

Chapter 9

Community Facilities & Services Plan

Introduction

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

Cooperative Efforts

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

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

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

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

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

Monitoring of Needs

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

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

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

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

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

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

Objectives:

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

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

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

Actions:

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

Open Space and Recreation

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

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

Objectives:

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

Actions

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

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

Future Recreation Needs

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

Figure 9.1- Recommended Recreation Acreage

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

Greenways and Rails-To-Trails

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

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

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

Plan for the Reliable Supply of Water

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

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

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

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

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

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

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

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

Figure 9.2 - Recommendations for Protecting Water Supplies

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

Overlay Zoning

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

Lot Averaging

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