

Chambersburg Borough

Franklin County, PA



Comprehensive Plan

March 2008

Edited July 2008

Acknowledgements

Chambersburg Borough

Honorable Pete Lagiovane, Mayor
Eric Oyer, Borough Manager
David Finch, Assistant Borough Manager

Borough Council

William McLaughlin, President, Borough Council
Robert Wareham, Sr., Vice-President Borough Council
Sharon Bigler, Borough Council
Allen Coffman, Borough Council
Ruth Harbaugh, Borough Council
Janet Lukic, Borough Council
Glenn Manns, Borough Council
Mary Beth Shank, Borough Council
Elaine Swartz, Borough Council
Heath Talhelm, Borough Council

Planning & Zoning Commission

Gary Dougal, Chairman
Allen B. Coffman, Vice Chairman
Mike Boryan
Louisa Cowles
Glenn K. Manns
Mark Miller
Sean Scott
Shane Snively
Lenore Wyant

Planning & Zoning Staff

Phil Wolgemuth, AICP
Kathy Newcomer
Cindy Harr

Planning Consultant



Table of Contents

Executive Summary	1
History and Location	1
Planning Implications	2
Utilities, Infrastructure and Public Services	3
Summary of Community Input.....	3
Community Development Vision Statement.....	4
Summary of Plan Goals and Objectives.....	5
Implementation Plan	8
Chapter 1: Introduction	9
Background.....	9
Franklin County Comprehensive Plan.....	9
Significance of the Borough within the Region.....	10
Demographics.....	11
Population and Projections.....	11
Education	12
Housing	12
Land Use.....	13
Employment	13
Summary of Trends.....	14
Chapter 2: The Plan.....	15
Plan Purpose	15
Study Methods	15
Planning Process	16
Chapter 3: Community Input	18
Issues and Concerns	18
SWOT Results.....	19
Visual Preference Survey	27
Chapter 4: Community Development Policy	30
Municipalities Planning Code (MPC).....	30
Keystone Principles.....	30
Community Development Vision Statement.....	32
Plan Goals and Objectives.....	33
Land Use (includes Downtown and Living Areas)	33
Housing	34
Transportation	34
Economic Development.....	35
Community Facilities and Utilities.....	36
Historic and Natural Resources	36
Government.....	37
Community Development/Redevelopment Strategies.....	38
Redevelopment/Infill Development Guidelines.....	43
Chapter 5: Special Planning Districts	45
Downtown	45
Elm Street Neighborhood.....	45
Rail Corridor.....	45
Chapter 6: Downtown Revitalization Plan	46

Downtown Revitalization Principles	47
Downtown Image & Marketing.....	47
Streetscapes & Open Space	48
Parking	48
Historic Preservation	48
Vehicular, Pedestrian and Bicycle Circulation	49
Upper Floor Rehabilitation and Use	49
Downtown Business Development	49
Downtown Niche Market Possibilities.....	50
Consumer Facts	50
Analysis of Downtown Commercial Space and Upper Floor Housing Opportunities	54
Downtown Restaurant Opportunities	58
Niche Business Development Strategies.....	59
Challenges of Downtown	60
Chapter 7: Elm Street Neighborhood Revitalization Strategy	61
Plan Purpose	61
Neighborhood Vision.....	61
Plan Goal and Objectives.....	62
Strategy for Elm Street Designation.....	63
Chapter 8: Future Land Use Plan	64
Design Standards for Traditional Neighborhood Development	64
Conservation-by-Design or Cluster Development	65
Redevelopment Strategies	65
Chapter 9: Future Transportation Plan	66
Design Standards	66
Maintenance of Existing Transportation Network.....	66
Image Corridors	67
Route 30 – Lincoln Highway	67
Interstate 81 Corridor	67
Public Transportation	68
Benefits of Public Transit.....	69
Potential Strategies	70
Chapter 10: Community Facilities, Services and Utilities Plan	72
Borough Hall	72
Police Facilities, Equipment and Services.....	72
Facility Needs	72
Equipment Needs	72
Police Facilities, Equipment and Services	72
Energy Conservation – Utilities	73
Electric Department	73
Energy Efficient Street Lighting	73
Electric Power and Renewable Energy Programs	73
Gas Department.....	74
Water Department.....	75
Sanitary Sewer Department	75
Public Buildings.....	76
Green Building Design Components	76
Chapter 11: Housing Plan	77

Development and Redevelopment Strategies for Housing.....	77
Chapter 12: Economic Development Strategy	78
Economic Development Partners.....	78
Franklin County Area Development Corporation (FCADC)	78
Downtown Chambersburg Incorporated (DCI)	78
Greater Chambersburg Chamber of Commerce	79
Chambersburg Area Development Corporation (CADC)	79
Business Characteristics.....	79
Consumer Spending Patterns	80
Chapter 13: Government.....	82
Chapter 14: Interrelationship of Plan Elements	83
Chapter 15: Plan Consistency	85
Greene Township.....	85
Guilford Township	85
Hamilton Township.....	85
Chambersburg Area School District.....	85
Franklin County	85
Chapter 16: Implementation Plan	87
Credits and References.....	101
Credits.....	101
References.....	101
Appendices	102
Appendix 1: Existing Conditions Report.....	102
Appendix 2: Build-Out Analysis Report	102
Appendix 3: Planning Process Report.....	102

Executive Summary

The Comprehensive Plan (Plan) was developed through a collaborative planning process that integrated technical analysis with community input. The plan provides a vision for the future with a planning horizon of 20 years addressing community enhancement and development/redevelopment opportunities within the Borough. The Plan was developed using information, analysis and conclusions from research of current Borough programs, services and policies, existing conditions, analysis of build-out and summary of community input. The plan builds upon current Borough plans and policies, the Franklin County Comprehensive Plan, Pennsylvania's Keystone Principles & Criteria for Growth, Investment & Resource Conservation and Pennsylvania Municipalities Planning Code (MPC) requirements. The Plan includes elements such as:

- an explanation of plan purpose, methods and planning process;
- summary of community input;
- description of community development policy with plan goals and objectives;
- identification of Special Planning Districts;
- a Downtown Revitalization Plan;
- overview of the Borough's Elm Street Neighborhood Revitalization Strategy;
- a Future Land Use Plan;
- a Future Transportation Plan;
- Community Facilities, Services and Utilities Plan;
- a Housing Plan;
- an Economic Development Strategy; and
- Implementation Plan.

History and Location

The Borough has a rich history based on its geographic location and proximity to access routes beginning with early frontier expansion, military operations, industrial development and modern day transportation. The Borough is the historic central business district and government center for the region providing a variety of business, shopping, entertainment and cultural experiences. The combination of its history, diversity and opportunity gives Chambersburg its unique character.

The Borough located within Franklin County Pennsylvania, is within fifty-one driving miles of Harrisburg, twenty-five miles of Gettysburg, thirty-one miles of Carlisle, and approximately eighteen miles of Hagerstown Maryland. Franklin County is surrounded by the Kittatinny and South Mountains in a section of Cumberland Valley which runs from the Potomac River in the south to the Susquehanna in the north. The Borough is located along or transected by several major thoroughfares including Interstate 81, US Route 30 and US Route 11.

Planning Implications

Population, housing, income, employment, and consumer and development trends were analyzed and documented in Appendix 1: Existing Conditions Report. These trends suggest a need for a variety of planning strategies to ensure sustainability of the Borough. Policies and implementation strategies contained within this plan build upon community assets and opportunities to address the following planning implications impacting the community either negatively or positively with respect to sustainability.

Population Characteristics

- Anticipated increase in population – 2007 population is estimated to be 20,494 with a 2030 population estimated to be 26,473.
- Ethnic diversity is anticipated to increase – population is culturally diverse with a growing Hispanic community.
- Broad range of ages with growing elderly population – variety of households across all age ranges with 22.7% persons aged 65+.
- Educated population – 31% of the population have some college education or greater (Associates, Bachelor & Doctorate degrees).

Income & Employment Characteristics

- Higher than average state incomes – median household incomes are greater than the County and State (\$32,894).
- Pockets of poverty – A significant percentage of persons are at or below poverty in the downtown (21.7%) and the Elm Street Neighborhood area (21.1%).
- Labor force is predominantly manufacturing and service sectors – A significant number of persons are employed in manufacturing (17.8%), retail trade (13.5%), education/health/social services (23.3%), and arts/entertainment/recreation/accommodations/food service (10.2%).
- Local labor force with short commute times – A majority of individuals are employed by businesses located in the Borough or in surrounding developed Townships with average commute times from 5 to 15 minutes.

Housing Characteristics

- Equal split of owners versus renters – 50.4% of the housing units are owner occupied and 49.6% of the housing units are renter occupied.
- Pockets of deteriorated housing stock – A significant number of housing units in the Elm Street Neighborhood area are in need of major and minor rehabilitation.
- Deteriorated downtown interiors – A significant number of downtown structures are in need of major rehabilitation of second and third floors.
- Overall good housing stock.

Economic Development

- Market opportunities – consumer facts reveal opportunities for additional retail goods, home furnishings, hardware stores, convenience stores, hobby/toy/game stores, general merchandise stores, warehouse clubs and super stores, books/music stores, newsstands, luggage and leather goods stores, clothing and accessories, health and personal care,

- restaurants, pubs/bars/nightclubs, and grocery stores.
- Continued downtown revitalization efforts – downtown revitalization efforts focus on physical rehabilitation and redevelopment as well as continued economic restructuring.
- New development and redevelopment opportunities – new development and redevelopment opportunities must be considered for future development of the community.
- Opportunities for expanded tourism attractions and lack of access to public transportation.

Land Use Characteristics

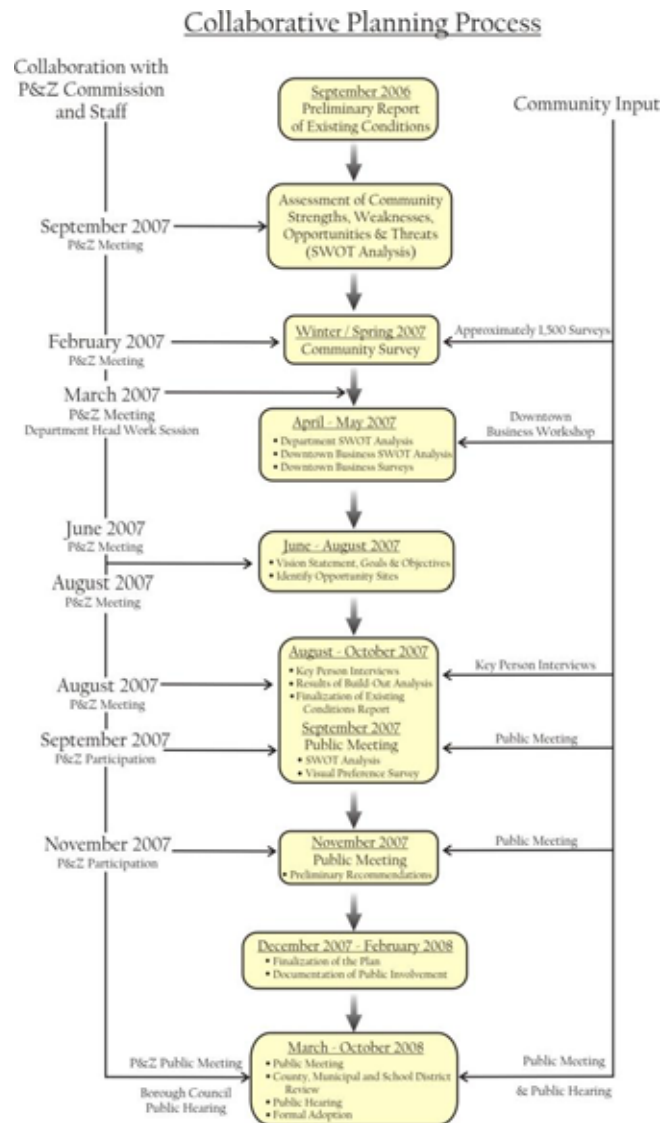
- Balanced land use with exception to open space/recreation facilities – predominant land use classifications include: low density residential (17.8%), medium density residential (23.1%), commercial (15.9%), industrial (16.1%) and undeveloped lands (10%).

Utilities, Infrastructure and Public Services

- Accessible and affordable utilities – utilities are competitively priced and affordable within the region with accessibility to most properties within the Borough limits.
- Infrastructure improvements needed – roadways and utility lines are in need of repair and replacement along with lack of sidewalks in some locations.

Summary of Community Input

The public involvement process included a variety of opportunities to obtain valuable community input, as depicted in the planning process diagram to the right. Community input was used to support the development of a vision statement describing future Borough development and redevelopment as well as support development of plan goals and objectives. Various tools and techniques used through the public involvement process included: public meetings, key person interviews, a community survey, a downtown survey, a visual preference survey and a SWOT (*strengths, weaknesses, opportunities and threats*) exercise. The results of community input provide the basis for plan development. A number of activities and exercises were conducted to obtain public input and staff input identifying issues and concerns. The following provide highlights from each activity summarizing community opinions.



Community Development Vision Statement

The results of previously described community input were used to develop a Community Development Vision Statement to guide development and redevelopment efforts in the Borough. The Community Development Vision Statement describes in words the desired future of the Borough.

The Borough of Chambersburg is endowed with remarkable heritage, neighborhood character and a downtown that when combined provides a valuable quality of life for our residents. In order to sustain our community, the vision is to effectively preserve, conserve and enhance historic resources, revitalize the downtown and older neighborhoods, provide affordable housing, provide excellent public facilities and services, and expand opportunities for economic development.

This vision statement provides the basis for plan goals, objectives and implementation strategies.

Summary of Plan Goals and Objectives

The listings on the following pages address each comprehensive plan element outlining element goals and objectives. The Plan provides much greater detail with respect to implementation strategies including potential planning and implementation partners, possible projects and funding sources, and reference to timing (*short-term or long-term*).

<u>Land Use (LU) Goal</u>	<u>Objectives</u>
Create a land use plan that includes provision for amount, intensity, character and timing of land use proposed for use categories such as residential, commercial, industrial, transportation facilities, utilities, community facilities, public grounds, parks and recreation, environmentally sensitive areas and other areas of special interest such as the downtown, living areas and employment centers.	<p>Objective LU1: Establish designated areas for revitalization and redevelopment opportunities.</p> <p>Objective LU2: Provide strategies for preservation and conservation of natural resources and environmentally sensitive areas.</p> <p>Objective LU3: Enhance the downtown through preservation and revitalization/redevelopment efforts supported by enhanced accessibility, aesthetics, parking, business development/retention, upper floor housing and tourism.</p> <p>Objective LU4: Identify the appropriate location of land uses utilizing quality design and best management practices that will result in minimal impacts on residential neighborhoods and community facilities.</p> <p>Objective LU5: Improve the quality of all living areas through preservation and land use and density regulations.</p>

<u>Housing (H) Goal</u>	<u>Objectives</u>
Create a housing plan to meet the needs of present residents and those individuals and families anticipated to reside in the Borough by providing opportunities for decent, safe and sanitary housing for all income levels of all ages.	<p>Objective H1: Conserve, preserve and upgrade present housing stock.</p> <p>Objective H2: Efficiently and effectively enforce building and property maintenance codes.</p> <p>Objective H3: Coordinate with housing program providers offering assistance to rehabilitate existing housing stock whether owner-occupied or rental.</p> <p>Objective H4: Provide land use regulations for various dwelling types consistent with the intent of each residential and mixed use district.</p> <p>Objective H5: Eliminate blighted areas within the Borough through the use of code enforcement, redevelopment mechanisms and various federal and state programs.</p> <p>Objective H6: Promote upper floor housing opportunities in the downtown.</p>

Transportation (T) Goal

Create a transportation plan for the efficient movement of people and goods including facilities for all modes of transportation.

Objectives

Objective T1: Provide adequate transportation network for all modes of travel, including vehicular and non-vehicular modes such as bicycles, pedestrians and transit (design, develop and improve the transportation system as a comprehensive network).

Objective T2: Cooperate with surrounding Townships, County and State government to improve the transportation system.

Objective T3: Provide for adequate maintenance of the transportation network.

Objective T4: Provide adequate and safe access for all modes of transportation to existing and planned employment centers.

Objective T5: Minimize impacts of truck traffic on residential neighborhoods and community facilities.

Objective T6: Identify opportunities for utilizing greenways and alleyways to provide connections/linkages to a variety of hubs or destinations open to the public such as: the downtown, park and recreation facilities, water access, historic sites, schools, libraries and other key locations within the Borough and the region.

Economic Development (ED) Goal

Create an economic development strategy that identifies niche markets for the downtown, development and redevelopment of employment centers and opportunities for home based businesses.

Objectives

Objective ED1: Create an economic development strategy that identifies niche markets for the downtown, development and redevelopment of employment centers and opportunities for home based businesses.

Objective ED2: Provide employment centers at appropriate locations with adequate access, parking and protection of surrounding residential neighborhoods.

Objective ED3: Diversify the economy toward non-industrial sectors, which may include local and regional opportunities for planned business parks, technology facilities, research and development.

Objective ED4: Develop a tourism strategy.

Government (G) Goal

Provide appropriate organizational structure to support provision and maintenance of adequate public facilities, services and programs as well as efficient administration of policies, procedures, regulations and laws.

Objectives

Objective G1: Identify opportunities for shared services, staff pooling and other forms of intergovernmental cooperation to maximize public resources.

Objective G2: Develop partnerships with other levels of government as well as with other governmental agencies to maximize resources and opportunities.

Community Facilities & Utilities (CFU) Goal

Create a community facilities and utilities plan addressing a wide array of community facilities, services and public and private utilities necessary to meet current and future community needs.

Objectives

Objective CFU1: Identify opportunities for expanded police protection in the downtown and residential neighborhoods.

Objective CFU2: Provide for adequate public and private facilities and services to meet the needs of current and future populations.

Objective CFU3: Provide capital funding for the maintenance, renovation or replacement of existing public facilities.

Objective CFU4: Provide for adequate park, recreation, open space and greenways to meet current and future needs.

Objective CFU5: Develop public/private partnerships to provide adequate community facilities.

Objective CFU6: Identify public park and recreation facilities and programs to meet the needs of current and future populations.

Historic & Natural Resources (HNR) Goal

Create a plan for the protection or identified natural and historic resources consistent with local designated districts and county, regional and state plans and regulations.

Objectives

Objective HNR1: Identify natural and historic resources for protection, preservation, conservation and enhancement which may provide access to the public to support recreation, economic development and tourism.

Objective HNR2: Identify various tools and techniques for public and private preservation and conservation of historic and natural resources.

Objective HNR3: Identify best management practices for the conservation of natural resources and environmentally sensitive areas.

Objective HNR4: Utilize the natural environment to address the need for local and regional recreation, preservation and conservation including parks and recreation facilities and programs, greenways and open space.

Objective HNR5: Preserve and conserve natural resources through public and private efforts.

Implementation Plan

Implementing this plan for community sustainability will require collaboration among a broad base of interested parties including citizens, businesses, local, county and state governments, regional authorities and agencies as well as private property owners and investors. The implementation plan includes recommendations such as projects, programs, studies and changes in policy and regulation to address community issues and concerns, vision statement, plan goals and objectives, downtown revitalization, neighborhood revitalization and strategies identified throughout the planning process and comprehensive plan elements as outlined in the plan.

Chapter 1: Introduction

This Comprehensive Plan was developed through a collaborative planning process that integrated technical analysis with community input. The plan is a blue-print or guide for future development and redevelopment within the Borough. The content of the Comprehensive Plan is based upon the following supporting documents: Existing Conditions Report, Build-Out Analysis Report and Planning Process Report. The plan builds upon the Keystone Principles & Criteria for Growth, Investment & Resource Conservation adopted by the state in May of 2005. And, the plan content meets the requirements of Article III of the Pennsylvania Municipalities Planning Code (MPC).

Sustainable communities are cities, boroughs and towns that prosper because people work together to produce a high quality of life that they want to sustain and constantly improve. They are typically communities that flourish because they build a mutually supportive, dynamic balance between social well-being, economic opportunity and environmental quality. Much of what is needed to create a more sustainable community is within reach if people and their community institutions join forces. This plan uses sustainable development as the framework for planning for the future.

Background

The current Comprehensive Plan was adopted in September 1995. The plan includes goals, objectives and recommendations supported by a Background Study addressing topics such as population, housing, community facilities and services, parks and recreation, police, fire and emergency services, sewer and water services, public schools, transportation, land use, living areas, commercial areas, employment areas, trends and conclusions, implementation plan, capital improvements program, zoning recommendations and other support information.

Article III of the MPC requires municipalities to review the Comprehensive Plan at least every ten years to determine if the plan remains generally consistent with the County Comprehensive Plan and if the plan still meets local needs. The Borough reviewed and assessed the 1995 plan and determined a need for a plan update.

Franklin County Comprehensive Plan

The Franklin County Comprehensive Plan is a guide for development, land use, economic progress and the preservation of the quality of life over the long-term. The plan is intended to:

- Provide guidance to municipalities, authorities and agencies.
- Promote cooperation and coordination across municipal borders and between agencies.
- Recommend the best methods of land development to property owners and developers.
- Plan for needed transportation improvements and coordinate transportation with development.
- Provide a logical program for the community that will assist in obtaining Federal and State grants.
- Guide investments in public infrastructure.

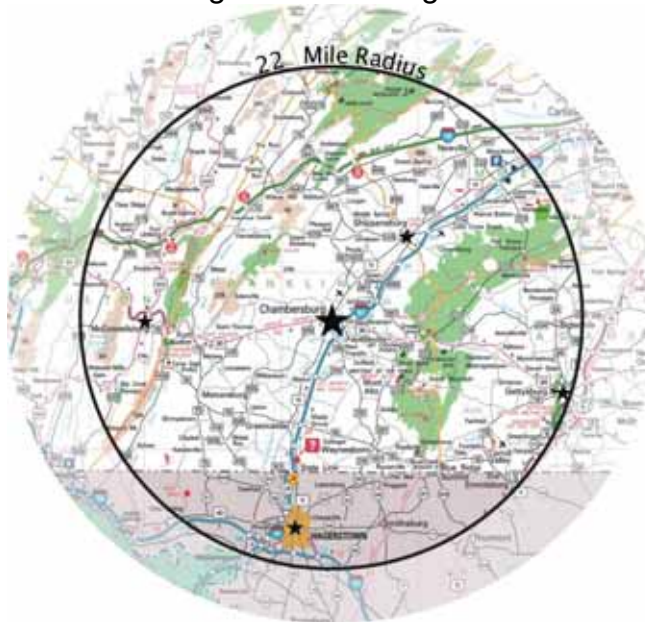
The plan addresses agriculture and natural resources, community facilities and services, economic development, land use, housing and transportation.

Source: Franklin County Comprehensive Plan, www.planning.co.franklin.pa.us/comprehensiveplage.html

Significance of the Borough within the Region

The Borough is the historic central business district and government center for the region providing a variety of business, shopping, entertainment and cultural experiences. The combination of its history, diversity and opportunity gives Chambersburg its unique character. The Borough is located within Franklin County Pennsylvania, is within fifty-one driving miles of Harrisburg, twenty-five miles of Gettysburg, thirty-one miles of Carlisle, and approximately eighteen miles of Hagerstown, Maryland. The Borough is located along or transected by several major thoroughfares including Interstate 81, US Route 30 and US Route 11.

Figure 1: The Region



Demographics

The following are select demographics from the Existing Conditions report that portray the Borough with respect to population, education, housing, land use and employment. The select demographics are those that are typical indicators of the level of sustainability of a community. Refer to the Existing Conditions report for a more thorough analysis of demographics, trends and evaluation of conditions.

Population and Projections

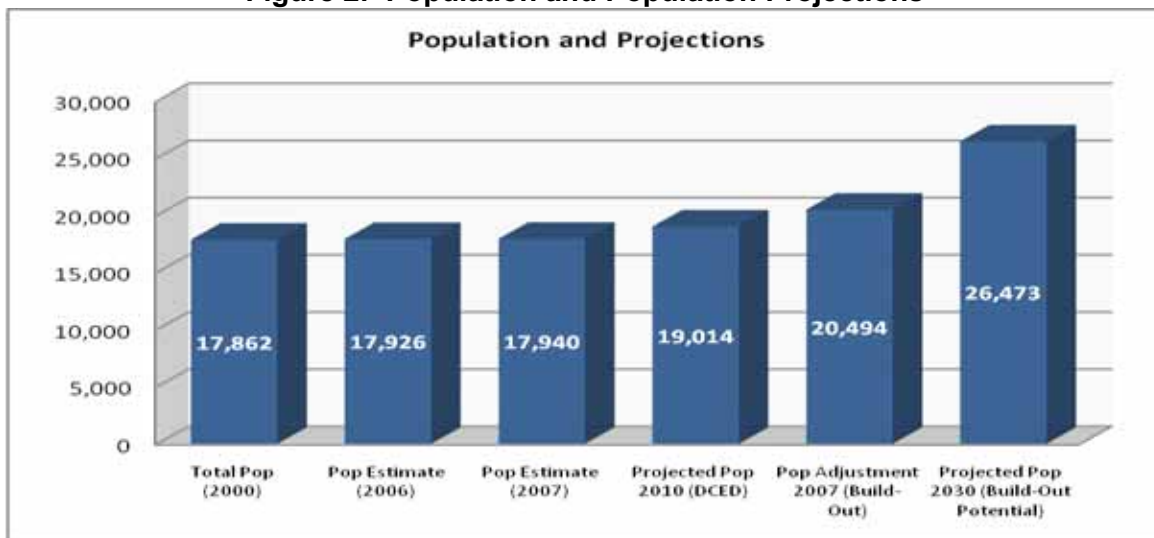
The estimated 2007 population of 17,940 is anticipated to increase by the year 2010 to 19,014 with the potential for substantial increase to 26,473 if lands available for development and redevelopment are built out by 2030.

Table 1: Population & Population Projections

Demographics	Chambersburg Borough
Total Population 2000 (Census)	17,862
Total Population Estimate 2006 (Census)	17,926*
Total Population Estimate 2007 (Census)	17,940
Total Adjusted Population 2007 (Build-Out Analysis)	20,494
Projected 2010 Population (DCED):	19,014
Projected Population 2030 (Build-Out Analysis)	26,473
Total Area (Square Miles)	6.58
Population per Occupied Dwelling Unit 2000 (Census)	2.31
Population per Square Mile 2000 (Census)	2,952.4
Population per Occupied Dwelling Unit 2030 (Build-Out Analysis)	2.31
Population per Square Mile 2030 (Build-Out Analysis)	4,023.3

Source: 2000 US Census Data, 2007 Census Estimates, Chambersburg Borough Building & Codes Department, Chambersburg Borough Comprehensive Plan, Chambersburg Borough Comprehensive Plan Build-Out Analysis, Existing Conditions Report. The Existing Conditions Report reflects a 2006 population estimate of 17,946 as of 2006; since then, the Census Bureau has republished a 2006 population estimate of 17,926.

Figure 2: Population and Population Projections



Source: 2000 Census Data, 2007 Census Estimates, Chambersburg Borough Comprehensive Plan, Chambersburg Borough Comprehensive Plan Build-Out Analysis Report.

Education

Education levels impact the ability to provide a qualified labor force for various employment sectors as well as opportunities for economic development. The population is predominantly a blue-collar labor force (39.6%) with some white collar forces (17.9%).

Table 2: Education Levels

Education Level for the population aged 25 or greater	Chambersburg Borough
High School or equivalent:	39.6%
Bachelors or higher:	17.9%
Median Family Income (2000):	\$42,879

Source: 2000 Census Data.

Housing

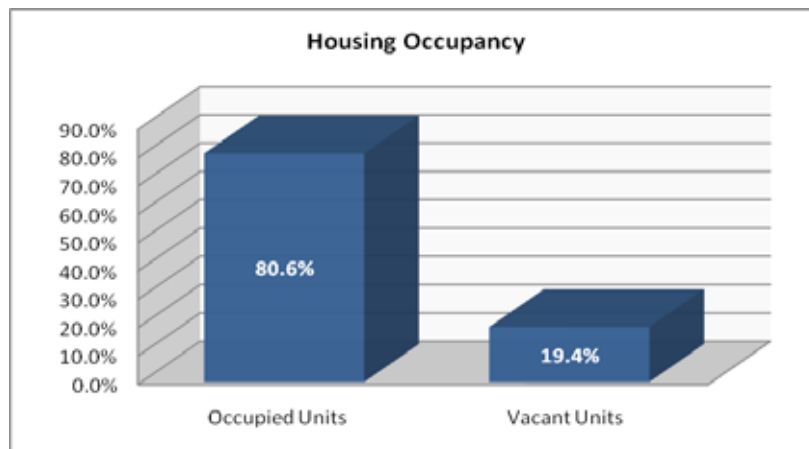
There are approximately 8,305 housing units in the Borough with the potential for an additional 567 units once land available for residential development is improved. Eighty percent (80.6%) of the housing units are occupied. The average sales price in 2006 was \$199,917, an amount historically that is above average for the Borough.

Table 3: Current and Projected Number of Housing Units

Housing	Chambersburg Borough
Total Housing Units (2000):	8,305
Total Adjusted Housing Units (Build-Out):	8,872
Total Occupied Housing Units (2000):	7,722
Total Housing Units for Seasonal Use (2000):	37
Family Households:	56.8%

Source: 2000 Census Data, Chambersburg Borough Comprehensive Plan Build-Out Analysis.

Figure 3: Housing Occupancy



Source: 2000 Census Data.

Table 4: Housing Values

Housing Values	Chambersburg Borough
Average Sales Price (2006):	\$199,917
Total Number of Houses Sold (2006)	672

Source: Pen-Mar Realtors www.chambersburgpahomes.com

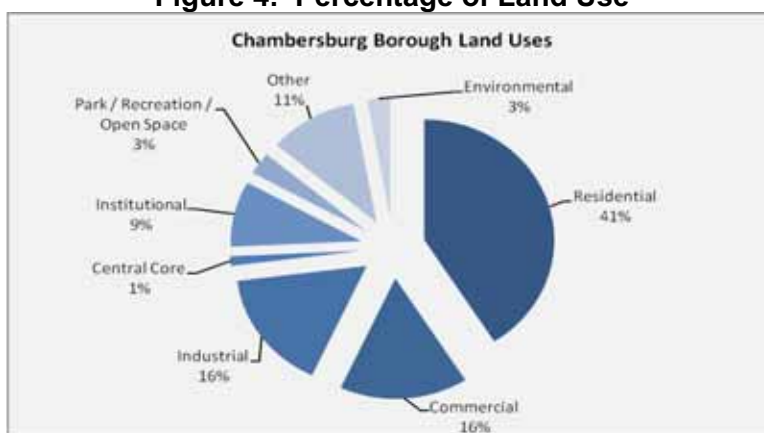
Land Use

The predominant land uses are residential (41%), commercial (16%) and industrial (16%).

Table 5: Acreage of Land Use

Land Use	Chambersburg Borough
Total Acres	3,875.9
Total Residential Acres	1,588.0
Total Commercial Acres	616.6
Total Industrial Acres	625.3
Total Institutional	341.4
Total Park / Recreation / Open Space	115.8
Total Environmental	111.7
Total Central Core	49.0
Total Other Acres	428.1

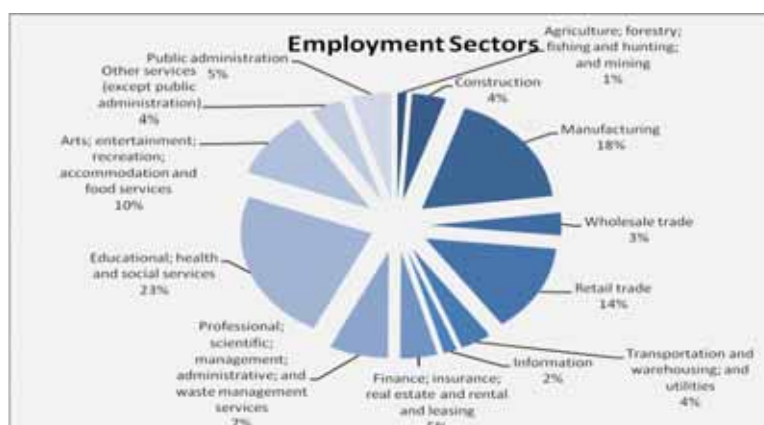
Figure 4: Percentage of Land Use



Employment

Educational, health and social services (23%), manufacturing (18%) and retail trade (14%) are the top three employment sectors.

Figure 5: Breakdown of Employment Sectors



Summary of Trends

Population, housing, income, employment, consumer and development trends were analyzed and documented in the Existing Conditions Report. Trends suggest the following:

- 2030 population is projected to reach at least 26,473.
- A culturally diverse population with a growing Hispanic community.
- A variety of households across all age ranges with 22.7% persons aged 65+.
- 31% of the population has some college education or greater (Associates, Bachelor & Doctorate degrees).
- Median household incomes greater than the County and State (\$32,894).
- Significant percentages of persons at or below poverty in the downtown (21.7%) and Elm Street Neighborhood (21.1%).
- 50.4% of the housing units are owner occupied and 49.6% of the housing units are renter occupied.
- A significant number of housing units in the Elm Street Neighborhood are in need of minor and major rehabilitation.
- A significant number of downtown structures are in need of major rehabilitation of second and third floors.
- A significant number of persons are employed in manufacturing (17.8%), retail trade (13.5%), education/health/social services (23.3%), and arts/entertainment/recreation/accommodations/food service (10.2%).
- A majority of individuals are employed by businesses located in the Borough or in surrounding developed Townships with average commute times from 5 to 15 minutes.
- Consumer facts reveal opportunities for additional retail goods, home furnishings, hardware stores, convenience stores, hobby/toy/game stores, general merchandise stores, warehouse clubs and super stores, books/music stores, newsstands, luggage and leather goods stores, clothing and accessories, health and personal care, restaurants, pubs/bars/nightclubs, and grocery stores.
- Predominant land use classifications include: low density residential (17.8%), medium density residential (23.1%), commercial (15.9%), industrial (16.1%) and undeveloped lands (10%).

Chapter 2: The Plan

The Comprehensive Plan is a blue-print or guide for physical development and redevelopment of the Borough. The plan recognizes physical, economic, social, political, aesthetic and related factors of the community. The plan is not just a document; instead, the plan is a process consisting of surveys, data collection, analysis and projections; problem identification; identifying a vision for the future; setting goals and objectives; formulating options; choosing an alternative; identifying implementation strategies; implementing decisions; evaluating outcomes; and, updating the plan and repeating the planning process. An ongoing planning process with routine updates to the plan assists with keeping the plan dynamic.

Plan Purpose

The purpose of the plan is to prepare a long range plan in accordance with the MPC. The plan describes a vision for the future and formulates goals, objectives and policies necessary to achieve the vision. Policies will address key areas such as affordable housing, community design practices, downtown revitalization, environmental analysis, public education facility analysis, public relations and marketing, regional municipal planning, information systems and technology, including GIS, socio-economic analysis and transportation planning. As previously mentioned, the plan uses sustainable development as the framework for planning for the future.

The major purposes of the Comprehensive Plan are to:

- Provide a guide for the many public and private decisions that affect the future of the Borough;
- Promote the interests of the citizens at-large;
- Enhance the Borough's position within the region;
- Outline policies to guide future development and redevelopment; and
- Identify opportunities for coordination of public services and utilities.

Study Methods

Several study methods were used to update the plan which integrated technical analysis with community input. The following is a brief description of each of these methods and reference to Appendix documents to this plan.

- ***Appendix 1: Existing Conditions Report*** – Research and analysis was conducted to document existing conditions in the form of surveys, maps, text, figures and photographs addressing the various comprehensive plan elements outlined in the MPC and identified by the Borough. Refer to the ***Comprehensive Plan: Existing Conditions Report*** for documentation of existing conditions for required plan components. This information provides a starting point for planning for future needs of the community.
- ***Appendix 2: Build-Out Analysis Report*** – A build-out analysis was conducted to identify land available for development and redevelopment and how much development and redevelopment could occur and at what densities, and what consequences may result when complete build-out of available land occurs under current zoning

regulations. Refer to the **Comprehensive Plan: Build-Out Analysis Report** for documentation of this analysis and results used to develop future planning elements.

- **Appendix 3: Planning Process Report** – Documentation of the planning process and involvement of the Planning & Zoning Commission, Borough staff and the community is included in this document. Various methods were used to obtain valuable information to support development of a vision statement, plan goals and objectives and strategies to support development of future planning elements. Methods used to obtain community input throughout the plan development process included: a community survey, downtown business survey, and visual preference survey, SWOT analysis, and key stakeholder interviews, work sessions with the Planning & Zoning Commission and public meetings. Refer to the **Comprehensive Plan: Planning Process Report** for documentation of the results of community input received throughout the planning process.

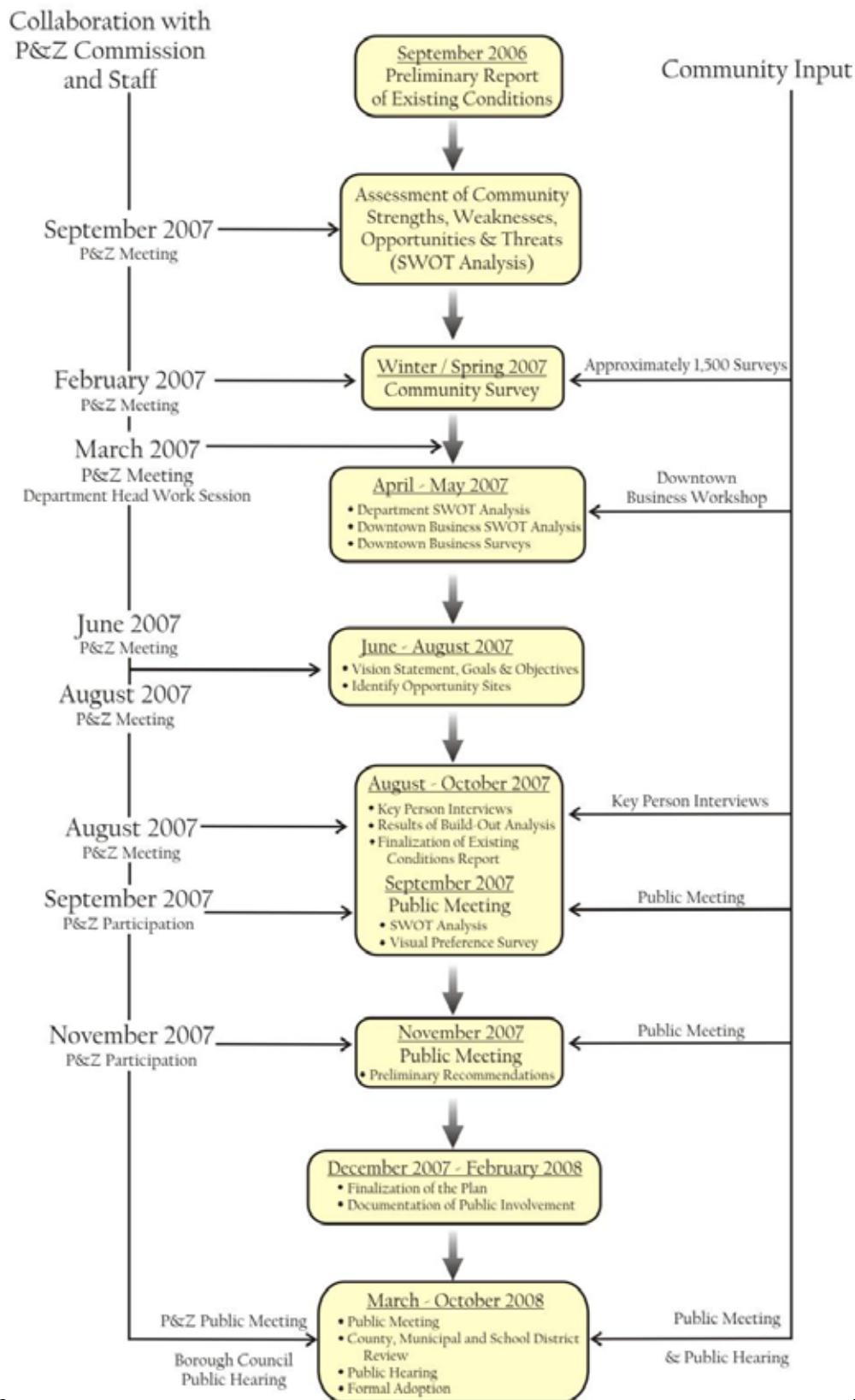
Planning Process

The Borough implemented a collaborative comprehensive planning process that integrated community involvement with technical analysis and evaluation of revitalization strategies. The planning process commenced in 2006 with adoption of the plan in 2008 as depicted Figure 6 on the following page. The planning process included a public involvement program which included a variety of opportunities to obtain valuable community input. Community input will be used to support the development of a vision statement describing future Borough development as well as support development of plan goals and objectives. Various tools and techniques used throughout the public involvement process included: public meetings, key person interviews, a community survey, a downtown survey, a visual preference survey and a SWOT (*strengths, weaknesses, opportunities and threats*) exercise. This document summarizes the results from the community survey, downtown business survey, visual preference survey and SWOT exercise. Additional documentation of public involvement will be included as part of appendix items to the Comprehensive Plan. The planning process for this plan was conducted simultaneous with the Borough's Elm Street Neighborhood revitalization effort with an emphasis on neighborhoods within the Third Ward adjacent to the downtown.



Figure 6:

Collaborative Planning Process



Chapter 3: Community Input

The public involvement process included a variety of opportunities to obtain valuable community input. Community input was used to support the development of a vision statement describing future Borough development and redevelopment as well as support development of plan goals and objectives. Various tools and techniques used through the public involvement process included: public meetings, key person interviews, a community survey, a downtown survey, a visual preference survey and a SWOT (*strengths, weaknesses, opportunities and threats*) exercise. The results of community input provide the basis for plan development.

Issues and Concerns

A number of activities and exercises were conducted to obtain public input and staff input identifying issues and concerns. The following provide highlights from each activity summarizing community opinions.

Summary of Community Satisfaction Survey

- Majority are very satisfied with services such as garbage collection, recycling pick-up and visual appearance of neighborhoods
- Majority are not satisfied with snow removal, street conditions and maintenance and noise at night
- Majority indicated a need for public transportation system
- Majority of residents are satisfied with property code enforcement, zoning regulations and enforcement, building permit regulations and fees, utility rates and similar activities
- Many want night time activities in the downtown
- Many feel that the downtown is clean, friendly and inviting
- Many perceive the downtown as unsafe at nighttime

Summary of Preferences

- Majority of participants preferred enhanced public space and natural amenities as a priority for the community
- Many did not prefer underutilized industrial buildings and commercial strip development.

Summary of Strengths, Weaknesses, Opportunities and Threats

The following provides a summary listing of the top issues and concerns identified through the SWOT activity conducted with Borough Staff, Downtown Chambersburg Inc. and downtown businesses and the community.

Strengths

- Downtown – Redevelopment Activity
- Heritage Center & Capitol Theatre attractions/events
- Event calendar for downtown activities
- Council for the Arts
- Low utility rates
- Health care services and facilities



Weaknesses

- Limited goods and services in downtown – lack of drug store, groceries and basic needs
- Long-term residents have a poor perception of the downtown
- Poor usage of 2nd and 3rd floor space in the downtown.
- Lack of educated workforce to meet needs of local businesses
- Southgate Mall
- Lack of quality housing
- Lack of public transportation

Opportunities

- Organize downtown owners/landlords to make vacant spaces more attractive
- Tourism
- Continuation of downtown restoration activities
- Safe, friendly, walkable and bicycle friendly community
- Modified ordinances to support redevelopment
- Possibility for additional fees and revenues and improve Borough billing process
- Grocery store at Southgate
- Parking garage in the downtown
- Liquor license for another restaurant in the downtown to promote evening activity
- Develop programs to support building rehabilitation
- Environmental regulations and permitting and working capital for start up businesses and expansions
- Partner with developers to attract rehabilitation and redevelopment in the downtown
- Arts and various venues to augment downtown activities/events
- Market plan for the downtown

Threats

- Vacant Storefronts - make them more appealing (i.e. Arts Council - paint the windows).
- Lack of people coming downtown due to perception of safety, parking and limited goods/services.
- Homeless population, perception of downtown
- Slumlords/absentee landlords
- Lack of constant police foot patrol
- Rail Trail/Village on the Falling Spring, if not maintained
- Perceptions about Hispanic Community (illegal immigration, criminal activity, unemployment, overcrowding, cultural ignorance)

SWOT Results

The SWOT results are presented by group and by category. The categories represent the typical elements addressed through a comprehensive planning effort including primarily: land use, transportation, economic development, historic preservation, housing, and infrastructure.

Chambersburg Comprehensive Plan
DRAFT

Table 6: Community Strengths

STRENGTHS		Planning & Zoning	Borough Staff	Downtown	Public Meeting	TOTAL
Categories	Issues / Comment	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value
DT - Economic Development	Great looking downtown - clean town / downtown	4	0	0	4	8
	Capitol Theatre	0	0	0	16	16
	Downtown - Redevelopment	0	26	0	14	40
	Downtown Stores are more diverse than before.	0	8	0	8	16
	Heritage Center & Capitol Theatre attractions/events	0	0	36	12	48
	Event calendar for downtown activities	0	0	32	5	37
	Council for the Arts	0	0	11	13	24
	Easy access to parking. On-street and parking lots	0	0	5	10	15
	Uniqueness of shops and businesses	0	0	4	3	7
	Few empty stores	0	0	4	7	11
DT - Recreation	Downtown Activities i.e. Icefest, First Friday	0	17	0	19	36
DT - Neighborhoods	Pride in Downtown	0	0	11	3	14
Economic Development	Commercial Development along Norland Avenue	3	0	0	0	3
	Businesses at Southgate	0	0	0	4	4
	Hub of Employment	0	21	0	0	21
	Development is strong now. Rely on income from this activity, Financial Stability.	0	8	0	0	8
Government / Administration / Organization	Council/Manager Form of Gov't Proactive Competent Staff Buffers Political Agenda.	0	20	0	1	21
	Diversity of Departments - Expertise that other communities do not have.	0	14	0	1	15
	Strong Chamber of Commerce support. DCI, DBC, Public/Private cooperation	0	0	20	0	20
	Downtown is County Seat	0	0	18	4	22
	Strong core commitment by business owners	0	0	8	4	12
Historic Resources	Historic Districts - Redevelopment	0	3	0	7	10
	History of downtown, association to downtown/history	0	0	17	3	20
	Architectural/historical	0	0	17	3	20
Housing	FCHA affordable housing for elderly/disabled	0	0	0	2	2
Infrastructure & Utilities	Utility rates (lowest) - Economies of Scale	9	14	0	4	27
	Electric Department /Utilities	0	20	0	0	20
	Attractive landscaping	0	0	7	0	7
	Good infrastructure	0	0	3	4	7
Land Use	Good housing stock – some suitable for rehab	3	0	0	0	3
	Wilson College	1	0	0	10	11
	New housing should address anticipated growth	1	0	0	0	1
	High school football stadium	0	0	0	1	1
	Size of downtown area	0	0	9	0	9
Perception	Safe neighborhoods	6	0	0	0	6
	Quality School District	3	0	0	1	4
	Good leadership at all levels	0	0	0	0	0

Chambersburg Comprehensive Plan
DRAFT

STRENGTHS		Planning & Zoning	Borough Staff	Downtown	Public Meeting	TOTAL
Categories	Issues / Comment	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value
	Non-union work force that shows up for work	0	0	0	0	0
	Isolated Vocation - People from Region Identify with Borough.	0	3	0	0	3
Public Services	Crime is down	0	0	0	3	3
	Crime Impact Team- working in 3rd ward	0	0	0	0	0
	Ambulance Service Valuable to the Region	0	12	0	0	12
Recreation	Chambersburg Park- memorial park, municipal pool	10	0	0	8	18
	Mike Waters park- renovation	3	0	0	7	10
	Soccer Complex	0	0	0	7	7
	Falling Spring & Conococheague Creeks	0	0	0	3	3
	Festivals	0	0	15	0	15
Social Services / Programs	Great Hospital- in good financial shape, good leadership, quality services	14	0	0	0	14
Transportation	I-81	6	0	0	0	6
	Railroads	4	0	0	0	4
Region	Growth in suburban population to support downtown	0	0	15	0	15
	Proximity to metro areas	0	0	9	7	16

Table 7: Community Weaknesses

WEAKNESSES		Planning & Zoning	Borough Staff	Downtown	Public Meeting	TOTAL
Categories	Issues / Comment	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value
DT - Economic Development	Empty downtown storefronts	1	0	0	9	10
	No restaurants downtown	0	0	0	15	15
	Downtown parking, location, access, signage	0	0	0	11	11
	Possible closing of Sheetz downtown	0	0	0	8	8
	Limited goods and services downtown/lack of drug store, groceries, basic needs, etc.	0	19	0	9	28
DT - Perception	Reasons for people not coming downtown	0	11	0	0	11
	Lack of communication regarding what is available downtown	0	11	0	2	13
	Long-term residents - poor attitude about downtown perception	0	0	34	6	40
DT - Land Use	Poor usage of 2nd and 3rd floor spaces. Some are not capable of handling uses (i.e. utilities, codes etc.) so are used as storage	0	0	33	13	46
DT - Public Services	Trash Removal/Curbside	0	0	12	0	12
	Snow removal	0	0	10	8	18
	Private dumpsters to rear of properties overloaded	0	0	9	5	14
Economic Development	Lack of educated workforce for upper level wages / low education levels	12	0	0	15	27
	Southgate Mall	5	0	0	23	28

Chambersburg Comprehensive Plan
DRAFT

WEAKNESSES		Planning & Zoning	Borough Staff	Downtown	Public Meeting	TOTAL
Categories	Issues / Comment	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value
	Income level of jobs in the region is too low - requires 2 income households (blue collar and agriculture)	5	0	0	11	16
	Lack of access to grocery store	2	0	0	6	8
Government / Administration / Organization	Council does not understand what the community wants with respect to Recreation Services/Facilities. Needs to be a better understanding to fund appropriate.	0	35	0	12	47
Housing	Lack of affordable housing/ quality housing for low and very low income	15	0	0	15	30
	Rental housing along Lincoln Way West-poor quality	2	0	0	4	6
Infrastructure & Utilities	Lack of trees	1	0	0	8	9
	Lack of sidewalks	0	0	0	2	2
Land Use	Lack of grocery store at Southgate	6	0	0	3	9
	Limited space for community development - fixed borders	0	14	0	0	14
Nuisance	Crime and loitering downtown at night	0	0	0	4	4
	Property maintenance by slum landlords/tenants - run down housing	0	0	0	3	3
Perception	Perception of crime at Southgate	9	0	0	3	12
	Lack of community pride	0	0	0	0	0
	One newspaper -views	0	0	0	7	7
	Questionable quality of public education	0	0	0	7	7
	Perception/Image/History of Chambersburg as the leader within the region. Surrounding municipalities do not want to be part of things. Cooperation Issues "Big Brother".	0	9	0	2	11
	Rural communication	0	5	0	0	5
	Southgate - under utilized	0	0	31	2	33
	Large percentage of low income housing	0	0	19	0	19
Public Services	Better/new street cleaner	1	0	0	3	4
Recreation	Council does not understand what the community wants with respect to Recreation Services/Facilities. Needs to be a better understanding to fund appropriate.*	0	35	0	0	35
Social Services / Programs	Location of public assistance offices are not in the neighborhoods in need	0	0	0	1	1
Transportation	Lack of public transportation	11	0	11	19	41
	Gateway/entrances/link to downtown	0	0	4	4	8

Chambersburg Comprehensive Plan
DRAFT

Table 8: Community Opportunities

OPPORTUNITIES		Planning & Zoning	Borough Staff	Downtown	Public Meeting	TOTAL
Categories	Issues / Comment	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value
DT - Economic Development	Vacant storefronts	4	0	0	0	4
	Downtown restoration needs to continue	4	0	0	49	53
	West Side of Falling Spring	0	0	0	3	3
	Downtown night life	0	0	0	12	12
	Vacant buildings downtown (redevelopment)	0	0	0	2	2
	Tourism - impacts on downtown shops/uses	0	24	0	6	30
	Organize downtown owners/landlords to make vacant spaces more attractive.	0	12	0	12	24
	Drugstore/local commercial opportunities downtown	0	9	0	3	12
	Downtown development/redevelopment with respect to use.	0	9	0	0	9
	More downtown visitors, extended operations.	0	5	0	4	9
	Antique store in downtown.	0	0	0	8	8
	Market plan for downtown	0	0	38	3	41
	Library expansion, will stay downtown	0	0	30	19	49
	Sidewalk dining	0	0	25	58	83
	BYOB for restaurants	0	0	0	7	7
	Churches - large populations downtown for small business (challenging market, unpredictable)	0	0	0	9	9
DT - Housing	Good downtown apartments needed	4	0	0	4	8
	Quality housing downtown.	0	13	0	8	21
	Rehabilitate 2nd / 3rd floor space for affordable/ mixed use housing	0	0	20	12	32
DT - Infrastructure & Utilities	Way finding signage plan	0	0	0	4	4
	Sign ordinance improvements, size, material, illumination, placement	0	0	8	2	10
	Desire to bike to DT (accommodations, enforcement)	0	0	2	2	4
DT - Recreation	Village on the Falling Spring	0	0	0	8	8
	Arts and various venues/ festivals expansion	0	0	22	8	30
DT - Government / Administration/Organization	Borough work with developers to get development in DT - enforce ordinance that we already have / strengthen ordinances.	0	0	49	4	53

Chambersburg Comprehensive Plan
DRAFT

OPPORTUNITIES		Planning & Zoning	Borough Staff	Downtown	Public Meeting	TOTAL
Categories	Issues / Comment	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value
	Programs for building rehabilitation ~environmental codes ~rural business enterprise grant, working capital for startups/expansion ~Anchor building grant, payback \$ for downtown	0	0	41	10	51
DT - Land Use	Liquor license for another restaurant - evening activity	0	0	58	23	81
	First floor residential should not be allowed in DT	0	0	19	9	28
	Parking garages are good to encourage all day stays (do not need to feed meter)	0	0	17	7	24
DT - Nuisance	Trash/debris in sidewalks / bicycles on sidewalks. Nuisance ordinances need to be enforced.	0	0	12	3	15
DT - Perception	Outsiders perception is more positive about downtown than long-term residents	0	0	3	1	4
DT - Public Services	Fire/Safety/maintenance codes - reduce vacancy of 2nd 3rd floors and occupancy.	0	0	19	4	23
Economic Development	2nd & Grant (Jennings Chevy)	5	0	0	13	18
	Southgate- unique opportunity to provide goods & services	2	0	0	11	13
	Gabler Tract	1	0	0	4	5
	Lincoln Way West- former Sheetz store	0	0	0	8	8
	Redevelopment of rail corridor properties	0	0	0	8	8
	Infill development and redevelopment "Brownfields".	0	5	0	0	5
	Southgate. Grocery store.	0	0	22	9	31
Housing	Housing on Southgate	4	0	0	4	8
	Rental rehab program- target elm street area	4	0	0	3	7
	Homeowner occupied property program	2	0	0	6	8
	Future home of Chambersburg Townhomes	1	0	0	7	8
	Millroad Area Townhouses	0	0	0	0	0
Government / Administration / Organization	All departments need to grow as population grows and demands/needs grow.	0	24	0	2	26
	Additional fees and revenues that could be charged for, improve billing efficiency, fee for services.	0	23	0	6	29

Chambersburg Comprehensive Plan
DRAFT

OPPORTUNITIES		Planning & Zoning	Borough Staff	Downtown	Public Meeting	TOTAL
Categories	Issues / Comment	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value
	Ordinances - better, tighter, more flexible ordinances to support redevelopment	0	9	0	14	23
	Largest Municipality in County - County Seat	0	6	0	1	7
	Tighter restrictions with tax abatements/incentives.	0	0	10	1	11
Infrastructure & Utilities	Tree replacement	0	0	0	6	6
	Utility Department efficiencies may be required as new development stops.	0	9	0	0	9
Land Use	New retail vs. old retail areas	3	0	0	4	7
	Westward extension of orchard drive, new development	1	0	0	0	1
	Ordinances to support redevelopment, new development, and affordable housing	1	0	0	0	1
	Density of townhouses	0	0	0	0	0
	New park and rail trail/green space	0	0	21	0	21
Neighborhoods	Community volunteers to support various functions (i.e. recreation, neighborhood revitalization).	0	12	0	4	16
	Ethnic diversity.	0	5	0	1	6
Perception	Borough - promote the borough or get the word out - facts (crime)	2	0	0	3	5
	Hispanic population- self policing	0	0	0	6	6
	Hispanic population- culture	0	0	0	9	9
	Safe, friendly, walkable and bicycle friendly community.	0	33	0	7	40
	Bilingual community - English as a second language	0	15	0	11	26
	Smart growth... Bigger is Better	0	14	0	0	14
Public Services	Regional Services - Better Cooperation	0	10	0	8	18
	Police Department to assist with regional needs.	0	8	0	0	8
Recreation	Rail Trail	0	0	0	3	3
	Ethnic festival.	0	0	0	4	4
Transportation	Railroad	0	0	0	0	0
Region	Growth in suburban population to support downtown	0	0	8	6	14

Chambersburg Comprehensive Plan
DRAFT

Table 9: Threats

THREATS		Planning & Zoning	Borough Staff	Downtown	Public Meeting	TOTAL
Categories	Issues / Comment	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value
DT - Aesthetics	Vacant Storefronts - make them more appealing (i.e. Arts Council - Paint the Windows).	0	24	0	11	35
DT - Economic Development	Lack of parking downtown with respect to downtown revitalization	2	0	0	9	11
	Not enough people come downtown safety, parking and limited goods/services.	0	23	0	4	27
DT - Housing	Quality of apartments in downtown-poor quality, negative impact	7	0	0	10	17
	Downtown housing opportunities.	0	15	0	0	15
DT - Perception	Downtown security. Ethnic diversity.	0	15	0	3	18
	Growing cultural diversity perception	0	0	22	0	22
	Homeless population, perception of DT	0	0	14	8	22
DT - Land Use	Loss of surface parking in 1st block of S. Main denies public easy access to DT	0	0	4	5	9
DT - Nuisance	Slumlords/ Absentee landlords	0	0	47	24	71
	Graffiti	0	0	2	6	8
DT - Public Services	Lack of constant police foot patrol	0	0	39	13	52
	Rail trail / village on falling spring if not maintained	0	0	15	12	27
Economic Development	Growth- impact of School District (Taxes, cost etc).	3	0	0	1	4
	Southgate Mall's vacant space	1	0	0	5	6
	Businesses leaving in the rail corridor, what do we do?	0	0	0	0	0
Government / Administration / Organization	Population growth - a need for additional staff, resources, facilities, equip., etc.	0	22	0	1	23
	How to operate without development? Fixed tax base and fixed border.	0	16	0	0	16
	Municipal, poor cooperation in region (loss of individual identity).	0	10	0	1	11
Historic Resources	Special districts (i.e. Historic Districts) good, but also hampers ability for redevelopment.	0	5	0	1	6
Housing	Absentee Landlords	8	0	0	26	34
Infrastructure & Utilities	Mobility issues for handicapped.	0	11	0	1	12

Chambersburg Comprehensive Plan
DRAFT

THREATS		Planning & Zoning	Borough Staff	Downtown	Public Meeting	TOTAL
Categories	Issues / Comment	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value	Total Dot Value
Land Use	Fixed tax base	10	0	0	0	10
	New retail vs. old retail areas	1	0	0	0	1
	Churches - N. Main Street demolition of buildings for expansion of Churches. Loss of building stock and commercial space.	0	0	2	11	13
Perception	Perceptions about Hispanic Community (Illegal Immigration, criminal activity, unemployment, overcrowding, Cultural ignorance)	21	15	0	32	68
	Increased drug and gang activity	6	0	0	6	12
	Location and perception of housing in relation to Southgate	2	0	0	4	6
	Public perception of safety	0	0	0	6	6
	City coming to Chambersburg. Traffic, police, fire, cultural.	0	17	0	4	21
Social Services / Programs	Increased number of homeless - Churches address needs now, can this continue.	1	0	0	3	4

Visual Preference Survey

A visual preference survey (VPS) is an innovative and successful technique that enables citizens to evaluate physical images of natural and built environments. The process involves asking participants to view and evaluate a wide variety of slides depicting streetscapes, land use, site design, building type, aesthetics and amenities. Individual scores indicate the level of preference for images viewed during the survey. The results are analyzed to determine what is appropriate for the community. A visual preference survey was conducted for the Chambersburg Borough Comprehensive Plan at the public meeting on September 18, 2007. The following includes analysis methodology, presentation of results, a summary of preferences and the images used in the VPS.

Methodology

Individuals attending the meeting were asked to view numbered pictures which depicted various images of natural and built environments. Each participant was provided a sheet to record their response indicating appropriateness of the suitability of the development or setting for the Borough. Individuals responded to thirty images. Response options included strongly oppose, oppose, no preference, some preference, and strong preference. A sample of the collection instrument is provided at the end of this report.

At the end of the meeting, the survey instrument was collected and tallied. Each response option was assigned a weight factor, whereby the weights included: strongly oppose (-2), oppose (-1), no preference (0), some preference (1), and strong preference (2). The number of responses for each response option was summed and an average response value was calculated for each slide.

Visual Preference Survey Results

Overall, responses to the survey were favorable with some preference, or an average response value of 0.65. There were several images with strong preference, and several with strong opposition. The top preferred images included 17,19,24,25 and 28, with an average value of 1.5 (strong preference); while the top opposed images included 2,3,4,5 and 20 with an average value of -0.59. The following is a summary of images of the highest preferred and least preferred images.

Highest Preference Images

These images suggest a higher importance should be placed on public space such as plazas, sidewalks, trails, paths and parks.



Average 1.57



Average 1.57



Average 1.36



Average 1.36



Average 1.64

Lowest Preference Images

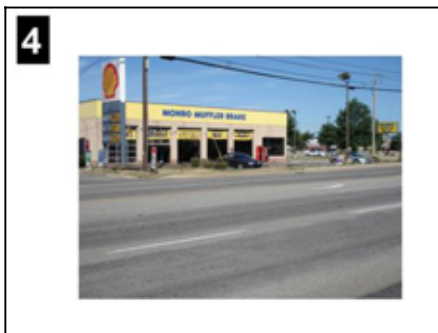
These images suggest a higher importance should be placed on rehabilitation of older buildings, reduction of impacts from industrial uses and lower acceptance of high commercial style development patterns.



Average -0.86



Average -0.50



Average -0.43



Average -0.57



Average -0.57

Overall, the images provide a guide for the types of public space desired as well as types of uses and structures requiring rehabilitation or redevelopment, and desired or undesired design elements and aesthetics. The results of the survey are used to provide insight to design land use strategies and design standards for various locations throughout the Borough.

Chapter 4: Community Development Policy

The Comprehensive Plan is the overall policy guide for the physical development and redevelopment of the Borough. This portion of the plan contains a vision for the future, plan goals and objectives, community development and redevelopment concepts and strategies, and community and neighborhood design elements to guide future development and redevelopment activities. The policy provides the basis for development of plan elements that address future community development and redevelopment activities. The policy is built around state, regional and local policies as well as embraces the State's Keystone Principles and sustainable development principles.

Municipalities Planning Code (MPC)

The MPC establishes the basic framework for the Borough and municipalities across the Commonwealth to plan for community development through the preparation of a Comprehensive Plan. Article III of the MPC outlines the elements of a comprehensive plan and processes and procedures for adoption and update. This law allows the Borough to amend the 1995 Comprehensive Plan in whole or in part. Once adopted, the comprehensive plan provides the framework for Borough action on matters such as:

- The location, opening, vacation, extension, widening, narrowing or enlargement of any street, pierhead or watercourse;
- The location, erection, demolition, removal or sale of any public structure located within the Borough;
- The adoption, amendment or repeal of an official map, subdivision and land development ordinance, zoning ordinance or provisions for planned residential development, or capital improvements program; and
- The construction, extension or abandonment of any water line, sewer line or sewage treatment facility.

Additionally, the plan provides the framework for School District action on matters such as the location, demolition, removal, sale or lease of any school district structure or land. The Borough and County shall give the plan of the other consideration in order that the objectives of each plan can be protected to the greatest extent possible.

Source: MPC, Introduction and Article III, Sections 303, 305 and 306.

Keystone Principles

The Commonwealth of Pennsylvania adopted the *Keystone Principles & Criteria for Growth, Investment & Resource Conservation* in May of 2005 as part of the state's *Smart Growth* initiative. These principles and criteria were designed to support a coordinated interagency approach to fostering sustainable economic development and conservation of resources through the state's investments in communities. The principles outline general goals and objectives for economic development and resource conservation. The criteria help measure the extent to which particular projects accomplish identified goals. Projects to be funded by state agencies are to be evaluated with the recognition that rural, suburban and urban areas have different characteristics and needs. For example, what might work in an urban area

might not work in a rural area. The following is a brief description of the state's *Keystone Principles* that provide the basis for growth, investment and resource conservation.

- **Redevelopment First** – The State is giving priority to cities, towns, brownfields and previously developed sites in urban, suburban, and rural communities for economic development activity that create jobs, housing, mixed-use development and recreational assets. Conservation of heritage resources and rehabilitation of historic buildings and neighborhoods for compatible contemporary uses is a priority.
- **Provide Efficient Infrastructure** – The State is emphasizing fix it first by making improvements to existing infrastructure resulting in highway and public transportation investments that use context sensitive design to improve existing developed areas and attract residents and visitors to these areas. This emphasis includes providing multi-modal choices and adequate public facilities within designated growth areas. Other strategies include the use of on-lot and community water and septic/sewer systems in rural areas and the requirement for private and public expansions consistent with comprehensive plans and implementing ordinances.
- **Concentrate Development** – The State is supporting both infill and greenfield development that is compact and conserves land and is integrated with existing or planned transportation, water and sewer services and schools. The goal is to create well-designed developments that are walkable communities with options for non-vehicular modes of travel that offer healthy life style opportunities. It is important that these types of developments be planned and designed for successful and timely completion.
- **Increase Job Opportunities** – The State is focusing on retaining and attracting a diverse, educated workforce by partnering with local communities to provide quality economic opportunities that improve the quality of life for current and future residents. The state is investing in businesses that offer good paying, high quality jobs, and that are located near existing or planned water and sewer infrastructure, housing, existing workforce, and transportation access (highways or transit).
- **Foster Sustainable Businesses** – The State is promoting efforts to strengthen natural resource based businesses that use sustainable practices in energy production and land uses such as agriculture, forestry, fisheries, recreation and tourism. Support is for construction and promotion of green buildings and infrastructure that use land, energy, water and materials efficiently. This principle supports economic development that increases or replenishes knowledge-based employment, or builds on existing industry clusters.
- **Restore and Enhance the Environment** – The State is supporting efforts to maintain and expand land, air and water protection and conservation programs. The conservation and restoration of environmentally sensitive lands and natural areas for ecological health, biodiversity and wildlife habitat are a priority. The emphasis is to promote development that respects and enhances the state's natural lands and resources.

- **Enhance Recreational and Heritage Resources** – The State is promoting maintenance and improvement of recreational and heritage assets and infrastructure including parks, forests, greenways and trails, heritage parks, historic sites and resources, fishing and boating areas and game lands offering recreational and cultural opportunities for residents and visitors.
- **Expand Housing Opportunities** – The State is emphasizing the construction and rehabilitation of housing of all types to meet the needs of people of all incomes and abilities. It is important to coordinate the location of housing with the location of jobs, public transit, services, schools and other existing infrastructure. New housing developments should be consistent with local plans and community character.
- **Plan Regionally and Implement Locally** – The State is encouraging multi-municipal, county and local planning and implementation that has broad public input and support of these principles. The State is providing funding for such planning efforts.
- **Be Fair** - The State is supporting equitable sharing of the benefits and burdens of development. The State applies these principles and criteria for selection of projects so that all communities are assisted regardless of characteristic: suburban, urban or rural.

Source: *Keystone Principles & Criteria for Growth, Investment & Resource Conservation, Commonwealth of Pennsylvania, Economic Development Cabinet, May 31, 2005.*

The goals, objectives, concepts, plan elements and implementation strategies of this plan were developed applying the above principles so that the Borough is best positioned to develop partnerships with state and regional agencies to realize the vision for the future of the Borough and region through successful implementation of the plan.

Community Development Vision Statement

The Community Development Vision Statement expresses the overriding themes derived from the extensive community involvement process during the plan development process. The following Vision Statement uses words to describe how to sustain the community of Chambersburg.

The Borough of Chambersburg is endowed with remarkable heritage, neighborhood character and a downtown that when combined provides a valuable quality of life for our residents. In order to sustain our community, the vision is to effectively preserve, conserve and enhance historic resources, revitalize the downtown and older neighborhoods, provide affordable housing, provide excellent public facilities and services, and expand opportunities for economic development.

This Vision Statement provides the basis for plan goals, objectives and implementation strategies. And, the goals, objectives and policies of this plan work together as a means of achieving the vision. The following goals and objectives are organized by plan element and consider the location, character and timing of future development as outlined in subsequent sections of the plan.

Plan Goals and Objectives

As previously mentioned, plan goals and objectives further define the Community Development Vision Statement by providing the framework for development of various plan elements, policy and implementation strategies. Plan goals and objectives are outlined by Plan element for the following: land use, housing, transportation, economic development, community facilities and utilities, historic and natural resources and government.

Land Use (includes Downtown and Living Areas)

Land use and development patterns are the result of interaction between demographic trends, economic conditions and social attitudes. Other factors influencing development patterns include changes in technology in areas such as transportation and construction and the availability and cost of land, water and energy. The purpose of the land use element is to ensure that the distribution of land uses meets the future economic, social, physical and environmental needs of Chambersburg Borough. The delicate balance of land use is required to create a desired level of sustainability. Understanding this, the following land use goals and objectives have been outlined to provide the framework for development of the Future Land Use Plan.



Land Use (LU) Goal: Create a land use plan that includes provisions for amount, intensity, character and timing of land use proposed for categories such as residential, commercial, industrial, transportation facilities, utilities, community facilities, public grounds, parks and recreation, environmentally sensitive areas and other areas of special interest such as the downtown, living areas and employment centers.

Objective LU1: Establish designated areas for revitalization and redevelopment opportunities.

Objective LU2: Provide strategies for preservation and conservation of natural resources and environmentally sensitive areas.

Objective LU3: Enhance the downtown through preservation and revitalization/redevelopment efforts supported by enhanced accessibility, aesthetics, parking, business development/retention, upper floor housing and tourism.

Objective LU4: Identify the appropriate location of land uses utilizing quality design and best management practices that will result in minimal impacts on residential neighborhoods and community facilities.

Objective LU5: Improve the quality of all living areas through preservation and land use and density regulations.

Housing

Housing policies and programs must be tailored to local demographics and housing characteristics. As housing stock ages and conditions change it is important to maintain a supply of sufficient, safe and affordable housing choices to accommodate all income levels within the community. The ability to provide affordable housing is directly related to household incomes, employment opportunities and allowable densities.



Housing (H) Goal: Create a housing plan to meet the needs of present residents and those individuals and families anticipated to reside in the Borough by providing opportunities for decent, safe and sanitary housing for all income levels of all ages.

Objective H1: Conserve, preserve and upgrade present housing stock.

Objective H2: Efficiently and effectively enforce building and property maintenance codes.

Objective H3: Coordinate with housing program providers offering assistance to rehabilitate existing housing stock whether owner-occupied or rental.

Objective H4: Provide land use regulations for various dwelling types consistent with the intent of each residential and mixed use district.

Objective H5: Eliminate blighted areas within the Borough through the use of code enforcement, redevelopment mechanisms and various federal and state programs.

Objective H6: Promote upper floor housing opportunities in the downtown.

Transportation

Transportation can be used as a tool to accommodate planned growth locally and regionally. The interrelationship between transportation and land use is complex. As the transportation network is expanded and improved there is an overall improvement to accessibility which encourages land development; while increased land use density and intensity from development results in traffic congestion and the demand for transportation improvements. Safety, mobility and accessibility for all modes of travel are key indicator of sustainability.



Transportation (T) Goal: Create a transportation plan for the efficient movement of people and goods including facilities for all modes of transportation.

Objective T1: Provide an adequate transportation network for all modes of travel,

including vehicular and non-vehicular modes such as bicycles, pedestrians and transit. (Design, develop and improve the transportation system as a comprehensive network.)

Objective T2: Cooperate with surrounding Townships and County and State Government to improve the transportation system.

Objective T3: Provide for adequate maintenance of the transportation network.

Objective T4: Provide adequate and safe access to existing and planned employment centers.

Objective T5: Minimize impacts of truck traffic on residential neighborhoods and community facilities.

Objective T6: Identify opportunities to utilizing greenways and alleyways to provide connections/linkages to a variety of hubs or destinations open to the public such as: the downtown, park and recreation facilities, water access, historic sites, schools, libraries and other key locations within the Borough and the region.

Economic Development

The Borough is strategically located within the region. The Borough must be able to respond to the changing dynamics of the regional economy so that a strong and viable local economy results. New and improved infrastructure, businesses and housing options enable quality growth.

Economic Development (ED) Goal: Create an economic development strategy that identifies, maintains and improves the Borough's function as a regional market and employment center, identify niche markets for the downtown, strengthen neighborhood commercial areas and identify opportunities for home based businesses within neighborhoods.



Objective ED1: Revitalize the downtown through small business development and business retention.

Objective ED2: Provide employment centers at appropriate locations with adequate access, parking and protection of surrounding residential neighborhoods.

Objective ED3: Diversify the economy toward non-industrial sectors, which may include local and regional opportunities for planned business parks, technology facilities, research and development.

Objective ED4: Develop a tourism strategy.

Community Facilities and Utilities

Meeting the demands of services for residents such as streets, water and sewers, energy, police protection and emergency services contributes to sustainable neighborhoods. Adequate public facilities are crucial to promoting health, safety and welfare.



Community Facilities and Utilities (CFU) Goal: Create a community facilities and utilities plan addressing a wide array of community facilities, services and public and private utilities necessary to meet current and future community needs.

Objective CFU1: Identify opportunities for expanded police protection in the downtown and residential neighborhoods.

Objective CFU2: Provide for adequate public and private facilities and services to meet the needs of current and future populations.

Objective CFU3: Provide capital funding for the maintenance, renovation or replacement of existing public facilities.

Objective CFU4: Provide for adequate park, recreation, open space and greenways to meet current and future needs. (Note: the Comprehensive Recreation Plan for the Borough will be cross referenced.)

Objective CFU5: Develop public/private partnerships to provide adequate community facilities.

Historic and Natural Resources

The cultural and historic resources of a community contribute to creating a “sense of place.” Preservation and conservation of historic and natural resources provide a wide array of amenities for the community as well as recreation opportunities and tourist attractions within the region.



Historic and Natural Resources (HNR) Goal: Create a plan for the protection of identified natural and historic resources consistent with local designated districts and county, regional and state plans and regulations.

Objective HNR1: Identify natural and historic resources for protection, preservation, conservation and enhancement which may provide access to the public to support recreation, economic development and tourism.

Objective HNR2: Identify various tools and techniques for public and private preservation and conservation of historic and natural resources.

Objective HNR3: Identify best management practices for the conservation of natural resources and environmentally sensitive areas.

Objective HNR4: Utilize the natural environment to address the need for local and regional recreation, preservation and conservation including parks and recreation facilities and programs, greenways and open space.

Objective HNR5: Preserve and conserve natural resources through public and private efforts.

Objective HNR6: Identify public park and recreation facilities and programs to meet the needs of current and future populations.

Government

Local government makes a vital contribution to developing a thriving, vibrant and sustainable community. Government is responsible for providing basic community services, develop policy as well as enforce laws and regulations that address health, safety and general welfare of the public. Government has opportunities to participate in a variety of public-private partnerships to offer services and implement programs and projects.



Government (G) Goal: Provide appropriate organizational structure to support provision and maintenance of adequate public facilities, services and programs as well as efficient administration of policies, procedures, regulations and laws.

Objective G1: Identify opportunities for shared services, staff pooling and other forms of inter-governmental cooperation to maximize public resources.

Objective G2: Develop partnerships with other levels of government as well as with other governmental agencies to maximize resources and opportunities to enhance facilities, services and programs.

Objective G3: Develop public/private partnerships to support further revitalization and redevelopment of the downtown and older neighborhoods as well as to support new development.

Community Development/Redevelopment Strategies

The strategy is to plan, develop/redevelop and maintain livable or complete neighborhoods that contribute to a sustainable community. The term community development refers to the idea that, in order for a community to be viable, its development choices must be led by the community; be systematically linked to a community's infrastructure (physical, human, financial, natural, civic and social); and encourages local enterprise that serves the needs of residents, promotes stable employment and increases social equity. Community development focuses on creating opportunities for jobs, income, wealth and business growth. Community development strategies seek to adhere to concepts of sustainable development with an emphasis on economic, social equity and environmental responsibility.

Ultimately, sustainable communities are cities, boroughs and towns that prosper because people work together to produce a high quality of life that they want to sustain and constantly improve. Sustainable communities are those that:

- Recognize that growth occurs within some limits and is ultimately limited by the carrying capacity of the environment;
- Values cultural diversity;
- Respects other life forms and supports biodiversity;
- Promotes shared values amongst the members of the community through education;
- Employs ecological decision-making such as integration of environmental criteria into all municipal government, business and personal decision-making processes;
- Makes decisions and plans in a balanced, open and flexible manner that includes the perspectives from the social, health, economic and environmental sectors of the community;
- Makes best use of local controls, capabilities and resources;
- Uses renewable and reliable sources of energy;
- Minimizes harm to the natural environment;
- Does not compromise the sustainability of future generations by its actions.

Key components of this strategy are described in terms of providing adequate infrastructure; safe, decent and affordable housing; preservation of historic and natural resources; sufficient park/recreation facilities and open space; neighborhood revitalization plans; and, strategies to strengthen mixed-use or traditional development patterns. The following provides a brief description of each of these sustainability components.

1. Upgrade the physical ***infrastructure*** (*streets, water, sewer and energy*) within existing neighborhoods when it is found deficient.
2. Provide ***safe, decent and affordable housing*** as a means of transforming neighborhoods.
3. Preserve ***historic and natural resources***.
4. Create ***livable or complete neighborhoods*** with a ***“sense of space”*** through neighborhood revitalization efforts.
5. ***Strengthen employment centers*** by providing adequate public facilities and technical support.
6. Provide ***neighborhood commercial areas*** to support residential living.

7. Continue **revitalization of the downtown**.
8. Analyze opportunities for **development and redevelopment**.
9. Vary **transportation options** giving people the option of walking, biking and using public transit.

The following section provides a detailed description for each of the components of community sustainability.

❶ Infrastructure

Adequate infrastructure is a key indicator of sustainable community. Community development strategies typically focus a great deal of resources on ensuring that the physical infrastructure (water, sewer, energy and other elements) are in place to support neighborhood revitalization and economic development. Infrastructure improvements should be coordinated with development and redevelopment activity to ensure adequate upgrade of facilities and to maximize cost sharing opportunities for public improvements.

❷ Safe, Decent and Affordable Housing

Safe, decent and affordable housing is a key indicator of a sustainable community. Blight is defined by high vacancy rates; unsafe building conditions; aging, deteriorating and poorly maintained buildings; poor structure quality that requires significant improvements to buildings in order to ensure safe occupancy; and, inadequate infrastructure. Providing safe and decent housing of sound condition meeting building code and density requirements is crucial to promoting public health, safety and welfare. Providing housing for all income levels is crucial to meeting both state and federal requirements.

Housing is usually the largest expense in a family budget, so high housing costs can strain household budgets. Households with strained budgets due to housing cost have less money available for other needs, like food, utilities and other bills, education, health care, transportation or saving for retirement or emergencies. Affordable housing includes housing for sale and rent in the form of single-family detached and attached units, condominiums and apartments. Affordable housing is a dwelling where the total housing costs are affordable to those living in that housing unit in relation to income. A commonly accepted guideline for housing affordability is housing cost (*rent or monthly mortgage*) that does not exceed 30% of a household's gross income.

Urban revitalization efforts have focused on building mixed income housing that can take advantage of existing infrastructure, while diversifying the tax base, reducing commutes, providing customers for local businesses, and bringing stability to challenged neighborhoods. Without adequate infrastructure, it is difficult to build affordable housing for mixed income neighborhoods.

❸ Preservation of Historic and Natural Resources

Preservation of historic resources is crucial to the preservation of neighborhood character. Historic resources define the essence of local communities and neighborhoods as well as provide opportunities for economic development such as tourism. Preservation of historic resources also improves property values as well as contributes to the aesthetics of desirable

communities with a higher quality of life for residents. The following outlines the strategy for historic preservation.

1. Identify and document historic resources in accordance with PHMC standards.
2. Establish Historic Districts using tools such as National Register Districts, local historic districts to protect clusters of historic resources.
3. Develop architectural standards as part of neighborhood design elements for infill or redevelopment of sites and rehabilitation of structures to preserve historic integrity and character of historic neighborhoods.

Some natural landscapes remain in areas adjacent to water bodies and undeveloped lands. Natural landscapes are undeveloped areas consisting of wetlands and aquifer recharge zones, woodlands, steep slopes, prime agricultural lands, floodplains, unique natural areas and similar environmentally sensitive areas. These areas provide benefit to public health, safety and welfare with respect to essential resources found in nature such as water, air, land, forests, fish and wildlife, topsoil, and minerals. Site design standards should consider preservation of these areas for preservation or use by the public. The following outlines the strategy for preservation of natural landscapes.

1. Preserve and protect natural resources, forested lands and unique landscapes by using a variety of tools and techniques in order to establish sound land use policies, encourage community revitalization in urban areas and infill development in suburban areas, address recreational needs and allow for protection of agricultural lands and open space in surrounding rural areas.
2. Promote strategically located greenways that protect the region's natural resources and environmental quality, while providing opportunities for future linkages and connections via trails and paths.
3. Promote the development of a greenway plan consistent with the County and State's plans as an integral part of the joint comprehensive planning initiatives and implementation plan. Encourage linking greenway concerns with implementation strategies that address sound land use, community revitalization, recreation needs, various modes of travel and open space protection.

④ Livable or Complete Neighborhoods

Livable or complete neighborhoods are a key indicator of a sustainable community. The Borough consists of a variety of neighborhoods. Neighborhoods located in and around the downtown by characteristics are older, mature neighborhoods or traditional associated with the historic development of the Borough. Recent development of areas outside of these older neighborhoods is more characteristic of suburban environments. Traditional neighborhoods are based on pedestrian, bicycle and automobile accessibility, while suburban neighborhoods are typically dependent upon automobile accessibility. The following characteristics define a livable or complete neighborhood.

- **Compact:** Livable neighborhoods conserve land, and are of sufficient density to support frequent transit service and neighborhood-serving businesses.
- **Mixed-use:** Livable neighborhoods provide a mix of housing, workplaces and neighborhood-serving shops and services.
- **Diverse:** Livable neighborhoods offer housing choices suited to all types of households and household incomes, provide a range of jobs, shops, and services, and support diverse local businesses.
- **Healthy:** Livable neighborhoods support the physical and mental health of residents, are clean and safe, and promote social inclusion and sociability.
- **Green:** Livable neighborhoods are well served by parks, playgrounds, plazas, and greenways. Trees and plantings are integrated into street designs. Buildings are designed to provide compact gardens, courtyards, terraces, and green roofs.
- **Accessible:** Livable neighborhoods support car-free living by being well-connected to citywide and regional destinations by sustainable transportation modes including walking, cycling, public transit, paratransit and taxi. Streets and public transit are designed for universal accessibility.
- **Sustainable:** Livable neighborhoods use natural resources and energy sparingly and efficiently, and generate little waste.

⑤ Strengthen Employment Centers

Employment centers are clusters of land uses that provide a range of employment opportunities. The Borough offers clusters of employment in and around the downtown. The ability to retain businesses and industries as well as attract a trained workforce is challenging for many communities. The ability to augment industrial employment opportunities with more business opportunities is crucial to increasing income levels and building a sustainable community.

⑥ Neighborhood Commercial Areas

Neighborhood commercial areas consisting of shopping opportunities to support basic needs are located in and around key commercial corridors along Wayne Avenue and Lincoln Way East. Several commercial strip centers are occupied by underutilized space and are in need of rehabilitation to attract new businesses and to strengthen competitiveness with other shopping opportunities both within and outside of the Borough. Neighborhood commercial revitalization program should focus on standards to transform older, neighborhood commercial development into vital shopping corridors by improving their physical and economic conditions. The following are several components to revitalization of neighborhood commercial corridors.

- **Buildings** – Redevelopment projects should consider placement of buildings closer to the roadway with double frontage buildings, interior streets and open space in the form of a town center with consolidated and shared parking.

- **Architecture** – Incorporate architecture that responds to local climate, traditions and aesthetic appeal.
- **Landscaping** – Integrate landscaping with building design, plazas, parking lot design and pedestrian walkways.
- **Pedestrian and Vehicular Access** – Provide wide sidewalks and create plazas fronting the street and connecting to the retail centers. Integrate landscaping with the design of pedestrian space. Provide appropriate roadway and intersections improvements to provide safe access. Access should consider future opportunities for transit.
- **Design of Parking Lots** – Incorporate landscaping and pedestrian access areas into design of parking lots. Placement of parking and buildings should provide a pedestrian-friendly environment.
- **Gateways and Wayfinding Signage** – Where appropriate, utilize the redevelopment of shopping centers as part of the gateway to the Borough and incorporate wayfinding signage for both vehicular and pedestrian modes of travel.
- **Land Use Regulations** – Consider revision to zoning regulations to achieve desired rehabilitation and redevelopment opportunities.

7 Revitalization of the Downtown

Revitalization of the downtown is crucial to the economy of the region. The downtown core or Main Street area is the heart of the Borough and region. The downtown core is an area characteristic of diverse, concentrated development patterns occurring over time, offering a walkable/pedestrian friendly environment. The Borough's downtown revitalization efforts are structured around the Main Street organization referred to as Downtown Chambersburg, Inc. (DCI) and around the Main Street Four-Point Approach. The Borough has participated in the Main Street program for several years and has reached Main Street Achiever status. Achiever status means DCI has successfully implemented the Main Street Four Points Approach without DCED administrative assistance.

The Main Street approach addresses four key areas that work together to build a sustainable and complete community revitalization effort that has been widely successful in downtowns across the nation. The following four key elements make up a comprehensive revitalization strategy for the downtown.

- **Organization:** Organization involves getting everyone working toward the same goal and assembling the appropriate human and financial resources to implement a Main Street revitalization program.
- **Promotion:** Promotion sells a positive image of the commercial district and encourages consumers and investors to live, work, shop, play and invest in the Main Street district. The strategy is to market a district's unique characteristics to residents, investors, business owners and visitors through an effective promotional campaign.

- **Design:** Design means getting the Main Street into top physical shape through capitalizing on assets, an inviting atmosphere, attractive window displays, parking areas, building improvements, street furniture, signs, sidewalks, street lights and landscaping to convey a positive image.
- **Economic Restructuring:** Economic restructuring strengthens a community's existing economic assets while expanding and diversifying its economic base through sharpening the competitiveness of existing businesses and recruiting compatible new businesses.

Recent downtown planning has resulted in the identification of several revitalization objectives to include:

- Financially sustaining Downtown Chambersburg, Inc.
- Financially sustaining the Capitol Theatre Center.
- Continuing to retain, grow and recruit quality businesses (both merchant and service sectors).
- Attracting new investment willing to renovate older stock buildings.
- Creating a consumer active environment throughout the year.
- Increasing tourism visitation through the Chambersburg Heritage Center.
- Retaining existing surface parking for consumers.
- Maintaining clean and safe operations to enhance the image of downtown.
- Attracting public grant and private investment dollars to downtown revitalization efforts.
- Developing new "Anchor Building Projects".
- Developing a Revolving Loan Fund program for property and business owners.
- Implement the Elm Street Neighborhood Revitalization Plan.

⑧ Opportunities for Development & Redevelopment

Opportunities for development and redevelopment were analyzed through a Build-Out Analysis. The analysis considered lands available for development (*undeveloped lands*) and underutilized sites (*sites identified for redevelopment*) across the Borough.

Redevelopment/Infill Development Guidelines

The goal is to identify sites that are suited for redevelopment or infill development through public/private partnerships that can be designed to achieve compatibility with the surrounding neighborhood. The planning analysis included identification of opportunity sites for redevelopment and rehabilitation. Those sites are identified on Map1 with reference to locations with the potential for a change of use. When considering these sites for redevelopment, the following development guidelines should be applied.

- Secure land of more versatile shape or size by acquiring more than one lot or lands from adjacent lots or select larger corner sites.
- Garages and parking areas should be sited so that they do not dominate the view from the street or other public spaces.
- Do not design blank end walls, design buildings that address the street(s).
- Situate the building consistent with the layout pattern of the area.

- Buildings and spaces should relate to neighboring properties. As a general rule, fronts should face fronts of properties and backs should face backs.
- Buildings should be placed so that they receive sun but do not cast undue shadows on neighboring properties.
- The design should maintain the open, green view along the street and maximize opportunities for on-site plantings.
- The scales of the building should respect the scale of surrounding developments. Structures should be placed and designed to provide safety and security to the neighborhood. For example, windows should overlook the street and open spaces, access and parking areas should be visible to residents from their homes and clear lines of sight and well lit direct routes are desired.
- High fences and walls should be avoided at all costs. Low front walls and living fences (hedges, shrubs and plantings) should be used to define boundaries.
- Parking areas should be screened with plantings.

Chapter 5: Special Planning Districts

Special Planning Districts are used to plan and implement revitalization efforts with emphasis on enhanced quality of life for residents, and sustained economic vitality. Special Planning Districts include the Downtown, Elm Street Neighborhoods and the Rail Corridor. Each district requires unique strategies to build sustainability. Map 2 depicts the Special Planning Districts.

Downtown

The Downtown is relatively a small portion of the Borough geographic area, yet the Downtown is immensely important in determining image and the economic well-being of the Borough and the Greater Chambersburg Area. The Downtown is a very unique and special place with a character and heritage that is founded in history. Chambersburg is the County seat with the Downtown being the center of County and local government, historic structures, central commercial district and hub of cultural activities.

Elm Street Neighborhood

In 2007, the Borough received designation as an Elm Street Neighborhood for portions of the Second and Third Wards. An Elm Street Neighborhood Revitalization Plan provides detailed five year revitalization strategy. The designation of the area by the Department of Economic and Community Development (DCED) affords the Borough funding for five years for administration of the program, infrastructure and building façade improvements and priority for other state funding. Map 2 depicts the current designated Elm Street Neighborhood area and a potential Elm Street Neighborhood area for study by shading area boundaries in proximity to the downtown. The current Elm Street area and the potential Elm Street area are Special Planning Districts with an emphasis on neighborhood revitalization and infill design standards. The purpose of the Elm Street Neighborhood is to strengthen older neighborhoods surrounding the downtown in an effort to build a sustainable downtown economy and image.

Rail Corridor

The Rail Corridor is an area consisting predominantly non-residential development that occurred historically along the railroad line. A majority of structures in this area are of considerable construction and age as well as show signs of deterioration. There are many opportunities within the rail corridor for adaptive reuse, rehabilitation and redevelopment of structures and sites. Uses and structures within this area may require innovation and flexibility with respect to land use regulations and site design to realize the full potential of the area.

Chapter 6: Downtown Revitalization Plan

The Downtown Revitalization Plan emphasizes strengthening of the social, physical and economic value of the Borough's historic commercial center. The downtown or central business district is where businesses have traditionally located. The primary goal to realize the vision for the downtown is to improve the livability and quality of life in the Borough by expanding and attracting employment, shopping and social activities to the downtown.



The Vision Statement for the downtown is to:

Maintain a downtown with a “sense of place” which defines the image of the region and which must be revitalized as an identifiable core of a broader community improvement program, and which looks to neighborhood revitalization within the “Elm Street Area”.

The Downtown is immensely important in determining the image and economic well-being of the Borough. The Downtown is a very unique and special place characteristic of the following features.

- **Economic Significance** – The Downtown possess retail, finance, government, culture and entertainment.
- **Historic Context** – The historic buildings provide a link between past and present and give a glimpse of what the Borough was like in years past.
- **Centrality and Accessibility** – The Downtown is finance, cultural, government and entertainment center for the region.
- **Density** – The Downtown has higher density with buildings of height set closely together.
- **Diversity** – The Downtown has evolved over many years with diversity in age, size and style of buildings resulting in interesting architecture.
- **Continuity** – The Downtown has a retail core with continuous frontage of active uses at street level which encourages pedestrian movement.
- **Vitality** – Vitality is a unique excitement and activity that can only be found in the Downtown.
- **Serendipity** – The Downtown offers the opportunity for unexpected surprises such as unique architecture, unique shopping experiences, diversity of individuals and uses.
- **Amenity** – The Downtown has a high concentration of urban amenities that make it interesting, enjoyable and exciting place to visit.

The downtown revitalization plan strives to improve the image of the downtown, make use of existing buildings, offer residents a more concrete “sense of place”; provide residents more retail options and services; provide more employment opportunities; expand the local tax base; prevent blight and abandonment; increase safety; and, keep money circulating within the community and region.

Downtown Revitalization Principles

The following describes the various downtown revitalization principles to continue the enhancement of the downtown. These principles are depicted on the exhibit referred to as the Community Development Opportunities for Chambersburg Borough.

❶ Downtown Image & Marketing

Establish gateways to the downtown using signs, landscaping, banners, ornamental pedestrian scale lighting and special streetscape treatments to mark the edges of the downtown to announce arrival to the downtown to visitors and customers. Establish a downtown image through various means of marketing.

Action Items:

- Determine appropriate downtown gateway locations.
- Design and improve appropriate gateway improvements for specific locations.
- Develop a borough-wide and downtown wayfinding system consisting of gateways, directional signs, heritage signs, banners and information kiosks.
- Strengthen the downtown maintenance program administered by Downtown Chambersburg, Inc.
- Develop a downtown marketing strategy and campaign with the ability to offer joint marketing opportunities to downtown businesses and to conduct cross marketing with the larger region to attract visitors.
- Routinely assess niche market opportunities to determine business expansion and development potential to focus downtown revitalization efforts.
- Businesses that offer unique goods, superior services or expert services.
- Retailers should avoid handling the same merchandise as larger retailers in the region.
- Identify gaps in the local market (*supply and demand*) to find a special niche that can be filled.
- Evaluate niches in comparable communities.
- Sharpen pricing practices, offer quality products and services, offer exceptional customer service and offer hours to best accommodate customers.
- Build downtown capacity to support multi-purpose visits increasing ability to attract customers from other markets.
- Establish a volunteer organization to assist with window and store front displays.
- Continue to program a series of events and activities year-round in the downtown that are complementary of the heritage of the Borough and region.
- Develop a distinct identity for the downtown by developing a logo for printed materials, posters, banners and website.

②Streetscapes & Open Space

Streetscape improvements in the downtown should include curb, sidewalks, street trees, ornamental pedestrian scale lighting, street furniture and public open spaces (*plazas and similar areas*) maintained at the square and established at other key locations.

Action Items:

- Develop a standard streetscape design to include styles, types and materials for various streetscape elements.
- Establish a maintenance program for public amenities within the streetscape area.
- Identify areas where outside dining may be accommodated while maintaining adequate pedestrian access.
- Establish procedures to permit outside dining within the public right-of-way or public areas.

③Parking

Continue to provide for public parking both on-street and in parking lots in proximity to the downtown and key employers and/or commercial and entertainment facilities.

Action Items:

- Reserve on-street parking for patrons not employees.
- Provide adequate wayfinding signage for off-street public parking.
- Provide adequate wayfinding signage for pedestrians to key locations in relationship to public parking areas.
- Conduct a parking structure feasibility study to determine parking needs, appropriate location(s) and funding strategies.

④Historic Preservation

Consider use of a Traditional Neighborhood Development (TND) overlay district(s) to promote architectural design as a means of maintaining historic and architectural integrity of structures and “sense of place” in the downtown and surrounding areas where appropriate.



Action Items:

- Conduct appropriate research as part of Zoning Ordinance amendments to determine support for historic and architectural preservation tools and techniques.
- Include historic and architectural preservation guidelines as part of Façade Improvement Program for the downtown and appropriate areas in the Elm Street Neighborhood.
- Promote state sponsored programs for funding of historic preservation projects.
- Consider a Façade Easement Program to promote exterior historic renovations.

⑤ Vehicular, Pedestrian and Bicycle Circulation

Circulation patterns should give precedence to pedestrians with respect to curb cut placements, crosswalks, pedestrian cycles at signals, curb and sidewalk widths, connections to greenways/paths/trails and use of alleyways.

Action Items:

- Conduct a pedestrian and bicycle circulation study to identify needs and gaps in the transportation system and recommendations for improvements.
- Improve alleyways heavily used by pedestrians to access the downtown from surrounding neighborhoods.
- Study areas appropriate for traffic calming measures approaching the downtown and within the downtown.

⑥ Upper Floor Rehabilitation and Use

Conduct upper floor rehabilitation for the purpose of use and occupancy for office, commercial service and mixed income housing opportunities.

Action Items:

- Identify upper floor vacancies and sub-standard conditions in buildings eligible for the Anchor Buildings Program.
- Develop public/private partnerships to conduct rehabilitation, adaptive reuse and occupancy of upper floors.
- Target current grant or subsidy programs and/or develop new grant or subsidy programs for upper floor rehabilitation, adaptive reuse and occupancy.

⑦ Downtown Business Development

Continue to provide resources and assistance to retain and expand existing businesses and attract new businesses.

Action Items:

- Secure funds for Revolving Loan Fund.
- Coordinate with Downtown Chambersburg, Inc.
- Continue meetings and forums for local businesses.
- Provide assistance with development of business plans.
- Continue to maintain the downtown business directory as a means to recruit and maintain businesses.
- Build network referrals from existing businesses of possible entrepreneurial candidates.
- Make connections between local businesses and tourists with respect to products and services in order to capture more tourism dollars.
- Improve local hospitality through businesses offering visitor information and keeping regular business hours.
- Develop public/private partnerships to support small business start-ups.

Downtown Niche Market Possibilities

For the Borough, the traditional market analysis that attempts to recreate a one-stop-shopping center for all has been replaced with niche market, clustering and mixed-use development strategies. Retail is not the only sector important to Borough revitalization. Emphasis should be placed on additional analysis exploring new and unique opportunities demonstrating their market potential based on reliable data.

Niche markets refer to the existence of consumer groups with identifiable tastes and life-styles. A niche is a specialization that allows an area to gain dominance in certain categories of the retail market. Successful downtowns often have two or three successful niches. And, once a niche is established, other businesses are often attracted to business communities interested in selling to the same targeted consumer segments. A retail service and sales niche consisting of various consumer goods and dining opportunities may be supported by patrons of existing businesses in and around the Borough and residential development in the Borough and surrounding areas.

Consumer Facts

Consumer data are provided through Downtown Chambersburg Inc., and are based on consumer expenditure and retail sales for 2005-2006 as collected and made available through Claritas datasets for ZIP Code Area 17201 and a subset area which includes the Census Block Groups of the Chambersburg Elm Street Area. ZIP Code Area 17201 encompasses a large “metropolitan” area around and including Chambersburg Borough, while the Elm Street Area is a subset of Chambersburg Borough. Claritas is a nationally known consumer data clearinghouse that collects, analyzes, and reports on consumer activities. Table 10: 2005-2006 Consumer Facts provides consumer demand (consumer expenditure) data as well as supply (retail sales) data.

Chambersburg Comprehensive Plan
DRAFT

Table 10: 2005 - 2006 Consumer Facts

Consumer Goods	ZIP CODE Area 17201 – Greater Chambersburg Area			Chambersburg Borough		
	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/Surplus
Total Retail Sales Incl Eating and Drinking Places	871,399,561	1,179,898,295	(308,498,734)	30,367,712	45,495,685	(15,127,973)
Motor Vehicle and Parts Dealers-441	162,217,986	253,361,049	(91,143,063)	6,338,830	18,470,885	(12,132,055)
Automotive Dealers-4411	139,777,135	224,888,545	(85,111,410)	5,303,674	16,345,946	(11,042,272)
Other Motor Vehicle Dealers-4412	9,036,797	9,847,181	(810,384)	376,132	23,450	352,682
Automotive Parts/Accsrs, Tire Stores-4413	13,404,054	18,625,323	(5,221,269)	659,025	2,101,489	(1,442,464)
Furniture and Home Furnishings Stores-442	22,303,586	25,481,736	(3,178,150)	510,559	1,235,533	(724,974)
Furniture Stores-4421	11,945,771	16,468,475	(4,522,704)	294,630	1,055,463	(760,833)
Home Furnishing Stores-4422	10,357,815	9,013,261	1,344,554	215,929	180,070	35,859
Electronics and Appliance Stores-443	19,421,525	29,385,577	(9,964,052)	573,223	2,166,297	(1,593,074)
Appliances, TVs, Electronics Stores-44311	14,905,871	24,598,194	(9,692,323)	375,751	561,339	(185,588)
Household Appliances Stores-443111	3,455,450	4,036,448	(580,998)	66,044	252,209	(186,165)
Radio, Television, Electronics Stores-443112	11,450,421	20,561,746	(9,111,325)	309,706	309,130	576
Computer and Software Stores-44312	3,688,401	4,462,382	(773,981)	175,813	552,126	(376,313)
Camera and Photographic Equipment Stores-44313	827,253	325,001	502,252	21,660	1,052,832	(1,031,172)
Building Material, Garden Equip Stores -444	96,510,120	168,957,415	(72,447,295)	2,028,684	2,090,353	(61,669)
Building Material and Supply Dealers-4441	87,757,239	141,272,782	(53,515,543)	1,819,641	2,090,353	(270,712)
Home Centers-44411	33,124,324	84,117,119	(50,992,795)	727,383	0	727,383
Paint and Wallpaper Stores-44412	2,239,047	2,735,623	(496,576)	28,436	1,394,491	(1,366,055)
Hardware Stores-44413	6,758,628	3,919,069	2,839,559	146,082	0	146,082
Other Building Materials Dealers-44419	45,635,240	50,500,971	(4,865,731)	917,740	695,862	221,878
Building Materials, Lumberyards-444191	15,548,062	17,221,392	(1,673,330)	289,838	237,296	52,542
Lawn, Garden Equipment, Supplies Stores-4442	8,752,881	27,684,633	(18,931,752)	209,043	0	209,043
Outdoor Power Equipment Stores-44421	1,378,782	1,282,634	96,148	31,583	0	31,583
Nursery and Garden Centers-44422	7,374,099	26,401,999	(19,027,900)	177,460	0	177,460
Food and Beverage Stores-445	107,048,488	118,742,374	(11,693,886)	4,638,301	990,060	3,648,241
Grocery Stores-4451	96,931,413	95,325,535	1,605,878	3,898,148	741,153	3,156,995
Supermarkets, Grocery (Ex Conv) Stores-44511	91,968,739	92,583,637	(614,898)	3,718,344	374,975	3,343,369
Convenience Stores-44512	4,962,674	2,741,898	2,220,776	179,803	366,178	(186,375)
Specialty Food Stores-4452	3,396,126	8,903,276	(5,507,150)	562,188	248,907	313,281
Beer, Wine and Liquor Stores-4453	6,720,949	14,513,563	(7,792,614)	177,966	0	177,966
Health and Personal Care Stores-446	41,308,284	50,835,792	(9,527,508)	1,534,084	7,670,564	(6,136,480)

Chambersburg Comprehensive Plan
DRAFT

	ZIP CODE Area 17201 – Greater Chambersburg Area			Chambersburg Borough		
	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/Surplus
Consumer Goods						
Pharmacies and Drug Stores-44611	35,708,795	42,985,417	(7,276,622)	1,289,385	6,622,107	(5,332,722)
Cosmetics, Beauty Supplies, Perfume Stores-44612	1,427,385	1,919,727	(492,342)	61,794	314,107	(252,313)
Optical Goods Stores-44613	1,537,320	4,650,004	(3,112,684)	64,621	223,340	(158,719)
Other Health and Personal Care Stores-44619	2,634,784	1,280,644	1,354,140	118,284	511,010	(392,726)
Gasoline Stations-447	100,558,051	130,480,867	(29,922,816)	3,166,014	992,945	2,173,069
Gasoline Stations With Conv Stores-44711	75,231,162	118,031,027	(42,799,865)	2,048,142	0	2,048,142
Other Gasoline Stations-44719	25,326,889	12,449,840	12,877,049	1,117,872	992,945	124,927
Clothing and Clothing Accessories Stores-448	36,769,297	48,221,499	(11,452,202)	1,298,608	2,865,449	(1,566,841)
Clothing Stores-4481	26,473,703	21,860,833	4,612,870	968,329	1,611,432	(643,103)
Men's Clothing Stores-44811	1,753,470	1,309,144	444,326	114,423	621,848	(507,425)
Women's Clothing Stores-44812	6,562,771	6,008,895	553,876	268,382	978,679	(710,297)
Children's, Infants Clothing Stores-44813	1,555,414	880,133	675,281	56,246	0	56,246
Family Clothing Stores-44814	14,234,215	10,413,676	3,820,539	438,356	0	438,356
Clothing Accessories Stores-44815	612,641	307,198	305,443	19,125	10,905	8,220
Other Clothing Stores-44819	1,755,192	2,941,787	(1,186,595)	71,798	0	71,798
Shoe Stores-4482	5,019,884	14,355,748	(9,335,864)	198,108	323,002	(124,894)
Jewelry, Luggage, Leather Goods Stores-4483	5,275,710	12,004,918	(6,729,208)	132,171	931,014	(798,843)
Jewelry Stores-44831	4,849,589	12,004,918	(7,155,329)	124,131	931,014	(806,883)
Luggage and Leather Goods Stores-44832	426,121	0	426,121	8,040	0	8,040
Sporting Goods, Hobby, Book, Music Stores-451	14,125,497	18,239,933	(4,114,436)	530,368	1,379,073	(848,705)
Sporting Goods, Hobby, Musical Inst Stores-4511	9,843,108	14,588,225	(4,745,117)	349,618	1,265,529	(915,911)
Sporting Goods Stores-45111	4,790,675	10,183,156	(5,392,481)	182,842	950,416	(767,574)
Hobby, Toys and Games Stores-45112	3,301,810	1,776,534	1,525,276	115,027	29,830	85,197
Sew/Needlework/Piece Goods Stores-45113	791,883	1,547,003	(755,120)	22,162	26,619	(4,457)
Musical Instrument and Supplies Stores-45114	958,740	1,081,532	(122,792)	29,587	258,663	(229,076)
Book, Periodical and Music Stores-4512	4,282,389	3,651,708	630,681	180,750	113,545	67,205
Book Stores and News Dealers-45121	2,906,503	2,662,086	244,417	115,496	0	115,496
Book Stores-451211	2,688,419	2,662,086	26,333	104,841	0	104,841
News Dealers and Newsstands-451212	218,084	0	218,084	10,655	0	10,655
Prerecorded Tapes, CDs, Record Stores-45122	1,375,886	989,622	386,264	65,254	113,545	(48,291)
General Merchandise Stores-452	101,693,435	194,237,849	(92,544,414)	3,756,045	2,489,958	1,266,087
Department Stores Excl Leased Depts-4521	46,334,576	146,763,542	(100,428,966)	2,445,723	1,381,909	1,063,814
Other General Merchandise Stores-4529	55,358,859	47,474,307	7,884,552	1,310,322	1,108,048	202,274

Chambersburg Comprehensive Plan
DRAFT

	ZIP CODE Area 17201 – Greater Chambersburg Area			Chambersburg Borough		
	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/Surplus
Consumer Goods						
Warehouse Clubs and Super Stores-45291	47,764,595	37,046,449	10,718,146	897,778	0	897,778
All Other General Merchandise Stores-45299	7,594,264	10,427,858	(2,833,594)	412,544	1,108,048	(695,504)
Miscellaneous Store Retailers-453	23,475,798	46,437,493	(22,961,695)	730,411	1,044,274	(313,863)
Florists-4531	1,652,929	5,511,195	(3,858,266)	75,085	252,135	(177,050)
Office Supplies, Stationery, Gift Stores-4532	9,211,570	23,757,278	(14,545,708)	302,321	488,544	(186,223)
Office Supplies and Stationery Stores-45321	5,219,223	19,187,826	(13,968,603)	129,464	0	129,464
Gift, Novelty and Souvenir Stores-45322	3,992,347	4,569,452	(577,105)	172,857	488,544	(315,687)
Used Merchandise Stores-4533	1,871,193	1,391,649	479,544	72,011	151,949	(79,938)
Other Miscellaneous Store Retailers-4539	10,740,106	15,777,371	(5,037,265)	280,994	151,646	129,348
Non-Store Retailers-454	59,074,344	26,530,334	32,544,010	2,422,980	1,599,427	823,553
Electronic Shopping, Mail-Order Houses-4541	35,167,962	0	35,167,962	901,986	0	901,986
Vending Machine Operators-4542	2,453,189	0	2,453,189	184,280	0	184,280
Direct Selling Establishments-4543	21,453,193	26,530,334	(5,077,141)	1,336,714	1,599,427	(262,713)
Foodservice and Drinking Places-722	86,893,150	68,986,377	17,906,773	2,839,604	2,500,867	338,737
Full-Service Restaurants-7221	39,432,580	27,888,925	11,543,655	1,164,266	1,038,800	125,466
Limited-Service Eating Places-7222	36,725,377	31,410,349	5,315,028	1,251,586	1,230,966	20,620
Special Foodservices-7223	7,041,308	7,740,781	(699,473)	222,212	231,101	(8,889)
Drinking Places -Alcoholic Beverages-7224	3,693,885	1,946,322	1,747,563	201,540	0	201,540
GAFO *	203,524,910	339,323,872	(135,798,962)	6,971,123	10,624,854	(3,653,731)
General Merchandise Stores-452	101,693,435	194,237,849	(92,544,414)	3,756,045	2,489,958	1,266,087
Clothing and Clothing Accessories Stores-448	36,769,297	48,221,499	(11,452,202)	1,298,608	2,865,449	(1,566,841)
Furniture and Home Furnishings Stores-442	22,303,586	25,481,736	(3,178,150)	510,559	1,235,533	(724,974)
Electronics and Appliance Stores-443	19,421,525	29,385,577	(9,964,052)	573,223	2,166,297	(1,593,074)
Sporting Goods, Hobby, Book, Music Stores-451	14,125,497	18,239,933	(4,114,436)	530,368	1,379,073	(848,705)
Office Supplies, Stationery, Gift Stores-4532	9,211,570	23,757,278	(14,545,708)	302,321	488,544	(186,223)

*GAFO (General merchandise, Apparel, Furniture and Other) represents sales at stores that sell merchandise normally sold in department stores. This category is not included in Total Retail Sales Including Eating and Drinking Places.

Source: Downtown Chambersburg Inc., through Claritas Datasets as published August 2007 for ZIP 17201.

According to Table 10, within the Chambersburg metropolitan area, there is approximately \$871.4 million expended by consumers in ZIP Code Area 17201 and approximately \$1.179 billion in Retail sales annually. In general, consumer expenditure (demand) is less than the retail sales (supply) indicating that consumers are coming into ZIP Code 17201 to purchase goods and services. There are, however, specific types of goods that are under supplied and may be considered as opportunities. Opportunities, as expressed in dollars available (difference in demand minus supply) includes the following retail goods and services (**listed**

are those with over \$1.0 million in opportunity there are others): home furnishing stores, hardware stores, grocery stores, convenience stores, gasoline stations, clothing stores (family), hobby, toy and game stores, general merchandise stores, warehouse, club, and super stores, non-store retailers (electronic shopping – mail order houses, and vending machine operators), and food service and drinking places (full service restaurants, limited service eating places, and drinking places).

Table 10 also suggests there are within Chambersburg Borough there are approximately \$30.4 million expended by consumers and approximately \$45.5 million in Retail Sales. In general, consumer expenditure (demand) is less than the retail sales (supply); however specific types of goods are under supplied and may be considered as opportunities. Opportunities, as expressed in dollars available (difference in demand minus supply) includes the following retail goods: home centers, lawn, garden equipment, and supplies stores, grocery and convenience stores, gasoline stations, family clothing stores, book stores, warehouse clubs and super stores, electronic and mail-order houses, full-service restaurants, bars and pubs, and general merchandise stores for clothing and clothing accessories.

A comparison between the Chambersburg metropolitan area and the Chambersburg Borough reveal shared opportunities, particularly for home furnishing stores, outdoor power equipment stores, gasoline stations (other than convenience stations), clothing stores (family), luggage and leather goods stores, hobby toy and game stores, books, periodicals and music stores, warehouse, club and super stores, non-store retailers (electronic shopping – mail order houses, and vending machine operators), and food service and drinking places (full service restaurants, limited service eating places, and drinking places).

Analysis of Downtown Commercial Space and Upper Floor Housing Opportunities

The data used to develop the downtown economic section were derived from the Borough Planning and Zoning Department, Franklin County Tax Assessment Office for Tax Year 2006, Downtown Chambersburg Inc., and data collected during field work during summer 2007. A core area of the Downtown was selected for analysis as it is indicative of the entire downtown, Main Street Area.

Table 11: Assessed Value and Potential Revenue illustrates the condition of core downtown properties according to Franklin County Tax Assessment Office datasets for 2006. Several notes associated with the table include: total assessed values are assessed land value plus assessed building value; the 2007 millage rate of 20 mills was applied to the total assessed value to determine potential revenue (where 20 mills is equivalent to \$2.00 in revenue for every \$1,000 of assessed value); land use types are those as provided by Franklin County Tax Assessment Office datasets.

Chambersburg Comprehensive Plan
DRAFT

Table 11: Assessed Value and Potential Revenue

Land Use	Land Use Code (Tax Assessment Office)	Number of Properties	Total Assessed Value (Land + Improved)	Potential Chambersburg Borough Revenue (Based on 20 Mills or \$2.00 Per every \$1,000 of Assessed Value)	Use as a Percent of All Properties*	Use as a Percent of Total Assessed Value***
	Commercial	98	\$ 5,340,580	\$ 82,355	65.3%	94.6%
C	Commercial	7	\$ 89,060	\$ 1,781	4.7%	1.6%
CA	Commercial Quality A	3	90,690	\$ 1,814	2.0%	1.6%
CB	Commercial Quality B	6	\$ 1,293,360	\$ 25,867	4.0%	22.9%
CC	Commercial Quality C	59	\$ 2,048,590	\$ 40,972	39.3%	36.3%
CG	Commercial Garage/Lot	0	\$ -	\$ -	0.0%	0.0%
CL	Commercial Lot	0	\$ -	\$ -	0.0%	0.0%
CO	Office	7	\$ 241,050	\$ 4,821	4.7%	4.3%
CR	Retail	0	\$ -	\$ -	0.0%	0.0%
CS	Service	11	\$ 355,010	\$ 7,100	7.3%	6.3%
CW	Warehouse	0	\$ -	\$ -	0.0%	0.0%
CX	Exempt	5	\$ 1,222,820	~	3.3%	21.6%
	Industrial	0	\$ -	\$ -	0.0%	0.0%
I	Industrial	0	\$ -	\$ -	0.0%	0.0%
	Residential / Commercial	2	\$ 3,360	\$ 67	1.3%	0.1%
RC	Residential / Commercial	0	\$ -	\$ -	0.0%	0.0%
RO	Residential / Office	2	\$ 3,360	\$ 67	1.3%	0.1%
	Residential	10	\$ 128,510	\$ 2,570	6.7%	2.3%
R	Residential	3	\$ 32,210	\$ 644	2.0%	0.6%
RA	Residential / Apartments	7	\$ 96,300	\$ 1,926	4.7%	1.7%
	Vacant	28	\$ 141,230	\$ 2,825	18.7%	2.5%
L1	Lot	28	\$ 141,230	\$ 2,825	18.7%	2.5%
V	Vacant (undeveloped)	0	\$ -	\$ -	0.0%	0.0%
Total		138	\$ 5,613,680	\$ 87,817	92.0%	99.4%

* All properties within the core downtown area

** Total assessed values or properties within the core Downtown area

Source: Franklin County Tax Assessment Office, 2006.

According to Table 11: Assessed Value and Potential Revenue, the 138 downtown core properties generate approximately \$88,000 in revenue. The predominant type of uses in the downtown core include commercial uses (65.3% total) with commercial space of Quality “C”, as the predominant subtype (39.3%) followed by vacant lots (18.7%). Commercial uses generate approximately 95% of the revenue generated in the core downtown area. There is approximately 91,000 square feet of quality “A” commercial space

Table 12: First Floor Uses in the Core Downtown, illustrates the general first floor uses in the core downtown area. Data for Table 12 was derived from field collection (general first floor land uses and second floor uses, and vacancies), while structure sizes were generated using aerial photography provided by the Borough. Structure sizes aid in estimating floor area.

Table 12: First Floor Uses in the Core Downtown

Type of Use	Number of Structures	First Floor Estimate Square Footage	Percent of Total
Business Service / Personal Service	36	64,566	17.9%
Restaurant	11	26,119	7.3%
Entertainment	4	16,330	4.5%
Garage / Storage	11	18,535	5.2%
High Density Residential / Apartments	19	25,212	7.0%
Institution / Government / Non-profit	9	43,445	12.1%
Office	12	34,134	9.5%
Residential	6	8,918	2.5%
Retail	42	95,050	26.4%
Vacant	13	27,419	7.6%
Total	163	359,728	100.0%

Source: Data Collection 2007.

According to Table 12, the predominant (in terms of square footage) uses in the core downtown area include retail uses (26.4%), business service / personal service (17.9%), and institutional / Government / Non-profits (12.1%). The total “floor area” for the first floor in the core downtown area is approximately 360,000 square feet. The “under – utilized” space on the first floor of the core of the downtown area (shaded rows in above table which includes garage / storage and vacant structures) is approximately 46,000 square feet.

For comparison, Wal-Mart discount stores range in size from 30,000 square feet to 224,000 square feet, with an average size of approximately 107,000 square feet. Wal-Mart Super Centers range in size from 98,000 square feet to 246,000 square feet, with an average size of approximately 187,000 square feet. Wal-Mart Neighborhood Markets range in size from 38,000 square feet to 55,000 square feet, with an average size of approximately 42,000 square feet (source: www.stocks.us.reuters.com). Therefore, the amount of under-utilized space within the core of the downtown area on the first floor is approximately equivalent to an average size Wal-Mart Neighborhood Market.

Second floor data as field collected are presented in Table 13: Second Floor Uses in Core Downtown. Some limitation with the data include that during field collection just one land use could be assigned per floor per structure therefore, if more than one land use was present on the second floor just the “highest” or most intense use was selected. Ultimately, there may be additional underutilized space on second floors than presented in Table 13.

Table 13: Second Floor Uses in the Core Downtown

Type of Use	Number of Structures	Second Floor Estimate Square Footage	Percent of Total
All Other Uses (including some vacancies)*	85	197,161	54.8%
Residential (Apartments)	42	74,682	20.8%
Storage	5	11,161	3.1%
High Density Residential	1	971	0.3%
Office	15	44,935	12.5%
Vacant	15	30,818	8.6%
Total	163	359,728	100.0%

**Note: Only one land use could be assigned per floor per structure therefore, if more than one use was present the "highest" use was selected; hence there may be additional under utilized space on second floors.*

Source: Data Collection 2007.

Table 13 illustrates that approximately twenty-one percent (20.8%) of the second floors in the core of the downtown area are apartments. The table also illustrates that 12.5% of the second floor's square footage are Offices (approximately 45,000 square feet) with a nearly equivalent percentage as under-utilized space (11.7% inclusive of storage and vacant) or approximately 42,000 square feet.

Third floor data for the core area of the downtown were not as readily accessible through conventional field collection methods however attempts were made to determine vacancies. Based on field collected data it is estimated that at least twenty structures have third floor vacancies or approximately 39,000 additional square feet of vacant or under-utilized space. The combined total under-utilized space (first through third floors) is approximately 127,000 square feet.

The combined total under-utilized space (first through third floors) is nearly equivalent to the average size of a Wal-Mart discount store (127,000 square feet versus 107,000 square feet). Considering that that average square footage of a housing unit (inclusive of single family attached through multi-unit apartments) in the United States in 2001 was 2,066 square feet (according to the 2001 Residential Energy Consumption Survey, conducted by the United States Department of Energy, www.eia.doe.gov) the under-utilized space in the core of the downtown could accommodate approximately 61 housing units (127,000 / 2,066).

The downtown has considerable upper floor space that is vacant, underutilized and in poor physical condition. This space offers a unique opportunity to owners interested in generating additional revenue and increasing property values. From a community perspective, increased utilization of these buildings can make downtown a more attractive and active place.

Understanding the rehabilitation of these spaces is generally costly and the renovation does not always yield immediate return the following are suggested upper floor uses: housing, office space, commercial services, and educational space.

Downtown Restaurant Opportunities

The market demand for non-franchised restaurants may consist of employees of existing business establishments and Borough and County government, future non-residential development in and around the downtown, residential in-fill housing in surrounding neighborhoods, upper floor housing development in the downtown as well as growth within the region. Location, access and amenities contribute to the success of retail service/sales establishments.

The following table includes a listing of dining out characteristics identified by the Center for Community Economic Development in support of the National Main Street effort. These characteristics are typically evaluated when determining local demand for restaurants of various types.

Table 14: Evaluation Criteria for Restaurant Demand in the Downtown

Characteristic	Threshold	Downtown within Walking Distance	Five Mile Radius from Downtown
Household Income	Majority of households with annual income greater than \$60,000 within walking distance.	Below Average (\$26,664 Ave Income– 12.1% > \$60,000)	Below Average (\$38,557 Ave Income 27.8% > \$60,000)
Age	Majority of households headed by persons between ages 45 and 54.	Below Average (15% between 35-54)	Below Average (18.8% between 35-54)
Household Size	One and two person households spend more on dining out.	Average (2.31/household)	Average (2.34/household)
Household Composition & Number of Wage Earners	Households with only husband and wife spend more on dining out and employed persons living alone spend the most on dining out.	Above Average (59.3% of households)	Above Average (61.9% of households)
Occupation Presence of Managerial, Professional and Office Workers	Persons employed in managerial and professional occupations. Majority of employees in these occupations categories results in higher disposable incomes.	Below Average (Approximately 18%)	Average (Approximately 30.3%)
Presence of Industrial Workers	Occupation category results in average disposable incomes.	Above Average (Approximately 38.4%)	Average (Approximately 28.7%)

Source of Characteristics and Thresholds: Center for Community Economic Development Source: 2000 US Census Statistics.

The National Restaurant Association has identified five major groups as frequent diners to include: busy parents of children typically using drive-thru and carry-out restaurants; older adults and empty nesters frequenting inexpensive sit-down restaurants; people who are convenience driven routinely using a variety of carry-out services including restaurants, delis and grocery stores; young/urban professionals with no children dining at higher priced restaurants; and, educated adults driven by taste and craving eating at moderately priced sit-down restaurants. Evaluation of the above criteria suggests that several of the thresholds exist to support a non-franchised restaurant; yet, the household income and low percentage of professionals should be considered seriously. As growth occurs and these thresholds are met, niche markets in this area may emerge to support these types of uses to be located predominantly within the downtown along “main street.”

The Census Tracts within walking distance of the downtown has a median household income of \$26,664. Since there is no prevailing formula for consistently calculating disposable income, several “rules” of thumb” concerning expenditure has been applied to estimate the disposable income of households within this area. The expenditure “rules of thumb” are derived from the Office of Housing and Urban Development, Realtors, banking institutions, and Federal and State taxation entities. Expenditure “rules of thumb” include the following: up to 30% of household income is expended on housing (rent or mortgage), 15-20% is expended on transportation (automobile payments and fuel), 15-20% is expended on sustenance (food and dining out); and, 15-25% is expended on taxes (federal, state, and local). Therefore, 5% would be disposable income. Assuming that the households within walking distance of the downtown expended 30% on housing, 17% on transportation, 17% on sustenance, and 20% on taxes (a total of 84% of the total household income), there is approximately 16% of a household’s income considered to be disposable income. Therefore, the disposable income per household in the downtown is calculated as sixteen percent of the median household income (\$26,664 X 16%), or approximately \$4,266.

The presence of professional services in and immediately around the downtown would support opportunities for a variety of restaurants including, but not limited to, deli-style sandwich/coffee shop focusing on weekday business. Residential development in the Borough and surrounding areas would support unique non-franchised sit-down dining opportunities. A strategy to establish a restaurant cluster in the downtown should be coordinated closely with providing housing opportunities on upper floors for moderate income persons.

Niche Business Development Strategies

The following are some general business development strategies when considering a new business start-up or business expansion opportunity with respect to one of the previously identified targeted niche markets.

- Consider niche businesses that capture existing niche consumers.
- Taking on a new niche for an existing business can be a low risk way to grow your business.
- Know your potential customer/client so that niche marketing can be cost effective.
- Meet unique needs of niche markets through effective communication with target groups.

- Consider direct competitors and test the market to gauge receptiveness to products and services.
- Take the time to develop a business plan.

Challenges of Downtown

The following are challenges of the downtown that must be addressed through implementation strategies including but not limited to public improvements, regulations, coordination of services and cooperation of private owners.

- Emergency access to rear of landlocked lots.
- Location and access of dumpsters and trash pickup.
- Rear delivery of products.
- Cost of rehabilitation of historic structures versus new construction.
- Mixed-use development in small spaces requires unique solutions.

Chapter 7: Elm Street Neighborhood Revitalization Strategy

In the spring of 2007, the Borough adopted an Elm Street Neighborhood Revitalization Plan for the culturally diverse neighborhood located within the Third Ward as depicted on Map 2. The Elm Street Program emphasizes the integration of a five points approach to neighborhood revitalization in both planning and implementation. The following plan purpose, vision statement, goals and objectives are organized by the State's Elm Street Program with respect to five key points and are based upon input received through the collaborative planning process. It is the following elements of the current plan that provide the basis for the Elm Street Neighborhood Revitalization Strategy that can be applied to other neighborhoods of similar circumstances with proximity to the downtown.

Plan Purpose

The purpose of the plan, organization and implementation efforts to follow is to empower the neighborhood, its organizations and leaders to achieve neighborhood revitalization results, demonstrate worth and build a sustainable neighborhood revitalization program in five key areas of focus referred to as the "Elm Street Five-Point Approach" resulting in:

- A **clean, safe and green** neighborhood for current and future residents and business owners;
- **Neighbors and healthy economy** desirable to current and future residents and business owners;
- Neighborhood character strengthened through **design** sympathetic to history, function, use, aesthetics and desired amenities;
- A neighborhood **image and identity** desirable to current and future residents and business owners; and,
- A **sustainable organization** with respect to leadership, governance, finances and staffing to support neighborhood revitalization efforts.

Neighborhood Vision

The neighborhood vision is that ***the Elm Street Neighborhood will be a socially and economically diverse traditional neighborhood with a sustainable organizational structure that is committed to improving the overall quality of life for residents through various neighborhood revitalization efforts including affordable housing opportunities.*** The Elm Street Neighborhood will consist primarily of a residential neighborhood that continues to represent a diverse cultural population with opportunities to gradually develop a commercial neighborhood component that is significantly enhanced through the successful implementation of the neighborhood revitalization planning process. The Elm Street Neighborhood will be strengthened socially and economically as revitalization efforts are undertaken over the next three to five years. This will be a neighborhood that demonstrates a sense of pride by its residents and property owners through the upkeep and appearance of its residential dwellings and commercial buildings with a focus on enhancement of public buildings, streetscapes, and parks and recreation areas. Residents of the neighborhood will experience an improved quality of life due to a higher percentage of home owners, physical improvement of the neighborhood and social programs available for those in need. Revitalization efforts will be sympathetic to historic integrity, architectural character as well as

neighborhood scale and design when pursuing opportunities for redevelopment. The neighborhood will be strengthened through the development of a sustainable organizational structure that is committed to plan implementation well beyond the scope of support provided by the Commonwealth for neighborhood revitalization.

Plan Goal and Objectives

The following plan goals and objectives are based upon the assessment of the neighborhood's standing in relation to the five point approach as well as assessment of the neighborhood's readiness previously described. The Plan goals and objectives support the neighborhood vision.

1. ***Community-based Empowerment (Sustainable Organization):*** Build a sustainable organization within the neighborhood that is committed to long-term viability of the neighborhood.

Objectives:

- a. Coordinating activities and programs that can identify and address problems across a diverse spectrum of neighborhood needs.
- b. Develop partnerships with other interested organizations in areas such as housing, public works, employment and other revitalization concerns.
- c. Build credibility with the neighborhood.

2. ***Neighborhood Cleanliness, Safety and Greening:*** Create a healthy neighborhood that is perceived to be safe and pleasant place to live, work and play.

Objectives:

- a. Improve neighborhood safety.
- b. Provide safe routes for children to walk or bike to school, for residents to access commercial developments and for recreation.
- c. Improve the cleanliness of the neighborhood.
- d. Improve neighborhood appeal through greening such as landscaping, street trees, community gardens, plantings, parks and recreation space.

3. ***Neighborhood Character (Includes Design):*** Strengthen neighborhood character through various elements of design to attract residents, visitors and businesses.

Objectives

- a. Encourage respect for existing architectural styles with compatible styles for new development and redevelopment.
- b. Encourage respect for existing neighborhood character through compatible site design.
- c. Unify the neighborhood as well as make connections to the downtown using streetscape and alleyway improvements.
- d. Rehabilitate owner and renter occupied residences to strengthen neighborhood character.

4. ***Neighborhood Economy:*** Create a healthy neighborhood with a stable economy desirable for both residents and businesses.

Objectives:

- a. Increase homeownership rates and housing values.

- b. Increase employment opportunities in the neighborhood.
 - c. Provide quality, affordable housing.
 - d. Reduce unemployment rates by raising educational levels and by providing training and job opportunities.
 - e. Develop partnerships with downtown businesses and business organizations to increase employment and entrepreneurial opportunities.
5. ***Neighborhood Image & Identity:*** Create a neighborhood with a strong sense of identity viewed by outsiders as a safe, clean and attractive place to live, work, visit and play.
- Objectives:***
- a. Increase private and public investment in the neighborhood.
 - b. Attract outside funding and resources to invest in highly visible neighborhood revitalization projects and programs.
 - c. Actively engage neighborhood residents, businesses and organizations in revitalization efforts through neighborhood associations, volunteerism, neighborhood activities and investment.
 - d. Outreach and marketing of neighborhood revitalization efforts including education of neighborhood residents about resources (funds and services).

The Elm Street Neighborhood Plan was developed simultaneous with this plan. The Elm Street Neighborhood Plan is a separate document and should be referenced when implementing neighborhood revitalization strategies for this neighborhood and others with similar needs located around the downtown. It is anticipated that additional Elm Street Neighborhood designations would have similar issues, concerns and solutions. A potential Elm Street Neighborhood is identified on Map 2.

Strategy for Elm Street Designation

The strategy for an additional Elm Street Neighborhood designation is to successfully complete years two and three of implementation for the current Elm Street Neighborhood designation for the Third Ward. Designation of a second Elm Street Neighborhood should build upon the established organizational structure with an emphasis on creating a Community Revitalization Corporation to administer both Main Street and Elm Street initiatives.

Chapter 8: Future Land Use Plan

Article III of the MPC requires a plan for land use, which may include provisions for the amount, intensity, character and timing of land use proposed for all classifications of land use. The Future Land Use Plan 2030 provides a blueprint of the future land use patterns by designating the proposed distribution and general location for residential, commercial, industrial, open space/recreation, community facilities and other categories of public and private uses of land. The Future Land Use Plan depicted on Map 3 combines existing development, new development and redevelopment opportunities to illustrate the land use policy and future strategy for development and redevelopment of the Borough.

The Future Land Use Plan works in concert with the Transportation Plan and the Economic Development Plan. Future rezoning, placement of public uses and amenities, development and further development of public policies should be evaluated in the context of the various Comprehensive Plan elements. The Future Land Use map was prepared using three key concepts with respect to land use patterns: opportunities exist to preserve architecture and historic integrity of neighborhood using Traditional Neighborhood Development Districts or Overlays; opportunities for cluster development on underdeveloped lands; and, redevelopment opportunities of vacant, abandoned or underutilized sites.

Design Standards for Traditional Neighborhood Development

The purpose of the Traditional Neighborhood Development (TND) District is to allow for the revitalization of compact, pedestrian-oriented neighborhoods consisting of a mix of residences, shops, workplaces, public facilities and open spaces interwoven within neighborhoods within proximity to the downtown. The goal of this district is to allow for neighborhood revitalization that incorporates innovation of design and lot layout, opportunities for quality affordable housing for households of all income levels, efficient use of land, preservation of historic and architectural integrity and flexibility for infill development. The goals of this district promote innovation of design, greater opportunities for improved quality of life, pedestrian-oriented neighborhoods and flexibility of regulation described as follows:

1. **Innovation.** Innovative neighborhood revitalization that makes use of mixed-use infill development standards resulting in greater variety of type, design and layout of dwellings and other buildings and structures resulting in conservation of open space ancillary to mixed use development with consideration for public transit as a viable alternative to the automobile.
2. **Opportunities.** Redevelopment and infill development that extends greater opportunity for better housing, recreation and access to goods, services, employment and public transit to improve the overall quality of life for residents.
3. **Pedestrian-Oriented Neighborhoods.** Allow for the redevelopment of neighborhoods that fully integrate a variety of housing types for households of all ages, types and income levels with parks, centrally located public commons, squares, plazas, commercial enterprises and civic and other public buildings with the intent of creating healthy neighborhoods with a sense of place with reduced traffic congestion, infrastructure costs and environmental impacts.

4. **Flexibility of Regulation.** Increase the flexibility of regulations over land development for redevelopment and infill development projects to aid in achieving the purpose of this district.

Conservation-by-Design or Cluster Development

Conservation-by-design or cluster development is used to preserve and conserve natural features and environmentally sensitive areas including scenic and urban veiwscapes while reducing the amount of infrastructure improvements required in support of this development pattern. This development patterns can be used in the more suburban landscapes within the Borough for both new development and future redevelopment opportunities.

Redevelopment Strategies

Redevelopment strategies should be employed for key opportunities sites identified on Map 1 as well as other sites that are identified over time. This strategy is targeted to commercial, residential and industrial sites with the following emphasis for each land use class.

- Redevelopment of areas in and around the Downtown is crucial to the success of the downtown.
- Redevelopment of neighborhoods using infill development standards is crucial to revitalization of neighborhoods.
- Adaptive reuse and redevelopment of industrial sites in and around the rail corridor is crucial to offering opportunities for employment within and around existing neighborhoods within the Borough. Consideration should be placed on accessibility and needs for shipping when considering redevelopment of these sites. Some industrial locations may be better suited for redevelopment as residential land uses.

Chapter 9: Future Transportation Plan

Article II of the MPC requires a plan for the movement of people and goods including expressways, highways, local street system, parking facilities, pedestrian and bikeway systems, public transit, railroad facilities and other transportation facilities. Transportation affects everyone. Our lives and livelihood depends upon transportation. An efficient multi-modal transportation network is vital to moving people and goods. The Future Transportation Plan addresses all modes of travel and provides guidance for future opportunities for public transit service to the Borough. The Future Transportation Plan is depicted on Map 4.

The primary goal of sustainable transportation planning is reducing the need for the automobile. As the Borough develops and redevelops an emphasis should be placed on giving people the option of walking, biking and using public transit, in addition to driving for the purpose of reducing traffic congestion, protecting the environment and encouraging physical activity.

Design Standards

The design of new roadways and roadway improvements should address the following design concepts.

- New road widths and curb radii should be designed to accommodate the efficient movement of automobiles with priority given to pedestrian safety and mobility.
- Take measures to reduce traffic speeds and congestion to create a pedestrian-friendly environment.
- Design street patterns which conform to the site's natural topography and that aesthetically enhance the community by reducing environmental impacts. Incorporate *Green Street Guiding Principles* where appropriate.
 - Manage stormwater runoff from the street through vegetated planters and vegetated swales for flow and water quality benefits.
 - Curb extensions with vegetated swales to manage street runoff.
 - Permeable pavement in parking areas and on low volume streets offers an alternative to address runoff.
 - Pervious asphalt and pervious concrete are other alternatives to address runoff.
- Provide on-street parking to reduce the demand for large parking lots and driveways and to slow traffic by creating a buffer between the sidewalk and the roadway.
- Sidewalks should be at least four feet in width and greater in areas with commercial activity and civic use. Provide amenities such as street trees, pedestrian scale lighting and benches in high activity areas. All public facilities must be ADA compliant.
- Make public transit an alternative.
- Promote the use of bicycles by providing shared facilities (incorporate into the road system), signage to increase safety and bicycle parking and storage facilities at appropriate locations.

Maintenance of Existing Transportation Network

The Borough has had a history of minor investments in the transportation network; although, in 2007, the Borough invested in excess of \$2 million in street improvements. Additional investments should be outlined in a Capital Improvements Plan in five year increments to

address maintenance of the transportation network to improve roadway conditions, safety, pedestrian facilities, street lighting and traffic signals.

Image Corridors

There are several key corridors identified on the exhibit referred to as the Community Development Opportunities. Those corridors provide access from surrounding areas to the Borough and to the Downtown. These corridors not only provide access to the Downtown, but provide an image of what's to come. Therefore, these corridors should be improved with the following amenities:

- Gateways announcing arrival to the Borough as well as gateways announcing arrival to the Downtown.
- Wayfinding signage to guide visitors to key points of interest with the Downtown identified a key destination.
- Roadway and streetscape improvements. Streetscape improvements can be applied at varying levels with the highest level of improvements closest to the Downtown in high pedestrian areas.
- Pedestrian crosswalks and signals at key locations outside of the downtown.
- Pedestrian crosswalks and signals inside the downtown.

Route 30 – Lincoln Highway

The transportation plan for the Greater Southwest Corridor Study has identified some improvements for Route 30 outside and at the borders of the Borough. Additional consideration should be given to study of the one-way traffic patterns and the ability to return these traffic patterns to traditional two-way patterns along appropriate corridors such as Route 30 and Route 11 in and around the Central Core area. It is important to note that this type of reconfiguration would require approval by PennDOT.

Interstate 81 Corridor

The Interstate 81 corridor is the longest north-south interstate highway linking various communities within the state and connecting the state to other areas within the northeast region of the United States. The corridor links Hagerstown, MD to the Chambersburg region and Chambersburg to the Harrisburg metropolitan area. The official name for the corridor is the “American Legion Memorial Highway.” In 2004, PennDOT completed a study evaluating the widening of I-81. The highway is heavily used to transport local and regional agriculture and manufacturing products to northern and southern markets. Within the last decade, the corridor has experience significant increase interstate truck traffic and location of distribution facilities. The corridor also services commuter travel within the region as well as visitors who use the corridor to reach tourist attractions.

The study indicates that along the corridor within Franklin County alone, the average daily traffic has doubled over the past 20 years with a significant percentage of use by trucks (22% in 2002). Franklin County ranks second in the state in production of milk, meat, apples and peaches contributing to the use of the corridor for transportation of agriculture products and manufacturing products related to the food industry. Additionally, the corridor provides access to employment contributing to the growth of jobs with Franklin County with study results

indicating an increase in service and trade jobs as well as a gain in agriculture and mining. Franklin County and counties within the Harrisburg metropolitan area have experienced more than a doubling of employment in finance, insurance, real estate, wholesaling and transportation industries. Other impacts include an increase in property values since 1990 at an annual rate of 2.5% for the region.

With continued use of the corridor, the region is expected to experience additional growth in both residential and non-residential land use, employment opportunities, impacts related to the trucking and warehousing industries and opportunities for growth in areas such as technology.

Source: *Economic Development History of I-81 Corridor*,
<http://www.fhwa.dot.gov/Planning/econdev/i81pa.htm>

Public Transportation

Public transportation provides opportunities for personal mobility while contributing to the quality of life in communities across the nation. Livable communities provide linkages between transit and communities. The goal of many non-metropolitan communities is to provide customer-friendly, community-oriented, and well designed facilities and services.

Small urban and rural communities often lag behind in adequate public transportation. In many cases like the Borough and surrounding region, individuals have no or limited access to public transportation. The current trend of providing transportation to rural clients is allocating funds to directly reimburse income eligible clients for transportation costs rather than to develop and support transportation services necessary to meet their needs and needs of the greater community.

Transportation is one of the main challenges facing low-income households and people making the transition from welfare to work. Typically there is a mismatch between where most entry-level and service sector jobs are located (*in the suburbs or urban fringe*) and where most low income persons and welfare recipients reside (*in urban areas and sometimes in very rural areas*). The lack of transit options puts low-income families at a disadvantage economically. The following national and local facts suggest a need for public transit solutions in small urban and rural areas like Chambersburg.

- Americans in the lowest 20 percent income bracket, many living in rural communities, spend about 42 percent of their total annual incomes on transportation. Chambersburg has a total of 23.2% of its population below 150% of poverty with 34.5% of the designated Elm Street Neighborhood in the Third Ward population below 150% of poverty.
- In 1990, millions of Americans moved to non-metropolitan areas, lured by the quality of life and the creation of new jobs related from urban centers. Chambersburg has experience the influx of a Hispanic population from other cities and countries.
- Traffic congestion increased 11 percent in small urban and rural areas; this increase is twice the rate in urban areas. Traffic congestion along key corridors such as Route 30 has increased.

- Environmental impacts such as a decrease in air quality have increased within non-metropolitan communities due to traffic congestion.
- Three-quarters of America's non-metro counties continue to grow. Over the past decade or so, the population of the Borough has increased by 7.8% and the County has increased over 15.6%.
- Every \$1 billion invested in public transportation infrastructure supports approximately 47,500 jobs.
- For every passenger mile traveled, public transportation is twice as fuel efficient as private automobiles.

Sources: The Bureau of Transportation Statistics, Consumer Expenditure Survey, Transportation Statistics Annual Report, 2000, www.bts.gov, The Rural Rebound and American Public Transportation Association.

Benefits of Public Transit

As previously mentioned, the potential for an increase in congestion on roadways threatens the economic future and quality of life for residents not only in the Borough but within the region. Across the nation, there is a growing need for more public transportation. Public transportation helps lead the nation, state and region toward goals and policies of protecting the environment, conserving energy, and providing for health, safety and security of its citizens.

The following is a listing of the general benefits of public transit that can be applied to the Borough and surrounding region.

- Public transportation protects the environment and public health by conserving energy.
- Public transportation provides access, choice and economic opportunity for many.
- Public transportation is an incentive for attracting a larger work force.
- Public transportation helps communities to realize enhanced development and prosperity in the form of more jobs, revitalized business and activity centers and an expanded tax base.
- Public transportation provides more access to healthcare and education and provides mobility options for seniors, the disabled and children.
- Public transportation helps small urban communities maintain their character.
- Public transportation helps residents in rural areas have access to jobs and other opportunities.
- Public transportation provides a means to maintaining basic access, mobility and safety for individuals in times of emergency and security.

*Source: American Public Transportation Association,
http://www.apta.com/research/info/online/ben_overview.cfm*

Potential Strategies

There are a number of potential strategies to providing transportation assistance or public transportation to those in need of this service. Strategies range from re-establishment of the prior public transportation system to partnering with an existing public transportation provider such as *CAT* or *rabbittransit* to extend service to the region. Each strategy has its own set of challenges and should be considered for further evaluation prior to implementation. A common challenge for both strategies is cost. In addition to traditional methods of funding a public transportation service, there are several unique funding opportunities for consideration. The following provides a brief description of several.

Transportation System as an Employment Opportunity

Communities such as the Borough without transportation resources with a significant unmet need for public transportation are encouraged by the Federal Transit Administration to pursue transportation as a job creation opportunity offering skilled labor opportunities for drivers, dispatchers, vehicle maintenance and administration. The State identifies a variety of job creation funding sources to consider.

Funding Resources

The following are funding sources specific to providing assistance to address transportation needs of people moving from welfare to work.

- **Temporary Assistance for Needy Families (TANF) Block Grant Program** – TANF funds may be used for a range of transportation services so long as the expenditure reasonably accomplishes a purpose of the program such as promoting job preparation and work. The program emphasizes the coordination of state and local agencies (transportation, housing and child care), businesses and community organizations to develop strategies and provide supportive services such as transportation, housing and child care that eligible individuals need to attain and maintain employment. This is a temporary assistance program administered through the state. The following are activities for TANF-eligible families with eligibility determined by the State:
 - Reimbursement in whole or part to TANF-eligible individuals for work related transportation expenses such as mileage, gas, public transit fare, auto repairs/insurance, or a basic cash allowance for transportation needs.
 - A contract for shuttles, buses, car pools or other transportation services for eligible individuals.
 - The purchase of vans/shuttle/minibuses by the Borough for the provision of transportation services to eligible individuals.
 - Payment of start up or operating costs for new or expanded transportation services benefiting eligible families provided that such costs are necessary and reasonable, as well as allocated to cover only those costs associated with eligible individuals.

- The transfer of TANF funds to the Social Services Block Grant (SSBG) to address the lack of transportation infrastructure in rural areas. The SSBG may be used to serve families and children up to 200 percent of the poverty level, allowing States to address the needs of the disadvantaged population with a blend of transportation services. This could occur through a state supported initiative.
- Other considerations include, TANF funds used to contract for transit projects open to the general public, so long as the project benefits TANF families, is within the purposes of the TANF program, and TANF funds do not pay for non-TANF individuals.
- **Job Access and Reverse Commute Grant Program** – The program provides funding for projects that develop transportation services to connect welfare recipients and other low-income individuals to job and other employment-related services. The program requires a cost sharing requirement. TANF funds can be used to meet the cost sharing requirement. State, local governments, metropolitan planning and public transit agencies and non-profit organizations may apply for the competitive grants. All projects funded under this program must be the result of a collaborative planning process including many stakeholders and partners. The program is expected to leverage other local funds that are eligible to be expended for transportation and encourage a coordinated approach to transportation services. There is a cost sharing requirement of 50% of the project's total cost.

Source: *Federal Transit Administration, Grants & Financing*,
http://www.fta.dot.gov/funding/grants/grants_financing_3715.html

Chapter 10: Community Facilities, Services and Utilities Plan

Article III of the MPC requires a plan for community facilities and utilities. Community facilities, services and utilities play an important role in creating an environment to support community development efforts. Providing a variety of community facilities, services and basic utilities promotes health, safety and welfare of citizens residing and businesses operating in the Borough. This section considers a wide array of community facilities and services as well as addresses energy efficiency of public utilities managed by the Borough.

Borough Hall

It is anticipated that Borough Hall renovations will be required to improve efficient use of the structure by Borough government. Renovations should consider preservation of historic and architectural integrity along with energy efficient systems and other state-of-art technologies to enhance the capacity to operate in a timely and cost effective manner to meet the needs of Borough citizens, businesses and property owners. Relocation of the Police Department would allow space for administrative personnel to utilize Borough Hall entirely. On-site parking should be considered along with other sites as part of a downtown parking study to determine feasible locations for parking structures to support current and future parking demand.

Police Facilities, Equipment and Services

The Police Department routinely reviews and evaluates needs for facilities, equipment and services. The following describes each of these aspects that affect the Borough's ability to provide adequate police services.

Facility Needs

The results of a 2005 Borough Hall efficiency study indicated that the structure has limited capabilities for Police Department expansion. This study was followed by various recommendations for construction of a new Police station. In 2008, a proposal was presented to construct a stand-alone facility behind Borough Hall. In addition, there have been discussions between the Borough and Franklin County to coordinate a judicial and Police Department facility project at the county-owned property on North Second Street. The effort to relocate the Police Department away from Borough Hall must continue in earnest to properly serve the facility needs of the Department and Borough administrative personnel.

Equipment Needs

The Police Department has an impressive history of securing grants to improve equipment and services to the community. The Department is currently participating in the County's Public Safety Radio project that will upgrade the Department radio systems. This type of cooperation and grant administration should be continued to meet the future needs of the Department.

Police Facilities, Equipment and Services

The Department is faced with growing needs due to changes in population and special needs associated with various ethnic populations. More specifically, the Borough has experienced a significant growth of Hispanic population. As a result of this growth, there is a need for training of current staff as well as staffing of additional bilingual officers. Needs also include

publication of materials in Spanish and special programs to assist the Hispanic population with understanding rules of the road and basic laws of personal conduct.

Energy Conservation – Utilities

Article III of the MPC, Section 301.1 requires an Energy Conservation Plan element to promote energy conservation and the effective utilization of renewable energy sources. This section of the plan identifies responsibilities of the Electric Department, several funding opportunities to address use of potential renewable energy sources. A more detailed plan should be considered in the context of utilities controlled by the Borough as well as upgrade of Borough facilities to be more energy efficient. Green building design components should be incorporated for Borough facilities scheduled for renovation and any new facilities.

Electric Department

The mission of the Electric Department is to *provide to customers viable energy products and services that are safe, reliable and competitively priced*. The Chambersburg Electric Department is the largest municipal electric utility with generation capabilities in Pennsylvania. The Borough is faced with dealing with the complexities of the deregulated electric market. Future redevelopment activities will include placement of underground utilities at appropriate locations, upgrade and installation of new traffic signals and replacement of street lights and energizing of new development that occurs.

Action Items:

1. Continue replacement of street lighting with energy efficient street lighting.
2. Provide street lighting at appropriate levels for public safety with the intent to minimize impacts such as glare.
3. Explore renewable energy programs to supply electricity.
4. Maintain and upgrade facilities to efficiently meet local demands for affordable electricity.

The following provides some additional information with respect to energy efficient street lighting and renewable energy programs.

Energy Efficient Street Lighting

Street lighting is an integral part of the Borough serving neighborhoods and local businesses, promoting economic development and enhancing safety, security and aesthetics in sections of the downtown. Studies have found that energy efficient street lighting can offer more lighting for safety with a reduction in glare. Energy efficient street lighting uses a balance of proper energy-efficient technologies and design layout to meet performance, aesthetic and illumination required for pedestrian and vehicular safety. Existing street lighting should be considered for upgrade or improvement with anticipated upfront costs addressed through long term savings. The Borough is currently using LED traffic signal lights.

Electric Power and Renewable Energy Programs

The state offers a variety of programs emphasizing alternative sources of energy to provide electric power. The following is a brief description of each.

- **Alternative Energy Portfolio Standards Act of 2004** requires that energy distribution companies and electric generation suppliers include a specific percentage of electricity from alternative resources in the generation that they sell to customers. The level of alternative energy required gradually increases according to a fifteen year scheduled. The Act sets minimum thresholds that must be met for the use of various alternative sources. Program provides Alternative Energy Credits.
Source: *Pennsylvania Public Utility Commission*.
- The **State Energy Program (SEP)** offers Formula Grants implement a variety of projects. Eligible projects include assessment of wind resources to determine viability and cost effective use of wind energy. The program also offers a number of training activities with respect to energy building codes.
- The **Pennsylvania Sustainable Energy Funds** offer loans for programs that promote energy-efficiency and conservation or renewable/clean energy.
- **Pennsylvania Residential Low Income Usage Reduction Programs (LIURP)** is an effective and efficient energy usage reduction program for low income customers. Homeowners and tenants may qualify for this program. The program also provides education and workshops on reduction measures and modifications for energy and water usage and installation of program measures.
Source: <http://ncat.org/stcodes/pawa.htm>
 - **Low Income Renewable Energy Pilot Program (LIRPP)** is designed to help low-income consumers manage their energy use and to lower their electricity bills by using solar panels or solar hot water heaters. These programs are administered by PUC regulated electric suppliers. Consideration by the Borough may be given to institute similar program for eligible residents.

Source: <http://www.ase.org/content/article/detail/2581>

Gas Department

The mission of the Gas Department is *to provide customers with prompt, professional services a reliable and safe system with reasonable and stable rates*. The Borough offers the lowest gas rates in the State. The Borough continues to upgrade infrastructure and seek opportunities to find ways to contain cost to the consumer. One cost savings measure was to become a member in the Municipal Gas Authority of Georgia (MGAG). The Department should strive to continue to make energy efficient and cost saving improvements.

Action Items:

1. Continue to maintain and upgrade utility infrastructure.
2. Continue to responsibly manage utility in order to provide affordable supply to meet local demands.
3. Explore new technology that provides efficient and adequate supply as well as a safe and dependable system.

Water Department

The mission of the Water Department is *to provide customers with the best quality of water possible at a reasonable price*. The Department undertakes measures to protect the watershed, treat water using the best available technology and delivering the water through a gravity-fed transmission and distribution system at adequate pressure and volume. The Department continues to make improvements to the aging infrastructure to reduce leaks and enhance water quality. The department plans for the reliable supply of water, considering current and future water resources available in the region, uses and limitations, including provisions adequate to protect water supply sources. The Borough recognizes the lawful activities such as extraction of minerals may impact water supply sources and such activities are governed by statutes regulating mineral extraction that specify replacement and restoration of water supplies affected by such activities.

Action Items:

1. Prepare updates to the Water Plan for upgrades of the existing facilities for treatment, storage, conveyance and distribution to meet 2030 population demands.
2. Utilize state grant and loan programs to assist with water infrastructure improvements.
3. Participate in implementation of watershed management strategies and best management practices to preserve water quality and quantity.

Sanitary Sewer Department

The mission of the Sewer Department is to provide residences, businesses and industries with sanitary sewer service at the lowest possible costs. The goal established by the state is to collect and treat to meet or exceed state permit requirements for the protection of the public health and the environment. In order to continue to meet the needs of current and future users of the system within the regional service area, the Borough will be required to continue improvements to the collection and conveyance system as well as upgrade the wastewater treatment plant (WWTP). A recent Consent Order outlined a number of improvements required to meet permitting requirements. The Borough must continue to plan for current and future needs. The Borough and surrounding Townships recently updated the Act 537 Sewage Facilities Plan. Both the Comprehensive Plan and the Borough Act 537 Plan have used the same methodology for projection of development and redevelopment within the Borough translating into the use of capacity allocated to meet current and future needs of the Borough. Ongoing maintenance and system upgrades are anticipated.

Action Items:

1. Continue to provide updates to the Act 537 Plan.
2. Implement capital improvements to collection and conveyance system and plant.
3. Support growth management strategies to concentrate efforts for development and redevelopment of the Borough to reduce sprawl within surrounding Townships.
4. Support regional *smart growth* initiatives.
5. Comply with Consent Order between Borough and PA Department of Environmental Protection (DEP).

Public Buildings

Public buildings play an important role in creating a “sense of place” through placement, size and mass, architecture and other design elements. The following provides guidance with respect to green building design concepts that should be considered for new construction and major rehabilitation of existing public buildings. The Borough and County government should be leaders in promoting these concepts.

Green Building Design Components

A green building or sustainable building is a structure that is designed, built, renovated, operated or reused in an ecological and resource-efficient manner. Green building design meets the following objectives: protecting occupant health; improving employee productivity; using energy, water and other resources more efficiently; and, reducing the overall impact to the environment. The elements of green buildings are:

1. **Site Section:** Selecting a site and situating the building to take advantage of existing landscaping and natural features.
2. **Energy Efficiency:** Considering building shape and orientation, passive solar design, and use of natural lighting to reduce energy costs. Incorporate alternative energy sources where appropriate.
3. **Materials Efficiency:** Select sustainable construction materials or reused or recycled materials, use dimensional planning and design to reduce building materials and design space to facilitate recycling collection and to incorporate solid waste management plan to prevent waste generation.
4. **Water Efficiency:** Use recycled water for toilet flushing or gray water system that recovers rainwater or other non-potable water for site irrigation and minimize wastewater by using ultra low-flush toilets, low-flow shower heads and other water conservation fixtures.

Source: <http://www.wbdg.org/design/sustainable.php>

Chapter 11: Housing Plan

Article III of the MPC requires a plan to meet the housing needs of present residents and of those individuals and families anticipated to reside in the Borough. The plan addresses conservation of presently sound housing, rehabilitation of housing in declining neighborhoods and the accommodation of expected new housing in different dwelling types and at appropriate densities for households of all income levels.

Development and Redevelopment Strategies for Housing

Development and redevelopment strategies for housing are outlined in the Elm Street Neighborhood Revitalization Plan for portions of the Second and Third Wards, a Special Planning District. Opportunity sites for new development and redevelopment to support residential land use were identified as part of the Build-out Analysis. The following table summarizes the projected population, housing units and associated school age children when considering development and redevelopment opportunities.

Table 15: Residential Build-Out Opportunities – Based upon Housing Units

Variables	2007	Build-Out of Undeveloped Lands 2030*	Build-out of Undeveloped Lands and Redevelopment Opportunities 2030*
Population	20,494	26,473	29,120
Housing Units	8,872	11,460	12,606
School Aged Children	3,546	4,580	5,038

**Note: The Build-Out populations estimated for 2030 are generally estimated to potentially occur within the planning horizon 2030.*

Refer to the Economic Development Plan for additional information with respect to upper floor housing strategies and refer to the Elm Street Neighborhood Revitalization Plan for housing strategies in the Second and Third Wards. As well as, the Future Land Use Plan and Map 1 identifies areas for additional residential development and redevelopment.

Chapter 12: Economic Development Strategy

New and improved infrastructure, businesses and housing options enable quality growth. Economic development strategies focus on opportunities that exist within the Borough and region to expand the local tax base, establish new businesses, expand existing businesses, increase business activity and create new employment opportunities and develop current labor force.

Economic Development Partners

The Borough has a variety of economic development partners to collaborate with to support new development, redevelopment and neighborhood and downtown revitalization efforts. Partnerships to implement a variety of economic development strategies have been proven across the Commonwealth to be a successful approach. The following provides a brief description of each.

Franklin County Area Development Corporation (FCADC)

The FCADC is a non-profit organization established in 1960. Since 1968, the corporation has successfully facilitated projects throughout the County. The FCADC is responsible for formulating, implementing and promoting a comprehensive countywide economic development strategy. The goal is to create an atmosphere that nourishes planned growth and family sustainable employment opportunities. The following are three areas of concentration with respect to economic development.

- ***Business retention/expansion*** – The retention and expansion of existing companies is viewed by the corporation as the cornerstone to any successful economic development strategy. There is a strong emphasis on this component. The Corporation collaborates with Team PA to conduct industry surveys and support retention and expansion new and existing companies.
- ***Selective attraction of new businesses*** – The attraction of new industries is intended to diversify and strengthen the local economy. The Corporation works with companies interested in
- ***Start-up of new businesses*** – The Corporation is familiar with a variety of resources and programs to assist new start-up businesses.

Downtown Chambersburg Incorporated (DCI)

The mission of Downtown Chambersburg Incorporated (DCI) is business retention, recruitment and new job creating investment. DCI is a 501(c)(3), non-profit economic revitalization component of the Greater Chamber of Commerce. DCI is the “Main Street Manager” for the downtown business district with a focus on attracting property investors interested in transforming historic structures into new mixed uses for restaurants, specialty retail or business services, as well as second and third floor offices or residents. DCI is also responsible for administering the Elm Street Neighborhood Program in the Borough.

Source: <http://www.chambersburg.org/dci.asp?org=dc1>

Greater Chambersburg Chamber of Commerce

The Greater Chambersburg Chamber of Commerce's mission has been to "advocate and promote economic growth through the free enterprise system, to help members prosper, to promote planned community growth, and to enhance the quality of life in the Chambersburg area. The Chamber is an advocate for the local economic health of the community through the support of its membership and affiliate organizations and committees.

Source: <http://www.chambersburg.org/pages.asp?page=1>

Chambersburg Area Development Corporation (CADC)

The Chambersburg Area Development Corporation (CADC) was established in 1960 as a not-for-profit industrial development corporation. The CADC efforts and projects contribute to job generation and increased tax revenues.

Source: <http://www.chambersburg.org/pages.asp>

Business Characteristics

Business characteristic data were provided through Claritas datasets for the Zip Code area of 17201, which includes Chambersburg Borough as well as the Chambersburg metropolitan region. Business characteristics data was provided by Claritas as published in their August 2007 report. Claritas is a national firm which monitors and tracks business sales data and consumer spending data and provides comparisons and projections.

Currently, within the metropolitan region, according to Claritas datasets, there are 2,521 businesses, nearly one-quarter (21.1%) of which are retail businesses. According to Claritas datasets, the types of businesses with more than one hundred establishments within the metropolitan region include construction and special trade contractors, eating and drinking establishments, retail establishments, personal services, business services, and health services. These are the types of businesses which are typically numerous and may employ a moderate to large workforce.

Also according this report, the types of business with less than one hundred establishments, but which employ more than one-thousand total employees includes industry and commercial machinery and computers, general merchandise stores, food stores, educational services, and social services. These are the types of businesses which are typically fewer in number but which may employ larger work forces.

Claritas also compares the sales data per type of business within an area to the amount that consumers are spending on the goods or services within an area. This type of comparison is referred to as a gap analysis; whereby the sales data are the supply and expenditure is the demand. Within an area, If the amount of expenditure by consumers (demand) is greater than the amount of sales by businesses (supply) then there is potential opportunity for new businesses or expansion of existing businesses within an area to fill the "gap".

Using the report analysis, several types of businesses were identified as having opportunity (gap in supply) within the metropolitan region including wholesale trade goods (durable and nondurable), food stores, apparel and accessory stores, home furnishings, and eating and

drinking establishments. Although there are several existing businesses which provide these goods and services within the metropolitan region there are additional business opportunities for large or small scale businesses based on the gap in supply.

There are few obvious explanations for the differences between supply and demand and further detailed research or analysis is needed to explain the differences. Potential explanations for some of the differences may include opportunities for existing businesses to expand, the quality of the goods and services that are currently provided do not match the demand of the community, improvements in the marketing efforts of existing businesses are needed, or that additional market factors outside of the region are affecting local spending habits, among others. The number of business establishments and other data regarding the establishments (number of employees, sales in millions, and number of establishments with more than 20 twenty employees) confirms that there is indeed opportunity for some expansion of existing businesses as well as opportunity for new business types within the metropolitan area.

Consumer Spending Patterns

Consumer spending pattern data were also provided through Claritas datasets for the Zip Code area of 17201, which includes Chambersburg Borough as well as the Chambersburg metropolitan region. Consumer spending patterns were projected for the metropolitan area for years 2007 and 2012 by Claritas as published in their August 2007 report.

According to the report, consumer spending patterns in general, are projected to increase by 2012. There were several types of expenditures whose projected increases were significant and are noteworthy. The types of expenditures whose projected increases were significant include; apparel (women's apparel and other apparel products), entertainment (TV, radio, and sound equipment), travel (travel related products), furniture (home as well as appliances), personal care products and services, personal expenses and services, food away from home (breakfast and brunch, lunch, and snacks and non-alcoholic beverages), and transportation expenses (automobiles – new / used, and gasoline).

The data suggests that businesses which provide these goods and services have a potential for increased sales, and or may experience an increase in demand for their goods and services. The data also suggests that if there are not enough businesses which provide the projected demand for goods and services, consumers will seek to spend outside the metropolitan area.

Using the suggested opportunities for commercial business development there are opportunities for physical development and redevelopment depicted on Map 1. The results of the Build-out Analysis shown in the following table indicate opportunities for development and redevelopment to support future commercial land uses.

Table 16: Commercial/Industrial Build-Out Opportunities – Based upon Square Footage

Type of Development	Developable Acreage	Potential Square Footage
New Development	169	11,307,559
Redevelopment	52	3,258,673
Total	221	14,566,232

Table 16 suggests the Borough has lands available for development and redevelopment that help to build sustainability with respect to new business development and expansion of existing businesses that diversify the current business mix. Consumer spending data supports references in Chapter 6: Downtown Revitalization Plan with respect to opportunities for niche business development.

Chapter 13: Government

Borough Government provides a number of public services and is responsible for maintaining a variety of public facilities including public buildings, open space, park and recreation facilities. The Community Facilities, Services and Utilities section has addressed several facilities, services and utilities offered as a function of local government. The Borough mission states that the Borough is a municipal government in south central Pennsylvania committed to the well being of those people who live, work, play and travel in the community. The Borough strives to:

- Furnish such quality service as our citizens want and are willing to pay for;
- Manage our human, financial and physical resources in the most efficient and effective manner;
- Treat our employees, citizens and visitors with fairness, respect and equality;
- Protect persons, property and quality of life;
- Operate in accordance with the laws and constitutions of the Commonwealth of Pennsylvania and the United States of America; and
- Make Chambersburg the model for Pennsylvania communities.

The Town Council/Manager form of government provides professional management to carry-out the Borough mission and policies that are decided by Town Council. As the population increases, there may be a need for additional staff to meet the mission and policies of the Borough. Conversely, technological improvements might decrease the need for additional staff.

Chapter 14: Interrelationship of Plan Elements

Various elements of this plan focus on development and revitalization of the Borough considering the following local and regional planning issues, taking a holistic approach to strategy/solution identification.

- Existing development patterns.
- The transportation network and the ability to provide future access.
- Lands available for development and redevelopment.
- The need for rehabilitation of floor space for housing and mixed uses in the downtown.
- Ability to provide adequate public utilities, facilities and services.
- Preservation of historic resources.
- Connections and linkages for non-vehicular modes of travel.

The plan was developed taking a comprehensive approach to development and redevelopment opportunities including assessment of impacts of “build-out” scenarios to support establishment of the Future Land Use Plan. The Future Land Use Plan depicts the distribution, general location and inter-relationship of land use for residential, commercial, industrial, open space, recreation, community facilities and other categories of public and private uses of land. The Future Land Use Plan is further supported by the following sections in the manner described below demonstrating the interrelationship of plan elements.

- The **Community Development Policy** provides the framework for plan element development in the context of physical development and redevelopment of the Borough. These policies are provided in the context of the MPC and the Commonwealth’s Keystone Principles offering a clear vision statement with goals and objectives outlined for each plan element: land use (*including Downtown and Living Areas*), housing, transportation, economic development, community facilities and utilities, historic and natural resources and government. Various community development/redevelopment strategies depend upon the relationship to one or more plan elements outlined in this plan for the purpose of addressing community sustainability.
- The **Future Land Use Plan** was developed integrating all plan elements to address a variety of community development/redevelopment needs, goals, objectives, opportunities and strategies. As previously stated, the Future Land Plan was developed based upon a citizen input, Planning & Zoning Commission input and analysis of other plan elements, build-out analysis and assessment of fiscal impacts.
- The **Transportation Plan** identifies vehicular and non-vehicular facilities necessary to provide access and linkages to existing and future land uses with an understanding for connections needed to support residential and non-residential growth and overall traffic safety, accessibility and mobility needs, including needs for public transit options and future greenways.
- The **Community Facilities, Services and Utilities Plan** addresses public facilities, services and infrastructure in the context of land use, housing and projected population.

- The **Housing Plan** to meet the needs of current and future residents is based upon various development and redevelopment strategies outlined in various plan elements such as the Future Land Use Plan, community development/redevelopment strategies, Special Planning Districts, the Downtown Revitalization Plan and the Elm Street Neighborhood Revitalization Strategy.
- The **Economic Development Strategy** utilizes land use, housing and infrastructure strategies to support identification of opportunities where the Borough and region can expand the local tax base, establish new businesses, expand existing businesses, increase business activity and create new employment opportunities as well as develop the current labor force. This element considers existing and potential partnerships for the Borough as a whole as well as the Downtown as discussed in the Downtown Revitalization Plan section.
- **Natural and Historic Resources** are addressed in the context of land use, community development/redevelopment strategies, the Downtown Revitalization Plan and the Elm Street Neighborhood Revitalization Strategy. This planning topic is not addressed in a separate section of the plan; instead, is integrated throughout various plan elements.

Chapter 15: Plan Consistency

The MPC requires that the existing and proposed development of the Borough be compatible with the existing and proposed development and plans of contiguous municipalities, the County and the School District. The MPC also requires identification of measures to provide buffers and transitions in any areas where there may be incompatible land uses along adjoining boundaries.

Greene Township

Greene Township is located to the north of the Borough. Development patterns adjacent to the Borough boundary are compatible and provide a transition from urban development patterns to suburban and rural development. Development along the northern boundary of the Borough is predominantly commercial in nature with those development patterns continue into the Township.

Guilford Township

Guilford Township is located to the south and east of the Borough. The land use patterns are predominantly strip commercial development along both the boundaries of the Township and the Borough as one travels west bound on Route 30.

Hamilton Township

Hamilton Township is located to the west of the Borough and is predominantly rural in character and land use patterns. Land use patterns adjacent to the Borough boundary are low to medium density residential.

Chambersburg Area School District

The Chambersburg Area School District (CASD) will be impacted by anticipated growth both within and outside of the Borough. As growth occurs, the district will be challenged to provide adequate classrooms and facilities to meet state requirements. The projection for 2011 is for 9,232 students. The build-out analysis for growth within the Borough alone suggests financial impacts. The Borough, surrounding Townships and the CASD must continue coordination and collaboration with respect to growth management in order to provide adequate public school facilities.

Franklin County

The County identifies the Borough as the commerce center for the region with the presence of County government facilities, human services and other various functions located primarily within the Downtown and surrounding neighborhoods and commercial areas. The Borough is the central business district for the region as well as provides a wide array of cultural amenities and entertainment opportunities. The plan is consistent with respect to the following:

- Land use patterns abutting neighboring communities as specifically identified for each of the Townships and in the County's Comprehensive Plan.
- Promoting economic development with an emphasis on revitalization of the downtown, neighborhoods and the rail corridor for the purpose of community and regional

sustainability with a positive impact on state and regional initiatives such as farmland preservation, protection of natural resources and reduction of sprawl.

- Sustaining open space and aesthetic and historic characteristics of the Borough.
- Safeguarding recreational, environmentally sensitive areas and historic resources.

Chapter 16: Implementation Plan

Implementing the plan for community sustainability will require collaboration among a broad base of interested parties including citizens, businesses, local, county and state governments, regional authorities and agencies as well as private property owners and investors. The following recommendations provide projects, programs, studies and changes in policy and regulation to address community issues and concerns, vision statement, plan goals and objectives, downtown revitalization, neighborhood revitalization and strategies identified throughout the planning process and comprehensive plan elements as outlined in the plan. Various opportunities for projects are identified on the Community Development Opportunities exhibit on the following page. The implementation tables refer to various elements of the plan and the exhibit with respect to strategies, projects, programs and recommended actions. Specifically, the exhibit identifies the following:

- Residential Redevelopment Opportunities
- Commercial Development Opportunities
- Mixed Use Redevelopment Opportunities
- Park/Recreation Opportunities
- Industrial Development Opportunities
- Community Gateways
- Downtown Gateways
- Pedestrian Path/Trail Connections
- Image Corridors

The following implementation tables outline strategies, projects, programs and recommended actions with reference to implementation partners, potential funding sources, cost ranges and suggested priority.

Page 90

Chambersburg Comprehensive Plan
DRAFT

Summary of Implementation Strategies – Land Use (LU)								
Element	Goal	Objective	Strategy	Lead Agency & Partners	Funding Sources	Policies, Programs & Projects	Estimated Cost Ranges & Priority	
Land Use	Create a land use plan that includes provisions for amount, intensity, character and timing of land use proposed for use categories such as residential, commercial, industrial, transportation facilities, utilities, community facilities, public grounds, parks and recreation, environmentally sensitive areas and other areas of special interest such as the downtown, living areas and employment centers.	LU4. Identify the appropriate location of land uses utilizing quality design and best management practices that will result in minimal impacts on residential neighborhoods and community facilities.	A. Identify possible locations within the rail corridor that may be better redeveloped as residential uses.	Borough, Franklin County Area Development Corporation (FCADC), Chambersburg Development Corporation, and private property owners and developers, Housing Authority	Business in Our Sites Grants and Loans, Industrial Sites Reuse Program, Private Property Owners, PHFA Housing Programs/Grant Funds, Housing Authority	Refer to Map 1 – Opportunity sites for redevelopment and infill development. Conduct inventory of ready sites or sites for rehabilitation and/or redevelopment	Short/Mid/Long Term Action 1-20 yrs Site Feasibility Studies for individual properties TBD for each site Cost of acquisition, demolition, remediation and redevelopment are TBD for each site	
			B. Provide for appropriate buffers and screening and access for non-residential uses.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor	DCED LUPTAP Funds and SPAG Grants, CDBG Funds, and General Funds, Staff in-kind	Zoning Ordinance & SALDO Amendments	Short Term Action 1-3 yrs Refer to cost for LU2 – A. SALDO Update – Staff in-kind	
			C. Coordinate with surrounding municipalities to ensure compatibility and consistency at boundaries.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor	General Funds, Staff In-kind	Continued review of surrounding municipal zoning and Land Development Plans	On-going Efforts Staff Time	
			D. Seek LUPTAP Funds for a regional land use and transportation plan – coordinate with seeking PennDOT Funds (<i>refer to Transportation Element</i>).	Planning & Zoning Staff, Planning & Zoning Commission, Franklin County RPO	DCED – LUPTAP Fund and PennDOT Special Studies Funds	Regional Land Use and Transportation Study for core transportation network	Short Term Action 1-3 yrs \$80,000 - \$100,000	
		A. Establish Traditional Neighborhood Development (TND) areas via zoning overlays or district changes. Incorporate some level of form-based elements and neighborhood conservation to support infill development opportunities.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor	DCED LUPTAP Funds and SPAG Grants, CDBG Funds, and General Funds, Staff in-kind	Zoning Ordinance & Map Amendment	Short Term Action 1-3 yrs Refer to cost for LU2 – A.		
		B. Develop infill standards for residential and non-residential redevelopment opportunities (<i>i.e. Elm Street Overlay Zoning and others</i>).	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor	DCED LUPTAP Funds and SPAG Grants, CDBG Funds, and General Funds, Staff in-kind	Zoning Ordinance & Map Amendment	Short Term Action 1-3 yrs Refer to cost for LU2 – A.		
		C. Provide adequate public open space for existing development, redevelopment and new development.	Planning & Zoning Staff, Planning & Zoning Commission	Staff Time – Plan Review Fees.	SALDO Requirements and cooperation by Development Community. Require as Land Development supporting documentation an assessment of useable space for recreation improvements	On-going Efforts Cost to Development Community.		
		D. Coordinate land use planning with the Act 537 Plan, water planning and other public utilities planning.	Planning & Zoning Staff, Planning & Zoning Commission and other Borough Departments	Sewage Facilities Planning Grant, CDBG Funds and LUPTAP Funds, Small Water System Regionalization Grants	Continued update of plans on a coordinated cycle	Long Term Action 1-20 yrs Comprehensive Plan Update in 2018- \$30,000 -\$35,000 Act 537 Plan Update - \$40,000 - \$50,000		

Chambersburg Comprehensive Plan
DRAFT

Summary of Implementation Strategies – Housing (H)							
Element	Goal	Objective	Strategy	Lead Agency & Partners	Funding Sources	Policies, Programs & Projects	Estimated Cost Ranges & Priority
Housing	Create a housing plan to meet the needs of present residents and those individuals and families anticipated to reside in the Borough by providing opportunities for decent, safe and sanitary housing for all income levels of all ages.	H1. Conserve, preserve and upgrade present housing stock.	A. Continue the Borough's owner-occupied rehabilitation program.	Borough, Planning & Zoning Staff	Historic Tax Credits, CDBG, USDA, HOME and Private Investment	Target Elm Street Neighborhood area and downtown housing for funding of households of all income levels	On-going Efforts TBD based upon funding and project
			B. Establish a rental rehabilitation program – target funding to existing downtown upper floor units.	Borough, Planning & Zoning Staff	Historic Tax Credits, CDBG, USDA, HOME and Private Investment	Target downtown housing for funding of mixed use opportunities for market rate housing. Explore City of York's Artisan Homestead Program and similar programs	Short Term Action 1-3 yrs TBD based upon funding and project
			C. Continue to allocate CDBG, HOME and other state and federal funding sources for housing programs.	Borough, Planning & Zoning Staff	Historic Tax Credits, CDBG, USDA, HOME and Private Investment	Prioritize and coordinate housing needs with other community revitalization needs	On-going Efforts TBD based upon funding and project
			D. Implement the Elm Street Program geared to conserve, preserve and upgrade present housing stock in the 3 rd Ward.	DCI, BOPIC, Borough, Elm Street Manager and other Planning and Implementation Partners	Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	Short/Mid Term Action 1-5 yrs Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	
			E. Establish a second Elm Street Area west of the downtown.	DCI, BOPIC, Borough, Elm Street Manager and other Planning and Implementation Partners	DCED – New Communities Program/Elm Street Program	Short/Mid Term Action 3-5 yrs \$25,000 - \$30,000 Plan \$250,000 - \$500,000 for 5 years to implement	
	H2. Efficiently and effectively enforce building and property codes.		A. Continue rental unit inspection program and consider adding occupancy inspection to ensure appropriate density.	Borough Building & Code Department	Inspection Fees and General Fund	Evaluate Inspection Fees, Inspection Cycles, Code Requirements, Staffing Needs and Possible Third Party Vendors	On-going Efforts Increase Inspection Fees and Frequency
			B. Continue coordination between various departments for aggressive codes enforcement.	Borough Manager and Borough Departments	Staff time	Routine meetings to coordinate code enforcement for the purpose of eliminating blight and improved public health and safety	On-going Efforts Staff time
			C. Establish a graffiti removal policy and program.	Borough Manager, Assistant Borough Manager and Code Enforcement Staff, Youth Groups, Non-Profits, Block-Watch Groups and Others	General funds, fees or fines, and grants such as Graffiti Hurts National Grant Program and others	Adopt greatest fines and enforcement procedures allowable under law	Short Term Action 1-3 yrs Staff and Solicitor time
	H3. Coordinate with housing program providers offering assistance to rehabilitate existing housing stock including preservation of historic structures.		A. Coordinate with the Housing Authority to rehabilitate existing public housing stock.	Borough, Planning & Zoning Staff, Housing Authority	Federal (HOPE VI and Capital Funds) and State Funds (PHFA Programs)	Rehabilitation of existing units or redevelopment using scatter site approach	Short/Mid Term Action 3-5 yrs Cost TBD based upon Annual Report and Site Assessment
			B. Coordinate with Habitat for Humanity to consider rehabilitation of existing units as part of their housing strategy.	Borough, Planning & Zoning Staff, DCI, Habitat for Humanity, Elm Street Manager	Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	Short/Mid Term Action 1-5 yrs Refer to Chambersburg Elm Street Neighborhood Revitalization Plan
			C. Coordinate with the Elm Street Façade Improvement Program to provide additional funds for minor and major interior and exterior rehabilitation.	Borough, Planning & Zoning Staff, DCI, Elm Street Manager	Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	Short/Mid Term Action 1-5 yrs Refer to Chambersburg Elm Street Neighborhood Revitalization Plan

Chambersburg Comprehensive Plan
DRAFT

Summary of Implementation Strategies – Housing (H)							Estimated Cost Ranges & Priority	
Element	Goal	Objective	Strategy	Lead Agency & Partners	Funding Sources	Policies, Programs & Projects		
Housing	Create a housing plan to meet the needs of present residents and those individuals and families anticipated to reside in the Borough by providing opportunities for decent, safe and sanitary housing for all income levels of all ages.	H4. Provide land use regulations for various dwelling types consistent with the intent of each residential and mixed use district.	A. Provide land use regulations for various dwelling types consistent with the intent of each residential and mixed use district.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor	DCED LUPTAP Funds and SPAG Grants, CDBG Funds, and General Funds, Staff in-kind	Zoning Ordinance & Map Amendment	Short Term Action 1-3 yrs Refer to cost for LU2 – A.	
			B. Review subdivision/land development regulations to ensure standards and requirements are in place to ensure adequate public facilities, amenities and access is provided as part of new development and redevelopment projects.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor	DCED LUPTAP Funds and SPAG Grants, CDBG Funds, and General Funds, Staff in-kind	SALDO Amendments	Short Term Action 1-3 yrs Refer to cost for LU2 – A.	
			C. Conduct a Housing Capacity & Market Analysis as a second phase of planning for the Elm Street Program for the portions of the 2 nd and 3 rd Wards.	Borough, DCI, BOPIC, Elm Street Manager, Housing Agencies	DCED – New Communities/ Elm Street Program, Borough, Private Property Owners and a Variety of Other Funding Sources (Refer to Chambersburg Elm Street Neighborhood Plan for details)	Second Planning Assistance Grant – Housing Capacity & Market Analysis	Short Term Action 1-3 yrs \$25,000 Housing Capacity & Market Analysis – Refer to LU1-A.	
			D. Partner with housing providers and private developers for infill development projects and redevelopment projects that offer homeownership and rent-to-own opportunities.	Borough, DCI, BOPIC, Elm Street Manager, Housing Agencies	Refer to Chambersburg Elm Street Neighborhood Revitalization Plan – Strategies are applicable Borough-wide	Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	Short/Mid Term Action 1-5 yrs Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	
		H5. Eliminate blighted areas within the Borough through the use of code enforcement, redevelopment mechanisms and various federal and state programs.	A. Implement the Elm Street Program for portions of the 2 nd and 3 rd Wards.	Borough, DCI, BOPIC, Elm Street Manager, Housing Agencies	Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	Short/Mid Term Action 1-5 yrs Refer to Chambersburg Elm Street Neighborhood Revitalization Plan	
			B. Establish an additional Elm Street Area to the west of the downtown.	Borough, DCI, BOPIC, Elm Street Manager, Housing Agencies	DCED – New Communities/ Elm Street Program, Borough, Private Property Owners and a Variety of Other Funding Sources (Build upon the Chambersburg Elm Street Neighborhood Plan)	Refer to Chambersburg Elm Street Neighborhood Revitalization Plan and Refer to Map 2	Short/Mid Term Action 3-5 yrs \$25,000 - \$30,000 Plan \$250,000 - \$500,000 for 5 years to implement	
			C. Consider re-establishment of the County's Redevelopment Authority.	Borough Manager, Borough Solicitor, Borough Council and County Commissioners and Solicitor	TBD for general operations and eligible for various Grant Funds	Urban Redevelopment Law P.L. 991 – 35 P.S. Section 1701 as amended	Short Term Action 1-3 yrs TBD	
	H6. Promote upper floor housing opportunities in the downtown.		A. Amend Central Core zoning regulations to prohibit residential uses on first floor.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor	DCED LUPTAP Funds and SPAG Grants, CDBG Funds, and General Funds, Staff in-kind	Zoning Ordinance & Map Amendment	Short Term Action 1-3 yrs Refer to cost for LU2 – A	
			B. Promote awareness of LERTA Program, Historic Preservation Tax Credit Program, Historic Preservation loans and other opportunities to assist with the rehabilitation of upper floors for housing.	Borough Staff, DCI, Elm Street Manager and Others	Staff Time – General Funds	Provide links on Borough website to program websites, provide brochures and provide a Borough point of contact for basic information and referrals	Mid/Long Term Action 5-10 yrs Staff time – General Funds	

Chambersburg Comprehensive Plan
DRAFT

Summary of Implementation Strategies – Transportation (T)							
Element	Goal	Objective	Strategy	Lead Agency & Partners	Funding Sources	Policies, Programs & Projects	Estimated Cost Ranges & Priority
Transportation	Create a transportation plan for the efficient movement of people and goods including facilities for all modes of transportation.	T1. Provide an adequate transportation network for all modes of travel, including vehicular and non-vehicular modes such as bicycles, pedestrians and transit. (Design, develop and improve the transportation system as a comprehensive network.)	A. Require installation and improvement of sidewalks for all new development and redevelopment projects.	Planning & Zoning Staff, Planning & Zoning Commission and Development Community	Developer/Property Owner Investment	SALDO requirement with no exceptions or waivers	On-going Effort Cost TBD based upon individual projects
			B. Continue the utilization of CDBG funds for handicap ramp improvements for low-to-moderate neighborhoods.	Borough Manager, Borough Council, Planning & Zoning Staff	CDBG Funds	Create an inventory in Borough's GIS to identify need and track improvements	Short Term Action 1-3 yrs \$7,000 - \$10,000
			C. Collaborate with the School District to apply for Home Town Streets/Safe Routes to School funding.	Borough, School District and Franklin County	Home Towns Streets/Safe Routes to School	Targeted to low-to-moderate neighborhoods or blocks including, but not limited to Elm Street Neighborhood	On-going Effort Cost TBD based upon individual projects
			D. Apply for SAFETEA-LU Funds to conduct a Bicycle Access Study.	Borough and Franklin County	PennDOT – Enhancement Program,	Target blocks lacking or deteriorating sidewalks adjacent to or leading to school facilities	Short/Mid Term Action 1-5 yrs Cost TBD based upon individual projects
			E. Develop gateways and wayfinding signage system.	DCI, Planning & Zoning Staff and PennDOT	PennDOT Enhancement Program, PennDOT TOD Program, Local Funds and Business Sponsors	Conduct study to identify policies, programs and projects	Short Term Action 1-3 yrs \$25,000 - \$35,000
			F. Collaborate with existing transit providers in the region to determine feasibility to provide some level of public transportation (i.e. CAT, rabbittransit and others).	Borough, York County Transportation Authority (rabbittransit) and/or Capitol Area Transit (CAT)	Local match requirement,	Conduct study to establish signage design, location and cost estimates.	Short Term Action 1-3 yrs Refer to LU3-E
			G. Investigate voucher program to augment existing taxi services.	Participating Non-Profits and Service Provider	Various Funding Sources by Participating Non-Profits	Partnership agreement with established transit provider for defined level of service.	Short Term Action 1-3 yrs TBD
			T2. Cooperate with surrounding Townships, County and State government to improve the transportation system.	A. Participate in the long range planning process, the Transportation Improvement Plan and Twelve Year program to identify local and regional transportation projects for funding.	Borough, Adjacent Municipalities, Franklin County RPO and PennDOT	Various Transportation Funding Sources	RPO Planning and Programming Process to identify transportation projects, programs and services
	B. Collaborate with PennDOT's Maintenance Program to ensure coordination with planned projects.	Borough and PennDOT District 8-0 and Maintenance Staff		Various Transportation Funding Sources devoted to maintenance and operations	PennDOT Maintenance and Operations eligible activities, projects and programs	Short/Mid/Long Term Action 1-20 yrs TBD based upon project, program or service	
	C. Implement the Southwest Corridor Plan – work collaboratively with surrounding municipalities.	Borough, Surrounding Municipalities, Development Community and PennDOT		Various Transportation Funding Sources and Developer Investment	Traffic Impact Fees or Developer Improvements – Projects outlined in study	Short/Mid Term Action 1-5 yrs TBD based upon project	
	D. Seek PennDOT Funds to support a multi-municipal transportation study to address regional safety, congestion and access issues tied to land use.	Planning & Zoning Staff, Planning & Zoning Commission, Franklin County		DCED – LUPTAP Fund and PennDOT Special Studies Funds	Regional Land Use and Transportation Study for core transportation network	Short/Mid Term Action 1-5 yrs Refer to LU4 – D	

Summary of Implementation Strategies – Transportation (T)							
Element	Goal	Objective	Strategy	Lead Agency & Partners	Funding Sources	Policies, Programs & Projects	Estimated Cost Ranges & Priority
Transportation	T3. Provide for adequate maintenance of the transportation network.		A. Continue to enforce sidewalk installation and upgrades in conjunction with street repair and utility projects.	Borough Staff – Building & Code Enforcement Staff	Private Investment, Liquid Fuels, General Funds, CDBG, Utility Investments	No waivers to sidewalk requirements as part of land development. Property owner improvements required when coordinating street repairs and other projects.	<i>On-going Effort</i> TBD based upon project
			B. Continue street repair and maintenance program using CDBG funds for low-to-moderate neighborhoods.	Borough, Planning and Zoning Staff	CDBG Funds and coordination with Borough Utilities (User Fees)	Target infrastructure needs within low-to-moderate neighborhoods including the Elm Street Neighborhood area	<i>Short/Mid/Long Term Action 1-20 yrs</i> TBD annually
			C. Seek technical assistance from PennDOT through the LTAP Program to enhance maintenance planning and programming.	Borough, Surrounding Municipalities, Franklin County and PennDOT	PennDOT Funding	Roadway maintenance projects	<i>Short/Mid/Long Term Action 1-20 yrs</i> TBD based upon project and funding availability
	T4. Provide adequate and safe access for all modes of transportation to existing and planned employment centers.		A. Develop access management regulations as part of the subdivision/land development ordinance to promote shared driveways.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor, Borough Engineer	DCED LUPTAP Funds, CDBG Funds and General Funds	Reference PennDOT Model Access Management Ordinance	<i>Short Term Action 1-3 yrs</i> Refer to cost for LU2 – A
			B. Align streets and improve intersections as part of new development and redevelopment projects.	Planning & Zoning Staff, Planning & Zoning Commission, Public Works	Development Community, Borough and PennDOT	Projects to be identified as part of redevelopment plans and transportation studies (i.e. intersection and boulevard improvements along commercial section of Wayne Avenue)	<i>On-going Effort</i> TBD based upon project
			C. Coordinate with surrounding municipalities to ensure access to the region.	Borough, Surrounding Municipalities, Franklin County and PennDOT	DCED – LUPTAP Fund and PennDOT Special Studies Funds, Various PennDOT Funding for Implementation	Partner in regional studies and projects	<i>On-going Effort</i> TBD based upon project
	T5. Minimize impacts of truck traffic on residential neighborhoods and community facilities.		A. Conduct a Truck Study in order to support designation of Truck Routes.	Planning & Zoning Staff, Planning & Zoning Commission, Franklin County	DCED – LUPTAP Fund and PennDOT Special Studies Funds	Regional Land Use and Transportation Study for core transportation network	<i>Short/Mid Term Action 1-5 yrs</i> \$40,000 – \$50,000 Coordinate with LU4 – D and completed I-81 Corridor Study
			A. Seek SAFETEA-LU Funds to conduct a bicycle and pedestrian access study.	Planning & Zoning Staff, Planning & Zoning Commission, Franklin County	DCED – LUPTAP Fund and PennDOT Enhancement and Special Studies Funds	Establish designated bicycle routes, separate facilities where feasible, signage and bicycle racks and storage facilities. Identify pedestrian improvements, signage and crosswalks	<i>Short Term Action 1-3 yrs</i> Study - \$25,000 - \$35,000 Phased Improvements TBD
	T6. Identify opportunities to utilizing greenways and alleyways to provide connections/linkages to a variety of hubs or destinations open to the public such as: the downtown, park and recreation facilities, water access, historic sites, schools, libraries and other key locations within the Borough and the region.		B. Seek DCNR Funds to implement projects identified in the Comprehensive Recreation, Parks & Open Space Plan (2005) and Comprehensive Plan.	Planning & Zoning Staff, Planning & Zoning Commission, Recreation Department	Borough, DCNR, Recreation User Fees and Partnering Special Interest Groups	Provide recreational programs and facilities to support healthy life styles through a variety of opportunities	<i>Short/Mid/Long Term Action 1-20 yrs</i> Cost TBD based upon project
			C. Reference the Franklin County Greenways Plan (2007) to make regional connections.	Planning & Zoning Staff, Recreation Department, Planning & Zoning Commission, FCPC, Surrounding Municipalities and Development Community	Borough, DCNR, FCPC and Dedication or Fee In Lieu of Dedication by Development Community	Participate in plan implementation, regional branding and modification of regulations to conserve natural features, open space, greenways and recreation sites. <ul style="list-style-type: none">Chambersburg to Mercersburg Rail-TrailEast Branch Conococheague Seasonal Water TrailShinneshong River-Trail	<i>Mid/Long Term Action 5-20 yrs</i> Refer to Franklin County Greenway Plan for details

Chambersburg Comprehensive Plan
DRAFT

Summary of Implementation Strategies – Economic Development (ED)							Estimated Cost Ranges & Priorities	
Element	Goal	Objective	Strategy	Lead Agency & Partners	Funding Sources	Policies, Programs & Projects		
Economic Development	Create an economic development strategy that identifies niche markets for the downtown, development and redevelopment of employment centers and opportunities for home based businesses.	EC1. Create an economic development strategy that identifies niche markets for the downtown, development and redevelopment of employment centers and opportunities for home based businesses.	A. Promote housing rehabilitation efforts for second floor opportunities in the immediate downtown and housing opportunities for all income levels surrounding the downtown.	DCI, Borough Departments (code compliance), Planning & Zoning Staff, Planning & Zoning Commission, Property Owners and Developers	DCED – Community Revitalization Program and Communities Opportunities Program, Private Investments, Economic Development Administration Loan Guarantees, Small Business Administration Financing, Historic Tax Credits, LERTA	Continuation of LERTA. Refer to Map 1 – Opportunity sites for redevelopment and infill development and Figure 17 in Existing Conditions Report for target properties	Short/Mid Term Action 1-5 yrs Cost TBD based upon project and refer to LU1 – D	
			B. Amend the Zoning Ordinance to allow for home based businesses in residential and mixed-residential zoning.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor	DCED LUPTAP Funds and SPAG Grants, CDBG Funds, and General Funds, Staff in-kind	Zoning Ordinance & Map Amendment	Short Term Action 1-3 yrs Refer to cost for LU2 – A.	
			C. Conduct a market analysis of the downtown and region to identify niche market opportunities that support diversifying the downtown.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor	DCED LUPTAP Funds and SPAG Grants, CDBG Funds, and General Funds, Staff in-kind	Business retention and small business start ups in the downtown	Short Term Action 1-3 yrs \$25,000 - \$30,000	
			D. Amend the Zoning Ordinance to include infill and redevelopment standards for areas in an around the rail corridor to promote a mix of residential redevelopment and employment center redevelopment opportunities.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor	DCED LUPTAP Funds and SPAG Grants, CDBG Funds, and General Funds, Staff in-kind	Zoning Ordinance & Map Amendment	Short Term Action 1-3 yrs Refer to cost for LU2 – A.	
			E. Encourage private investment adjacent to the Rail Trail and Village on the Falling Spring.	Borough, DCI and Private Property Owners	Incentives such as LERTA, Façade Improvement Grants, Historic Tax Credits	Continue LERTA, Target Façade Improvement Grants and Partner with Property Owners	Short Term Action 1-3 yrs Cost TBD based upon each project. \$30,000 for Façade Grants.	
			F. Collaborate with job training partners to provide training that closes gaps between unemployed and business community needs for employment.	Borough, DCI, Chamber of Commerce and Elm Street Manager	Job Creation Tax Credits and Refer to Chambersburg Elm Street Neighborhood Revitalization Plan for details	Provide information and connections to existing programs. Refer to Chambersburg Elm Street Neighborhood Revitalization Plan for details.	On-going Effort Utilize existing programs	
			G. Implement downtown economic strategy to support business retention and expansion and development of opportunities for tourism (refer to DCI's Downtown Plan).	DCI, Chamber of Commerce, Borough, Existing Businesses and Newly Attracted Businesses	DCED LUPTAP Funds and SPAG Grants, CDBG Funds, and General Funds, Staff in-kind	Branding and cross marketing, physical improvements, business retention and other items in the Downtown Revitalization portion of this Plan	Short/Mid Term Action 1-5 yrs Cost TBD based upon each project. Branding and cross-marketing \$15,000 study and \$5,000 annual budget	
		EC2. Provide employment centers at appropriate locations with adequate access, parking and protection of surrounding residential neighborhoods.	A. Collaborate with planning and implementation partners for the development and redevelopment of industrial opportunities including both underutilized sites and undeveloped lands.	FCADC, Borough and Developers	Developer Investment, DCED Community Revitalization Program and Communities Opportunities, RCAP, Economic Development Administration Loan Program	Refer to Map 1 – Opportunity sites for redevelopment and infill development and refer to FCADC website	Short/Mid/Long Term Action 1-20 yrs Cost TBD based upon project	
			B. Promote the redevelopment of older strip retail centers to accommodate office uses and other employment opportunities along with appropriate amenities and community facilities.	FCADC, Borough and Developers	Developer Investment, DCED Community Revitalization Program and Communities Opportunities, RCAP, Economic Development Administration Loan Program	Existing commercial centers along image corridors	Short/Mid/Long Term Action 1-20 yrs Cost TBD based upon project	

Chambersburg Comprehensive Plan
DRAFT

Summary of Implementation Strategies – Community Facilities and Utilities (CFU)								
Element	Goal	Objective	Strategy	Lead Agency & Partners	Funding Sources	Policies, Programs & Projects	Estimated Cost Ranges and Priority	
Community Facilities and Utilities	Create a community facilities and utilities plan addressing a wide array of community facilities, services and public and private utilities necessary to meet current and future community needs.	CFU1. Identify opportunities for expanded police protection in the downtown and residential neighborhoods.	A. Identify possible grant programs to provide additional police services for target areas.	Borough Manager, County Commissioners, DCI, Chamber of Commerce, Elm Street Manager	Refer to Chambersburg Elm Street Neighborhood Plan for funding sources, County Commissioners	Develop partnership between Borough and County for County to provide annual contribution for police patrol in downtown.	On-going Effort Grants TBD County - \$75,000 - \$100,000 annually	
			B. Consider a Business Improvement District (BID) and Neighborhood Improvement Districts (NID) as possible funding mechanisms.	Borough Manager, DCI, Elm Street Manager, and Planning and Zoning Staff	Technical Assistance from DCED Staff and SPAG Grant for study.	Conduct Fiscal Impact Study to determine feasibility of a BID and NID to generate additional tax revenue for expenditures in the district for physical improvements, safety patrols and cleanliness.	Short/Mid Term Action 1-5 yrs Fiscal Impact Study - \$10,000 - \$15,000	
				A. Coordinate with the School District and other government units regarding continued occupancy of facilities in the Borough.	Borough Manager and School District	General Fund/Staff Time	Cooperation and coordination	On-going Effort Staff time
				B. Coordinate land use planning with the Act 537 Plan and water plan objectives to ensure that development/ redevelopment are consistent with wastewater treatment plant expansions and collection system maintenance programs.	Planning & Zoning Staff, Planning & Zoning Commission and other Borough Departments	Sewage Facilities Planning Grant, CDBG Funds and LUPTAP Funds	Continued update of plans on a coordinated cycle.	Long Term Action 1-20 yrs Refer to LU5-D
				C. Evaluate recycling program to determine how to expand program to recycle more items.	Borough Manager, Public Works with Grants Writing support from Planning & Zoning Staff	PA DEP Recycling Grants and Recycling Market Development Loan Fund	Research feasibility, cost and grant funds available for expanded program, equipment and services.	Short/Mid Term Action 1-5 yrs Staff time
				D. Evaluate leaf recycling collection within the public streets to determine if negatively impacts stormwater collection system – explore other options.	Borough Manager and Public Works	General Funds	Evaluate cost, impacts and options.	Short Term Action 1-3 yrs Staff time
				E. Evaluate snow removal policy to include a temporary parking plan.	Borough Manager, Public Works with support from Planning & Zoning Staff	General Funds	Evaluate cost, impacts and options.	Short Term Action 1-3 yrs Staff time
				F. Investigate alternative energy sources to support generation of electric.	Borough Manager and Electric Department	State Energy Program (SEP) and Pennsylvania Sustainable Energy Program	Feasibility Studies	Short/Mid Term Action 1-5 yrs \$20,000 - \$30,000
				G. Explore options for grants, loans and payment programs for water and sewer capital charges associated with redevelopment projects in the downtown and Elm Street Area.	Borough Manager, Planning & Zoning Staff, and Water/Sewer Department Staff	USDA – Community Facilities Loan Program, PENNVEST eligible projects (larger areas)	Payment program over several years of life of project	Short Term Action 1-3 yrs Staff time
				H. Amend the Subdivision/Land Development Ordinance to provide bonding for maintenance of on-site stormwater management facilities.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor, Borough Engineer	DCED LUPTAP Funds, CDBG Funds and General Funds	Reference PennDOT Model Access Management Ordinance	Short Term Action 1-3 yrs Refer to cost for LU2 – A
				I. Institute stormwater collection system inspection program with enforcement measures for private property owner maintenance.	Borough Engineer, Planning & Zoning Staff and Public Works	DCED LUPTAP Funds, CDBG Funds and General Funds	Ordinance Amendments, Procedures and Standards as well as Establishment of Inspection Fee Structure	Short Term Action 1-3 yrs Staff time

July 2008

Chambersburg Comprehensive Plan
DRAFT

Summary of Implementation Strategies – Historic and Natural Resources							Policies, Programs & Projects	Estimated Cost Ranges & Priority
Element	Goal	Objective	Strategy	Lead Agency & Partners	Funding Sources			
Historic and Natural Resources	Create a plan for the protection of identified natural and historic resources consistent with local designated districts and county, regional and state plans and regulations.	HNR1. Identify natural and historic resources for protection, preservation, conservation and enhancement which may provide access to the public to support recreation, economic development and tourism.	A. Collaborate with PHMC and local designated agency to conduct an inventory of historic resources and districts.	Planning & Zoning Staff and PHMC	Historic Preservation Survey and Planning Grants	Inventory Properties and Designation of Districts		Short Term Action 1-3 yrs \$25,000 - \$50,000 Depending upon size of area surveyed
			B. Coordinate implementation of the Comprehensive Recreation, Parks & Open Space Plan (2005) and this effort.	Planning & Zoning Staff, Recreation Department, Planning & Zoning Commission, FCPC, Surrounding Municipalities and Development Community	Borough, DCNR, FCPC and Dedication or Fee In Lieu of Community	Participate in plan implementation, regional branding and modification of regulations to conserve natural features, open space, greenways and recreation sites: • Chambersburg to Mercersburg Rail-Trail • East Branch Conococheague Seasonal Water Trail • Chambersburg to Shippensburg Rail-Trail		Mid/Long Term Action 5-20 yrs Refer to Franklin County Greenway Plan for details
			C. Coordinate with the recent downtown planning efforts.	DCI and Planning & Zoning Staff	Variety of funding sources outlined in various strategies	Renovation, business retention and new business start-ups, heritage tourism		Mid/Long Term Action 1-10 yrs Staff time
			D. Implement Conococheague Creek Improvement Plan.	Recreation Department and Planning & Zoning Staff	DCNR and DEP (Stream Improvement Program) Funding Programs	Streambank restoration, water access and other improvement strategies outlined in the plan		Short/Mid Term Action 1-5 yrs Refer to Plan for details
		HNR2. Identify various tools and techniques for public and private preservation and conservation of historic and natural resources.	A. Consider Traditional Neighborhood Development (TND) overlay or district as a means of preservation of architectural and historic integrity.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor, Borough Engineer	DCED LUPTAP Funds, CDBG Funds and General Funds	Use of TND in appropriate areas to address mixed use neighborhoods and architectural preservation		Short Term Action 1-3 yrs Refer to cost for LU2 – A
			A. Utilize a variety of tools such as conservation easements, deed restrictions, floodplain overlays and natural resource overlays to conserve natural resources and environmentally sensitive areas.	Planning & Zoning Staff, Planning & Zoning Commission, Borough Solicitor, Borough Engineer	DCED LUPTAP Funds, CDBG Funds and General Funds	Establish programs and tools for use by Development Community		Short Term Action 1-3 yrs Refer to cost for LU2 – A
			B. Update 1978 FEMA Floodplain Maps to ensure accuracy of the existing zoning regulations that prohibit new structures in the 100 year floodplain.	Borough, Planning & Zoning, Borough Engineering and FEMA	FEMA, LUPTAP Funds and General Funds, FCPC	Update Maps and update Zoning Map and Ordinance		Short/Mid Term Action 1-5 yrs Cost TBD working with FEMA
			C. Study flooding history and impacts on private and public property and various municipal services and utilities.	Borough Planning & Zoning, Borough Engineer	LUPTAP Funds	Identify properties for development restriction and conservation/preservation		Short/Mid Term Action 1-5 yrs \$50,000 - \$75,000
		HNR3. Identify best management practices for the conservation of natural resources and environmentally sensitive areas.	D. Implement stream restoration projects for Conococheague Creek and other waterways.	Recreation Department, Borough Planning & Zoning Staff	DCNR and DEP (Stream Improvement Program) Grant Programs	Planning, design and improvement projects – include greenway projects where appropriate		Short/Mid Term Action 1-5 yrs Refer to HNR1 – D

Historic and
Natural
Resources

Government

Credits and References

Credits

Agencies, Organizations and Businesses Participating in Key Stakeholder Interviews
Borough of Chambersburg Departments and Borough Manager
Downtown Businesses
Downtown Chambersburg, Inc. (DCI)
Franklin County Planning Commission
Greater Chambersburg Chamber of Commerce
Pennsylvania Downtown Center (PDC)
Planning Consultant: Johnson, Mirmiran & Thompson
Wilson College

References

Act 537 Plan Update
Borough of Chambersburg, 2007 Budget, October 2006
Borough of Chambersburg, Comprehensive Plan, September 1995
Census of the Population 1960-2000; United States Census Bureau, Summary Files 1 and 3
"Chambersburg, Pennsylvania." *Wikipedia, The Free Encyclopedia*. 20 Nov 2007, 21:27 UTC. Wikimedia Foundation, Inc. 28 Nov 2007
<[http://en.wikipedia.org/w/index.php?title=Chambersburg%2C Pennsylvania&oldid=172779305](http://en.wikipedia.org/w/index.php?title=Chambersburg%2C_Pennsylvania&oldid=172779305)>.
Chapter 94 Report
Economic Census 2002, United States Census Bureau, Economic Census
Labor Market Analysis, Franklin County, Southcentral Workforce Investment Board, Jan 2007
Franklin County Greenways Plan, July 2007
Franklin County Profile, Franklin County Area Development Corporation, 2007
Greater Chamber of Commerce, 2006/2007 Membership Directory & Community Profile
Greater Chambersburg Southwest Corridor Study, August 2006
New Communities Program Guidelines, Pennsylvania Department of Community & Economic Development, November 2006
Planning & Zoning, Residential and Commercial Development
Population Estimates 2003-2005, United States Bureau Census Bureau
PRIZM New Evolution Demographic Segment Data; Census Blockgroup and ZIP+4 Level for
Chambersburg Elm Street Area, 2004, Claritas Inc.

Appendices

Appendix 1: Existing Conditions Report

This report contains results of research and analysis documenting existing conditions in the form of surveys, maps, text, figures and photographs addressing various comprehensive plan elements outlined in the MPC and identified by the Borough. This information provides a starting point for identification of assets and issues and planning for future needs of the community.

Appendix 2: Build-Out Analysis Report

The build-out analysis identifies lands available for development and redevelopment and how much development and redevelopment could occur and at what densities, and what consequences may result when complete build-out of available land occurs under current zoning regulations.

Appendix 3: Planning Process Report

The report documents the planning process and involvement of the Planning & Zoning Commission, borough staff and the community. The report includes the results of various methods to obtain valuable information and input to support development of a vision for the future, plan goals and objectives and plan elements.