

## Chapter 5

# Goals and Objectives

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

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

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

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

## GOALS AND OBJECTIVES

### Historic, Cultural, Natural and Agricultural Resources

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

### **Historic Resources Objectives:**

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

### **Cultural Resources Objectives:**

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

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

### **Natural and Agricultural Resources Objectives:**

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

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

## Open Space and Recreation

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

### *Objectives:*

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

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

## Future Land Use / Growth Areas

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

### *Objectives:*

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

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

## Housing

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

### **Objectives:**

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

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

## Transportation, Traffic and Pedestrian Circulation

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

### **Objectives:**

- Cooperate with the appropriate State agencies and the surrounding municipalities and Counties to build the proposed inner loop to alleviate traffic congestion in the region.
- Implement the recommendations of the Preliminary Traffic Plan<sup>1</sup> for the Shippensburg Area in the most efficient and cost effective manner.
- Coordinate access management programs along the principal road corridors outside of the Downtown area to minimize the number of access points to the road system.
- Establish coordinated design, performance, and signage standards for the region's road corridors.

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

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

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

## Community Facilities and Services

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

### *Objectives:*

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

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

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

## **Economic Development**

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

### ***Objectives:***

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

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

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

***Objectives:***

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

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

## Planning

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

### *Objectives:*

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

## Implementation

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

### *Objectives:*

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

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