary. Most were appalled by the poor maintenance of non-owner-occupied houses in the Borough and stated that they would like to see strict enforcement of ordinances and codes forcing landlords to maintain the houses they rent out to students in better condition.

Some people pointed out their concerns with water and sanitary sewer infrastructure and the costs associated with those services. They felt they were paying too much for their public services compared to other areas in the state. Concerns about water resources, including quality, were raised by some that were worried about future water quality and the costs of making water fit for consumption.

Almost all the people wanted to see the area stay much the same as it is now, maintaining the small town and the rural character of the area with a unique and economically vibrant downtown.

Many people said that the Borough should seize the opportunity to work closely with other local governments and Shippensburg University to coordinate planning efforts on a regional basis. Also mentioned were the benefits of working with existing citizen groups to preserve and to improve the community for generations to come.

The following concerns were also mentioned:

- The development of the Exit 29 area (I-81 and King Street).
- The need to enforce the Zoning Ordinance and property maintenance regulations in order to maintain the quality of the residential communities, particularly as they address student housing.
- Lack of job opportunities causing the younger generation to leave the area.
- The need to attract the types of businesses and industry that will diversify the tax base and ensure long-term opportunities for job creation and retention within the Borough.
- More efforts are needed to encourage community ties and relationships with the University.
- The need to keep this area a safe, clean, and friendly place to raise children and to encourage the younger people attending the University to stay in the area.
- The need to increase the percentage of owner-occupied housing.

Analysis of Strengths, Weaknesses, Opportunities, and Threats (SWOT): Borough Perspective

The Committee members from both the Township and the Borough were given the opportunity in the beginning of the process to record their feelings on the SWOT in their region. The results of this exercise helped to get the issues and concerns identified early on in the planning process as well as help facilitate conversations and stimulate brain-storming on regional solutions to these problems. The regional and individual municipal results are found below, including responses by the Shippensburg Area School District:

Strengths: Regional

- Jointly working on comprehensive plan
- Available undeveloped land
- Planned performing arts center
- Planned Wal-Mart
- Programmed improvements to PA 174 commencing in 2004/05
- Geographic location
- University
- Recreational opportunities: boating, hiking, cycling, hunting, etc.
- State Parks
- The people
- LOCATION! Being located between Carlisle and Chambersburg is a plus.

- The growth factor in the area is overwhelming.
- Rural atmosphere
- Attractive to retirees
- Good work force
- Cultural opportunities via Shippensburg University
- Good educational facilities - local school district and university
- Near I-81 - opportunity for business
- Growing economy and low unemployment
- Strong University
- Beautiful rural landscape
- Availability of utilities
- Co-operation of all nearby municipalities and both counties
- Good access to rail and highway transportation

Strengths: School District

- Standard and Poors evaluation of the School District indicates average results with below-average costs, which has resulted in below-average tax burdens when compared with state-wide averages.
- The School District has a "highly qualified" professional staff as defined by the No Child Left Behind (NCLB) Act
- Currently meeting the Adequate Yearly Progress (AYP) under the NCLB Act.
- The District is financially stable with below-average indebtedness.
- The five District buildings are well maintained and in good condition.

Strengths: Borough

- Recently revised and strong zoning ordinance
- Good work ethic
- Historic heritage
- Small town atmosphere
- Cheaper housing than Maryland, Washington D.C., New York, and New Jersey.
- Shippensburg University: although located in the Township, its effects spill into the Borough
- Numerous committed citizens

Strengths: Township

- Location relative to I-81
- Currently have sufficient housing, including student housing, as well as parks and farmland
- Still some green space - bucolic atmosphere

- Non-polluting commercial
- University - employment and culture
- Zoning Ordinance
- Interest in regional land use planning

Weaknesses: Regional

- No Zoning Ordinance in Southampton Township and other surrounding municipalities
- Exit 29 ramps are underdesigned for the volume of traffic that they serve
- Lack of intergovernmental cooperation
- No facilities such as a YMCA
- The amount of vacant land, unfortunately, is not tremendous.
- Roads are not adequate to handle the traffic that more commercial growth could bring
- I-81 corridor becoming a warehouse corridor - trucks volume, congestion
- Lack of "quality" jobs creating exodus of young people
- Divided into two counties: a stepchild of both
- Local government units are too small for effective planning and for provision of modern services
- Agriculture threatened by low incomes for farmers and development of prime land in housing and commercial uses
- Turnover of Borough Council and other municipal bodies hinders continuity of decision-making process
- Lack of support of county commissioners from both counties due of distance from county seats
- Lack of an adequate technological infrastructure
- Too many layers of government, extending time for decision making
- Empty storefronts

Weaknesses: School District

- Large elementary schools
- Larger than average class sizes
- Need to continue improving the percentage of students going on to post high school education

Weaknesses: Borough

- Very little available land
- Existing roads cannot handle current traffic
- Downtown historic district limits traffic improvements
- High number of low to moderate-income families.

- Street system designed for horse and buggy
- Land-locked
- Limited tax base
- Lack of a technology industrial park marketing plan
- Lack of a green strip through the Borough along stream
- Lack of a transportation loop around Borough
- Population is too small to support adequate police, fire, zoning enforcement, parks and recreation, etc.
- Lack of support for enforcement of zoning, HARB rules, rental regulations
- Excessive traffic on King Street
- Lack of coordination between municipal government and citizen civic activities

Weaknesses: Township

- Extent of tax-exempt properties, including the University and the Township Park
- Small size
- Outdated Zoning Ordinance
- Rt. 174 (Walnut Bottom Rd.) too narrow
- No police force
- Large number of students living off-campus in the Township
- Inability to obtain cooperation with other adjoining municipalities toward regional comprehensive planning

Opportunities: Regional

- Municipalities have an opportunity to work together to plan and control growth
- Schreiber Foods expansion brings high visibility to area
- Local transportation task force has preliminary plan in place
- Location: we have the opportunity to grow commercially with what little land we have left
- Increased interest in regional planning
- Coordinate long-range planning of Township, Borough, and University, especially of roads and multi-unit housing
- Potential to become a recreational destination (Performing Arts Center, Gettysburg, State Parks, Summer Stock Theatre)

Opportunities: School District

- Encourage the technological infrastructure to develop a Wide Area Network initiative to provide more educational opportunities.
- Reduction in size of the large elementary school buildings
- It is time to prepare for our increasingly diverse population

Opportunities: Borough

- Municipalities have an opportunity to work together to plan and control growth
- Schreiber Foods expansion brings high visibility to area
- Borough portion of inner loop will open up development
- Regionalization of services
- Housing stock is suitable for renovation and adaptive re-use
- The Cumberland County Redevelopment Authority has been a real success in Shippensburg

Opportunities: Township

- With the University continuing to grow, we as a Township have the opportunity to grow with it
- Regional co-operation - water, sewer, planning
- Development of a Joint Comprehensive Plan and Zoning Ordinance to be able to control growth in the future

Threats: Regional

- Lack of zoning may allow undesirable uses to develop
- Additional warehousing and truck intensive use development
- Warehousing in areas without zoning
- Poor highway systems leading to the interstate
- Vacant properties
- K-Mart shopping center becoming an eyesore
- Little land for development - potential for commercial development
- Poor coordination of land use regulations at municipal boundaries
- I-81
- Factory farms
- Small local businesses threatened by corporate giants
- Loss of physicians due to statewide problem
- Increased traffic
- Uncontrolled growth of transportation, agri-business, and housing
- Wal-Mart

- Failure to adapt forms of government, taxation, and education to future population growth
- Overabundance of distribution centers and truck traffic
- Failure to prepare the existing population for an increasingly diverse population

Threats: School District

- Ultimately, AYP cannot be met under current law
- Overcrowding
- Cost of addressing future increases in student enrollment

Threats: Borough

- Rapid, uncontrolled expansion of surrounding municipalities will further overburdening streets
- Infrastructure not keeping up with growth
- The aging of the fixed real estate in the Borough
- Loss of businesses and new housing to surrounding townships, leaving the borough landlocked and decaying
- Uncontrolled traffic growth

Threats: Township

- Vacant properties
- Little land available for development
- Small roads, more traffic

Shippensburg Township Public Input Section

Household Questionnaire Results

In the course of developing this Comprehensive Plan, eight-six (86) questionnaires were sent to households in the Township: sixty-eight (68) questionnaires to homeowners and eighteen (18) to renters. The people to receive questionnaires in the Township were randomly selected from an up-to-date residential address list provided by Shippensburg Borough. The Joint Planning Steering Committee members from both the Borough and the Township approved this method and residents were given four weeks to mail back their responses to Spotts, Stevens and McCoy, Inc. There were a total of thirty-four (34) surveys that were sent back and tallied, giving the Township a successful 39.5 % response rate. No renters replied to the survey, therefore all surveys were received by homeowners within the Township.

A sample questionnaire and a complete tally of the responses to each question is provided in the Appendix. The responses from the questionnaires were used to construct the Township's Vision, Goals and Objectives, and helped to drive the planning process from the beginning of the project.

The highlights of the Shippensburg Township questionnaire results are given below. The majority of the residents who responded have lived in the Township for at least 20 years, own between 10,000 to 20,000 square feet (1/4 to 1/2 acre) of property, and either work in the Township or are retired.

Questionnaire Results Highlights

1. Respondents indicated that they like many of the existing qualities of the Township, including schools, the rural atmosphere and farmland, recreational opportunities, housing cost and quality, the availability and quality of public water and sewer services, emergency services, road maintenance and systems, residential developments, availability of public transportation, shopping opportunities, and the location of Shippensburg University within the Township. Respondents typically disliked the taxes. The majority had no opinion or disliked the job opportunities within the Region.
2. The respondents agreed with all of the general community issue statements listed in item 6 of the questionnaire, with the exception of the need for additional public parks and recreation facilities. The agreed-upon issues included traffic congestion; natural resource protection efforts; farmland protection; the need to redevelop and rehabilitate underutilized and deteriorated properties; the importance of enforcing existing regulations; improving existing parks, recreation facilities, and programs; supporting programs that encourage home ownership; and the preservation of historic buildings.
3. When asked to rank the four most important planning issues which need to be addressed, the following priority was revealed: first was farmland and open space preservation, second was updating the Zoning Ordinance, and third and fourth were a tie between growth management and police and crime watch response times.
4. The three most important environmentally sensitive areas within the Township identified by the respondents and in sequential order included: farmland preservation; water supply; and a three-way tie for third which included wooded areas, air quality, and Burd Run and other waterways.

5. The majority of the respondents would be willing to have their taxes increased for emergency management services (fire, police, ambulance protection).
6. The majority of the respondents did not think that additional commercial uses were needed in the Township; however, if these types of businesses would be proposed, the majority felt development should occur along Walnut Bottom Road (Rte. 174) or along Ritner Highway (U.S. Rte. 11).
7. A clear majority did not think additional industrial development was needed in the Township. If provided, a majority responded that the most appropriate area to develop industry is within an industrial park.
8. The preferred types of businesses the respondents would like to see encouraged in the Township are professional services and offices, high technology research firms, agriculture, and retail and wholesale trade.
9. The majority of the respondents felt that the increase of residential development in the Township over the last ten years was acceptable.
10. Preferred locations for additional residential developments were as follows: in and around existing residential developments, on lots along existing roads, in new single-family developments, in retirement communities, in assisted-living facilities, and in infill locations (i.e., areas that have existing services but are currently vacant). There was little support for condominiums and townhouses, student housing developments, mobile home parks, and conversion of single-family homes into multi-family units.
11. When asked about the style of development most preferred for residential developments, the majority chose conservation development. This technique preserves the special features of a tract as open space, locates houses to maximize views of open space, and configures road systems and lot lines to respect open space and house locations.

Township Phone Interview Summary

Nine people from Shippensburg Township were interviewed over the phone to determine their views on various issues and key points of concern. The people interviewed were identified by the Joint Planning Committee and included residents, local business people, individuals actively involved in citizen organizations, an affiliate to the local office of the Region's representative to Congress, and current and retired employees of Shippensburg University.

The majority of the people surveyed like the rural, friendly, small town aspect of the Region. The location and easy access to major urban centers (New York, Washington D.C., Philadelphia, and Harrisburg) combined with a rural setting and people with a strong sense of community were mentioned frequently. Most interviewees favored preservation of this small town atmosphere and rural beauty. They liked the situation of surrounding an old, unique borough center and favored preservation of historic and culture features as well as keeping the downtown area economically viable.

It was noted that the Region has good transportation access to major centers; however, the volume of traffic through the downtown area - particularly on King Street - is seen as a problem that will continue as the region grows. People are pleased with the quality of emergency services (fire and police protection), but are concerned about the ability of these agencies to continue to provide these services in the face of rapid growth and the number of volunteers for fire protection services being at an all time low. People also felt strongly about regionalization of a police force, open space and recreation planning, and land use planning overall. They supported the cooperation between municipalities of the region for planning purposes, especially in regard to transportation issues. Most interviewees expressed concern about new development along Baltimore Road, noting that truck traffic will continue to create a problem since they cannot make a left turn onto Queen Street to gain access to commercial areas.

Most interviewees stated that that having Shippensburg University within the Township was a good thing, noting that they would like for the relationship between the community and the University to continue to improve.

Some people were concerned about the various community facilities becoming overburdened, particularly noting the school system, the public water supply, and the road infrastructure. They stated that now was the time to guide development, before it is too late to keep the small town atmosphere they know and value in the area.

A concern noted by people with small children is the lack of activities for children (ages 3 and up) during the day and after school hours. Some expressed concerns about safety in areas where there is a mix of permanent and student populations. The topic of student housing was mentioned as an issue, and respondents stated that the Borough should use stronger enforcement tactics to clean up these areas where necessary. Most were appalled by the poor maintenance of non-owner-occupied houses in the Borough and stated that they would like to see strict enforcement of ordinances and codes forcing landlords to maintain the houses they rent out to students in better condition.

Some people mentioned concerns about water and sewer infrastructure and the costs associated with those services. They felt they were paying too much for their public services compared to other areas in the state. Water resources, including quality, were a concern of some.

Almost everyone who was interviewed wanted to see the area continue to grow, embrace, and implement good land use practices. Most felt keeping a small town atmosphere with appropriate development patterns was important. Many felt that the area will change and that the Township should be prepared to guide that change to limit growth to appropriate areas. Some mentioned the desire to attract clean, high-tech businesses and industry to enhance the tax base of the Township.

Many people said that the Township should seize the opportunity to work closely with other local governments and Shippensburg University to coordinate planning efforts on a regional basis. It was recommended that the Township work with the business community to assure that the necessary infrastructure and land use regulations are in place to accommodate business development. Some noted that the growth along the I-81 corridor will affect the area and that proper land use controls must be in place to regulate such development.

Several other issues of concern were noted:

- Rapid growth in the Region and the need to plan for this growth in cooperation with the surrounding municipalities in order to preserve the character of the Township and the integrity of the Borough downtown.
- Transportation throughout the Region and the effects the growth from Shippensburg University has on the existing road infrastructure.
- Regionalization in planning and regionalization in providing services to residents is favored by most.
- Preservation of the remaining farmland is important.
- The provision of emergency services may become increasingly difficult, particularly for the fire department due to its reliance upon volunteers.
- Attracting the right kinds of businesses and industry to diversify the tax base and ensure long-term opportunities for job creation and retention within the Township.
- Increase in truck traffic on Baltimore Road and Walnut Bottom Roads.

Analysis of Strengths, Weaknesses, Opportunities, and Threats (SWOT): Township Perspective

The Committee members from both the Township and the Borough were given the opportunity in the beginning of the process to record their feelings on the SWOT in their region. The results of this exercise helped to identify issues and concerns early in the planning process as well as to facilitate conversations and promote brainstorming on regional solutions. The regional and individual municipal results are found below, as well as responses by the Shippensburg Area School District.

Strengths: Regional

- Jointly working on comprehensive plan
- Available, undeveloped land
- Planned performing arts center
- Planned Wal-Mart
- Programmed improvements to PA 174 commencing in 2004/05
- Geographical location
- University
- Recreational opportunities (i.e. boating, hiking, biking, hunting, etc.)
- State parks
- The people
- Location between Carlisle and Chambersburg is a plus
- Rate of growth
- Rural atmosphere
- Attractive to retirees
- Good work force, work ethic
- Cultural opportunities - via Shippensburg University
- Good educational facilities - local school district and university
- Near I-81 - opportunity for business
- Growing economy and low unemployment
- Availability of utilities (water, sewer, electric)
- Availability of land for development residential or industrial
- Location gives easy accessibility to major cultural and business centers
- Good access to rail and highway transportation

Strengths: School District

- Standard & Poors evaluation of the School District indicates average results with below-average costs, which has resulted in below-average tax burdens when compared with state-wide averages
- The School District has a "highly qualified" professional staff as defined by the No Child Left Behind (NCLB) Act

- Currently meeting the Adequate Yearly Progress (AYP) under the NCLB Act
- The District is financially stable with below-average indebtedness
- The five District buildings are well maintained and in good condition

Strengths: Borough

- Recently revised and strong zoning ordinance
- Schreiber Foods planned expansion - will facilitate first phase of inner loop
- Good work ethic
- Historic heritage
- Small-town atmosphere
- Cheaper housing than Maryland, Washington D.C., New York, and New Jersey
- Shippensburg University (although located in the Township, its effects spill into the Borough)
- Numerous committed citizens

Strengths: Township

- Location relative to I-81
- Currently have sufficient housing, including student housing, as well as parks and farmland
- Still some green space - bucolic atmosphere
- Non-polluting commercial
- University - employment and culture
- Zoning Ordinance
- Interest in regional land use planning

Weaknesses: Regional

- No Zoning Ordinance in Southampton Township and other surrounding municipalities
- Exit 29 ramps are underdesigned for the volume of traffic that they serve
- Lack of intergovernmental cooperation
- No facilities such as a WCMA
- The amount of vacant land, unfortunately, is not tremendous.
- Roads are not adequate to handle the traffic that more commercial growth could bring
- I-81 corridor becoming a warehouse corridor - trucks volume, congestion
- Lack of "quality" jobs creating exodus of young people
- Divided into two counties: a stepchild of both

- Local government units are too small for effective planning and for provision of modern services
- Agriculture threatened by low incomes for farmers and development of prime land in housing and commercial uses
- Turnover of Borough Council and other municipal bodies hinders continuity of decision-making process
- Lack of support of county commissioners from both counties due of distance from county seats
- Lack of an adequate technological infrastructure
- Too many layers of government, extending time for decision making
- Empty storefronts

Weaknesses: School District

- Large elementary schools
- Larger than average class sizes
- Need to continue improving the percentage of students going on to post high school education

Weaknesses: Borough

- Very little available land
- Existing roads cannot handle current traffic
- Downtown historic district limits traffic improvements
- High number of low to moderate-income families.
- Street system designed for horse and buggy
- Land-locked
- Limited tax base
- Lack of a technology industrial park marketing plan
- Lack of a green strip through the Borough along stream
- Lack of a transportation loop around Borough
- Population is too small to support adequate police, fire, zoning enforcement, parks and recreation, etc.
- Lack of support for enforcement of zoning, HARB rules, rental regulations
- Excessive traffic on King Street

Weaknesses: Township

- Extent of tax-exempt properties, including the University and the Township Park
- Small size
- Outdated Zoning Ordinance

- Rt. 174 (Walnut Bottom Rd.) too narrow
- No police force
- Large number of students living off-campus in the Township
- Inability to obtain cooperation with other adjoining municipalities toward regional comprehensive planning

Opportunities: Regional

- Municipalities have an opportunity to work together to plan and control growth
- Schreiber Foods expansion brings high visibility to area
- Local transportation task force has preliminary plan in place
- Location: we have the opportunity to grow commercially with what little land we have left
- Increased interest in regional planning
- Coordinate long-range planning of Township, Borough, and University, especially of roads and multi-unit housing
- Potential to become a recreational destination (Performing Arts Center, Gettysburg, State Parks, Summer Stock Theatre)

Opportunities: School District

- Encourage the technological infrastructure to develop a Wide Area Network initiative to provide more educational opportunities
- Reduction in size of the large elementary school buildings
- It is time to prepare for our increasingly diverse population

Opportunities: Borough

- Municipalities have an opportunity to work together to plan and control growth
- Schreiber Foods expansion brings high visibility to area
- Borough portion of inner loop will open up development
- Regionalization of services
- Housing stock is suitable for renovation and adaptive re-use
- The Cumberland County Redevelopment Authority has been a real success in Shippensburg

Opportunities: Township

- With the University continuing to grow, we as a Township have the opportunity to grow with it
- Regional co-operation - water, sewer, planning
- Development of a Joint Comprehensive Plan and Zoning Ordinance to be able to control growth in the future

Threats: Regional

- Lack of zoning may allow undesirable uses to develop
- Additional warehousing and truck intensive use development
- Warehousing in areas without zoning
- Poor highway systems leading to the interstate
- Vacant properties
- K-Mart shopping center becoming an eyesore
- Little land for development - potential for commercial development
- Poor coordination of land use regulations at municipal boundaries
- I-81
- Factory farms
- Small local businesses threatened by corporate giants
- Loss of physicians due to statewide problem
- Increased traffic
- Uncontrolled growth of transportation, agri-business, and housing
- Wal-Mart!
- Failure to adapt forms of government, taxation, and education to future population growth
- Overabundance of distribution centers and truck traffic
- Failure to prepare the existing population for an increasingly diverse population

Threats: School District

- Ultimately, AYP cannot be met under current law
- Overcrowding
- Cost of addressing future increases in student enrollment

Threats: Borough

- Rapid, uncontrolled expansion of surrounding municipalities will further overburdening streets
- Infrastructure not keeping up with growth
- The aging of the fixed real estate in the Borough
- Loss of businesses and new housing to surrounding townships, leaving the borough landlocked and decaying
- Uncontrolled traffic growth
- Narrow localism that opposes new ideas and change

Threats: Township

- Vacant properties
- Little land available for development
- Small roads, more traffic

APPENDIX B-- Shippensburg Region Geologic Formations

Six separate geologic formations are found in the Borough of Shippensburg: Rockdale Run, Stonehenge, St. Paul Group, Shadygrove, Zullinger, and Elbrook. The most prevalent is the Rockdale Run Formation located in the northwestern portion of the Borough. The remaining formations, with the exception of the St. Paul Group, underlie approximately equal portions of the Borough. The St. Paul Group is the smallest geologic formation in the Borough. The Shippensburg fault is located in the southern portion of the Borough and Township lines. The fault crosses the Borough and the Township in an east to west direction (and thus divides the Elbrook Formation from the remaining formations). The descriptions of these formations were taken from the book Engineering Characteristics of the Rock of Pennsylvania, by Alan R. Geyer and J. Peter Wilshusen from the Pennsylvania Geological Survey.

Porosity - the quality of being porous, full or abounding in pores. The porosity of rocks is the ratio or percentage of the total volume of the pore spaces (minute interstices through which liquids or gases can pass) in relation to the total volume of the rock. Sand, gravel, sandstones, with open textures and coarse grains, are typical porous rocks. Porosity is quite different from perviousness. Dry clay, for example, is highly porous and will hold much water in its pores, but when saturated the small spaces between the grains become blocked with water held by surface tension, preventing the passage of water. To be an aquifer, or source of water, a rock must be both porous and pervious. Porosity may be increased by leaching or decreased by compaction.

Permeability - is capable of being wholly penetrated by a fluid, of allowing the passage of a fluid, of being saturated. The opposite condition is termed "impermeable".

Permeable Rock - a rock that allows the free passage of water through it, such as sandstone. Some geologists also include rock with joints, bedding plans, cracks, fissures, etc. that allow the free passage of water, defining the porous rock as being of primary permeability and the rock with joints, etc. of secondary permeability. Other geologists distinguish the secondary group as being pervious.

ROCKDALE RUN FORMATION:

Description: Very light gray, finely laminated, fine-grained limestone; pink to brown lenses of chert; a few dolomite beds; white quartz rosettes near top of formation; and is estimated to be 2,000 to 2,500 feet thick.

Bedding: Medium bedded in lower third of formation; thick bedded in upper two thirds.

Fracturing: Joints have a blocky pattern; moderately well developed; moderately abundant; regularly spaced; moderate distance between fractures; open and steeply dipping.

Weathering: Moderately resistant; moderately weathered to a deep depth; irregular and block-shaped fragments result from prolonged weathering; interface between bedrock and mantle is characterized by pinnacles.

Topography: Rolling lowland; natural slopes are gentle and stable.

Drainage: Good subsurface drainage; little surface drainage.

Porosity and Permeability: Fractures and solution channels provide a secondary porosity of moderate to high magnitude; low to moderate permeability.

Groundwater: Yields range from in excess of 1,000 gal/min to 45 gal/min in 75 % of all wells drilled; good for public supplies. The CFJMA Act 537 Plan identifies this formation to have a calculated median sustained yield of 32 gal/min. Calculated maximum sustained yield is 220 gal/min. About 25% of wells require standby storage to supply minimum domestic needs.

Ease of Excavation: Difficult; bedrock pinnacles may be a problem; chert and quartz lenses may slow the fast drilling rate.

Cut-slope Stability: Good; should be investigated for solution openings and local intense pinnacle development.

Construction Materials: Good source of coarse aggregate, agricultural lime, and building stone.

STONEHENGE FORMATION:

Description: Gray, finely crystalline limestone and dark-gray laminated limestone; contains numerous flat-pebble breccia beds and shaly interbeds with a maximum thickness of 1,500 feet.

Bedding: Moderately well to well bedded and is thin to flaggy.

Fracturing: Joints have a seamy pattern; well developed to poorly developed; moderately abundant; moderate distance between fractures; open a steeply dipping to vertical.

Weathering: Moderately resistant; slightly weathered to shallow depth; small-to-medium-sized, flat rectangular fragments result; overlying mantle varies in thickness; and is greater than 80 feet thick in places; bedrock pinnacles are characteristic.

Topography: Rolling valleys of low relief with gentle and stable slopes.

Drainage: Good subsurface drainage and sinkholes are characteristic.

Porosity and Permeability: Joint and solution-channel openings provide a secondary porosity of low to moderate magnitude; high permeability.

Groundwater: Median yield is 100 gal/min in most areas. Highest yields are obtained from fractures and solution cavities and water is relatively hard. The CFJMA Act 537 Plan identifies this formation to have a calculated median sustained yield of 138 gal/min. Calculated maximum sustained yield is 500 gal/min.

Ease of Excavation: Difficult; bedrock pinnacles are special problem; fast drilling rate.

Cut-slope Stability: Mostly good; only fair where severely fractured.

Foundation Stability: Good, should be excavated to sound bedrock and thoroughly investigated for solution openings.

Construction Materials: Good source of road material, riprap, building stone, flagstone, embankment facing, and random fill.

ST. PAUL GROUP:

Description: Buff-colored, magnesium limestone containing numerous layers of chert; high-calcium limestone in part; 580 thick at reference section in the northwest corner of the Mechanicsburg Naval Supply Depot, Cumberland County.

Bedding: It is well bedded with a range of beds, some are fissile to flaggy and few are thick bedded.

Fracturing: Most joints have a blocky pattern; some have a platy pattern; moderately well developed; moderately to highly abundant; fairly regularly spaced, having a moderate distance between fractures; most fractures are open, but some are filled with calcite; steeply dipping to vertical in orientation.

Weathering: It is moderately resistant to weathering and is slightly weathered to a shallow depth; medium sized blocks commonly result; overlying mantle is moderately thick; bedrock-mantle interface is characterized by pinnacles in most places.

Topography: Rolling valley of low relief; natural slopes are gentle and stable.

Drainage: There is good subsurface drainage but poor surface drainage and sinkholes are common.

Porosity and Permeability: Joint and solution openings provide a secondary porosity of moderate to high magnitude. It has high permeability.

Groundwater: The median yield is 25 gal/min and some wells encounter solution openings and have very large yields, however; the water is relatively hard. The CFJMA Act 537 Plan identifies this formation to have a calculated median sustained yield of 15 gal/min. Calculated maximum yield is 160 gal/min. About 30% of wells require standby storage to supply minimum domestic needs.

Excavation: The ease of excavation is difficult and the bedrock pinnacles are of special problem. There is a moderate drilling rate.

Cut-Slope Stability: The cut-slope stability is good with steeply dipping beds inclined toward the roadway require moderate to gentle cuts.

Foundation Stability: The foundation stability is good and should be excavated to sound material and should be thoroughly investigated for possible solution cavities.

Construction Materials: This formation is a good source of road materials and fill. It may be high in calcium and suitable for fluxstone.

SHADYGROVE FORMATION:

Description: Light-gray to pinkish-gray, finely crystalline limestone; fossiliferous; abundant nodules of brown chert; few sandstone beds; few beds of laminated dolomite; estimated maximum thickness of 1,000 feet.

Bedding: Well bedded; thick to massive.

Fracturing: Joints have a blocky pattern; moderately well developed; moderately abundant; regularly spaced, having a moderate distance between fractures; open and steeply dipping.

Weathering: Moderately resistant; slightly to moderately weathered to a shallow depth; irregularly shaped to medium-sized blocks result from long-term weathering; pinnacle interface between bedrock and soil.

Topography: Gently rolling lowlands; natural slopes are gentle and stable.

Drainage: Good subsurface drainage; little surface drainage.

Porosity and Permeability: Joint openings and solution channels create a secondary porosity; low-magnitude porosity and permeability.

Groundwater: The CFJMA Act 537 Plan identifies this formation to have a calculated median sustained yield is 68 gal/min. Calculated maximum sustained yield is 240 gal/min. About 20% of wells require standby storage to supply minimum domestic needs. Water is relatively hard.

Ease of Excavation: Difficult; bedrock pinnacles are a special problem; think sandstone interbeds and chert nodules slow the drilling rate.

Cut-slope Stability: Good; maintains nearly vertical cuts.

Foundation Stability: Good; should be thoroughly investigated for caverns.

Construction Materials: Good source of fill.

ZULLINGER FORMATION:

Description: Interbanded medium-gray limestone and dolomite; interlaminated limestone and dolomite; think dolomite; local think quartzsand beds; probably 2,500 feet thick.

Bedding: Well bedded; thick to massive.

Fracturing: Joints have a blocky pattern; moderately well developed; moderately to highly abundant; regularly spaced, having a moderate distance between fractures; open and steeply dipping.

Weathering: Moderately resistant; slightly to moderately weathered to a shallow depth; irregularly shaped, medium-sized blocks result from prolonged weathering; interface between bedrock and soils is characterized by pinnacles in most places.

Topography: Rolling valley of low relief; natural slopes are gentle and stable.

Drainage: Good subsurface drainage; little surface drainage.

Porosity and Permeability: Solution channels provide a moderate secondary porosity; moderate to high permeability.

Groundwater: Calculated median sustained yield is 82 gal/min.; yielding zones are evenly distributed through the upper 450 feet of bedrock; water is relatively hard. The CFJMA Act 537 Plan identifies this formation to have a calculated median sustained yield is 40 gal/min. Calculated maximum sustained is 390 gal/min. About 15% of wells require standby storage to supply minimum domestic needs.

Ease of Excavation: Difficult; bedrock pinnacles are a special problem. It has a fast drilling rate, however; the quartz-sand beds have a slow drilling rate.

Cut-slope Stability: Fair to good.

Foundation Stability: Good, thorough investigation for solution cavities should be undertaken.

Construction Materials: Good source of road material, riprap, embankment facing, fill and aggregate.

ELBROOK FORMATION:

Description: Light-gray to yellowish-gray, finely laminated, siliceous limestone having interbeds of dolomite; cherty; thickness is about 3,000 feet.

Bedding: Well bedded; mostly thick, but flaggy and massive beds also occur.

Fracturing: Joint pattern is irregular and moderately developed; joints are moderately abundant and irregularly spaced, having a wide to moderate distance between fractures; most are open but some are filled with quartz and calcite; steeply dipping.

Weathering: Moderately resistant; moderate weathering to a shallow depth; small, flat fragments ranging to large boulders result; the overlying mantle is thought to be moderately deep; bedrock-mantle interface is characterized by pinnacles.

Topography: Rolling valley of low relief; natural slopes are gentle and stable.

Drainage: Good subsurface drainage; little surface drainage.

Porosity and Permeability: Solution channels provide a secondary porosity of moderate magnitude; moderate to high permeability.

Groundwater: Median yield is 30 gal/min in most areas. The CFJMA Act 537 Plan identifies this formation to have a calculated median yield is 250 gal/min. Maximum reported yield is 250 gal/min. About 15% of wells require standby storage to supply minimum domestic needs.

Ease of Excavation: Difficult; bedrock pinnacles are special problem; fast drilling rate; locally, chert slows the drilling rate.

Cut-slope Stability: Good.

Foundation Stability: Good, thorough investigation for sinkholes and pinnacle bedrock surface should be undertaken.

Construction Materials: Good source of road material, riprap, and fill.

APPENDIX C

****EXAMPLE****

**INTERGOVERNMENTAL COOPERATIVE
IMPLEMENTATION AGREEMENT**

THIS INTERGOVERNMENTAL COOPERATIVE AGREEMENT IMPLEMENTING THE Shippensburg Borough / Shippensburg Township Regional Comprehensive Plan is created by and among the participants listed below:

Shippensburg Borough
Shippensburg Township

* These participants are also referred to as municipalities in this agreement.

SECTION I: AUTHORIZATION AND EFFECTIVE DATE OF ADOPTION

- A. This agreement is adopted pursuant to the authority set forth in the Intergovernmental Cooperation Act of December 19, 1966, 53 Pa.C.S.A. and Article XI of the Municipalities Planning Code, as amended.
- B. This agreement shall be effective upon approval by the governing body of each of the participants adopting this agreement.

SECTION II: BACKGROUND

Each of the Municipalities has adopted the Shippensburg Borough / Shippensburg Township Joint Comprehensive Plan as their comprehensive plan pursuant to the requirements of Article III of the Municipalities Planning Code (the "MPC"). Each of the Municipalities has agreed to implement the adopted Plan by revising relevant ordinances (zoning, subdivision regulations, sewage facilities plans, official map) and bringing each into consistency with the adopted Plan.

SECTION III: PURPOSE

- A. The Joint Comprehensive Plan Steering Committee is the planning advisory body for the Plan, and includes representatives from both municipalities, Shippensburg University, Shippensburg Area School District, and the business community. The goal of the municipalities is to preserve and protect their quality of life through preservation of natural areas, increased economic development, and provision for future growth in appropriate areas.

- B. It is the desire of the municipalities to encourage responsible development that respects the Region's sensitive environmental features and character, enhances the historical quality of the Borough, preserves environmental features and agricultural areas, efficiently uses public infrastructure, and strengthens the regional tax base. Through multi-municipal cooperation and planning, the Plan intends to:
 - 1. Protect the unique and cherished historical, cultural and natural resources of the Region.
 - 2. Accommodate the needs of existing and future residents.
 - 3. Implement effective growth management techniques to provide for orderly and well planned development throughout the Region.
 - 4. Address the specific needs and unique conditions of each municipality.
 - 5. Encourage a range of housing options.
 - 6. Encourage economic development.
- C. The purpose of this Intermunicipal Cooperative Implementation Agreement is to achieve the objectives cited in Section B above by implementing the Plan.
- D. The further purpose of this Intermunicipal Cooperative Implementation Agreement is to comply with the provisions of Section 1104 of the MPC.

SECTION IV: GOALS, OBJECTIVES, AND POLICIES, AND IMPLEMENTATION ROLES AND RESPONSIBILITIES,

- A. The goals, objectives, and policies of the Plan will help guide and shape new growth and development in the four municipalities for the next 10 years. The goals, objectives, and policies set forth in the Plan are reaffirmed by this agreement.
- B. By adopting this agreement, the participants hereby define their roles and responsibilities for implementing the Plan. The Plan will be implemented by undertaking actions, as described in this agreement, that are consistent with the Plan.

SECTION V: ADOPTION OF CONFORMING ORDINANCES AND PLANS

Within two years after adoption of the Plan, each Municipality agrees to implement the Plan by adopting, amending, or otherwise conforming its relevant ordinances as necessary so that they are generally consistent with the Plan. These relevant ordinances and plans include the zoning ordinance, the subdivision and land development ordinance, the Sewage Facilities Plan, the official map and other development regulations authorized by the MPC.

SECTION VI: CREATION AND ROLE OF THE STEERING COMMITTEE

The Steering Committee shall serve as the advisory body for municipalities who have agreed to implement the Joint Comprehensive Plan under the agreement.

- A. Membership: Each participating municipality shall have one representative and one alternate on the Steering Committee. The municipal governing body shall appoint its representative and alternate. Shippensburg University and the school district shall also be represented.
- B. Organization: The Steering Committee shall establish such rules and procedures regarding but not limited to voting, quorum and withdrawal, as it deems necessary for the conduct of its business. These rules and procedures shall become effective upon acceptance by all of the participating municipalities.
- C. Administration and Expenditure of Funds: The Steering Committee may prepare an annual budget and appropriate funds for the operation of the Committee. The Committee may also seek federal, state and county grants to offset the cost of operation and to hire staff, or professional consultants, as deemed necessary. All budgeted and non-budgeted items shall be approved by unanimous consent of all municipalities.
- D. Role: The role of the Steering Committee shall be to consider and facilitate planning decisions regarding proposed amendments to the Plan and its land use component as set forth in Section 1104(c) of the MPC. The Committee shall establish and implement such procedures as may be necessary to fulfill this role. The procedures shall become effective upon acceptance by all of the participating municipalities.
- E. Annual Report: The Steering Committee shall prepare an annual report in conformance with the requirements of Section 1104 (b) (4) of the MPC. Each annual report shall be sent to the Cumberland County Planning Commission (CCPC).

SECTION VII: ROLE OF THE CUMBERLAND COUNTY PLANNING COMMISSION

- A. Reviews of plans and ordinances: The CCPC will conduct consistency reviews relative to the Shippensburg Borough/ Shippensburg Township Joint Comprehensive Plan pursuant to the provisions of the MPC. In addition, the CCPC will continue to conduct such reviews as are necessary to carry out its responsibilities as the county planning commission. These reviews include all reviews required by the MPC, the PA Sewage Facilities Act and other applicable laws and regulations of the Commonwealth of Pennsylvania. The CCPC will send copies of the reviews to the participants.
- B. Reviews of Subdivisions and Land Developments of Regional Significance: Under this agreement, the CCPC will conduct reviews of subdivisions and land developments meeting the criteria set forth in section VII-C. In addition, the CCPC will continue to

conduct such reviews as are necessary to carry out its responsibilities as the county planning commission. The CCPC will send copies of the reviews to the participants.

C. Developments of Regional Significance. For purpose of this agreement, a development of regional significance shall be defined as "any land development that, because of its character, magnitude, or location will have substantial effect upon the health, safety, or welfare of citizens in more than one municipality." Determination of regional significance in the Shippensburg planning area shall be based on the following guidelines:

1. Any residential land development or subdivision that results in the creation of 10 lots or more, or results in the development of 10 units or more.
2. Any subdivision or land development that has the potential to generate substantial amounts of traffic, or adverse environmental impacts, in a municipality other than the municipality in which the subdivision or land development is located.
3. Any portion of a subdivision of 10 or more lots or land development of 10,000 square feet or more of floor area that falls within 300 feet of a municipal boundary.
4. Any non-residential commercial, retail, office, service, institutional, industrial, sports complex or recreational land development in which the floor area of the building(s) or building addition(s) equals or exceeds 20,000 square feet.
5. Any airport, trucking terminal, or sanitary landfill.

D. General Consistency Guidelines. When evaluating participant plans or ordinances or any amendments thereto for "general consistency", the CCPC shall determine if there is a "reasonable, rational, similar connection or relationship" between the plan, map(s), regulations or ordinance of each participant and the provisions of the Plan. To be generally consistent, any plans, maps, regulations or ordinances submitted to the CCPC shall be in accord with provisions of the Plan regarding the following:

1. the amount, location, density, intensity, character and timing of future land uses;
2. preservation of natural and historic resources such as wetlands, aquifer recharge zones, woodlands, steep slopes, prime agricultural land, flood plains, unique natural areas, historic sites and features;
3. provision of adequate housing opportunities with a variety of housing types and densities;
4. location, timing and character of transportation facilities, community facilities, including water, sewer, storm water, parks, recreation and other utilities.

- E. Annual Report: The CCPC will prepare an annual report as specified in Section 1104 (b) (4). The CCPC will transmit the report to the participants.
- F. Contract for Services Provided: The CCPC may contract for services provided under this agreement as deemed appropriate and agreeable to the Steering Committee and the CCPC.

SECTION VIII: ROLE OF THE MUNICIPALITIES

- A. Host Municipalities: Municipalities in which a subdivision or land development application is filed that meets the criteria set forth in Section VII-C of this agreement, shall forward the plans and supplementary material to the other municipalities upon receipt. Copies of professional reviews shall also be forwarded to the other municipalities upon receipt. In taking action on the subdivision or land development, the host municipality shall consider the comments provided by the other municipalities. Municipalities in which a plan or ordinance included within Section V is proposed for adoption, shall send a copy of said plan or ordinance to the other municipalities for review and comment. The host municipality shall consider the comments provided by the other municipalities.
- B. Other Municipalities: Upon receipt of ordinances, or plans from the host municipality, other municipalities should consider the proposal as it relates to the Plan. Upon receipt of subdivisions and land developments of regional significance, the other municipalities should consider the proposal relative to its effect upon the health, safety or welfare of its citizens. In considering these plans and ordinances, the other municipalities should consider the comments provided by the CCPC. The other municipalities may provide advisory comments and recommendations to the host municipality.

SECTION IX: MUNICIPAL PLANNING COMMISSIONS

Each municipality shall retain its own planning commission. Each municipal planning commission will review those subdivisions and land developments that are proposed within its own municipality, and then provide advisory comment to its elected officials. Recommendations of the municipal planning commission should be guided by the Plan and be consistent with its goals, objectives, and policies. The municipal planning commissions shall continue to perform all actions and functions as authorized by the MPC.

SECTION X: MUNICIPAL ZONING HEARING BOARDS

Each municipality shall retain its individual zoning hearing boards. These boards shall carry out all functions as set forth in the MPC. In considering applications before it, the municipal zoning hearing board should be guided by the Plan and take actions consistent with its goals, objectives, and policies.

SECTION XI: MUNICIPAL ZONING

Each participating municipality retains the right to adopt and administer its own individual zoning ordinance and map. Two or more participating municipalities may adopt and administer Joint Zoning Ordinances pursuant to the provisions of the Pennsylvania Municipalities Planning Code as amended.

SECTION XII: MUNICIPAL SUBDIVISION AND LAND DEVELOPMENT ORDINANCES

Subdivision and land development powers shall only be exercised by the municipality in which the property where the approval is sought. Under no circumstances shall a subdivision or land development application in one municipality be required to undergo more than one approval process.

SECTION XIII: PLAN AMENDMENT PROCEDURES

Any amendment of the *Shippensburg Borough/ Shippensburg Township Joint Comprehensive Plan* and the redefinition of any designated categories areas within the Future Land Use Plan shall be in accord with the provisions of this section and Article III of the PA Municipalities Planning Code.

The Steering Committee shall implement the procedures established pursuant to Section VI(D) of this agreement. Any and all proposed amendments to the Joint Comprehensive Plan and redefinitions of the above-cited areas shall be effective only upon approval by resolution by each of the municipal governing bodies. In the event that each of the municipal governing bodies do not approve the proposed changes, the municipalities may avail themselves of the dispute resolution provisions of Section XIV.

SECTION XIV: DISPUTE RESOLUTION

A dispute over interpretation of the Plan, an amendment to the Plan, or consistency of ordinances with the Plan may be resolved as follows:

- A. The disputing parties agree to first discuss and negotiate in good faith in an attempt to resolve the dispute amicably and informally.
- B. If the dispute cannot be settled through direct discussions and good faith negotiations, the disputing parties may utilize the mediation provisions of Sections 602.1 and 908.1 of the MPC as may be relevant.

- C. Participating municipalities mutually covenant to make best efforts to resolve disputes as they arise.

SECTION XV: AMENDMENTS TO THE IMPLEMENTATION AGREEMENT

- A. Requirements - An amendment to this Implementation Agreement may be made only with the consent of all of the Participants, each of which shall execute the amendment.
- B. Consistency with the Plan - No amendment to this Implementation Agreement shall be inconsistent with the Plan. Any amendment that is not generally consistent with the Plan shall be void.
- C. Notice of Amendment - A true and complete copy of every amendment of this Implementation Agreement shall be provided to each Participant within ten (10) days of the full execution thereof or its effective date, whichever is sooner.

SECTION XVI: SEVERABILITY

The unenforceability or invalidity of any provision of this Agreement shall not affect the enforceability or validity of any other provision.