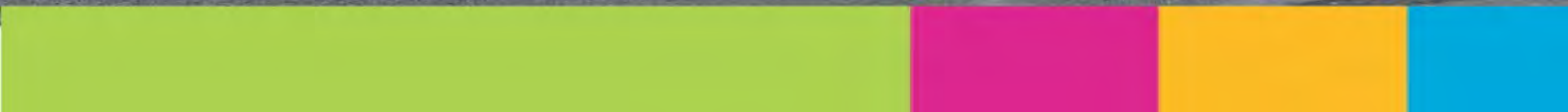


DRAFT

July 11, 2022



CHAMBERSBURG VISION 2035 COMPREHENSIVE PLAN



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Table of Contents

Section 1: About the Plan

Introduction to the Plan2
Planning Process for Vision 20355

Section 2: Vision 2035 Goals

Reinvestment11
Housing.....26
Sense of Place.....34
Borough Services.....43
Transportation50

Section 3: Community Profile


Population and Demographics55
Income and Employment63
Land Use and Zoning68
Borough Services.....71
Transportation72

Section 4: Implementation Strategy

Implementation Action Plan89



Section 1: About the Plan





Introduction to the Plan

Our Community

The Borough of Chambersburg is located at the heart of Franklin County, Pennsylvania and serves as the cultural and economic hub for the region. Surrounded by the county's abundance of agricultural farmland, state parks, and game land, the Borough is a traditional main street community home to 21,903 residents. The vibrant Downtown and quintessential historic town square symbolize the importance of Chambersburg as the County Seat and economic core for the local community and larger region.

In addition to its historic Downtown and urban street grid, the Borough benefits from its proximity to major transportation assets including Route 11, Route 30, Interstate 81, and the Norfolk Southern and CSX railroads, which support Chambersburg's role as an important hub for commerce and employment within Franklin County. Based on 2018 data, the Borough experiences an influx of 15,581 workers who commute into the Borough each day for work. This is in addition to employment centers located immediately outside Borough boundaries.

The Borough of Chambersburg is home to a number of important county and non-profit service providers who offer a range of health and human services for the Borough and county at large. Finally, the Borough is home to Wilson College, a private liberal arts college located on a beautiful 300-acre campus in the northern portion of the Borough. Wilson College educates approximately 1,620 students each year and provides a variety of undergraduate and graduate degree programs.

Since 2010, Chambersburg's population has grown by 1,635 residents, or 8.1%, and today is home to 21,903 residents based on 2020 U.S. Census results. During this 10-year period, population growth within the Borough outpaced growth in the surrounding contiguous communities and Franklin County. Chambersburg's growth is also continuing to diversify the community. In 2000, 14.1% of the Borough's population identified as non-White; in 2020, the number doubled to 28.8%. The cultural and ethnic diversity in the Borough has created a vibrant and welcoming sense of place for individuals of all backgrounds.

Chambersburg Vision 2035 Comprehensive Plan

The Chambersburg Vision 2035 Comprehensive Plan serves as the official policy guide for short-term and long-term decision making relative to priority investments in the Borough of Chambersburg over the next 10+ years. At its core purpose, a comprehensive plan is intended to answer the question, “What is the Borough’s plan and vision moving forward for the next decade?”. Through the planning process, comprehensive plans allow elected officials, staff, and residents to take a step back and look at the big picture to form a strategic and targeted plan for local initiatives and investments.

The plan was developed over the course of 2021 with extensive public outreach and engagement, facilitated in a hybrid virtual and in-person format. Based on public input, a vision statement and five prominent areas of focus, or “issues,” were identified as community priorities for 2035. The issues are stated as goals with recommendations for each and are not listed in any priority order.

VISION 2035

Chambersburg is a thriving, cohesive community we are proud to call home. Our town has a high quality of life, a vibrant downtown, safe and healthy neighborhoods, excellent municipal services, many employment opportunities, and plentiful natural and cultural resources that extend throughout Franklin County. Our Borough works to collaborate with public and private partners to strengthen our quality of life as it continues to make both urban and social investments.



CORE VALUES

Chambersburg is committed to foster three Core Values - Diversity, Equality, and Inclusion (DEI); Communication; Partnerships - through implementation of the comprehensive plan. The Core Values are consistent, overarching themes identified throughout the planning process that serve as the foundation for the Vision and Goals and will guide the plan's implementation. Each of the plan's goals and associated recommendations will be measured in part on how the Core Values are addressed.

COMMUNICATION



Chambersburg is committed to develop new and enhance existing ways to communicate with all residents, businesses, and visitors to promote Borough services, volunteer opportunities, and community events. Strong communication between the Borough, citizens, and businesses ensures those willing and wanting to participate in all the Borough has to offer can do so. Using both traditional print media and enhanced online tools in multiple language formats, the Borough can effectively communicate opportunities to all.

DIVERSITY, EQUALITY, AND INCLUSION (DEI)



Chambersburg is committed to prioritizing DEI programs and policies to ensure the Borough not only celebrates its diversity, but also provides equal and inclusive access in its decision-making. *Diversity* recognizes the differences between the Borough's citizens. *Equality* ensures that programs, policies, and actions are fair and impartial for every citizen. *Inclusion* makes certain that citizens feel a sense of belonging.

PARTNERSHIPS



The success of Vision 2035 will be achieved through the vast network of important public and non-profit agencies offering services to Borough residents. The Borough is committed to engaging and partnering with its network of agencies throughout Plan implementation. As the programs and services the Borough administers are limited by fiscal and legal constraints, existing and new partnerships are needed to implement the comprehensive plan's goals and recommendations.

GOALS

REINVESTMENT



Through public-private partnerships, the Borough of Chambersburg will support reinvestment in underutilized properties and public streetscapes to support the Borough's vibrancy.

HOUSING



The Borough will work collaboratively with property owners to encourage and incentivize reinvestment in its residential housing stock, adopt land use policies to allow for new housing to meet population growth, and support opportunities for homeownership.

SENSE OF PLACE



The Borough will position itself as a destination for residents and visitors.

BOROUGH SERVICES



The Borough will continue to invest in providing high quality municipal services.

TRANSPORTATION



Chambersburg will improve bicycle and pedestrian connections, invest in roadway improvements to improve safety and traffic flow, and explore restoring public transportation in the Borough.

Planning Process for Vision 2035

To guide the new 2035 Comprehensive Plan for adoption in 2022, the Borough of Chambersburg selected Michael Baker International and Vernon Land Use, LLC as the consultant team through a competitive Request for Proposal (RFP) solicitation process. The project team guided the overall planning effort, which was based on robust public engagement, to understand the desires of the community and visions for the future. Under the Borough's direction, the planning process also reflected an implementable comprehensive plan approach, focusing on a select number of highly relevant community issues.

The planning process commenced in January 2021 and was concluded with formal adoption of the new plan, the Chambersburg Vision 2035 Comprehensive Plan, on [ADOPTION DATE]. A summary of the planning process is highlighted below.

Citizens Advisory Committee

Through the leadership of the Borough, a Citizens Advisory Committee (CAC) was convened to help guide the planning process. The 17-member ad-hoc committee was appointed by Town Council and consisted of a diverse range of community leaders and stakeholders to provide a strong grassroots foundation and champions for the plan's successful implementation. At the onset of the planning process, the Advisory Committee was critical in identifying relevant issues affecting the Borough and supporting public engagement efforts. In addition, the CAC helped analyze the public input received and was responsible for finalizing the list of goals that serve as the guiding framework for the Plan. Over the course of 12 months, the CAC met 6 times.

Focus Groups

The project team facilitated focus groups early in the planning process to gather initial public input regarding the top issues in the Borough and surrounding community. In total, dozens of individuals participated in 19 focus groups in March and April 2021. With strong support and partnerships from the CAC, the planning process was intentional to reach a diverse audience including families, businesses, youth, and members of our Hispanic and Haitian communities.

Focus Group Findings

Through 19 focus groups, participants identified specific opportunities and challenges in Chambersburg. In no specific order, primary findings included opportunities and challenges with the following:



COMMUNITY DEVELOPMENT

Diversify events, activities, and gathering places, and improve overall Borough communications.



DISCRIMINATION

Address disparity in accessing employment and institutional systems (e.g., education, justice, etc.)



DIVERSITY AND INCLUSION

Strive for equal representation and opportunity, and desire to see greater diversity represented in all neighborhoods of the Borough.



ECONOMIC DEVELOPMENT

Reinvest in blighted properties and support new job creation and workforce training.



HOUSING

Support opportunities for homeownership and improve code enforcement.



HUMAN SERVICES

Improve access to services and career planning for all youth.



TRANSPORTATION

Desire for pedestrian and bicycle improvements, parking improvements downtown, and public transportation.

Plan Promotion for Public Engagement

To ensure all community members had the opportunity to actively participate and help shape the Vision 2035 Comprehensive Plan, the Borough undertook a proactive promotional campaign throughout the spring and summer of 2021. The promotional campaign included the following elements:

- A Chambersburg Vision 2035 Facebook page and with frequent updates on public input events provided in English, Spanish, and Haitian Creole. The Facebook page reached more than 20,700 individuals.
- Event flyer and supporting postcard provided in English, Spanish, and Haitian Creole, posted on the Borough's website and hardcopies distributed at-large.
- Direct simple, random mailing to 1,000 properties in each ward.
- Grassroots advocacy through the Borough and CAC, provided through direct email blasts, utility bill inserts, and word of mouth.
- 12 informational tables, with several in each ward.



Promoting Public Engagement

During Visioning Month, a total of 12 informational tables were set up across the Borough, including two or more in each ward, to help promote Vision 2035 public engagement opportunities.

In the photo to the left, a planner from the project team is shown at Gearhouse Brewing Co along Grant Street. Additional locations included churches, Southgate Shopping Center, the Chambersburg Memorial YMCA, the downtown farmers market, and many more.

Visioning Month

In June 2021, The Borough of Chambersburg launched an extensive series of public engagement events to collect public input the Comprehensive Plan. Coined “Visioning Month”, the events:

- Promoted the online survey and interactive public events
- Shared community information collected to date
- Provided multiple venues for the Borough and project team to listen to and engage with all community members.



Unlike the traditional public meeting approach historically used as part of public planning processes, Vision 2035 was intentional to take public engagement opportunities directly to residents throughout all wards. Throughout the month, residents and stakeholders identified many of the same priority issues discussed at the focus groups, including

- | | |
|--|--|
| <ul style="list-style-type: none"> • Events and Communication • Diversity, Equality, & Inclusion • Public Transportation • Redevelopment | <ul style="list-style-type: none"> • Road and Sidewalk Improvements • Housing Reinvestment • Workforce Training |
|--|--|

Online Survey

On May 28, 2021, a survey was made available for a month and a half to provide Chambersburg’s residents and stakeholders the opportunity to give detailed input during the Chambersburg Vision 2035 planning process. The survey was developed to understand public opinion on the top issues identified by the CAC and 19 focus groups as well as to identify any additional issues of importance to the broader community. The survey was promoted through social media, news media, e-mail, and in-person events throughout the month of June and was also promoted through a grassroots effort in conjunction with the CAC. The survey was available online and in hardcopy format and was available in three languages. In total, 651 members of the public completed the survey, offering valuable input on a number of important topics and issues.

Urban Design Workshops

During June 14-16, the Borough hosted a three-day urban design workshop. Based on close coordination with the CAC and based on the focus group findings, three areas were selected for visioning: Southgate Shopping Center, the Grant Street Corridor, and the Downtown. The primary goals and objectives of the workshop was to:

- Explore opportunities for growing all three catalyst areas;
- Refine and visualize the details of residents’ ideas for new investment in the Borough;
- Connect and coordinate preferred ideas to create a cohesive vision; and
- Produce design renderings to visually display recommendations of Vision 2035.



JUNE CALENDAR OF EVENTS


SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
		01	02 7:00 PM Introductory Communication Presentation (Facebook Live)	03 INFO TABLE 3:00-5:00 PM Chambersburg Memorial YMCA 5:30-7:30 PM GeartHouse Brewery Co.	04	05 INFO TABLE 9:00-10:30 AM Farmers Market 11:30-1:00 PM Butcher Shoppe
06 INFO TABLE 4:30-6:00 PM Southgate Shopping Center	07	08 INFO TABLE 12:00-1:30 PM Memorial Square (near Visitors Center) 2:00-4:00 PM Aquatic Center	09	10	11	12 INFO TABLE 9:00-11:00 AM Farmers Market 1:00-3:00 PM Memorial Square
13 INFO TABLE 12:00-1:00 PM John Wesley A.M. Zion Church 2:00-3:00 PM Seventh- day Adventist Church 4:30-6:00 PM Southgate Shopping Center	14	15 Design Sessions 9:00-4:30 PM Urban Design Workshop	16 Design Sessions 9:00-4:30 PM Urban Design Workshop	17 Design Sessions 7:00 PM Capstone Event via Facebook Live	18	19
20	21	22 Community Drop-in Listening Sessions 9:00-3:00 PM Recreation Center 4:00-6:00 PM Wilson College in Brooks Auditorium	23 Community Virtual Listening Sessions 11:30-1:00PM Zoom Lunch Event 6:00-7:30PM Zoom Evening Event	24 Community Drop-in Listening Sessions 8:30-10:30AM Keystone Health 12:00-2:00PM CASD Admin Building 3:30-5:30PM Franklin Fire Hall	25	26
27	28	29	30			

Calendar of Events

The month of June offered many opportunities for the public to share input on the Borough. During the first and second weeks of June, the public could talk with the Borough's planning team and learn about the Comprehensive Plan, process, provide input, and learn about future events. During the third week, an Urban Design Workshop for Downtown and Grant Street was held to provide a vision for the future of these locations and the public was invited to provide feedback on these projects. Finally, during the fourth week of June, Borough representatives were available at community drop-in listening sessions where members of the public could voice their input regarding any community related issue.



Section 2: Vision 2035 Goals





Reinvestment

Through public-private partnerships, the Borough of Chambersburg will support reinvestment in underutilized properties and public streetscapes to support the Borough's vibrancy.



Reinvestment

The Issue

The Borough has a finite amount of land with limited undeveloped land available. Stakeholders discussed revitalizing locations throughout the Borough that are run down or underutilized. As discussed under the Reinvestment goal below, the Borough recently finalized a redevelopment plan for the Southgate Shopping Center. This redevelopment project, in collaboration with the Elm Street Advisory Council (ESAC) and the Chambersburg Area Municipal Authority (CAMA), will redevelop the Southgate Shopping Center into a mixed-use residential neighborhood. With the ‘Southgate model’ in hand, Chambersburg has a unique opportunity to develop a list of underutilized properties throughout the Borough and improve the amount of land available for new business and housing growth.

Primary Goals for Reinvestment

Goal Statement: Through public-private partnerships, the Borough of Chambersburg will support reinvestment in underutilized properties and public streetscapes to support the Borough’s vibrancy.

Goal Recommendations:

- Increase Economic Opportunity: Retain existing and grow new Chambersburg businesses
- Reinvestment Locations: Identify and prioritize Chambersburg reinvestment locations
- Use public space investment to spur private investment
- Incentivize redevelopment along the Grant Street corridor
- Continue to pursue the redevelopment of the Southgate Shopping Center as a vibrant, mixed-use neighborhood

Plan Recommendations for Reinvestment

Increase Economic Opportunity: Retain existing and grow new Chambersburg businesses

Attracting growing industries to diversify Chambersburg’s business base was identified as a priority during public engagement. At the County level, Franklin County Area Development Corporation (FCADC) works to retain existing and attract new businesses to Franklin County. In Chambersburg, Chambersburg Area Development Corporation (CADC), an affiliate of the Greater Chambersburg Chamber of Commerce, invests in real estate throughout the community and the develops four business and commercial parks: Chambers-5 Business Park, the Fifth Avenue Commercial Center, Progress Park, and CADCO Industrial Park. In all more than 3,000 workers are employed in the business and commercial parks with CADC buildings producing revenue to advance its mission to enhance the economic health of the community. Additional programs to market Chambersburg businesses and advance Chambersburg as a place to do business are provided by the Chamber such as:

- *Chamber Card* which is a Buy Local Program to encourage residents to shop at local businesses while enjoying promotional deals.
- *Chamber Dollars Gift Certificates* that can be redeemed for goods and services, like cash, at over 50 participating local businesses.

Downtown Chambersburg, Inc. (DCI), also an affiliate of the Greater Chambersburg Chamber of Commerce, is a nonprofit focused on downtown revitalization through implementing the four points of the Main Street Approach: Design, Economic Vitality, Promotion and Organization. DCI completed a downtown visioning and master plan in 2015 to provide a framework to leverage the existing cultural, historical, retail, and natural assets located in Downtown Chambersburg. The goal of the downtown visioning and master plan is to attract

more private investment to Downtown Chambersburg. DCI attracts investment into the downtown by providing market and demographic information for prospective businesses; identifies properties for sale and lease; works with downtown property owners on potential programs that provide financial assistance such as but not including Historic Preservation Tax Credits, New Market Tax Credits, and the federal HUBZone program; administers a façade improvement grant program for a targeted area on Main Street between Falling Spring Branch and Washington Street; and facilitates numerous downtown events such as Crabfeast, Duck Derby, Food Truck Fest, Sip & Stroll, Food Crawl, Small Business Saturday, and Icefest (in cooperation with Downtown Business Council, DBC and Council for the Arts, CFTA).

Minority-owned businesses were identified as an untapped resource for filling empty storefronts in Downtown Chambersburg and stakeholders suggest the creation of a multicultural commerce center or “mercado” where smaller shops can sell food and other goods like Lancaster’s Central Market. Facilitating new business starts for markets and retail is consistent with both top employing and growth industries. Supporting local small businesses was identified as the 2nd most important economic development activity the Borough should focus on per the public survey. Not only would it build Chambersburg’s tax base but also help to strengthen the Borough’s increasing diversity.

Larger businesses (typically over 100) expanding in Chambersburg or moving to Chambersburg will work through either FCADC or CADC to negotiate a location and potential incentives. Making sure the Borough is prepared for new or expanding businesses will help facilitate business growth and generate new tax revenue.

The Borough can support business retention and attraction by working with FCADC and CADC to determine if comprehensive planning, zoning, or subdivision and land development regulations, or the Official Map require updating to facilitate business growth.

Starting a small business requires that entrepreneurs are matched with resources to ensure their business succeeds over time. Pennsylvania has a tradition of providing entrepreneurial resources to help new businesses thrive, including numerous resources available to assist small and minority-owned businesses. A starting point is through the PA Business One-Stop Shop (<https://business.pa.gov/>), an online portal to link businesses with all the resources they need to start a business in Pennsylvania.

Additional resources for starting a small and minority owned business are available through the Pennsylvania Department of General Services’ Bureau of Diversity, Inclusion & Small Business Opportunities (BDISBO). BDISBO assists small and minority business in securing contracting opportunities with Commonwealth agencies. For financing, the Pennsylvania Minority Business Development Authority provides low-interest loans to businesses owned and operated by ethnic minorities. In addition, the PA Diverse Business Financing Initiative available through the Pennsylvania Department of Community and Economic Development (DCED) consists of capitalizing revolving loan funds. Funds are managed by local economic development service providers with loan terms negotiated between the small business and the service provider.

Specific to Chambersburg, the Shippensburg University Small Business Development Center (SBDC) provides technical resources to potential small business owners to set up and grow businesses. Pennsylvania’s SBDCs have been particularly helpful for minority businesses starts.

The Borough can link small business or citizens seeking to start a small business to support services available through the PA Business One-Stop Shop, the Shippensburg University Small Business



Nearly 50% of public survey respondents identified that the Borough should use its time, money, and staff resources over the next ten years to attract more businesses, restaurants, and shopping downtown.



Development Center (SBDC), and DCI. In addition, the Borough can help find a location to site a “mercado” where smaller shops can sell food and other retail goods similar to Lancaster’s Central Market.

Reinvestment Locations: Identify and prioritize Chambersburg reinvestment locations

While the Norland Avenue/U.S. 30 corridor adjacent to I-81 has grown, stakeholders identified that Downtown Chambersburg could use additional investment. The new county courthouse provides a catalyst for new growth, with stakeholders noting the need to attract larger taxpaying businesses to leverage the public investment. Redeveloping older, deteriorating blighted buildings downtown would improve aesthetics increasing the Borough’s attractiveness for residents and visitors. Chambersburg is largely built out with limited vacant parcels available for new development. With limited land available for development, redeveloping and private sector investment in underutilized promotes infill development, increasing the Borough’s tax base.

Beyond Downtown Chambersburg stakeholders identified places for reinvestment and redevelopment. Public survey respondents identified redevelopment of blighted buildings and investing in building exterior improvements as the top economic development activity the Borough should focus on. Reinvesting in locations throughout the Borough will not only improve aesthetics throughout the Borough but generate additional tax revenues through private sector investment.

Several locations for redevelopment were identified during public engagement including:

- Southgate Shopping Center
- Grant Street Corridor
- South Main Street
- Former Kmart Plaza
- Wolf Avenue (former industrial site)
- Vacant property adjacent to Brumbaugh Avenue/Lincoln Cemetery

CADC, with assistance from FCADC, could take the lead on prioritizing sites for reinvestment. The Borough’s official map could be updated to show future locations for public improvement such as roads and utilities. The Borough can support CADC and FCADC by helping identify sites for future reinvestment. The Borough should also consider the comprehensive plan and necessary amendments to the Borough’s zoning and subdivision and land development ordinances to better position properties for future redevelopment success.

Use public space investment to spur private investment

In and around identified reinvestment opportunities, the Borough can spur private reinvestment by reinforcing connectivity and quality of public spaces in the vicinity. Many of the goals included under the Sense of Place goal can connect with desired reinvestment sites and incentivize the redevelopment of those parcels. Parks, trails, and pedestrian alleys that create a network weaving together neighborhoods throughout Chambersburg add value to each of the parcels they serve and make them more desirable for new uses that seek to attract users who arrive by multiple routes and modes. Streetscape and transportation improvements that reduce the speed of traffic improve accessibility and safety for all residents and draw more eyes to businesses as drivers pass through the Borough at a slower speed.

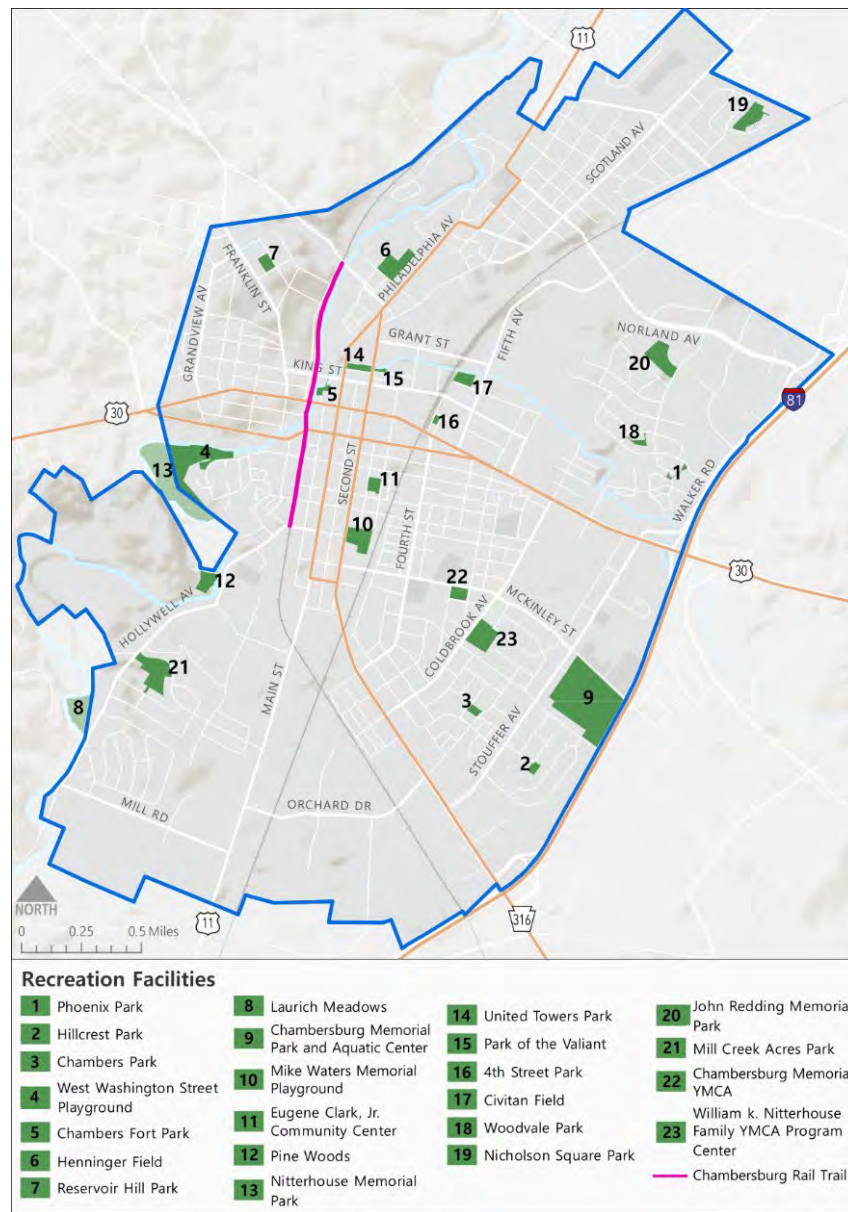
As Chambersburg grows, parking will continue to be an issue for those who desire easy and comfortable parking and for those who recognize that large parking lots are a deterrent to walkable, neighborhood-oriented block patterns. Pedestrian improvements make rear parking lots feel more accessible and unlock greater development potential for neighboring lots, maximizing land use value. The additional frontages permitted onto side and rear spaces facing pedestrian alleys increase retail visibility and the usability of lots and enable a diverse range of retail spaces and sizes to be added within the existing blocks of Downtown.

Parks and public spaces, from small to large, are also opportunities to drive investment. The daylighting of Conococheague Creek up to Grant Street and around the Southgate Shopping Center are both examples of public realm investments that will create new park spaces that can host gatherings and events to draw people together into Chambersburg, while also addressing stormwater and flooding issues in the area that can directly improve the development potential of surrounding sites. Although both opportunities can be considered stormwater mediation projects, the benefits are numerous. With an attractive new park space in place, the adjacent parcels also have attractive frontage that makes them more desirable for private investment.

These public realm investments should be prioritized according to whether they meet one or both of the following conditions:

- Locations with documented safety concerns
- Locations adjacent to areas identified for targeted redevelopment incentives

Figure 2-1: Parks and Recreation



Incentivize redevelopment along the Grant Street corridor

Several large areas emerged throughout the Comprehensive Planning process and public engagement activities as substantial opportunity sites for transformation of an entire neighborhood. These sites, and others that may be identified throughout the previous goal of identifying reinvestment locations, represent opportunities for targeted investment and partnerships to make major changes in areas that are currently highly underutilized and where residents support substantial changes to the current condition. Unlike targeted infill and reinvestment at the individual parcel scale, catalyst sites have the potential to unlock new economic opportunities for neighboring parcels as well and drive positive change throughout the Borough. The Grant Street area was one of these catalyst locations for which preliminary community visioning was conducted to explore its future identity and value.

Along Grant Street, large parcels of land are arranged with parking in front of buildings that are scattered along the blocks with no consistency in setbacks or orientation. Several popular businesses draw people to the area, but walkability is poor, and the streetscape is bleak, almost industrial in character. Sidewalks are

only provided on the south side of Grant Street, yet business activity is primarily to the north. Crosswalks, street lighting, trees, and shade are not provided for pedestrian comfort. The area lacks defining character or identity that indicates a desirable destination. Although close to Downtown, access to Grant Street businesses is best achieved by car, and those who don't intentionally go to Grant Street are likely to pass by without noticing that the district exists. This area, within a walkable distance from Downtown and from Wilson College, provides enormous opportunity to create a vibrant district with space for new businesses to grow and expand, and serve as a more attractive gateway into Chambersburg that further promotes and draws customers to existing and future businesses located along the Grant Street corridor.

Figure 2-2: Grant Street Conceptual Design



Public realm improvements that will incentivize private investment along this corridor include:

- Improve the streetscape to make a more inviting entrance from North 2nd Street and walkable experience for pedestrians. Narrowing the intersection from North 2nd Street, adding a gateway median with signage and artwork, and providing Complete Streets¹ with sidewalks and demarcated street parking will transform Grant Street into a safer and more inviting place to move through.
- Acquire right-of-way to create a new street through the large block north of Grant Street and connect it to Broad Street to improve overall access through the area and create opportunities for more development frontage.
- Create a public space at the corner of Grant Street and Kennedy Street that serves as gathering space for the district. This is also an ideal location for local artwork or park features that commemorate the history of the apple processing and storage facilities that tie into Franklin County's continued role in apple harvesting and annual AppleFest celebration held in Chambersburg.

¹See Chambersburg Borough's 2018 Pedestrian and Bicycle Implementation Plan. Also, see Page 83 of this Plan.



Development sites to target for specific incentives include:

- Reuse of the Cold Storage building site. This massive building sits atop the creek and is a solid and intact structure for potential reuse. The buried creek however also has limited capacity to handle stormwater during heavy rains. Removing part of this building and daylighting the creek with natural landscaped edges can substantially improve the stormwater management through this parcel, reduce floodwater risks from adjacent parcels, and connect to new and potential new walking paths at North 3rd Street towards the Park of the Valiant and Downtown. This means that, with careful and targeted redevelopment on this parcel, walkable connectivity to Downtown could be established to Grant Street, a series of adjacent parcels currently in the flood zone could be made newly developable, and the redevelopment of the Cold Storage parcel will be at the center of numerous growth opportunities for the Grant Street district.

In 2018 the Planning and Zoning Commission and Town Council discussed identifying a unique name for the Grant Street corridor to market its economic development potential. While not supported by Council at the time, it may be beneficial to reconsider this idea to help establish and promote a sense of place as the Grant Street corridor continues to redevelop.

Zoning and policy changes that will enable and support a more walkable and connected form of development along this corridor include:

- Encourage shared parking and parking reductions throughout the corridor to allow more coherent traffic flow and more efficient use of space.
- Update zoning policies to encourage buildings close to the street and allow outdoor dining and terraces on all sides.

Continue to pursue the redevelopment of the Southgate Shopping Center as a vibrant, mixed-use neighborhood

The Southgate Shopping Center is currently a focus of a detailed redevelopment strategy that received redevelopment funding through the Borough's American Rescue Plan Act (ARPA) allocated as discussed below.

Adding to the above list of redevelopment sites and identifying redevelopment strategies like the Southgate Shopping Center project will ensure future reinvestment opportunities are in place as market conditions change.

Southgate Shopping Center Redevelopment Master Plan

The Borough of Chambersburg, in collaboration with the Elm Street Advisory Council (ESAC), embarked on a long-term initiative to reclaim and redevelop the underperforming ~13.44-acre Southgate Shopping Center into a mixed-use residential neighborhood. The project's goal is to pay respect to the predominantly Black/African American families that were displaced in 1962 by the "Water Street Redevelopment Project" by creating a new, sustainable neighborhood that promotes a mixture of uses to include housing, employment, retail, health care, and business services.

The project site is located within the Borough’s PA Department of Community and Economic Development (DCED)-designated Elm Street Neighborhood¹. The proposed project will build a healthier, stronger, and more inclusive neighborhood with a mix of both affordable and market rate housing, which collectively will provide a pathway to homeownership for minority and disenfranchised populations of the Chambersburg community.

The Vision Plan for the Southgate Shopping Center reflects many of the Comprehensive Plan’s goals put into action. Existing stormwater pipes underground reflect an opportunity to daylight the natural flow of stormwater. By creating a natural edge to the creek bed lined with grasses and native plants, this area becomes a winding park connecting the Rail Trail at South Water Street with Conococheague Creek and turns the existing parking lot into attractive real estate with park frontage. Rather than keeping the large parking lot at the front of the property, the vision establishes a more pedestrian-scaled set of 4 blocks with higher density shops and condominiums facing the new park and affordable townhouse units to the south, reflecting the lower height and residential scale of the neighboring blocks.

Parking is located internally to each block, and the proposed new driveway through the shopping center is transformed into a walkable, complete street with new development on both sides. South Washington Street is realigned to connect into West Loudon, and a new main street between the mixed-use development and park leads into the existing neighborhood. The adjusted road alignments reduce speeding through residential areas and compel drivers to slow down and see the businesses as they pass through. Medical facilities have space to be located here, and sidewalks and walking paths make all the shops and businesses easily accessible from the southern neighborhoods.

Figure 2-3: Southgate Shopping Center Mixed Use Redevelopment Concept Plan



¹ The PA Department of Community and Economic Development (DCED) offers communities the opportunity to designate areas of a municipality or region for targeted investment and development for a period of five years. Designation includes the identification of specific needs for investment and/or development and the design and/or implementation of a strategy to address those needs. The Keystone Elm Street designation focuses on residential areas and neighborhoods adjacent to the community’s downtown or commercial district.

Figure 2-4: Water Street Redevelopment Project, Circa 1962



The Elm Street Neighborhood’s ongoing involvement in the Southgate redevelopment process is vitally important to the success of this significant community development initiative. The proposed redevelopment project is consistent with the Chambersburg Elm Street Neighborhood Plan, which provides a blueprint for neighborhood revitalization emphasizing improvement of the condition of the neighborhood for all residents.

Grassroots Community Engagement

In October 2020, the Borough and BOPIC, Inc./ESAC lead a grassroots community engagement initiative to obtain inputs from Elm Street Neighborhood residents, organizations, and community representatives to help inform the community’s vision (needs and desires) for the proposed mixed-use neighborhood. The inputs were obtained through a multi-lingual “Community Outreach Plan” (Figure 2-5) that included a series of grassroots community meetings and a survey questionnaire. The community outreach effort was conducted from November 2020 - February 2021 and it garnered participation from over 480 residents.

The grassroots inputs were used to help inform the creation of a redevelopment vision for the Southgate Shopping Center property. The redevelopment vision was developed through an urban design workshop facilitated by Michael Baker International’s Urban Design Studio. The workshop was held in June 2021 with Borough and ESAC representatives. A follow-up workshop with Borough and ESAC representatives was held in July 2021 to review and discuss the proposed redevelopment vision. The final vision plan is detailed in Figure 2-6.

Figure 2-5: Southgate Shopping Center “Grassroots” Community Outreach Plan

Southgate Shopping Center Redevelopment Initiative






PROJECT OVERVIEW

The Borough of Chambersburg, in collaboration with the Elm Street Advisory Council, (ESAC) is embarking on a proposed long-term initiative to reclaim and redevelop the Southgate Shopping Center into a mixed-use residential neighborhood. The project’s goal is to pay respect to the families that were displaced in 1962, when the shopping center was built, by creating a new sustainable neighborhood that promotes a mixture of uses to include housing, employment, retail and business services into the Elm Street Neighborhood.

The Elm Street Neighborhood’s ongoing involvement in the Southgate redevelopment process is vitally important to the success of this community development initiative.

STEPS TO SUCCESS

STEP
1

PROPERTY ACQUISITION

A critical first step in the redevelopment process is to reclaim the current shopping center property by acquiring the approximately 14-acre property from the current owner, Paran Management Company (Paran). To do so, the Borough (via the Chambersburg Area Municipal Authority, CAMA) and Paran must mutually agree to the acquisition terms and execute an Agreement to purchase the property. **The Borough’s proposed Agreement that was provided to Paran is based on the property’s fair market value, but it is important to note that there is no guarantee that Paran will accept the Borough’s acquisition proposal.**

STEP
2

GRASSROOTS REDEVELOPMENT VISION

Also, critically important to the redevelopment process is the need to obtain grassroot inputs from the Elm Street Neighborhood to recognize the community’s vision (wants and desires) for the proposed mixed-use neighborhood. The inputs will be obtained through a specific “Community Outreach Plan” that will include a series of community meetings with various Elm Street Neighborhood organizations and community representatives. The meetings will be conducted from November 2020 – February 2021 and be held at various locations within the Elm Street Neighborhood. Specific dates, times, and locations will be publicized through the Borough’s website, Facebook (Southgate Mall Coalition, BOPIC, and Comunidad de Chambersburg Facebook sites), local newspapers, and direct mailings.

21



THIRD-PARTY DEVELOPER SELECTION

The Borough and ESAC will use the grassroots redevelopment vision to develop a Request for Proposals (RFP), which will be used to solicit proposals from reputable and qualified third-party development partners. The Borough and ESAC will conduct interviews with the identified development partners, who will present their ideas to the community on the proposed mixed-use neighborhood development project. Developer proposals will be evaluated, in part, by the extent to which they have incorporated the feedback provided by the Elm Street Neighborhood community as described in Step 2. One developer will ultimately be selected by the Borough and ESAC to lead the mixed-use neighborhood redevelopment project through a development agreement outlining specific requirements and criteria upholding the grassroots vision. In addition to the grassroots vision requirements, the agreement will require the Borough to offer financial incentives to the developer through utility infrastructure ratepayer funds and grants. These incentives will help the developer and community at large achieve a viable redevelopment project.



REDEVELOPMENT PROCESS

The redevelopment process will be achieved over a projected 10 – 20-year period based on supply and demand market factors and conditions for the various housing, employment, retail and business services products and uses. The 10 – 20-year redevelopment process will entail various and numerous regulatory approvals as required under the Borough's zoning and subdivision and land development ordinances. Each step of the approval process will include continuous oversight by the Borough, ESAC, and a specially designated Advisory Board representing various Elm Street Neighborhood organizations and community representatives. The goal of the oversight process is to ensure that the developer upholds and successfully achieves the grassroots redevelopment vision. The Borough and ESAC will likewise rely on the developer's knowledge of the market and the uses that can be supported in the community long-term when refining this vision. Not all desired uses will make it to the final plan. The Borough and ESAC want to ensure that high vacancy rates do not occur again, as a result of trying to incorporate uses that cannot reasonably be supported by the volume and demand of consumers that comprise the Elm Street Neighborhood.



* Contingent upon Step 1 property agreement execution

KEY QUESTIONS SUPPORTING THE GRASSROOTS REDEVELOPMENT VISION

With the following five questions, the Borough and ESAC are seeking the community's feedback in the form of a "wish list." If you could plan your perfect redevelopment program tomorrow, what would it look like? It is important to note that not everything from the "wish list" will make it to the final plan, but it will serve as a helpful guide in prioritizing the uses and attributes that are most important to the community. This feedback, with emphasis on the priorities, will be provided to prospective developers in order to better inform their proposals.

- Question 1**
 What specific types of housing, employment, retail and business services would you like to see included in the neighborhood redevelopment project?
- Question 2**
 What specific types of community spaces and park facilities would you like to see included?
- Question 3**
 Why is it important to have convenient shopping and services within walking distance (2-3 blocks)?
- Question 4**
 What other ideas/ suggestions do you have for Southgate's redevelopment?
- Question 5**
 In five words, describe your vision for the mixed-use neighborhood redevelopment project.

Take the survey online at www.surveymonkey.com/r/SouthgateRedevelopment



FOR MORE INFORMATION, PLEASE CONTACT:

Guy E. Shaul • Community & Economic Development Specialist • Borough of Chambersburg
 100 South Second St., 2nd floor, Chambersburg, PA 17201 | Office: 717-251-2446 | gshaul@chambersburgpa.gov

PROJECT WEBSITE: www.chambersburgpa.gov/government/southgate.html

Property Acquisition and Redevelopment Process

Another critical step in the redevelopment process is to reclaim the current shopping center property through the Borough's acquisition of the property from the previous owner, Paran Management Company (Paran). In September 2021, the Borough and Paran reached an agreement on the property acquisition terms and on October 11, 2021, Town Council authorized using a portion of the Borough's ARPA, Coronavirus State and Local Fiscal Recovery Funds allocation to purchase the property.

On February 14, 2022, Town Council authorized the Chambersburg Area Municipal Authority (CAMA) to proceed with the purchase of Phase 1 of the shopping center, which CAMA finalized on April 7, 2022. Acquisition of Phase 2 is scheduled for the fall of 2022.

The Borough's redevelopment process will be achieved over a projected 10 – 20-year period based on supply and demand market factors and conditions for the various housing, employment, retail and business services products and uses. The 10 – 20-year redevelopment process will entail various and numerous regulatory approvals as required under the Borough's zoning and subdivision and land development ordinances. Each step of the approval process will include continuous oversight by the Borough, BOPiC, Inc./ESAC, and a specially designated Advisory Board representing various Elm Street Neighborhood organizations and community representatives. The goal of the oversight process is to ensure that the developer upholds and successfully achieves the grassroots redevelopment vision.

Several elected councils over the last few decades have explored the concept of redevelopment at the Southgate Shopping Center. The 2007 Elm Street Neighborhood Plan included the concept of a public-private partnership to redevelop the shopping center into a new mixed use neighborhood. Over the last 14 years, since that plan was adopted by the Town Council and submitted to the Pennsylvania Department of Community and Economic Development in the form of a community goal, the previously adopted Comprehensive Plan called for economic development in the Southgate neighborhood. Finally, the Town Council adopted the project as a 2021 priority when the 2021 budget was approved in December 2020, directing staff to determine a way to fund such a project.


Economic development is a core mission for Pennsylvania boroughs, townships, and cities. This is why Chambersburg has had a Main Street Plan and an Elm Street Plan for decades; to spur private economic development, encourage public-private partnerships, increase tax yields, and sell more utility services.

The Town Council, working with CAMA, a separate body politic, organized in the 1940s to assist with, among other things, community and economic development, set about to use the Federal funding provided in the American Rescue Plan Act (ARPA) to move forward with a decades old community vision to redevelop the Southgate Shopping Center.

The project's goal is to create a new sustainable neighborhood that promotes a mixture of uses to include housing, employment, retail, and health services into the Elm Street Neighborhood while increasing the Borough's tax base and utility sales.

Figure 2-6: Southgate Redevelopment Vision Plan

Southgate Shopping Center Redevelopment Initiative




PROJECT OVERVIEW

The Borough of Chambersburg, in collaboration with the Elm Street Advisory Council, (ESAC) is embarking on a proposed long-term initiative to reclaim and redevelop the Southgate Shopping Center into a mixed-use residential neighborhood. The project's goal is to pay respect to the families that were displaced in 1962, when the shopping center was built, by creating a new sustainable neighborhood that promotes a mixture of uses to include housing, employment, retail and business services into the Elm Street Neighborhood. The Elm Street Neighborhood's ongoing involvement in the Southgate redevelopment process is vitally important to the success of this community development initiative.

CONCEPTUAL MASTER PLAN

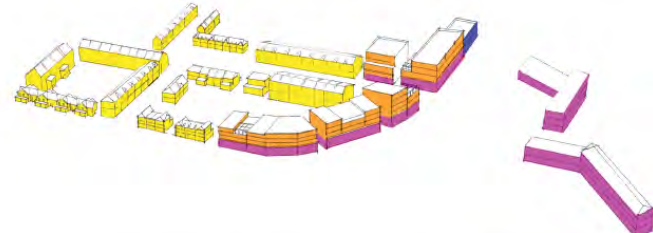
The conceptual master plan integrates the existing community and weaves a series of spaces that entice walkability. The plan also addresses the blocks that faces E Queen Street by creating a new plaza and mix of buildings that serves as a termination view and welcome gateway into the city.



LAND USE

Importance to the plan is the mix of uses in the same block. This allows for a mixture of offering to the residents and create vitality that is important to retail and specially restaurants and supermarkets.


- Commercial - Retail & Office
- Health
- Condominium / Apartments
- Townhomes 2 & 3 Stories



OPEN SPACE

Important to the plan is integrating open spaces. These spaces are of different scale, and types including water, landscape and plazas that allows public gathering.

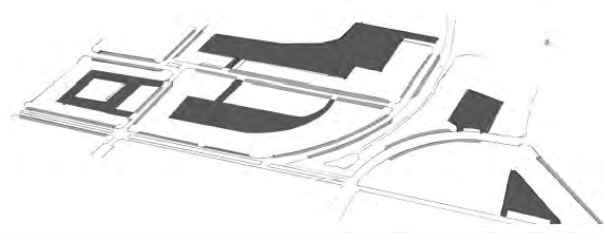
- Plazas
- Green Spaces
- Daylighted Stormwater Channel
- Creek Floodplan Restoration



SURFACE PARKING

There are two types of parking in the plan, center block surface parking and on street parallel parking. A third parking condition not shown is rear access under unit parking. This takes half of the townhouse ground floor and dedicate it to parking.


- On Street Parking - 185
- Center Block Parking - 234
- Townhomes Parking - 184
(includes tucked under parking at 2/off-street spaces per unit)



STREETS, SIDEWALKS AND TRAILS

The plan connects W Washington Street to E Queen Street as a way of maintaining commercial traffic away from the residential neighborhood. A series of continuous sidewalk allows pedestrians to walk safely. These are connected to the trail that connects this plan to the regional context.

- Streets
- Sidewalks
- Chambersburg Rail-Trail



FOR MORE INFORMATION, PLEASE CONTACT
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PROJECT WEBSITE
www.chambersburgpa.gov/government/southgate.html



Housing

The Borough will work collaboratively with property owners to encourage and incentivize reinvestment in its residential housing stock, adopt land use policies to allow for new housing to meet population growth, and support opportunities for homeownership.



Housing

The Issue

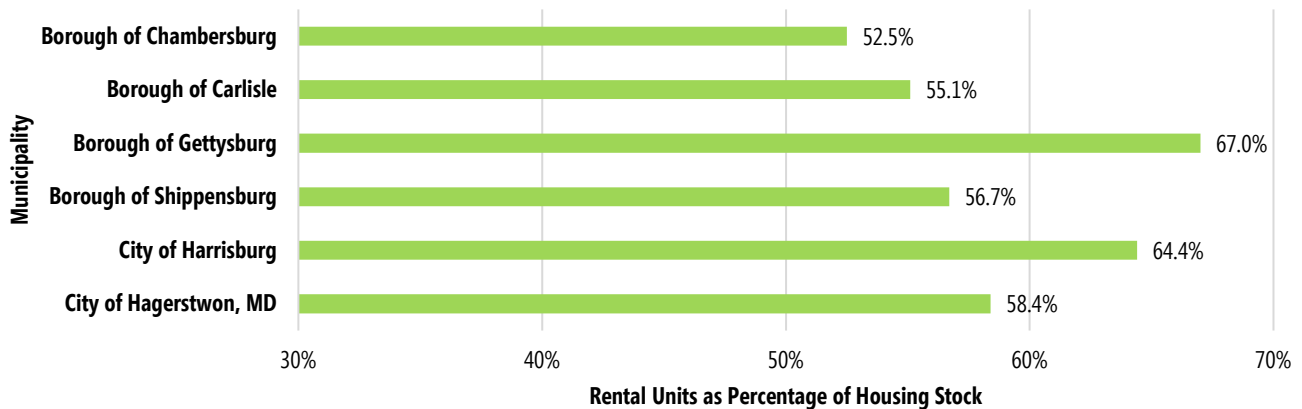
The discussion of housing was prominent during public outreach for Vision 2035. Overall, residents and stakeholders conveyed a desire to:

- Increase access to and the overall rate of homeownership in the Borough to build wealth for first time homeowners.** Expanding homeownership was a top theme discussed during nearly all 19 focus groups. For low-income households, the community desires to provide assistance to make homeownership more attainable in the Borough for first time buyers.
- Enhance code enforcement and incentivize property maintenance and reinvestment to address blight and living conditions throughout the Borough.** Anecdotally, residents feel rents exceed the value of rental properties and require dual incomes to live comfortably. While the Borough does not have influence over the private housing market, residents felt the Borough could help improve the quality of housing by enforcing its building codes. Improved code enforcement was also noted as an opportunity to address blight found at some owner-occupied home as well in the Downtown and throughout various neighborhoods.

Homeownership

Based on 2020 ESRI Business Analyst estimates, there are 8,709 housing units in the Borough of Chambersburg. Of these, an estimated 38.2% are owner-occupied, 52.5% are renter-occupied, and 9.3% are vacant. At 52.5% renter-occupied, the Borough’s housing tenure aligns more closely with urban communities than with Franklin County and Pennsylvania as a whole. For example, renter-occupied housing rates are similar in the following South Central Pennsylvania and northern Maryland urban communities, based on American Community Survey (ACS) 2019 5-year estimates:

Figure 2-7: Renter-Occupied Housing Rates



Looking at housing tenure trends in the Borough, the data indicates that renter-occupied housing is trending upward as owner-occupied housing trends downward. In 2010, 44.4% of the Borough’s housing was owner-occupied, or 4,034 units. In 2020, owner-occupied units decreased to 38.2% of housing, or 3,669 units, despite the addition of 520 housing units added to the market over the 10-year period. This shift to renter-occupied housing is not unique to the Borough; both Franklin County and Pennsylvania have experienced



similar trends as has the nation. The U.S. Census cites changes in household preferences, where the Millennial generation is delaying marriage and homeownership. At the same time, the Baby Boomer generation is beginning to downsize to smaller properties and senior living communities. The trend may also be a result of increasing for-sale home prices, which is making homeownership increasingly difficult for low-income and moderate-income families.

While the Borough's housing trends are consistent with its neighboring boroughs and urban communities at large, nevertheless advancing homeownership is a positive policy goal at the local level. Particularly in low-income communities, like the Borough, programs to improve access help build long-lasting generational wealth.

Enhance code enforcement and incentivize property maintenance and reinvestment

The Borough's Land Use and Community Development Department is charged with overseeing code enforcement through its Codes Office. The Codes Office is responsible for:

- Property Maintenance Code
- Rental Property Code
- Brush, Grass and Weeds Code
- Alcoholic Beverages Code
- Civic Special Events Code
- Parades and Public Gatherings Code
- PA Retail Food Facility Safety Act and PA Food Safety Act

The Uniform Construction Code enacted statewide through the Pennsylvania Construction Code Act 45 of 1999 is enforced by the Borough's third-party code enforcement services contractor, Pennsylvania Municipal Code Alliance (PMCA). PMCA employees also enforce the Borough's Rental Property Code or Property Maintenance Code with administrative support from the Codes Office. Pursuant to the Borough's Residential Rental Unit Inspection Ordinance (Chapter 236 of the Borough Code of Ordinances), PMCA conducts regular systematic inspections of residential rental properties to ensure they are in compliance with the Borough's Property Maintenance Code (Chapter 221 of the Borough Code of Ordinances). The

Property Maintenance Code establishes minimum standards to ensure rental properties are safe, sanitary, and fit for human occupation and use.

In addition to the systematic inspections PMCA conducts for residential rental units, the Borough’s Code Office also conducts systematic inspections for the Borough’s Bush, Grass, and Weeds code. Otherwise, code enforcement is done on a complaint basis. Complaints may be filed in-person, over the phone, and via email.

Based on information provided by the Codes Office, an average of 17.9% of all rental properties are inspected on an annual basis (there are an estimated 4,572 residential rental units in the Borough, and an average of 819 are inspected each year by PMCA, excluding follow-up inspections). For non-rental residential units, which may include owner-occupied or vacant units, the Borough issues an average of 50 violations each year. Data on the number of complaints received or inspections for non-rental properties is not available.

Table 2-1: Rental Property Systematic Inspections, 2019-2021

Year	Systematic Inspections	Follow-up Inspections	Total Rental Inspections
2019	905	484	1,389
2020	563	552	1,115
2021*	990	826	1,816
Average	819	621	1,440

Source: Borough of Chambersburg

*Projected based on January 1 – June 30, 2021 data

Table 2-2: Complaint-Based Property Violations, 2019-2021

Year	Rental Unit Violation Notices	Non-Rental Unit Violations Notices	Total Violation Notices
2019	107	51	158
2020	103	48	151
2021*	106	50	156
Average	105	50	155

In terms of incentivizing residential property reinvestment, the Borough operated an owner-occupied housing rehabilitation program from 1992 through 2015 that rehabilitated more than 150 houses during that timeframe. The program was funded by HUD’s Community Development Block Grant (CDBG) and HOME programs. While this program has not been available over the past six years, the Borough is partnering with Lumines Community Development to reestablish a housing rehabilitation program to promote reinvestment in the Borough’s housing stock.

Primary Goals for Housing

Goal Statement: The Borough will work collaboratively with property owners to encourage and incentivize reinvestment in its residential housing stock, adopt land use policies to allow for new housing to meet population growth, and support opportunities for homeownership.

Goal Recommendations:

- Promote first-time homeowner technical and financial assistance programs.
- Enhance the Borough’s code enforcement to maintain the health, safety, sanitation, and quality of all neighborhoods.
- Preserve existing housing by offering a rehabilitation program.
- Incentivize new housing through zoning code updates

Plan Recommendations for Housing

Promote first-time homeowner technical and financial assistance programs

There are several existing resources available to households that pursue homeownership. As part of the recommendations under Borough Services, the Borough should ensure its proactively referring residents to

existing resources and remaining informed of new resources through partnerships. Existing resources for prospective home buyers include following.

- **Family Self-Sufficiency Program, Franklin County Housing Authority:** The Family Self-Sufficiency Program is a voluntary savings incentive program for households with Housing Choice Vouchers. Under the Housing Choice Voucher program (Section 8), households are required to pay more in rent as their income raises. By enrolling in the program, the Housing & Redevelopment Authority matches the increase in rent with a direct deposit to an escrow account for the household. The savings is paid out to the household when the program is completed, typically within five years.
- **Pennsylvania Housing Finance Agency (PHFA) Programs:** The PHFA is a Pennsylvania state-affiliated agency charged with providing affordable homeownership and rental apartment options for older adults, low- and moderate-income families, and individuals with special housing needs. The agency provides a number of grant and loan programs specifically designed to help households achieve homeownership.
- **Franklin County First Time Home Buyer Classes:** There are a number of educational classes designed to assist households as they begin to explore homeownership. A listing of classes is available at www.pafirsttimehomebuyer.net/franklin-county1.html.

Enhance the Borough's code enforcement program to maintain the health, safety, sanitation, and quality of all neighborhoods

As outlined above, the Borough has a three-prong approach to its code enforcement program:

- Rental Property Code – Enforced through a systematic inspection process
- Property Maintenance Code – Enforced through a complaint-based system
- Brush, Grass and Weeds Code – Enforced through a systematic inspection process

Based on the public input received as part of Vision 2035, the Borough should review its enforcement process to identify potential enhancements that may be warranted. For example, does PMCA, the third-party provider responsible for rental inspections, have additional capacity for increased inspections and, if so, to what level should inspections be increased. Additionally, the Borough should review its process for receiving complaints and, if needed, enhance access to residents wishing to report a unit for inspection.

- Collaborate with PMCA and rental property owners to conduct frequent and routine evaluations of the Borough's Property Maintenance Code and Rental Inspection Ordinance to address potential enforcement and technical standards deficiencies.
- Ensure the Borough's Code of Ordinances is accessible to Limited English Proficiency or non-English speaking populations.
- Collaborate with PMCA to offer education and training on the Borough's Property Maintenance Code and Rental Inspection Ordinance to ensure residential landlords and property owners are well-informed of the Borough's standards.
- Participate in ICMA's Peer Exchange Program to identify innovative ideas and approaches to the Borough's service and offerings.

Additionally, the Borough should explore utilizing CAMA to address blight. Act 90 of 2010, the Neighborhood Blight Reclamation and Revitalization Act, provides municipalities with the authority to take legal action against owners of deteriorating properties when properties have serious code violations or are determined to be a public nuisance. Capitalizing on the powers granted under Act 90 of 2010, the Borough could proactively address the most serious incidents of blight throughout the Borough.

Preserve existing housing by offering a rehabilitation program

As noted above, the Borough operated an owner-occupied housing rehabilitation program from 1992 through 2015 that rehabilitated more than 150 houses during that timeframe. The program was funded by HUD's Community Development Block Grant (CDBG) and HOME programs.

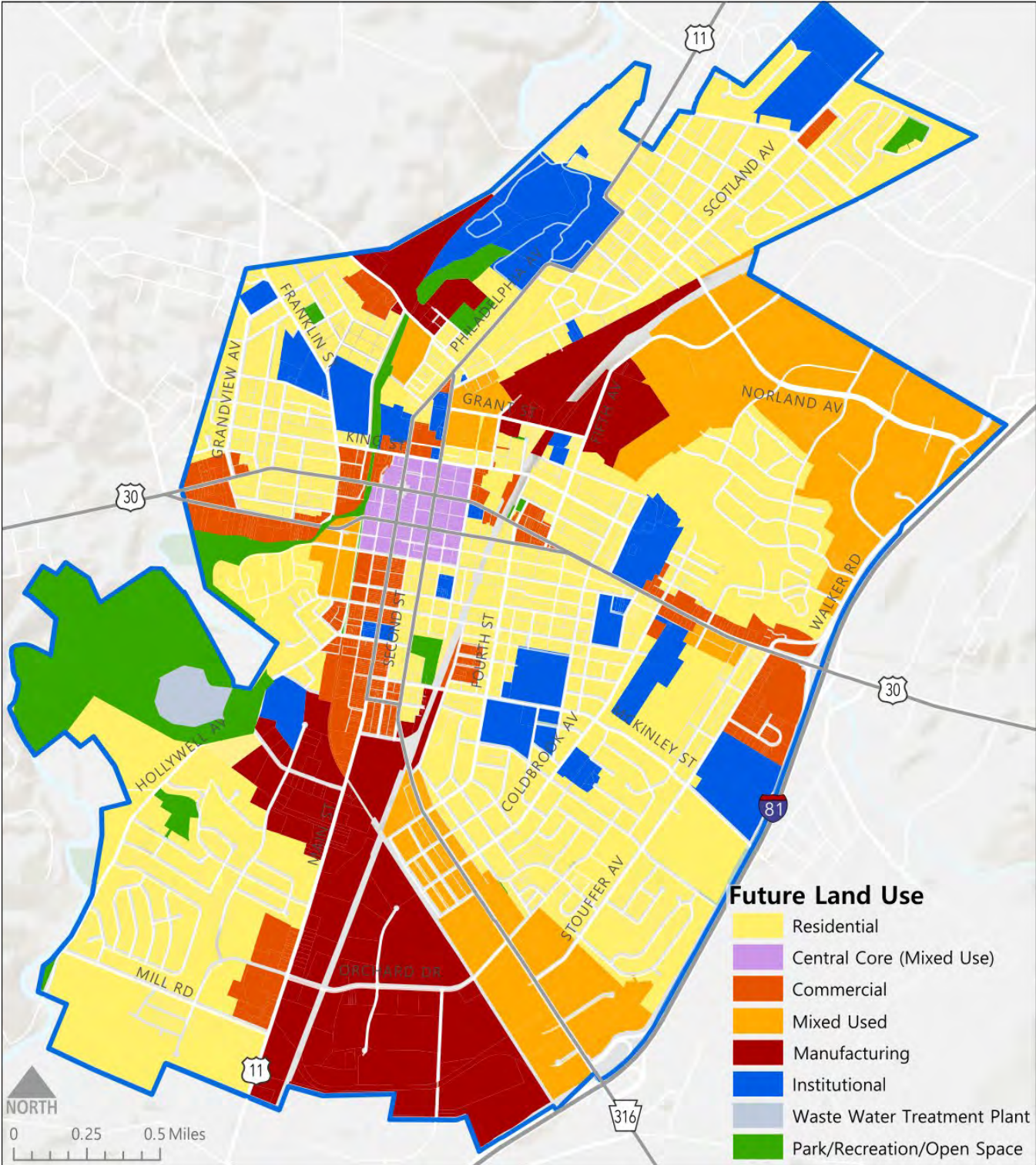
The Borough recently applied for a \$250,000 grant in partnership with Luminest Inc. to re-start the Borough's Housing Rehabilitation Program. The grant was submitted to DCED for the HOME Investment Partnerships Program. Luminest Community Development has a strong history of providing affordable housing opportunities in Franklin County and the Borough. They are one of seven non-profit Community Housing Development Organizations in Pennsylvania certified by DCED, organized specifically to provide affordable housing services. They have planned and developed the expertise and staff capacity to add housing rehabilitation to their menu of services, in this case to rehabilitate owner-occupied houses in the Borough where 74% of the housing stock was built before 1969. The proposed partnership and HOME grant application is seeking \$250,000 to restart the Housing Rehabilitation Program. If the grant is awarded, Luminest Community Development would market and operate the program to provide rehabilitation for low- and moderate-income homeowners anywhere in the Borough.

Incentivize new housing through zoning code updates

The affordability of both rental units and for-sale housing is tied to housing supply. Unlike Franklin County's more suburban or rural areas, the built-out nature of the Borough limits the availability of undeveloped land to support new residential housing construction. There are several zoning amendments that should be considered as an opportunity to provide more housing while also enhancing the Borough's sense of place and community identity.

- The Borough should conduct a comprehensive evaluation of the Borough's Zoning Ordinance and Zoning Map to ensure it permits a variety of residential housing types and particularly incentivizes **mixed use developments** in the Distributed Commercial Neighborhood and Distributed Commercial Highway zoning districts. Too often, these commercial districts such as the Wayne Avenue and Norland Avenue corridors are predominantly developed as single use commercial projects and are totally void of mixed-use residential uses. However, incentivizing (or even requiring) mixed use developments would provide residents with immediate access to a variety of retail, business, and healthcare services that are often inaccessible to moderate- to low-income households living in areas of the Borough that lack such services. The Borough's Future Land Use Map illustrated in Figure 2-8 identifies areas within the Borough that should be evaluated for mixed use development opportunities. Consider an **Inclusionary Zoning** standard in the Borough's Zoning Ordinance to require the integration of both market rate and affordable housing units in mixed use projects. Particularly, consider including such standards as part of a mixed-use zoning approach to the Distributed Commercial Neighborhood and Distributed Commercial Highway zoning districts.
- Incorporate standards for **accessory dwelling units** and ensure they are permitted to exist on the same property as the primary residential use. Accessory dwelling units can play a major role in addressing the Borough's housing needs and currently the Borough's Zoning only defines accessory uses as those being subordinate and incidental to the primary permitted use.
- Continue to **collaborate with organizations** to ensure mixed used projects include both market rate and affordable housing opportunities.

Figure 2-8: Future Land Use



What is Inclusionary Housing?

As housing prices rise, developers and landowners are able to make greater profit for building commercial and residential developments. Inclusionary policies seek to “capture” a portion of the higher value by requiring that developers include affordable housing in developments that otherwise would not include it. In its simplest form, an inclusionary housing program might require developers to sell or rent 10 to 30 percent of new residential units to lower-income residents.



There are a number of different program structures that are commonly used to ensure that new market-rate real estate development helps create housing for people at a range of income levels.

Truly Inclusive Housing

“Truly inclusive housing is mixed-income, with market and subsidized units — whether rented or owned — in close proximity to avoid stigmatizing residents or owners of the affordable units.” – American Planning Association



Traditional Inclusionary Housing

Traditional inclusionary housing programs can be grouped by the type of program (voluntary or mandatory) and development type (homeownership, rental, or both).



Linkage Fee Programs

Instead of requiring on-site units and allowing payment of a fee as an alternative, some programs are structured to simply require payment of a fee directly.



Negotiated Agreements

Even in communities with no formal inclusionary housing policy, planning commissions or city councils sometimes require provision of affordable housing in high-profile projects.



Voluntary Programs

Instead of mandating affordable housing and offering incentives to offset some of the cost, some programs offer incentives to developers that voluntarily provide affordable units.



Geographically Targeted Programs

Instead of applying inclusionary requirements throughout a jurisdiction, some programs apply only in targeted areas or impose different requirements in different neighborhoods.



Source: InclusionaryHousing.org

Sense of Place

The Borough will position itself as a destination for residents and visitors.





Sense of Place

The Issue

Chambersburg seeks to promote neighborhood character and economic growth through investing in a strong sense of place throughout the Borough. Within each neighborhood, sense of place is a flexible concept that refers to having unique, memorable spaces where people are comfortable and welcome to gather and spend time.

Plan Recommendations for Sense of Place

Enhance pedestrian space in the heart of Downtown

Downtown Chambersburg has a beautiful and vibrant Main Street corridor with many attractions, festivals, activities, and walking paths that residents and visitors enjoy. However, a high volume of vehicular traffic traverses into and through the Borough each day primarily along U.S. Routes 11 and 30. As a major thoroughfare through Chambersburg, Downtown Chambersburg is not only used by drivers going to visit local shops and events, but also commuter traffic and commercial vehicles passing through the Borough en route to other destinations. The one-way street network facilitates automobile movement but does not encourage slower speeds appropriate to a walkable Main Street environment. Drivers can easily surpass the posted speed limits thus creating potential safety issues with pedestrians and bicyclists.

The Memorial Fountain and Square in the center of Downtown are contributing features of the Borough's Historic District and serve as landmark focal points for special events and pedestrian movements. However, the Square's multiple lanes of traffic make it challenging for pedestrians to navigate during peak traffic periods. Narrowing travel lanes will provide shorter and safer crossing distances for pedestrians, as well as bring those crosswalks closer to the square as opposed to forcing pedestrians to move far back to cross the street. Pedestrian movement should take priority and be placed in the most visually accessible and prominent space, with vehicle movement organized behind them. Narrower lanes also allow more space around the fountain, which can make that central space more usable and occupiable as a plaza with fountain. As an alternate arrangement, traffic around the fountain could potentially be rerouted entirely and the portion in front of the Courthouse closed to cars. This approach creates a significantly larger pedestrian plaza extending from the Courthouse to the fountain that can accommodate events, festivals, outdoor seating, and more and clearly designates the center of Downtown as a pedestrian space.

Primary Goals for Sense of Place

Goal Statement

The Borough will position itself as a destination for residents and visitors.

Goal Recommendations

- Enhance pedestrian spaces and places in Downtown
- Prioritize pedestrian and bicycle connections to and around Downtown
- Promote connections with side and rear frontages onto pedestrian spaces
- Enhance and expand waterside connections along the Conococheague Creek and Falling Spring Branch
- Consider Zoning Code amendments to prohibit incompatible uses in the Downtown area

Figure 2-9: Existing Roundabout (top) and Roundabout Conceptual Design (bottom)



Prioritize pedestrian and bicycle access to and around Downtown

To better protect pedestrians and shift towards a pedestrian-first walkable environment, Chambersburg should seek to slow down traffic and invest in public realm improvements that better protect pedestrians and bicyclists and access to and around Downtown be safer and feel more enjoyable and desirable. Street furniture such as lighting, trash cans, benches, banners and wayfinding signage, wide sidewalks, and clear crosswalks promote safe and enjoyable pedestrian experiences and can continue to be enhanced and improved in Downtown and throughout the other neighborhoods.

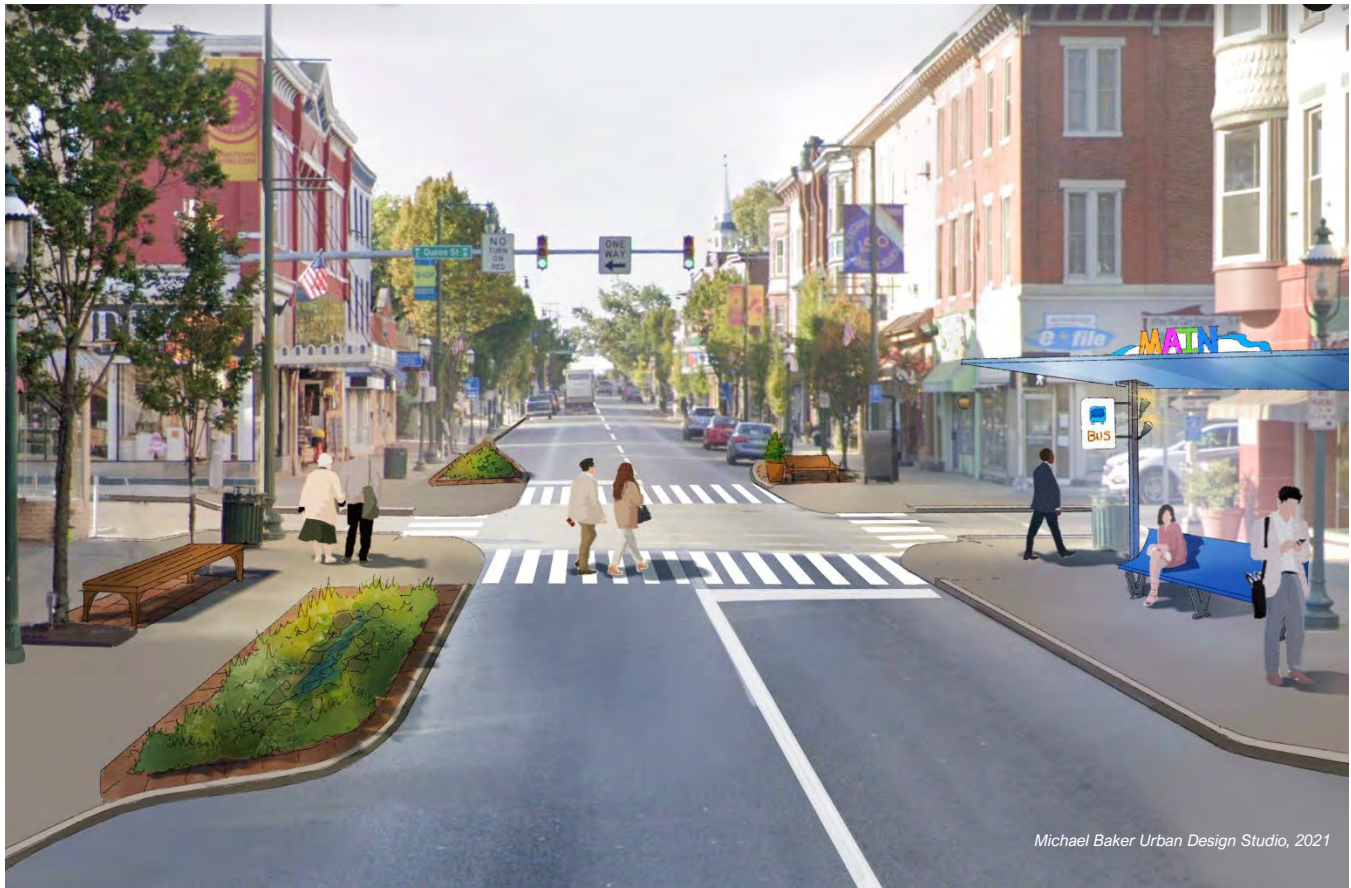
The Downtown Master Plan issued by Downtown Chambersburg Inc. lays out recommendations within Downtown proper for community branding, gathering spaces, pedestrian alleys, conversion of parking spaces to social spaces, addition of bike infrastructure and bike racks, and more. These goals are reaffirmed by the Comprehensive Plan.

One key example of a public realm improvement is to widen sidewalks and give more space to pedestrians, rather than cars. Investing in curb bump outs along Main Street can accomplish this in a targeted manner at select locations: by narrowing intersections, drivers are forced to slow down, and pedestrians have shorter crossing distances at intersections. The curb bump out also more clearly delineates and protects the parking lane, as turning vehicles are directed into driving lanes only. Loading and parked vehicles don't have the option to block the intersection. Although already not allowed, this behavior is difficult to enforce and even a briefly stopped vehicle blocks pedestrians from safely crossing the street. Curb bump outs are a roadway design feature that self-enforce and reserve pedestrian space. The added space allows room for people to gather and wait for the light, as well as space for other street furniture such as rain gardens, trees, lighting, benches, bus stops, trash cans, and other improvements recommended by the Downtown Master Plan.



Memorial Fountain and Square

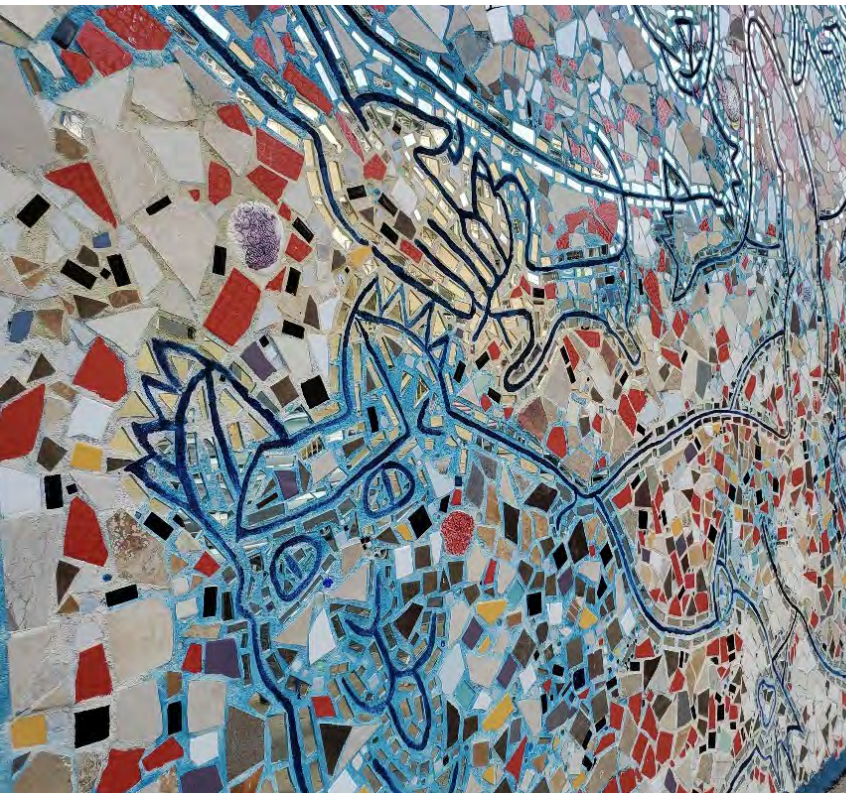
Figure 2-10: Downtown Bump Outs



Additionally, bump outs at midblock locations in alignment with pedestrian alleys slow traffic at those locations and encourage pedestrian flow across the street, making parking lots across the street feel closer and more accessible and encouraging pedestrian movement and shopping between both sides of the street.

Michael Baker Urban Design Studio, 2021

As identified by the Downtown Master Plan, there are several lovely pedestrian alleys that pass through the middle of blocks and connect to rear parking lots, yet the perception persists that parking is far away or inconvenient to walk to. Enhancing midblock connections between buildings and towards rear parking can make that walk feel more enjoyable and natural, with clear indications for where to go. These connections also add opportunities to increase the sense of place and expand retail frontages. Side and rear spaces that are appealing and connect to a pedestrian walkway give the business more frontage while also activating walkways. These off-street spaces are opportunities to encourage community investment in art, landscaping, lighting, benches, and other design elements that turn side and rear spaces into attractive and usable destinations. This goal is consistent with the Borough's ongoing investments, as well as the recommendations of the Downtown Master Plan.



Chambersburg has a creative arts community and can continue to provide opportunities for residents to participate in the Borough's design and charm by giving them space to showcase their talents. With support from Downtown Chambersburg Inc.'s Design Committee, the Council for the Arts, and local business owners, murals on the Main Street Deli and the Foundry were installed in 2016. These mosaic murals, and an annual rotating mural display initiative, give Chambersburg a distinct aesthetic and add visual appeal to otherwise blank walls and alleys, and are emblematic of how public art can connect the community and support revitalization. Within Downtown and in the other neighborhoods, engaging local artists and providing community members with ways to decorate and animate spaces is an ideal way for Chambersburg to celebrate local talent and reflect residents' visions and heritage to create beautiful and appealing spaces together.

Figure 2-12: Downtown Alley Passages

Several ways that the Borough can pursue this goal include:

- Identify pedestrian passageways, current and potential, and continue to invest in increased public realm improvements including lighting, benches, etc. per the Downtown Master Plan.
- Ensure clear regulations for private owners that facilitate the guidelines and processes to allow side and rear frontages where suitable.
- Identify spaces or areas suitable for public art and partner with local artists to showcase their work.
- Continue and expand the collaboration with artists, community groups, schools, or other similar community-based organizations. In addition to murals and wall-mounted artwork, public art opportunities can extend to crowdsourced designs and participatory installation events for easily installed items such as decorative painted crosswalks, painted wall murals, and painted benches.



Enhance and expand waterside connections along the Conococheague Creek and Falling Spring Branch

The Conococheague Creek and Falling Spring Branch are fabulous natural assets that weave through Chambersburg and are accompanied by trails and park space. However, in the heart of Downtown Chambersburg the creek passes through the rear of several blocks where it's most visible from parking lots and moving north it shifts underground and is no longer visible. There are opportunities to daylight greater portions of the creek and its tributaries, creating a wider network of park spaces around this water feature. The daylight creek aligned with a trail allows easy wayfinding through town, and as it passes through the rear of blocks, this trail offers an excellent pedestrian entrance to Downtown if connected into expanded pedestrian alleys. By daylighting additional blocks of the creek, the creek's meandering midblock route will further promote midblock walkability and internal pedestrian spaces that lead through multiple neighborhoods and connect from Southgate Shopping Center through Downtown, to Grant Street. The creek collects rainwater and during heavy storms, can serve as a more natural and flexible stormwater management system that doubles as a public amenity. When the water is low, grassy slopes and native plantings can provide a soft edge that is usable public park space. Alternately, stone walls around the creek continue the charm and historic character of the mill but also can be built to accommodate low or high-water levels.



Several key opportunities for the Borough to pursue this goal include:

- Daylight stormwater along the creek outside of Downtown and create green park spaces for natural stormwater management, accompanied by trail extensions linking from the Rail Trail into adjacent neighborhoods.
- Throughout Downtown, emphasize midblock connections and pedestrian spaces that include creek connections and views.
- Increase pedestrian signage, lighting, and walking paths from the Park of the Valiant towards North 3rd Street and into a pedestrian-only extension of North 3rd Street.
- As part of the Southgate redevelopment initiative discussed under the Reinvestment Goal, daylight the existing stormwater conveyance to create a new greenway park connecting to the Conococheague Creek. This connection should also restore the creekbank and create additional park space within the creek's floodplain area.

Waterside connections along the creek help promote a sense of place and pair well with other placemaking goals. The existing daylight creek and Rail Trail are an existing amenity that can be further maximized as a unique, memorable, and active pedestrian space with a variety of uses fronting onto the creek and network of pedestrian routes connecting to it with shops, seating, and artwork making each path fun and interesting. These interventions can be small and build upon the existing infrastructure and urban block and building patterns. Waterside connections also present opportunities for catalytic investments that can reimagine neighborhood identity, spur investment, and address flooding concerns in ways that open new parcels to redevelopment. The creek is a natural asset and identifying feature for Chambersburg that cannot be understated: beyond its value as a natural environmental asset, it also enables and supports additional goals of reinvestment through the Borough and of specific neighborhoods.

Figure 2-13: 3rd Street Rendering



Consider Zoning Code amendments to prohibit incompatible uses in the Downtown area

Chambersburg desires to maintain its traditional Main Street character with family friendly shops and commercial uses on first floors and upper floors used for compatible residential or office uses. The Borough should consider zoning code amendments to prohibit incompatible uses in the downtown area such as those listed below.

- No buildings with less than two inhabitable floors
- No residential uses on the first floor unless townhouse single family residential use
- Residential on the first floor requires stoops and steps (and ADA compliance)
- All structures on all lots require a "street wall"; no parking lots or yards allowed on the street side unless behind a barrier (i.e., fence, hedge, etc.)
- Similarly, all buildings required to be built to the sidewalk with parking lots, drive thru, loading docks, yards, etc. in the rear
- Require extension of all Borough streetscape amenities in front of each project (i.e., sidewalk, streetlights, street furniture, etc.)
- Require private land to provide public creek access, where possible
- Prohibit social clubs, pool halls, arcades, and other inconsistent land uses
- Provide consistent sign regulations (content neutral)
- Adopt design guidelines and publish examples of downtown design elements



Borough Services

The Borough will continue to invest in high quality municipal services.



Borough Services

The Issue

For Borough services and Borough-affiliate events, Vision 2035 public outreach revealed public desire for the Borough to revamp its public facing communications. While the Borough provides frequent press releases, conveys news through utility bills, and posts information relating to Town Council actions and actions associated with the Borough's authorities, boards, commissions, and committees, the public identified two areas of need.

- **Improve the ease of finding Borough information**, particularly through:
 - A re-designed website
 - Increased event promotion
 - Adding additional communication outlets to include social media
- **Serve as a liaison between residents and human service providers** to better support Borough residents, especially those with language, technology, and other access barriers.

Improved communications with residents and increased support as a liaison between residents and human service providers was a key topic of discussion during the focus groups and further validated through the public online survey. The survey revealed that 66.1% of respondents identifying as White-Alone believe the Borough should improve overall communications. This increased to 68.6% for respondents identifying as Non-White, with nearly a quarter of respondents indicating they do not know where to go with Borough related questions.

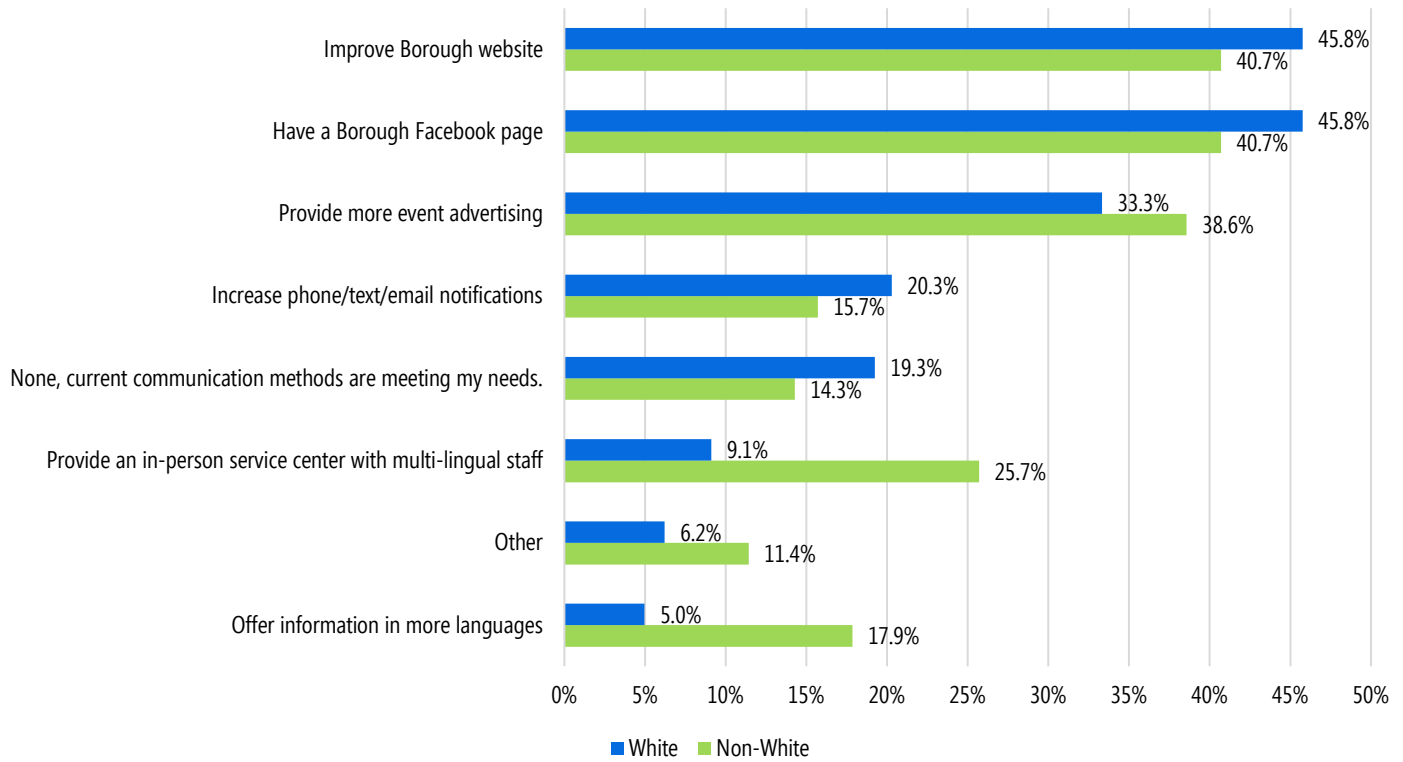
Focus group and survey findings point to the desire to have an in-person service center with multi-lingual staff members. While this type of Borough service could be explored in the future, Vision 2035 recommends several incremental improvements through a multi-prong approach.

With respect to the Borough's overall service delivery approach, Chambersburg recognizes the importance of sustainability to advance community prosperity. Sustainable communities allow for managed growth in the present that will not jeopardize the community and economic well-being of future generations. In 2017 the Borough received Gold level of certification through the Sustainable Pennsylvania Community Certification program, which is intended to bring recognition to municipalities that are applying the practice of sustainability as their way of operating to advance community prosperity. The Borough working collaboratively with the Shippensburg University Center for Land Use and Sustainability was recognized at the Gold level of certification for meeting the program's rigorous performance criteria, which tracks 131 policies and practices that define a sustainable community. In earning the Gold certification, the Borough was acknowledged for its progress in addressing such areas as community design and land use, energy efficiency, health and wellness, intergovernmental cooperation, recycling and waste reduction, fiscal controls and internal management and operations. The Borough Manager's 2022 Budget Message identifies the importance of taking the next step to achieve the highest level of certification, Platinum. Reaching this achievement will reaffirm the Borough's commitment to advancing sustainability.



Figure 2-14: Survey Results - Communications

Q9: How could the Borough improve communications with you and your family?



Chambersburg Borough’s DOER Program Manager

The Diversity, Outreach, and Employment Resources Programs Manager is a full-time staff position that helps meet three important goals:

1. Recruit and retain highly talented young people to become the workforce of the future;
2. Engage citizens throughout the community to explain the role, purpose, and mission of Borough government;
3. Develop and implement programs for community outreach, social interaction, community engagement, and communication, to grow the Next Generation of Chambersburg community leaders.

With so many departments and functions, the Borough has a high demand for extremely talented individuals for functions like electric workers, wastewater treatment workers, plumbers, construction, engineering, digital mapping, information technology, and more. The DOER will help insure both a qualified workforce and outreach and communications to the community.

According to Borough Manager, Jeffrey Stonehill, “Training that next generation to become the future workforce of the Borough is our goal.” The DOER position “is not a strategy to merely hope that there will be skilled and ready workers to take over the reins of this Borough in the future; we need to be proactive as an organization.”

BUSINESS AND HUMAN SERVICE PROVIDERS SERVING CHAMBERSBURG

During public engagement, residents shared a strong desire for the Borough to serve as a single point of contact for a number of human service providers and jobs training and employment related resources. The idea of a physically staffed location with multilingual personnel was recommended often.

The following is a comprehensive list of the services and resources Borough residents indicated they need assistance with utilizing, whether it's finding the right contact person or just being made aware that the resource exists.

EARLY CHILDHOOD EDUCATION

- First Start Partnerships for Children and Families (Head Start, Pre-K, and English as a Second Language (ESL))
- BOPiC, Inc./Elm Street Program

ENGLISH AS A SECOND LANGUAGE (ESL)

- Agape Ministries at King Street Church
- BOPiC, Inc./Elm Street Program
- First Start Partnerships for Children and Families

SECONDARY EDUCATION CAREER MATCHING

- Chambersburg Area Career Magnet School
- Chambersburg Area School District
- Franklin County Career and Technology Center

ADULT WORKFORCE TRAINING

- Franklin County Career and Technology Center
- South Central Workforce Development Board
- Wilson College
- PA CareerLink® Franklin County

ADULT JOB MATCHING AND REFERRALS

- PA CareerLink® Franklin County

ENTREPRENEUR RESOURCES

- Franklin County Area Development Corporation
- Shippensburg University Small Business Development Center
- Greater Chambersburg Chamber of Commerce including affiliates Chambersburg Area Development Corporation and Downtown Chambersburg, Inc.

ENTREPRENEUR ASSISTANCE WITH OPENING A NEW BUSINESS IN THE BOROUGH (e.g., Permit Requirements)

- Borough Department of Land Use and Community Development
- Borough Codes Office
- Shippensburg University Small Business Development Center (SBDC)

BUSINESS EXPANSION/ATTRACTION

- Chambersburg Area Development Corporation
- Downtown Chambersburg, Inc.
- Franklin County Area Development Corporation

AFFORDABLE HOUSING

- Franklin County Housing Authority
- Luminest Community Development

SOCIAL/HEALTH SERVICES

- Chambersburg YMCA
- BOPiC, Inc./Elm Street Program Keystone Health
- Maranatha Cold Weather Shelter and Food Pantry
- South Central Community Action Programs (SCCAP)
- WellSpan Health

DIVERSITY ORGANIZATIONS

- Building Our Pride in Chambersburg (BOPiC)
- Chambersburg Cares
- Franklin County Coalition for Progress
- Healthy Franklin County
- Movement Immigrant Leaders in Pennsylvania
- PRIDE
- United Way of Franklin County



Primary Goals for Borough Services

Goal Statement: The Borough will continue to invest in providing high quality municipal services.

Goal Recommendations:

- Enhance the Borough’s communication outlets
- Increase staff capacity under the Department of Community Planning
- Establish a new internal referral routing process and related training for Borough employees to ensure resident questions are addressed
- Achieve Platinum Level Sustainable Pennsylvania Community Certification

Plan Recommendations for Borough Services

Enhance the Borough’s Communication Outlets

Today, the Borough’s primary communication tools include its website, press releases, direct email blasts, and utility bill inserts.

Based on Vision 2035 public input, the Borough should undertake a public communications strategic planning process to evaluate the strengths and weaknesses with the above communication outlets. A revamp would be intended to improve the ease of finding Borough information, ensuring its accessible to all residents by utilizing non-traditional platforms and providing more information in both English and Spanish.

- **Consider Re-Designing the Borough’s Website.** The Borough’s website is the central portal to access all information related to the Borough. Given the volume of information on municipal websites and ad hoc additions, the user-friendliness of municipal websites can decrease over time where it is no longer easy for a resident quickly find what they need. Based on Vision 2035 public input, the Borough’s existing website may have reached this stage where it lacks ease of use for the everyday resident. The Borough should engage an outside website design firm to make improvements. Additionally, it may be helpful to convene focus groups with residents of all backgrounds during the website redesign visioning and testing process.
- **Establish a Social Media Presence.** Through the public engagement process, residents identified social media as one of the preferred ways to receive Borough communications. Particularly for event promotion, emergency notifications, and so forth, social media is a tool many people use on a daily basis. The additional benefit of social media platforms is automatic text conversion to a person’s preferred language. The Borough can post in English and residents who have Spanish selected as their standard language on the social media platform will see the text automatically translated.

- The Borough’s current website was designed in 2017 and is managed by the Borough. The website features some information in Spanish.
- Press releases are provided to all news/media organizations in Franklin County as well as north to Harrisburg, Pennsylvania and south to Hagerstown, Maryland.
- The Borough frequently utilizes utility bill inserts to share Borough related information. The inserts are mailed to approximately 11,000 Borough utility customers.
- The Borough offers a free email subscription service and sends email blasts almost weekly to its 1,500 subscribers.
- The Borough also prepares an Annual Report each year, which is circulated to all utility customers and posted online.
- While the Borough does not have any social media platforms, the Borough’s Recreation Department and Police Department utilize Facebook, Twitter, and Instagram (Recreation Department only) to highlight department-specific news and information.

- **Improve publicity of the direct e-mail subscription tool and add an option for text updates.** The Borough regularly uses emails to connect with its residents but has a somewhat limited subscription user base of 1,500. Based on anecdotal information, the email blasts are also somewhat technical in nature and detailed. For the everyday resident, developing more simplistic emails as well as a text option with a direct link to more technical/detailed press releases may be beneficial.
- **Expand Multi-Lingual Communications.** Based on the most recent U.S. Census data, 13.2% all of all Borough households speak Spanish at home, or 1,135 households. To better meet the needs of these households, the Borough should increase multi-lingual communications.

Increase staff capacity under the Department of Community Planning to include bilingual (English and Spanish) speaking staff

Additional staff capacity would improve access to education, workforce training, entrepreneurship, and employment through coordination with business and human service providers. Currently, the Community and Economic Development Office located within the Borough's Department of Land Use & Community Development is assigned one staff member. The staff member fields inquiries from and works directly with citizens and businesses on various topics such as:

- Starting a business.
- Finding a Borough location to open a business and learn about pertinent codes.
- Learning about available job training and job leads.
- Learning about human services such as childcare or affordable housing.

The staff member is also responsible for administering several of the Borough's grant programs including Community Development Block (CDBG) grants, HOME Investment Partnership Program grants, and Elm Street Program grants, as well as for providing outreach and technical assistance for downtown and Borough-wide economic development projects.

Assistance with inquiries is increasingly needed by Borough residents who do not speak English and have trouble accessing information online. With 13.2% of Chambersburg households speaking Spanish at home, more can be done to better meet their needs. Based on Vision 2035 input and the increasing number of residents seeking assistance from the Community and Economic Development Office, the Borough should assign an additional full time staff member to the office.

The additional staff member would be assigned to work directly with the Borough's non-English speaking residents, providing additional assistance to ensure the residents are better prepared to economically prosper. The staff member would also assist with other assignments within the Office. Qualifications should include community and economic development experience the ability to speak multiple languages including Spanish and preferably Haitian Creole.

Establish a new internal referral routing process and related training for Borough employees to ensure resident questions are addressed

The referral routing process and training would ensure resident questions surrounding education, workforce training, entrepreneurship, and employment are referred to the respective business and human service provider. Chambersburg residents contact the Borough via phone, in person, or through the Borough's website to seek assistance for many reasons, some that are within the Borough's purview and some that are not. For services provided by the Borough, the Borough's online Town Guide provides a good tool for citizens and businesses to locate the many resources the Borough provides. Some requests for services the Borough do not currently formally provide include topics such as:

- Information about education and job training and job placement
- Starting a business
- Human services such as childcare or affordable housing

To continue to provide effective services for all Borough residents, the Borough should consider developing a process to route inquiries to the appropriate external business or human service providers.

- **Develop a comprehensive list of services by business and human service providers.** The Borough should work with business and human service partner organizations to identify specific services each organization provides. The list should be compiled into a document, updated annually, and used as a guide for Borough staff assigned to answer general phone inquiries or inquiries from citizens dropping by the Borough's front desk.
- **Conduct staff training to appropriately route citizen requests.** Once the comprehensive list of services is developed, Borough staff should be trained on the content to ensure requests are routed efficiently.

Update the online Town Guide to include links to service providers. In conjunction with the update to the Borough's website identified in the first goal, the Borough's online Town Guide could be updated to include links to business and human service providers that deliver to help to Borough residents and businesses.

Achieve Platinum Level Sustainable Pennsylvania Community Certification

The Borough should reestablish its partnership with the Shippensburg University Center for Land Use and Sustainability to seek Platinum level of certification through the Sustainable Pennsylvania Community Certification program. This would reaffirm the Borough's commitment to advancing sustainability and is identified as a Borough budget priority in 2022.

Sustainability, at its most basic definition, is the "ability or the capacity of something to maintain or sustain itself." It is a complex system involving ideas, people, development, environmental issues and more, to allow for management and growth in the present that will not put future generations in jeopardy.

Practicing sustainability is living within the means of our natural resources and land availability without causing harm to others, requiring careful thought about the future and how a community plans to develop. It is a concept and multi-modal practice that intertwines social/cultural issues, environmental issues, economic development, and governmental policies.





Transportation

Chambersburg will improve bicycle and pedestrian connections, invest in roadway improvements to improve safety and traffic flow, and explore restoring public transportation in the Borough.



Transportation

The Issue

Transportation access and infrastructure were frequently mentioned from stakeholders and the public as areas of high interest. Primary goal areas identified include:

- **Expand mobility in and around the Borough**, primarily through:
 - Increased bicycle and pedestrian infrastructure
 - Improved mobility to employment hubs via public transportation and extending the Chambersburg Rail Trail to the north and south
 - Consideration of current parking and an updated parking study for Downtown Chambersburg
- **Improve safety of transportation infrastructure**, along:
 - I-81 corridor
 - Bridges

MOBILITY

Bicycle/Pedestrian Infrastructure

Bicycle and pedestrian networks can be expanded through the implementation of recommendations provided in the [2018 Pedestrian and Bicycle Improvements Plan](#) which suggests:

- Expansion of the Cumberland Valley Rail Trail;
- Connections to places of interest including shopping, government buildings, and public recreational areas;
- Shared use paths for bicycle and pedestrians and an evaluation of the policy outlining bicycle use on sidewalks;
- Addition of bicycle-related infrastructure including bicycle racks and drinking fountains, among other recommendations;
- Addition of pedestrian-related infrastructure including crosswalks and safety enhancements; and
- Education to inform the public of the benefits of walking and bicycling, in addition to safety measures.

Also suggested within the Plan was a Complete Streets Policy. Complete Streets policies have a foundation of equality and accessibility for all abilities, ages, and income levels through multimodal transportation infrastructure. Adoption of this policy would support the incorporation of bicycle and pedestrian infrastructure while roadway, development, and redevelopment projects are completed. Any public transportation initiatives would also be included through signage and strategic locating of transit stops in relation to bicycle and pedestrian paths to create a connected multi-modal network. An additional priority of the Complete Streets Policy is to evaluate crossings for school children and ensure adequate safe routes to school. Continuing public engagement through education of bicycle and pedestrian safety and additionally, health, economic, and environmental benefits is an essential element of adopting a Complete Streets Policy.

Mobility to Employment Hubs

The Borough is a critical freight hub for the distribution and movement of goods. Given the presence of I-81 as well as two Class I rail lines serving the Greater Chambersburg area, the Borough has become a regional center for e-commerce activity and the freight industry. The growth in warehousing and distribution center activity has brought with it economic benefits, and transportation elements need to be maintained and improved to provide greater access to these new regional employers. The Borough's resident workers need access to these new employment destinations.

Considerations of Current Parking

Based on responses from the public survey, nearly 80% of respondents indicated they found parking challenging to find. A parking study was completed in 2015 and outlined the current state of parking within the Borough and identified parking needs. Since the publication of this study, major public and private development projects have commenced within the downtown district, causing increased pressure on parking availability. Through the culmination of reviving a public transit service and expanding bicycle and pedestrian, parking issues can be mitigated, though still addressed through an updated parking study.

SAFETY

Safety is a top priority for the Borough as it continuously strives to make meaningful improvements.

I-81 has recently been in a phased process of evaluation for safety improvements within Franklin, Cumberland, Dauphin, and Lebanon counties. The Chambersburg area has specifically been designated as a prioritized focus area between Exits 14 and 17. Safety, congestion, access, and infrastructure improvements are all priorities for the focus area and the Borough, along with County and MPO officials will need to continue to coordinate closely with its partners at the State and Federal level to ensure that the corridor remains a viable and strategic asset to Chambersburg and Franklin County.

Airport Hazard Zoning is a critical public safety concern and can also serve to protect the viability of the Franklin County Regional Airport. Airports similar to Chambersburg's are often located in the periphery of communities where available open space is appealing for private development. For this reason, it is important for communities to understand the true value of their local airport and carefully balance growth with transportation resource preservation, public safety and land use compatibility considerations. Chambersburg recognizes the importance of airport safety by adopting an Airport Hazard Overlay Zone (Borough Zoning Code Article XXVII Franklin County Regional Airport Hazard Overlay Zone).

The conditions of the Borough's bridges puts future mobility at risk. Four of the six locally-owned bridges within the Borough were built prior to 1930. The newest locally-owned bridge in the Borough was constructed in 1984. Similarly, over half of the state-owned bridges within the Borough were built in the 1930s or prior, while four of the five remaining bridges were built over 50 years ago. Local bridges are primarily rated as in poor condition, while state bridges are primarily rated as in fair condition. As the Borough faces a greater stock of bridges that will require increased maintenance and rehabilitation. Moreover, truck traffic is increasing, further complicating the challenge of upkeep for these older bridges.

Primary Goals for Transportation

Goal Statement: The Borough will coordinate with local stakeholders and prioritize investment for expanding transportation options to Chambersburg residents and ensure that infrastructure is safe and efficient.

Goal Recommendations:

- Work with the newly-formed Susquehanna Regional Transportation Authority (SRTA) to investigate the feasibility of instituting fixed-route service to connect area workers with employment destinations
- Support the evaluation of US 11 and US 30 for potential inclusion into the U.S. Bicycle Route System (USBRS)
- Address the Borough's parking conditions
- Address the Borough's aging bridge inventory
- Coordinate with the Franklin County MPO and PennDOT in implementing the recommendations of the I-81 Improvement Strategy
- Protect the Viability of the Franklin County Regional Airport

- Update Planning Tools to Preserve Future Mobility and Community Character
- Consider transportation improvements for autonomous vehicles, drones, and unmanned aerial vehicle deliveries.

Plan Recommendations for Transportation

Work with the newly-formed SRTA to investigate the feasibility of instituting fixed-route service to connect area workers with employment destinations

- Conduct meetings with PennDOT's Bureau of Public Transportation, area economic development officials, and other stakeholders to explore the provision of public transportation services to local employers.

Support the evaluation of US 11 and US 30 for potential inclusion into the U.S. Bicycle Route System (USBRS)

- The Franklin County MPO in 2022 will be performing an evaluation of routes within Franklin County being considered as part of a cross-state bicycle route on the U.S. Bicycle Route System (USBRS). Known as US Bicycle Route 11, the proposed corridor would begin on US 11 at the Maryland state line and proceed north into the Borough of Chambersburg, then follow an alignment due east using US 30 into Caledonia. Additionally, the MPO is seeking to investigate the suitability of a spur extending northward from Chambersburg into Shippensburg for a possible connection with the Cumberland Valley Rail Trail, which would provide a 9.5-mile extension to Newville. The MPO is performing an evaluation of the proposed corridors to determine their suitability for cross-state bicyclists, and to identify either alternative routes or improvements needed to offer safe and meaningful riding experiences through Chambersburg Borough and Franklin County.

Address the Borough's Parking Conditions

- Leverage public transportation and bicycle and pedestrian goals to decrease the need for parking within the Borough.
- Conduct a comprehensive review of Chambersburg's signage and wayfinding program and identify necessary improvements.
- Evaluate parking conditions through an updated parking study.

Address the Borough's Aging Bridge Inventory

- Encourage the Franklin County MPO to explore performing a county-wide local small bridge inventory and assessment as a critical transportation planning task with activities to be programmed in future Transportation Improvement Programs (TIPs).
- Participate in PennDOT's bridge bundling program to rebuild or replace locally-owned bridges. PennDOT has documented significant savings in design and construction from using this method. They have saved up to 50 percent on design cost and up to 15 percent on construction cost when compared with traditional one-bridge projects.

Protect the viability of Franklin County Regional Airport

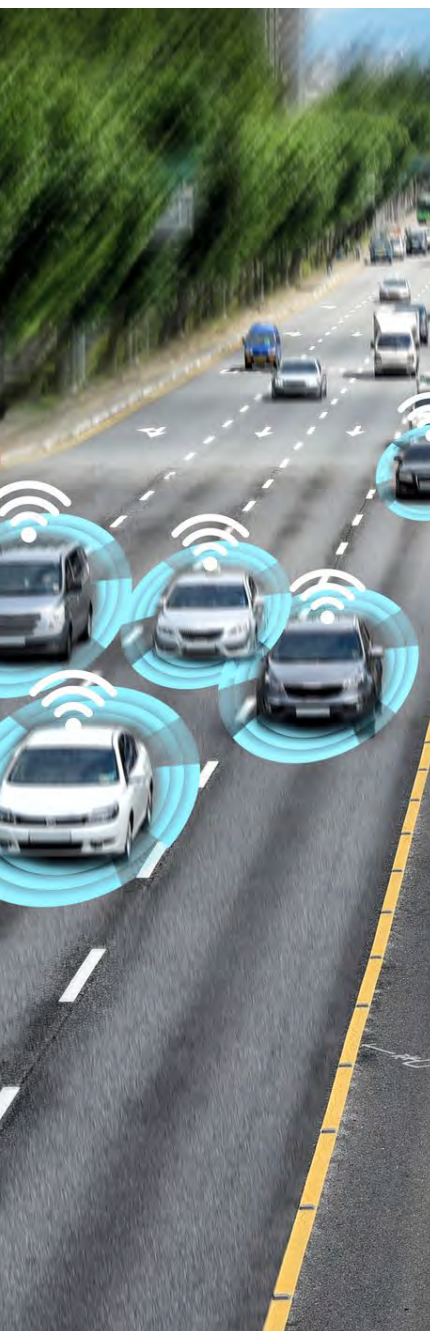
- Work with Borough planners and the Franklin County Planning Department to courage Letterkenny Township, and Hamilton Township to develop and adopt Act 164 airport hazard zoning, either singularly or through a joint effort.

Update Planning Tools to Preserve Future Mobility and Community Character

- Update the Borough's Official Map to reserve land for future public uses, such as the West Chambersburg Boulevard and future I-81 Exit 12. The state Pennsylvania Municipalities Planning Code allows for use of the Official Map as a proactive way to plan for future growth by implementing the elements of the comprehensive plan.

Consider transportation improvements for autonomous vehicles, drones, and unmanned aerial vehicle deliveries.

- Supportive of its sustainability goal previously discussed, the Borough should prepare for the arrival of autonomous vehicle technologies by developing a comprehensive understanding of their opportunities and risks. To do so, the Borough may consider a new guide from the National Association of City Transportation Officials' (NACTO) titled, *Blueprint for Autonomous Urbanism*, that addresses the impact of autonomous technology.
- Consider amendments to the Borough's Zoning Code to include regulations for small wireless technologies including 5G wireless.



Drone used to transport and deliver packages. ▶

◀ Autonomous self-driving mode vehicles with sensor radar signal system and internet sensor connect.





Section 3: Community Profile



Population and Demographics

Exploring the Trends

A community profile provides an overview of community trends, from population and household information to income and employment. To provide local and regional context, the following information includes data on the Borough itself as well as the county and state. Additionally, to investigate demographic and socioeconomic trends within the Borough, data is also presented for the Borough’s wards, which are the geographic divisions used for local government elections. The Borough has five wards generally located in the northern, northeastern, southeastern, southwestern, and western parts of the community.

The data utilized for the Vision 2035 Comprehensive Plan was pulled prior to the release of the 2020 U.S. Census results. Population data has been updated to reflect the 2020 U.S. Census, but complete 2020 Census data was not available (as of Fall 2021) for the other socioeconomic trends explored. For this reason, some variances do appear in data sources and dates.

Population Growth Trends

Originally settled by Benjamin Chambers in 1730, the Borough of Chambersburg was formally laid out in 1764 and incorporated as a Borough in 1803. At the time of incorporation, the Borough was home to approximately 1,304 residents and experienced steady population growth over the next 150 years. The growth trend was disrupted by a decline in population between 1960 and 1980, when the Borough’s population decreased in size by approximately 1,496 residents. Following this 20-year period of decline, the Borough’s population increased by 10.4% between 1980 to 2000. Between 2000 and 2010, the Borough grew by double digits, increasing 13.5% from 20,268 to 21,903. This moderately high population growth paralleled Franklin County, which grew 15.7% during the same timeframe.

Since 2010, Chambersburg has continued to see an increase in population but at a slower pace, growing by 8.1% with an increase of 1,635 residents over the past decade. Recent growth within the Borough has outpaced growth in surrounding communities as well as in Franklin County (4.2%), which grew slower between 2010 and 2020 compared to the previous decade.

Population growth is due in part to Chambersburg’s location in proximity to the Washington-Arlington-Alexandria, DC-VA-MD-WV metropolitan area with easy access due to I-81 as the Borough’s eastern border and lower cost of living compared to locations to the south in Maryland make it attractive for new residents.

Figure 3-1: Borough of Chambersburg Population Growth, 1960-2020

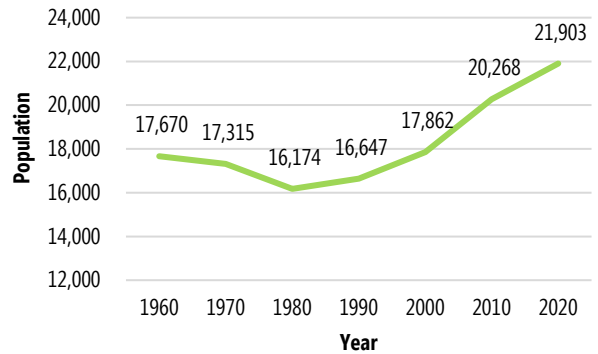


Table 3-1: Borough of Chambersburg Population Growth, 1960-2020

Year	Population	% Growth
1960	17,670	
1970	17,315	-2.0%
1980	16,174	-6.6%
1990	16,647	2.9%
2000	17,862	7.3%
2010	20,268	13.5%
2020	21,903	8.1%

As shown in Figure 3-3, the rate of population growth within the Borough varied across the Borough's wards. The Third Ward experienced the highest rate of growth at 15.3%, adding an estimated 701 residents. The Second and Fourth Wards experienced a more moderate growth at a rate of

6.2% and 5.3%, respectively, in the same timeframe. The Fifth and First Ward experienced lower growth rates at 1.9% and 1.5%, respectively. The variation in population growth rates among the five Wards is in part driven by the distribution of residential land uses and densities throughout the Borough.

Figure 3-2: Wards

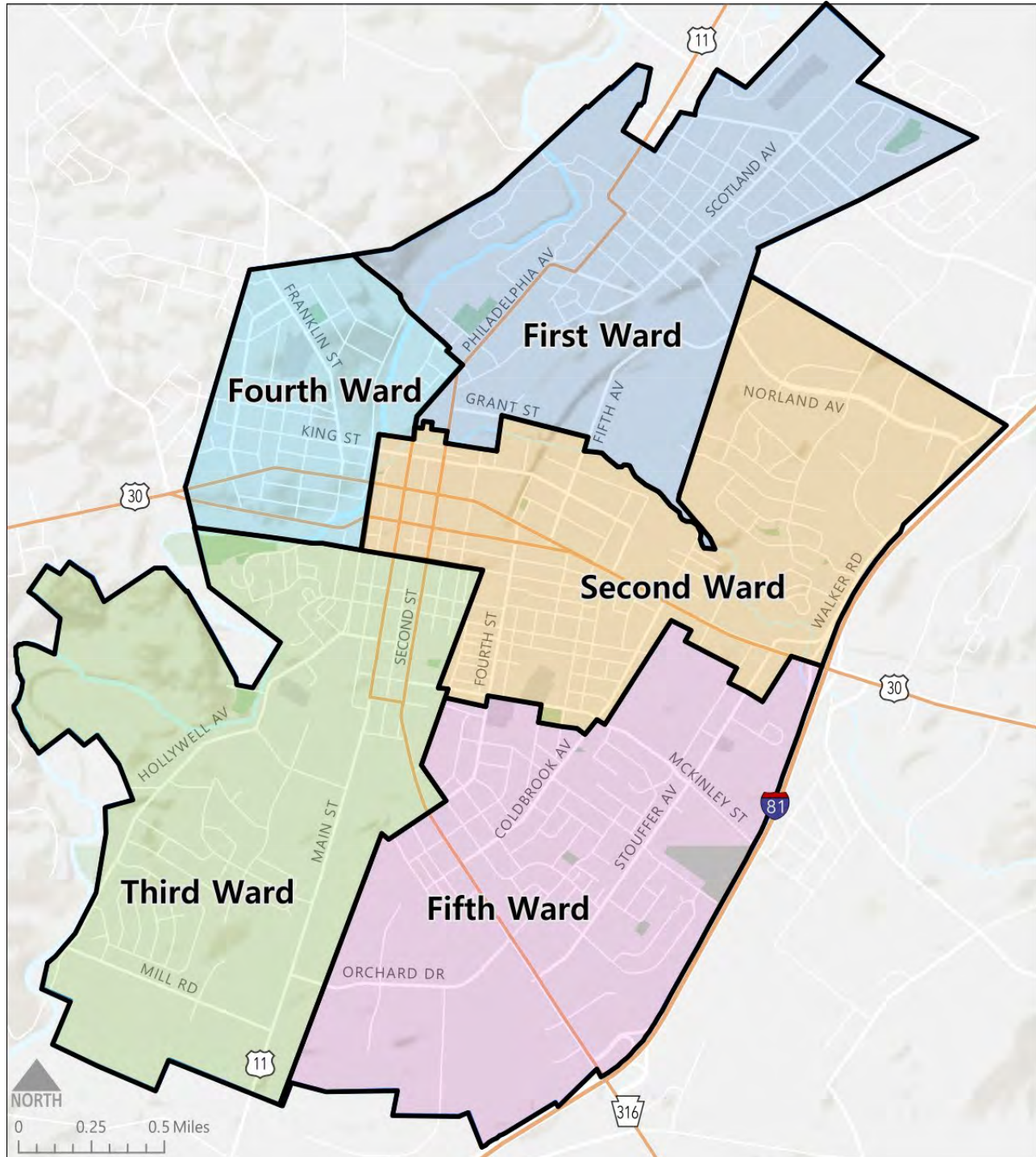
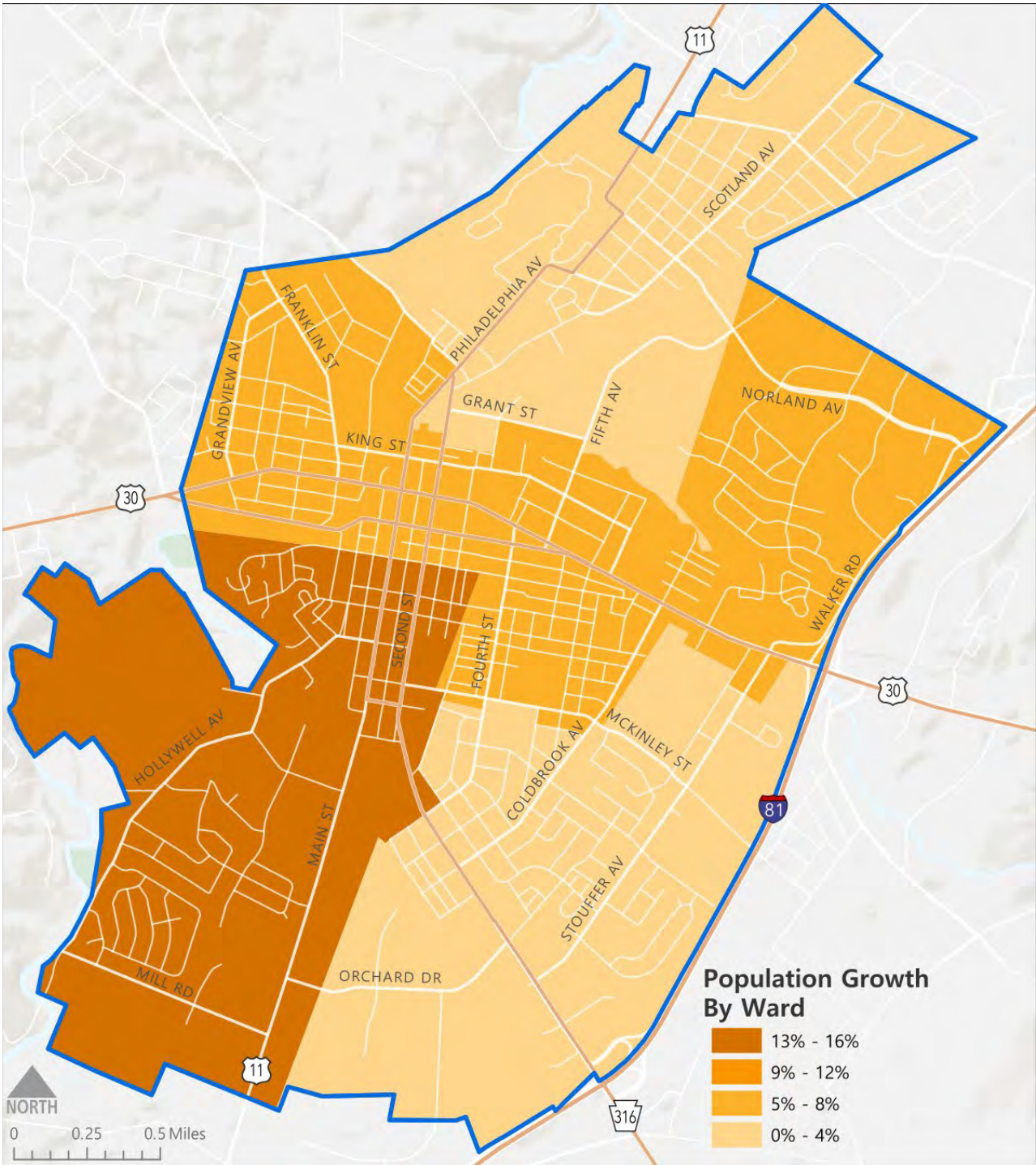


Figure 3-3: Population Change by Borough Ward, 2010-2020



Source: Esri ArcGIS Business Analyst

Households

Households, which consist of all persons living in an occupied housing unit, can be categorized based on relationships and living arrangements. Family households, with or without children, include two or more related persons living together. This could include married couples and other families such as single parent households. Non-family households represent households where a single person is living alone or where unrelated persons are living together in one housing unit.

There are an estimated 8,604 households in the Borough. According to 2019 American Community Survey (ACS) estimates, these households are comprised of 56.2% family households and 43.8% non-family households. In comparison, 69.6% of Franklin County households are family households and 30.4% are non-family households. The higher concentration of non-family households within the Borough is, at least partially, a result of a higher percentage of single-person households, or householders living alone. This is also reflected in the Borough’s average household size, which is smaller than the county and statewide averages.

Table 3-2: Family and Non-Family Households, 2019

	Chambersburg Borough		Franklin County	PA
	Count	Percent	Percent	Percent
Total Households	8,604	-	60,438	5,053,106
Average Household Size	2.34	-	2.51	2.45
Family Households	4,833	56.2%	69.6%	64.0%
Non-family Households	3,771	43.8%	30.4%	36.0%
Households with one or more people under 18 years		28.3%	29.5%	28.1%
Households with one or more people 60 years and over		43.6%	43.8%	42.4%
Householder living alone		37.4%	25.8%	29.7%

Source: ACS 5-Year Estimates 2019; Households and Families

There are also a number of group quarters located within the Borough, which are excluded from household data. These include the Menno Haven retirement community (with 360 residents), the Quarters at the Shook (with 45 total beds), and Wilson College (approximately 400 students living on campus in 2020).

Age Distribution

The median age of a resident living in the Borough of Chambersburg is 38.5 years, which is younger than the median age in both Franklin County (41.7) and Pennsylvania (41.6).

Table 3-3: Age Distribution by Age Cohort, 2020

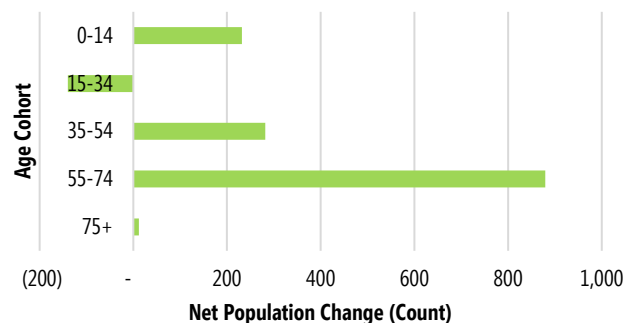
Age Cohort	Chambersburg Borough	Franklin County
Pre-School Age Children (<5)	1,466	6.8%
Grade School Age Children (5-14 yrs)	2,759	12.8%
High School and College-Age (15-24 yrs)	2,543	11.8%
Young Workforce and Grads (25-34 yrs)	2,931	13.6%
Early Stage Families (35-44 yrs)	2,780	12.9%
Late-Stage Families (45-54 yrs)	2,285	10.6%
Young Empty Nesters (55-64 yrs)	2,457	11.4%
Older Empty Nesters (65-74 yrs)	2,091	9.7%
Mostly Retired (>74 yrs)	2,242	10.4%

Source: Esri ArcGIS Business Analyst, 2020

While Chambersburg’s population as a whole is younger than Franklin County and the state, the population in the Borough’s older age cohorts is growing. The Borough’s population change by age cohort between 2010 and 2020 shows the older age cohorts are growing at a faster pace than younger cohorts, as shown in Figure .

These types of age distribution trends are occurring across the country as the Baby Boomer generation is reaching retirement age. It suggests a potential need to further examine housing availability and preferences to meet the future needs of older citizens. In addition, the loss of individuals aged 15-34 suggests the need to evaluate why younger adults are migrating out of the Borough, and what tools the Borough can employ to help retain young adults.

Figure 3-4: Net Population Change by Age, 2010-2020



Race and Ethnicity

The U.S. Census Bureau collects data on the self-identification by people according to the race or races with which they most closely identify. Based on this data and according to 2020 estimates, 71.1% of the Borough’s residents identify as White alone, 10.5% identify as Black alone, and 1.6% identify as Asian alone. Additionally, 11.9% identify as some other race alone and another 4.8% identify as two or more races. In total, 21.8% of Borough residents identify themselves as Hispanic and 13.2% of households speak Spanish at home.

Further, during the last decade, racial and ethnic diversity within the Borough has increased, a trend that is projected to continue through 2025. In the 2000 Census, the Borough’s White Alone population was recorded at 85.6% of the population. Over the past 20 years, the population has continued to diversify. Based on 2025 projections, approximately one-quarter of the Chambersburg population will be of Hispanic origin in 2025, and nearly one-third of the population will identify as non-White.

Table 3-4: Population by Race and Ethnicity, 2020

	White Alone	Black Alone	Asian Alone	Some Other Race Alone	Two or More Races	Hispanic Origin
Chambersburg Borough	71.1%	10.5%	1.6%	11.9%	4.8%	21.8%
Franklin County	89.5%	3.8%	1.1%	3.1%	2.5%	6.4%
Pennsylvania	78.5%	11.4%	3.8%	3.7%	2.5%	8.2%

Source: Esri ArcGIS Business Analyst, 2021

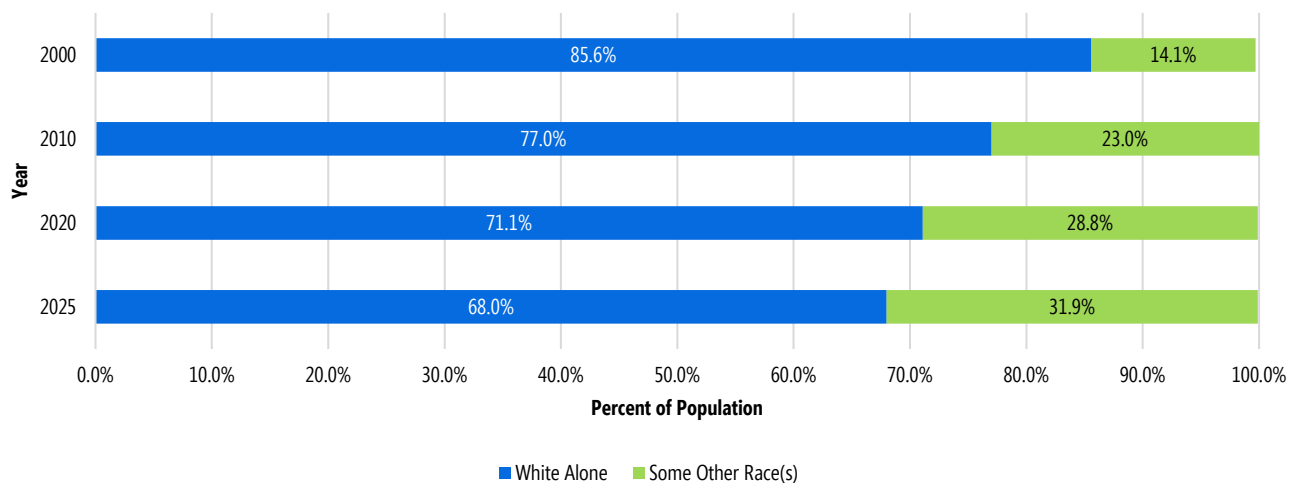
Table 3-5: Borough of Chambersburg Change in Population by Race and Ethnicity, 2020

	White Alone	Black Alone	Asian Alone	Some Other Race Alone	Two or More Races	Hispanic Origin
2000	85.6%	8.1%	-	3.4%	2.6%	5.9%
2010	77.0%	9.2%	1.4%	8.5%	3.9%	15.7%
2020	71.1%	10.5%	1.6%	11.9%	4.8%	21.8%
2025	68.0%	11.1%	1.8%	13.6%	5.4%	25.4%

Source: Esri ArcGIS Business Analyst, 2021

*2000 Decennial Census (DEC Summary File 4 Demographic Profile)

Figure 3-5: Borough of Chambersburg Change in Population by Race and Ethnicity, 2000-2020



Source: Esri ArcGIS Business Analyst, 2020

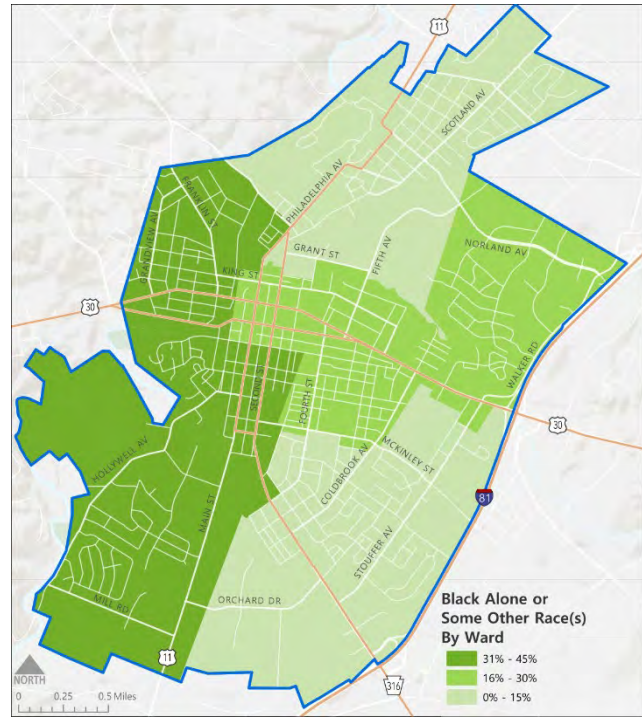
*2000 Decennial Census (DEC Summary File 4 Demographic Profile)

Within the Borough, racial diversity varies by Ward. In the First and Fifth Wards, the majority of the population identify as White alone, an estimated 88.6% and 84.7% of residents, respectively. The population of the Second Ward is slightly more diverse, with approximately three-quarters of the population identifying as White alone. The Borough’s Third and Fourth Wards are the most diverse areas of the Chambersburg community, with 15.1% and 12.9% of residents identifying as Black alone, respectively and a total of 39.2% and 39.0% of Ward residents identify as Non-White.

In addition to race and ethnicity, another indicator of a community’s diversity are the languages spoken by its residents. Residents of the Chambersburg community have a larger concentration of households that speak languages other than English at home (17.0%) as compared to surrounding municipalities and the County (7.3%). Most notable is the comparatively large percentage of Spanish-speaking households; 13.2% all of all Borough households speak Spanish at home, or 1,135 households.

According to U.S. Census Bureau 2019 estimates, Chambersburg is home to nearly half (45.8%) of all Spanish-speaking households in Franklin County. In addition to Spanish, 2.7% of households in the Borough speak other Indo-European languages at home, 0.5% speak Asian and Pacific Island languages, and another 0.6% speak some other language. While this indicates a diversity of languages spoken by Borough households, 2019 estimates indicate that only 6.6% of households identify as limited-English speaking households, or 565. The majority of limited-English speaking households speak Spanish at home (521 households).

Figure 1-6: Borough of Chambersburg Racial Diversity, 2020



Esri ArcGIS Business Analyst, 2021

Table 3-6: Languages Spoken by Household, 2019

	Chambersburg Borough		Franklin County	
All Households	8,604		60,438	
Spanish	1,136	13.2%	2,482	4.1%
Other Indo-European	236	2.7%	1,398	2.3%
Asian & Pacific Island	47	0.5%	417	0.7%
Other languages	52	0.6%	105	0.2%
Limited English-Speaking Households	565	6.6%	931	1.5%
Spanish	521	45.9%	693	27.9%
Other Indo-European	44	18.6%	157	11.2%
Asian & Pacific Island	0	0.0%	81	19.4%
Other languages	0	0	0	0

ACS 2019 - Languages Spoken at Home (S1601); Limited English-Speaking Households (S1602)

Housing Tenure

Based on 2020 estimates, there are 8,709 housing units in the Borough of Chambersburg. Of these, an estimated 38.2% are owner-occupied, 52.5% are renter-occupied, and 9.3% are vacant. In terms of vacancy, the Borough’s vacancy trends are consistent with surrounding municipalities and slightly lower than the statewide residential vacancy rate of 10.3%.

As shown in Table 3-7, the Borough has a higher proportion of renter-occupied households than the County and Pennsylvania. This trend was identified as a concern of local citizens, vocalized throughout the public engagement process for Vision 2035. At 52.5% renter-occupied, the Borough’s housing tenure aligns more closely with urban communities than the county and state. For example, 2019 renter-occupied housing rates are similar in the following South Central Pennsylvania and northern Maryland urban communities:

- City of Harrisburg: 64.4%
- Borough of Carlisle: 55.1%
- Borough of Gettysburg: 67.0%
- Borough of Shippensburg: 56.7%
- City of Hagerstown, MD: 58.4%

The 2020 data indicates that renter-occupied housing is trending upward as owner-occupied housing trends downward. In 2010, 44.4% of the Borough’s housing was owner-occupied, or 4,034 units. In 2020, owner-occupied units decreased to 38.2% of housing, or 3,669 units, despite the addition of 520 housing units added to the market over the 10-year period. This shift to renter-occupied housing is not unique to the Borough; both the County and Commonwealth have experienced similar trends as has the nation. U.S.

Census cites changes in household preferences, where the Millennial generation is delaying marriage and homeownership. At the same time, the Baby Boomer generation is beginning to downsize to smaller properties and senior living communities.

Table 3-7: Housing Tenure, 2020

	Chambersburg Borough	Franklin County	PA
Owner-Occupied	38.2%	62.7%	60.6%
Renter-Occupied	52.5%	28.7%	29.0%
Vacant	9.3%	8.6%	10.4%

Esri ArcGIS Business Analyst, 2020

By ward, the following observations summarize housing tenure within the Borough:

- As indicated in Table 3-8, the Fourth Ward has the Borough’s highest vacancy rate at 13.6%, according to 2020 estimates. This indicates higher residential vacancy surrounding the downtown area, where aging buildings may require investment or redevelopment.
- The homeownership rate varies by Ward but is generally between 30% to 45% with the exception of the Fifth Ward, where 48.8% of dwellings are owner-occupied. A higher median household income in this corresponds with its higher rate of homeownership.
- The First and Fourth Wards have the largest percentage of renter-occupied housing, with an estimated 57.1% and 56.9% of dwellings occupied by renters in 2020, respectively. Both Wards are home to larger multi-family housing developments that influence the higher percentage of renter-occupied units.

Table 3-8: Housing Tenure by Borough Ward, 2020

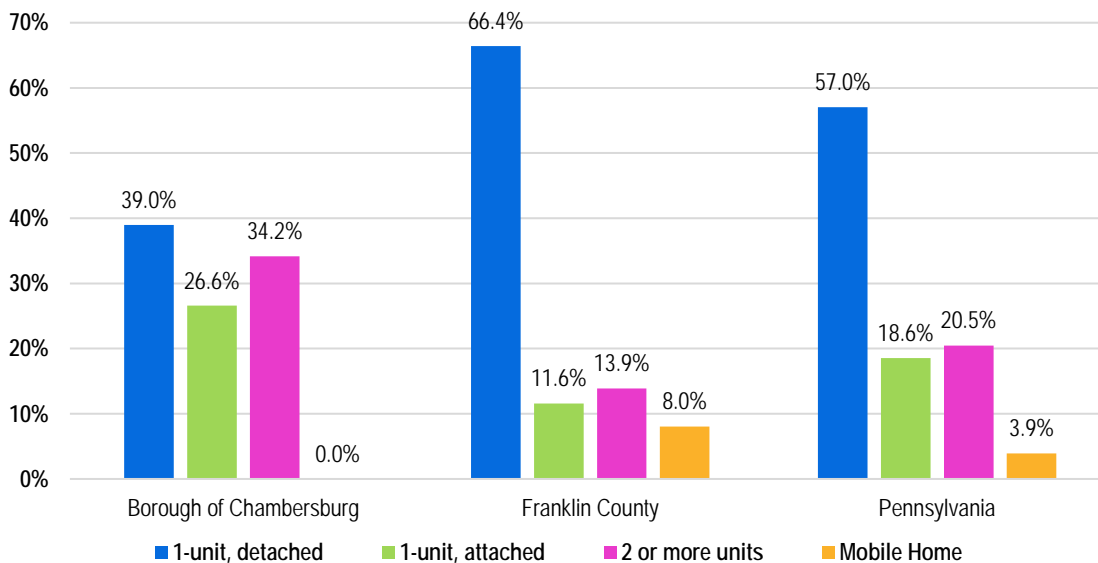
2020 Housing Tenure	First Ward	Second Ward	Third Ward	Fourth Ward	Fifth Ward
Owner-Occupied	33.4%	43.7%	35.2%	29.5%	48.8%
Renter-Occupied	57.1%	47.9%	55.4%	56.9%	44.7%
Vacant	9.5%	8.3%	9.4%	13.6%	6.4%

Source: Esri ArcGIS Business Analyst, 2020

Housing Type

According to 2019 estimates, Chambersburg’s housing inventory included 9,242 housing units. Based on these estimates, the majority of the Borough’s housing units (65.6%) are single-family homes with 39.0% of all housing in 1-unit detached homes and 26.6% in 1-unit attached homes, such as duplexes. Typically, more urbanized areas that are fully developed have higher residential density and higher proportions of attached dwellings compared to more rural areas. As compared to Pennsylvania and Franklin County, the Borough has a higher percentage of attached dwellings and multi-unit dwellings, with a lower percentage of detached dwellings. Overall, within the Borough, there is a more even distribution of dwelling units by housing type, indicating more diverse opportunities in housing choices.

Figure 3-7: Housing Type, 2019



Source: U.S. Census Bureau American Community Survey (ACS), 2019

Housing Units by Year Built

As a historic community, 49.6% of the Borough’s housing stock was constructed before 1950 and an additional 47.3% was constructed between 1960 and 2000. Within the past two decades, or since 2000, the rate of new housing construction has slowed. The Borough is largely developed with more limited availability of vacant land for new housing construction than in neighboring communities.

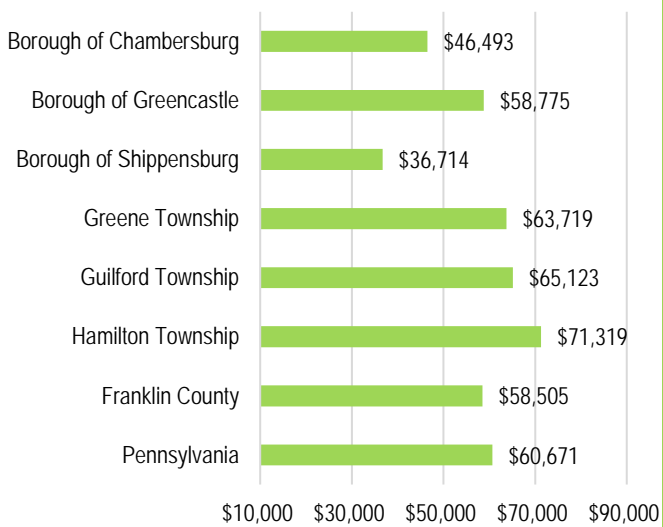
Redevelopment within the Borough may present more viable opportunities for new housing development. Most newer housing in Chambersburg is in the First, Second, and Third Wards, whereas the Borough’s older suburban neighborhoods (c 1970s) are located in the Fifth Ward. The Third Ward contains some recently constructed single-family detached dwellings, as well as the Borough’s largest development of affordable housing, which was built in the 1960s and is currently owned by the Franklin County Housing Authority. The community includes 146 family units, in addition to 99 units for elderly and people with disabilities.

Income and Employment

Median Household Income

The median household income in the Borough of Chambersburg is \$46,493, according to 2020 estimates, and is projected to increase to \$47,829 by 2025. The Borough’s median household income is lower than the County and statewide medians as well as all surrounding municipalities, except for the Borough of Shippensburg.

Figure 3-8: Median Household Income, 2020



Source: Esri ArcGIS Business Analyst, 2020

Median household income by ward ranges from approximately \$35,000 to \$53,000. Chambersburg’s Third and Fourth Wards have the lowest median household income at \$38,149 and \$35,997, respectively.

Table 3-9: Median Household Income by Ward, 2020 and 2025

Ward	2020	2025
First Ward	\$51,430	\$52,533
Second Ward	\$53,576	\$54,531
Third Ward	\$38,149	\$38,496
Fourth Ward	\$35,997	\$36,992
Fifth Ward	\$51,801	\$52,593

Source: Esri ArcGIS Business Analyst

Poverty Rate and Family Median Income

Based on U.S. Census 2019 data, 13.1%, or 2,624 individuals, live below the poverty level in the Borough. In comparison, the county and state poverty rate are 9.3% and 12.4%, respectively.

The U.S. Department of Housing and Urban Development (HUD) sets Family Median Incomes (FMI) for communities, which serve as an Income Limit eligibility criterion for HUD housing programs. Franklin County falls under the FY 2021 Income Limits for the Chambersburg-Waynesboro, PA MSA and has an FY 2021 FMI of \$73,200. For a family of four, the following is defined:

- Extremely Low Income: \$26,500
- Very Low Income (50% of FMI): \$37,200
- Low Income (80% of FMI): \$59,550

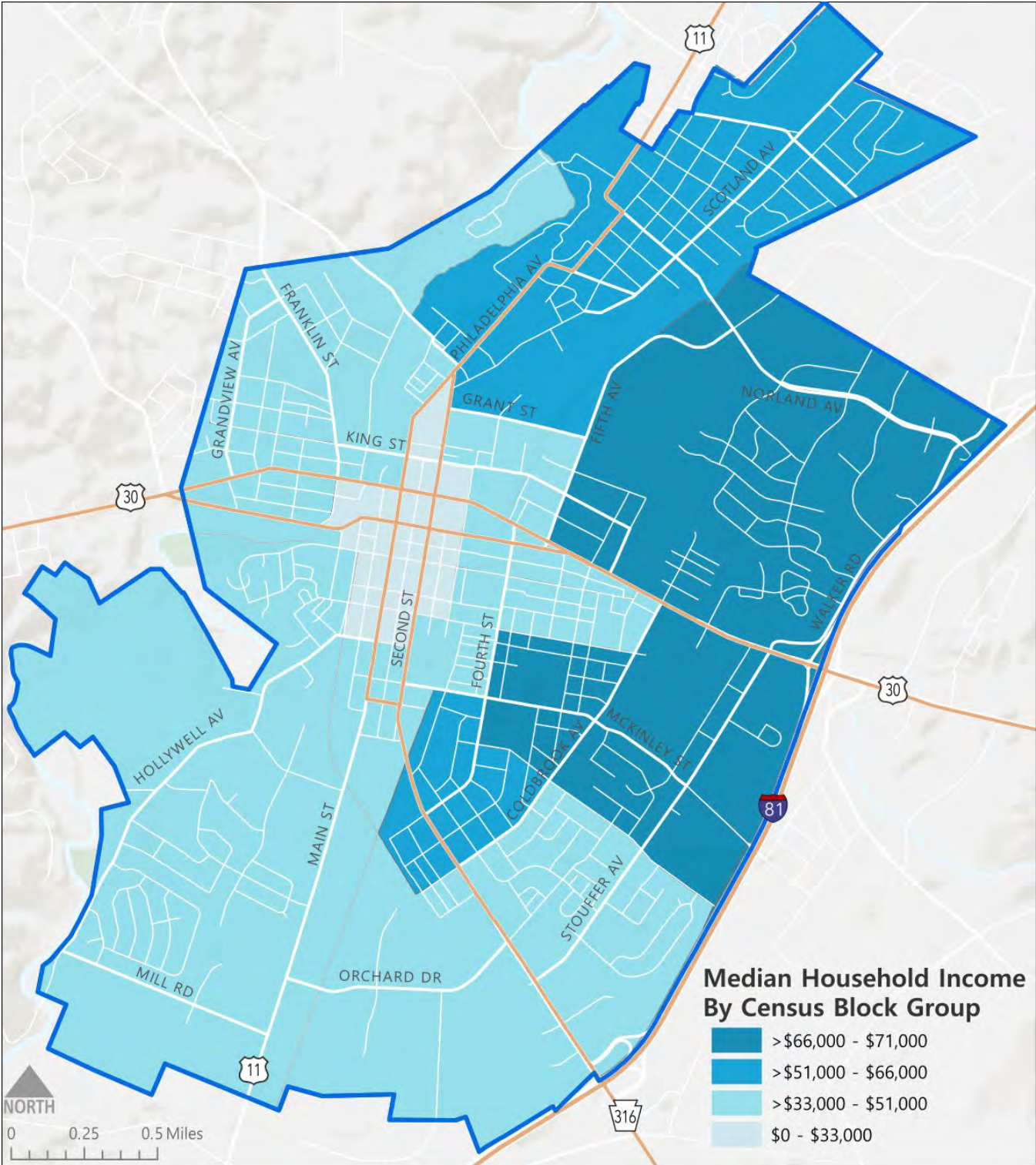
Based on household income data, more than 50% of households in the Borough are considered low-income, with approximately 21.1% of households considered extremely low income.

Table 3-10: Household Income, 2019

Households	8,604
Less than \$10,000	4.7%
\$10,000 to \$14,999	6.0%
\$15,000 to \$24,999	10.4%
\$25,000 to \$34,999	14.7%
\$35,000 to \$49,999	15.3%
\$50,000 to \$74,999	18.6%
\$75,000 to \$99,999	15.8%
\$100,000 to \$149,999	8.0%
\$150,000 to \$199,999	4.0%
\$200,000 or more	2.6%

Source: U.S. Census Bureau American Community Survey (ACS), 2019

Figure 3-9: Median Household Income by Census Block Group



Employment by Industry

Based on 2020 data from the U.S. Census Bureau, there are 56,583 jobs located within Franklin County. The top employing sector is Health Care and Social Assistance with 9,521 employees, or 16.8% of total County employment. In the Borough, facilities such as the WellSpan Chambersburg Hospital and several other medical and social service organizations are primarily located along Route 30/Lincoln Way. Manufacturing is the second top industry sector by employment with 9,142 employees across the county. Together, these two industries comprise nearly one-third of total county employment. Between 2010 and 2020, the Health Care and Social Assistance and Manufacturing industries also experienced among the largest net growth of any industry, behind only Transportation and Warehousing, which grew by 1,771 jobs.

The education industry experienced the largest decline in employment at -542 jobs between 2010-2020.

Table 3-11: Employment by Industry, 2000-2020

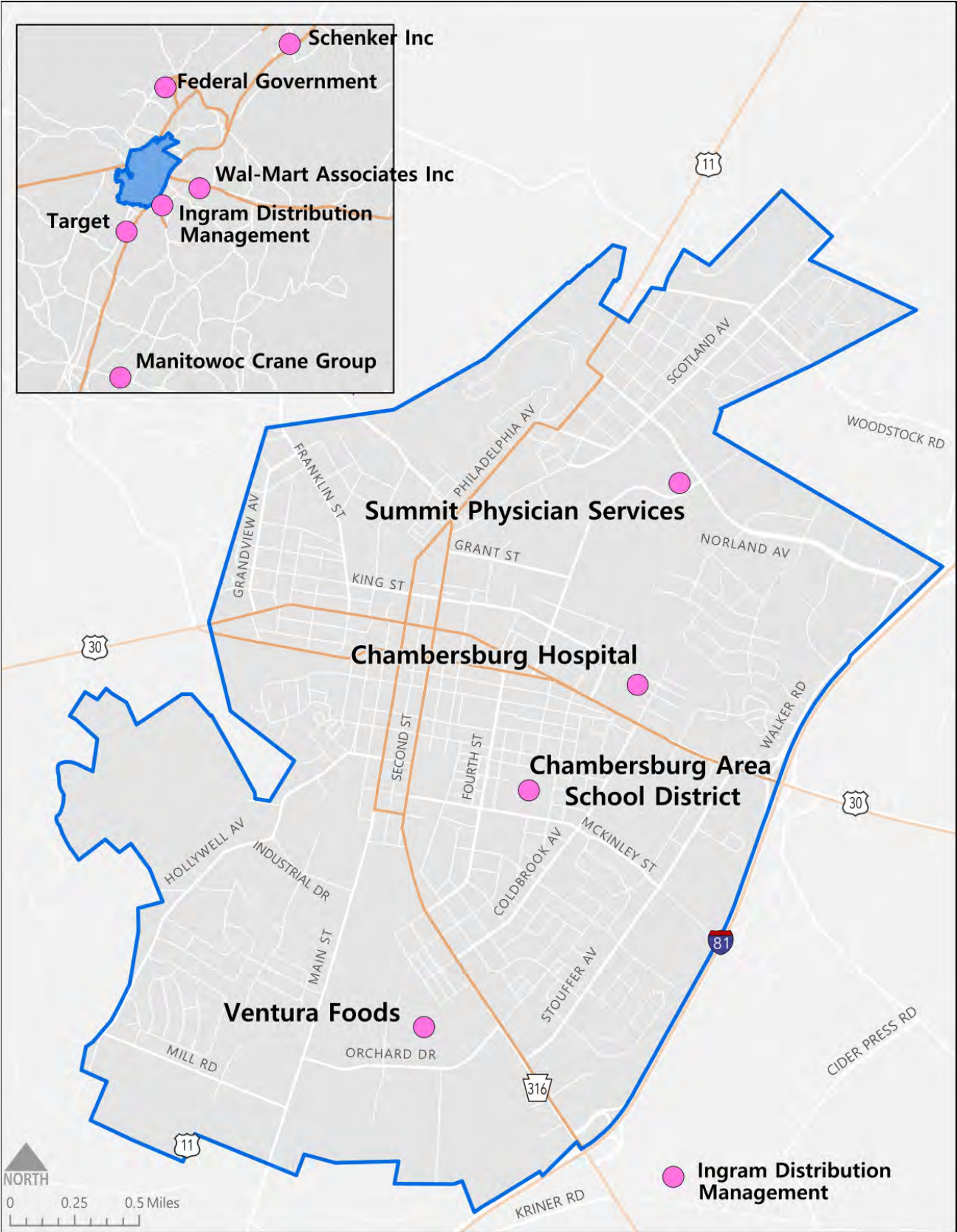
Employment Industry	2000	2010	2020	Percent Change 2010 - 2020	Net Change 2010 - 2020
Health Care and Social Assistance	5,690	8,425	9,521	13.0%	1,096
Manufacturing	12,958	7,884	9,142	16.0%	1,258
Transportation and Warehousing	2,268	4,954	6,725	35.7%	1,771
Retail Trade	5,711	5,993	6,376	6.4%	383
Accommodation and Food Services	3,483	3,619	4,293	18.6%	674
Admin. & Support, Waste Mgmt., and Remediation Services	1,027	2,663	3,566	33.9%	903
Educational Services	3,294	4,057	3,515	-13.4%	(542)
Construction	2,044	1,904	2,261	18.8%	357
Other Services (except Public Administration)	1,651	1,787	2,094	17.2%	307
Professional, Scientific, and Technical Services	945	1,889	1,856	-1.7%	(33)
Public Administration	1,482	1,234	1,443	16.9%	209
Wholesale Trade	1,631	1,541	1,393	-9.6%	(148)
Arts, Entertainment, and Recreation	317	1,298	1,048	-19.3%	(250)
Finance and Insurance	1,117	1,139	1,017	-10.7%	(122)
Agriculture, Forestry, Fishing and Hunting	737	525	940	79.0%	415
Management of Companies and Enterprises	348	210	439	109.0%	229
Real Estate and Rental and Leasing	296	255	346	35.7%	91
Information	649	647	303	-53.2%	(344)
Utilities	123	176	179	1.7%	3
Mining, Quarrying, and Oil and Gas Extraction	155	69	126	82.6%	57
Total	45,926	50,269	56,583	3.8%	6,314

Source: Census LED Employment Dynamics

Major Employers

The Borough of Chambersburg is home to four of Franklin County's top ten employers. The Wellspan Chambersburg Hospital employs the second largest number of employees in the County and provides a diverse array of medical services from its locations in northeast Chambersburg. The Chambersburg Area School district employs the third largest number of workers in the County and serves all students within the Borough and adjacent townships and boroughs. Summit Physician Services, an affiliate of WellSpan Health, is located in the WellSpan Health Campus at the Patrick O'Donnell Pavilion and is the sixth largest employer in the County. Finally, the Borough is home to Ventura Foods LLC, which is the ninth largest employer and manufactures and distributes condiments, dressings, and sauces at its factory location at 1501 Orchard Drive.

Figure 3-10: Major Employers in Chambersburg



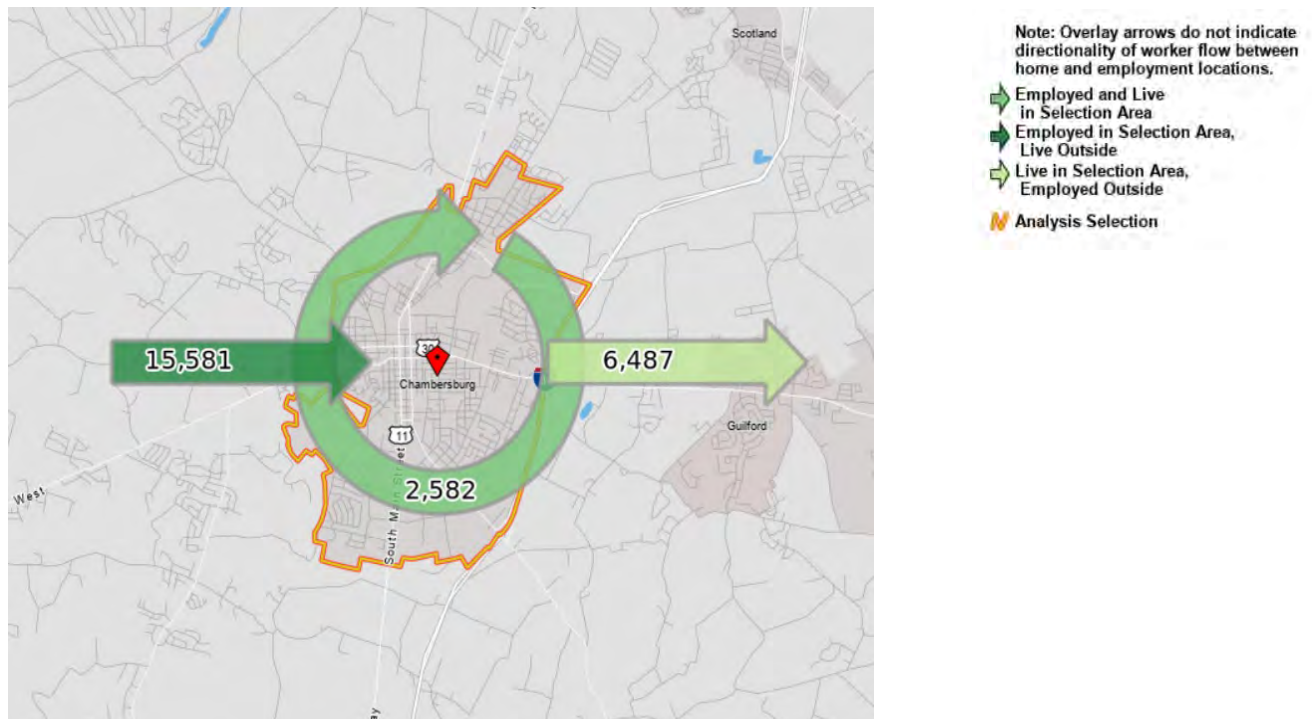
Source: PA Department of Labor and Industry

Commuting Patterns

The U.S. Census Bureau provides data on inflow and outflow of labor within defined geographies. This type of data shows the number of non-resident workers employed within the Borough (inflow) and how many resident workers are employed outside of the Borough (outflow). Interior flow refers to residents that both live and work in the same Borough.

Based on 2018 data, there are an estimated 18,163 primary jobs located within the Borough. Of these jobs, 15,581, or 85.8%, are filled by workers living outside of the Borough while only 2,582, or 14.2%, are filled by Borough residents. An estimated 6,487 residents that live in the Borough commute outside of the Borough to work. Figure 3-11 provides a visual representation of the labor inflow/outflow in Chambersburg. Overall, the Borough is a net importer of jobs and serves as an important employment hub for Franklin County.

Figure 3-11: Inflow/Outflow Report, 2018



Source: U.S. Census Bureau On the Map

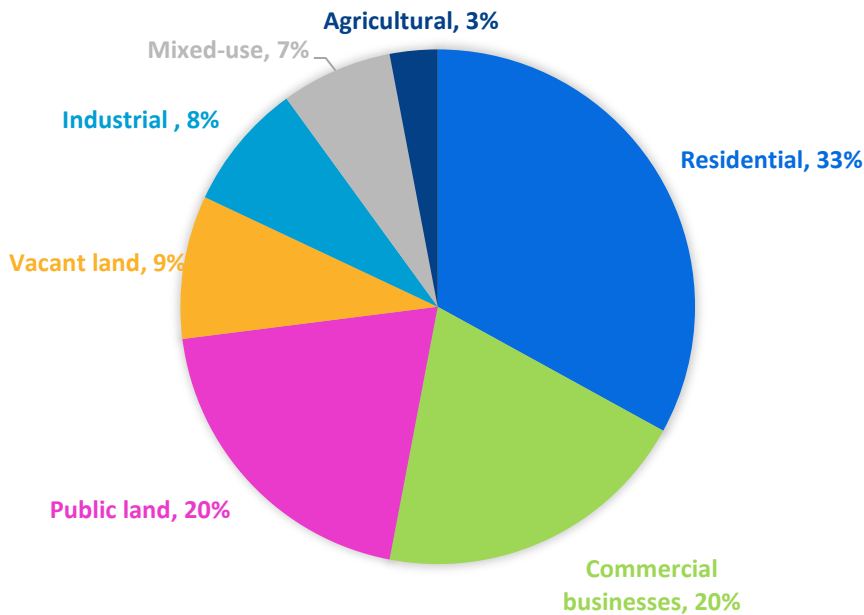
Land Use and Zoning

Land Use

Land use refers to the physical use of land in a given area, which are classified based on the types and intensities of the uses. Traditional land use classifications are often defined through broad categories such as agriculture and open space, residential, commercial, and industrial. These categories are often further defined based on their levels of density and intensity.

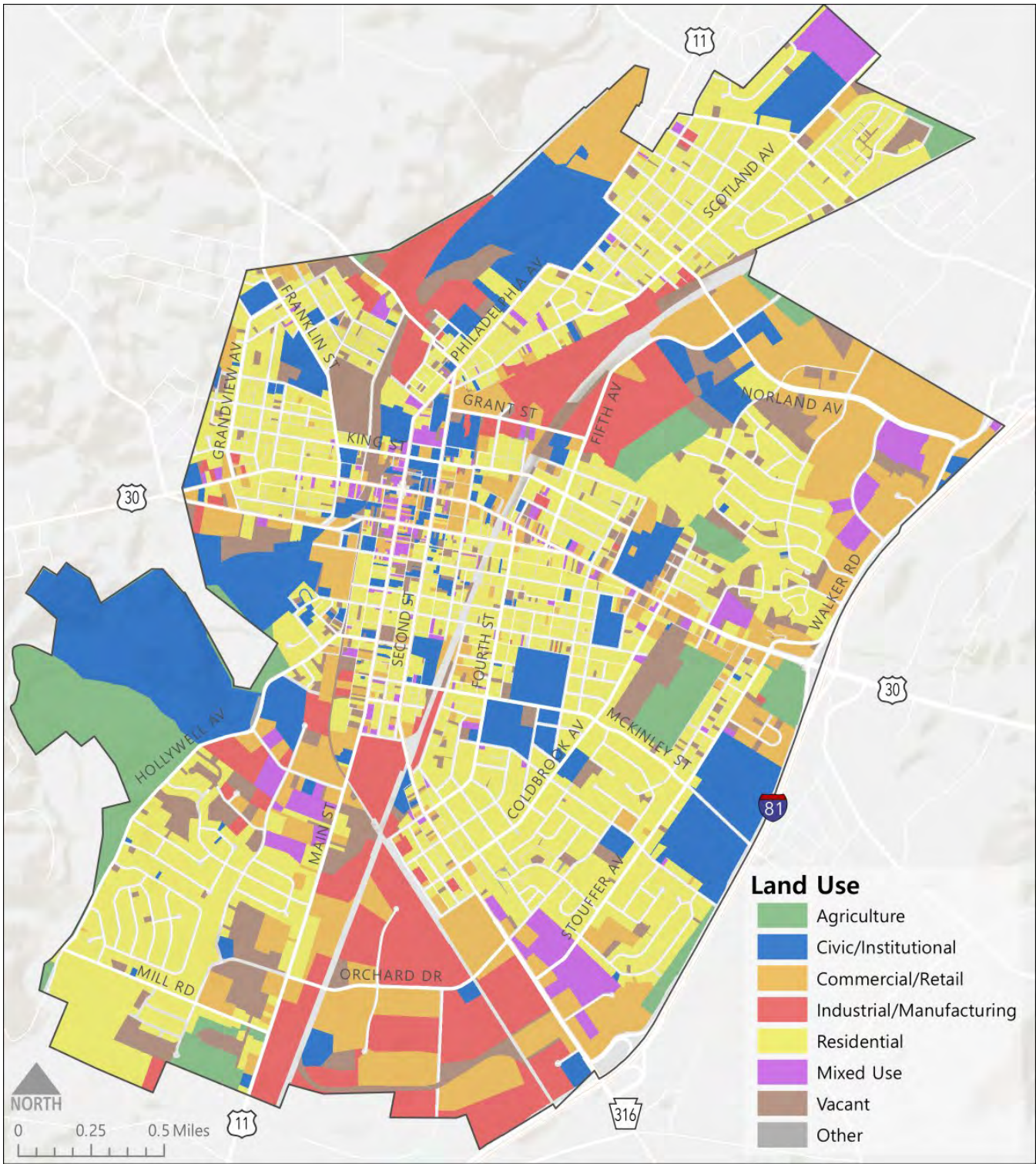
The Borough’s GIS Department sources its land use data through the Franklin County GIS and Tax Assessment Departments. Based on current 2020 data, the Borough’s predominant land use is residential, which comprises 33% of the Borough’s total land area. Figures 3-12 and 3-13 illustrates the Borough’s existing land use patterns.

Figure 3-12: Existing Land Use Distribution



As a historic community located at a strategic location within the Cumberland Valley, years of growth have left the Borough of Chambersburg with approximately 26 acres of undeveloped land in the Fifth Ward, which represents the only remaining developable land in the Borough.

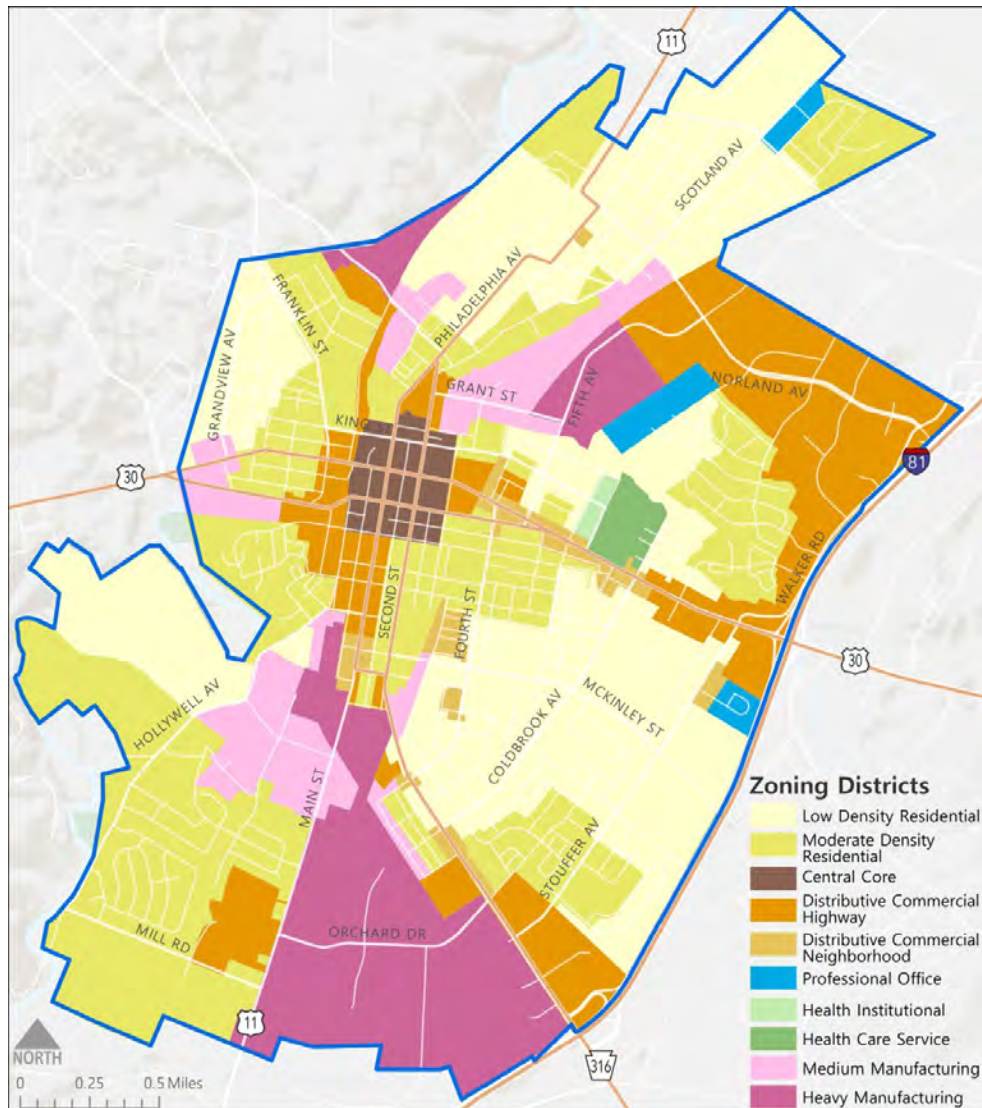
Figure 3-13: Existing Land Use



Zoning

The Chambersburg Zoning Map illustrates the current zoning (adopted in 2015) of the Borough, which is comprised of ten zoning districts. The current zoning has its foundation in the Borough’s first zoning ordinance, which was adopted on May 26th, 1982. Under the current zoning ordinance, the Borough is predominantly Low- and Moderate-Density Residential districts, which reflects that residential is the predominant land use in the Borough. The distribution of residential zoning districts throughout the Borough largely mirrors land use patterns. At the center of the Borough, Moderate-Density Residential and Distributive Commercial Highway zones surround the Central Core zone, which represents Chambersburg’s vibrant downtown that allows for retail, commercial, and residential uses. Other notable portions of the Distributed Commercial Highway and the Distributed Commercial Neighborhood zones are located in the northeast of the Borough and along Queen Street and Fifth Avenue. The Borough’s Heavy Manufacturing and Medium Manufacturing districts, comprised of the Borough’s industrial uses, are predominantly located to the south in the Fifth Ward. The Borough’s Health Care Service and Health Institutional zoning district are located exclusively at the WellSpan Chambersburg Hospital on Lincoln Way East, while Professional Office districts are located at three small area in the First, Second, and Third Wards.

Figure 3-14: Zoning



Borough Services

Unique to the Borough of Chambersburg, the Borough owns and operates its own utility systems, including electric water, and natural gas in addition to the more common municipal services of sewer, sanitation, and storm sewer.

In Pennsylvania, Chambersburg is in fact the only municipality supplying both electric and natural gas utilities.

- Chambersburg is one of just 35 Boroughs to operate a municipal non-profit electric utility and the electric utility is the largest municipal electric utility in the State, twice as large as the second largest, Ephrata, Lancaster County; and the only one to operate generation stations.
- Chambersburg is one of two municipalities in Pennsylvania to operate a natural gas utility, the second is Philadelphia.
- Nationally, Chambersburg is one of 2,000 communities to have its own electric system, one of 800 communities to have a natural gas system, and one of about 50 to operate both.
- Chambersburg manages a regional water system, a regional sanitary sewer system (not through an independent Authority), and a storm sewer utility; one of the first storm sewer utilities to form under the new Federal mandate to regulate stormwater.

Chambersburg offers its residents and businesses electric, water, sanitary sewer, natural gas, sanitation, and storm sewer services at an affordable cost with minimal cost increases in recent year.

Table 3-12: Borough of Chambersburg Utility Rates, 2018-2020

Utility	2018 Cost	2019 Cost	2020 Cost	2018-2020 Net Change
Electric	\$100.90 per month	\$100.90 per month	\$98.90 per month	\$2.00 less
Water	\$15.75 per month	\$16.50 per month	\$17.25 per month	\$0.75 more
Sewer	\$29.50 per month	\$29.50 per month	\$29.50 per month	No Change
Gas	\$631 per year	\$631 per year	\$631 per year	No Change
Sanitation	\$18.75 per month	\$18.75 per month	\$20.81 per month	\$2.06 more
Storm Sewer	\$4 per month	\$4 per month	\$5 per month *	\$1 in July 2020

* The Storm Sewer Fee changed in July 2020 to a Per ERU fee. This resulted in \$1 more per month for single family residential customers.
 Source: Chambersburg Budget (2020) <http://chambersburgpa.gov/pdf/2020ApprovedBudget121619.pdf>.

In addition to utilities and Borough Administration services include Police, Fire/EMS, Public Works, Land Use & Community Development, Engineering, and Recreation Department.

Chambersburg’s 2022 budget reports that the Borough had the largest operating budget of any Borough in the Commonwealth of Pennsylvania in 2019 (the most recent year reported) and Chambersburg had the 14th largest budget of Pennsylvania municipalities. The 2022 budget included no tax increases with only minor fee changes proposed.

Additional 2022 budget highlights include:

- The Borough’s 2022 all funds budget is \$129,721,991, which represents a 17% increase in budget size compared to 2021 (\$110 million), due to American Rescue Plan and the Police Station Bond. The 2022 operating budget is \$108,622,527, and the general fund budget is \$17,928,830.
- The total Borough tax burden on a typical home is relatively small. Only 17¢ of every \$1 paid in real estate taxes will go to the Borough of Chambersburg. The balance, 83¢, will go to support the school district, the county, and the library system. In fact, 66¢ of every dollar goes to the Chambersburg Area School District.

Transportation

The Borough of Chambersburg's transportation system includes a developed network of roadways, bridges, sidewalks, and paths, that provide mobility to its residents, businesses, and visitors. The following section explores current transportation conditions and suggested areas of improvement to create a more accessible and safer network.

Roadway Network

Chambersburg's transportation system is anchored by its highway and roadway network, which includes 78 linear miles of roadway. I-81 skirts the Borough's eastern boundary and connects the greater community to the metropolitan areas of Harrisburg to the north and Hagerstown, Maryland to the south. As the area's most strategic and busiest roadway, I-81 experiences Annual Average Daily Traffic (AADT) volumes ranging from 44,000 to 58,000,² with the highest volumes occurring adjacent to the Norland Road interchange (Exit 17). The highway provides inter-state mobility and serves as a local route connecting area residents and workers to commercial and employment destinations. There are three interchanges along I-81 that directly serve the Borough, and a fourth is planned just outside of the Borough in Guilford Township at Guilford Springs Road (mile marker 12). Construction is slated to begin in 2023.

The Interstate has developed in recent years as a critical freight corridor with the development of warehousing and distribution centers clustering around the Interstate's interchanges. In 2020, 95% of Franklin County's freight tonnage was exported by truck while 68% of imports arrived by truck, with the remaining arriving by rail. These rates underscore the importance of roadways to Franklin County and the Borough of Chambersburg's economy.

Two major principal arterials within the Borough include US 11 and US 30. US 11, known locally as Philadelphia Avenue/Main Street, parallels I-81 with traffic volumes ranging from 8,100 to 11,000. US 30 (the Lincoln Highway) traverses the Borough in an east/west orientation, with traffic volumes ranging between 7,500 and 18,000. The roadway connects Chambersburg to McConnellsburg to the west, and Gettysburg to the east. Figure 3-16 highlights traffic volumes on the Borough's primary roadways.

Other state roadways important to the Borough's transportation system include PA 316, a commercial corridor which traverses the Borough for two miles and is also known as Wayne Avenue/2nd Street. There are several other lower-order state routes providing mobility throughout the Borough, including SR1002 (Scotland Avenue), SR1004 (Scotland Avenue/College Ave), SR1011 (Walker Road), SR4010 (Commerce Street), and SR4015 (Franklin Street).

The Borough also has several locally-owned roadways that are part of the Federal-Aid System. As such, these roadways are eligible for Federal dollars and constitute the Borough's most strategic roadways. The roadways and their limits are depicted in Table 3-13.

² AADT values are from 2020 and may be lower due to the COVID-19 Pandemic.

Figure 3-15: Transportation System

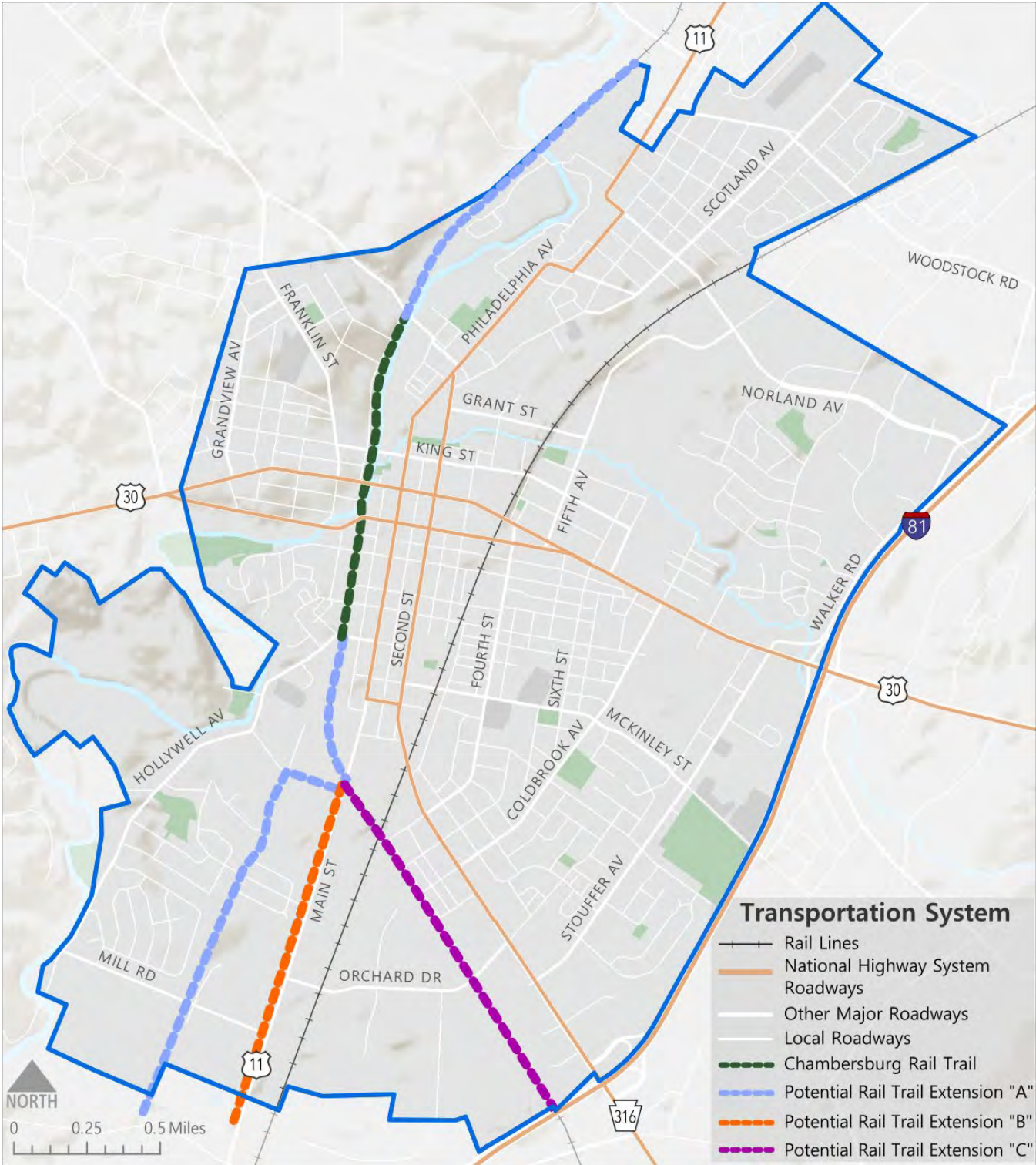
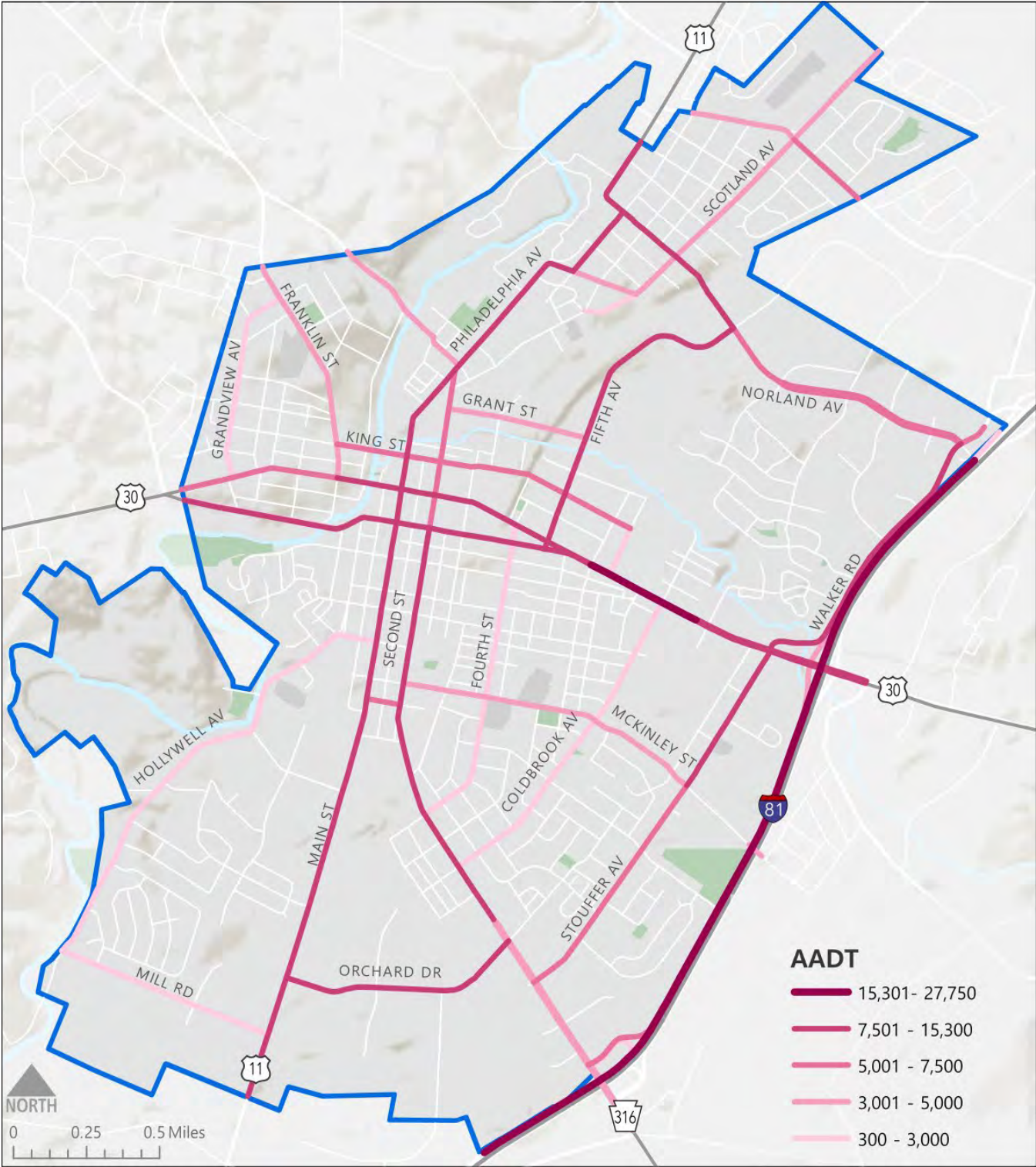


Figure 3-16: Annual Average Daily Traffic (AADT)



Source: PennDOT

Table 3-13: Chambersburg Borough's Local Federal Aid Routes

Roadway	Limit	Limit
Mill Rd	US 11	Hollywell Ave
Orchard Dr	US 11	PA 316/Wayne Ave
Stouffer Ave	PA 316/Wayne Ave	US 30/Lincoln Hwy
Coldbrook Ave	PA 316/Wayne Ave	US 30/Lincoln Hwy
Fourth St	PA 316/Wayne Ave	US 30/Lincoln Hwy
Grandview Ave	US 30/Lincoln Hwy	SR4015/Franklin St
Norland Ave	Walker Rd	US 11
Fifth Ave	US 30/Lincoln Hwy	Norland Ave

Source: PennDOT

Interstate 81 Planned Transportation Improvements

I-81 is currently the subject of a major planning and engineering analysis to determine improvement needs within four “focus areas,” one of which includes the Greater Chambersburg area. The Chambersburg Focus Area includes a series of recommended improvements at Exit 14, 16, and 17, including:

- Improve highway safety: Exit 14 and 16 are experiencing ramp and ramp terminal crashes more than similar roadways.
- Reduce congestion: There is regularly travel delay between Exit 14 and 16, contributing to operational and safety issues.
- Increase access: Traffic volumes at the intersections will increase with the addition of new commercial and residential development near Exits 14, 16, and 17.
- Maintain infrastructure: Existing pavement and structures along several segments of the I-81 corridor were constructed in the 1960s and will need updated in the near future. Gaps in Intelligent Transportation System (ITS) devices (Dynamic Message Boards) were identified at Exit 16.

The study is being led by the Harrisburg Metropolitan Planning Organization (MPO), in collaboration with the Lebanon County MPO and Franklin County MPO. The study’s results are expected to help the area compete for the limited transportation dollars available for Pennsylvania’s interstate program. The Pennsylvania Department of Transportation (PennDOT) plans for the state’s interstates as one strategic asset, with input from the state’s MPOs. Investment in Pennsylvania’s interstates currently averages roughly \$450 million annually. The Department will be increasing its investment in its interstates to \$1 billion a year by FFY2028. The current I-81 study is expected to be used as a guide for PennDOT and the Franklin County MPO in planning and programming projects that will maintain the Interstate at an acceptable operating condition, particularly as investment levels are expected to increase over coming years.

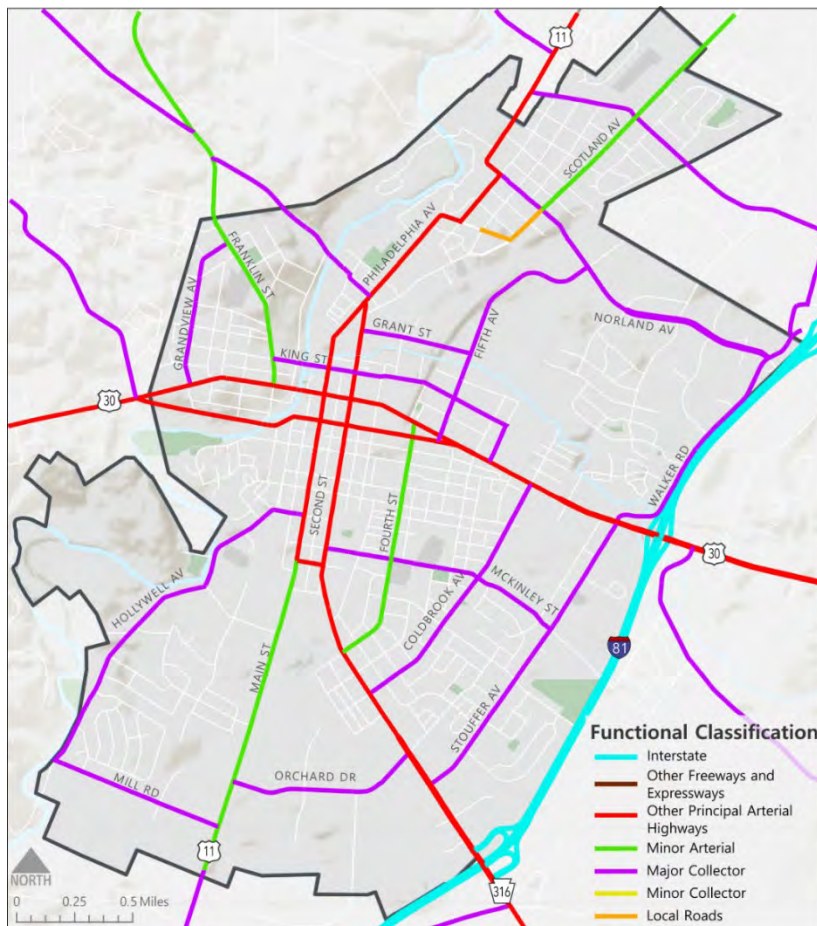
Roadway Functional Classification

The Franklin County MPO collaborates with PennDOT in classifying its roadways. The functional classification scheme is developed based on the types of trips that each roadway is intended to provide. As such, it is an important planning tool and a nexus between land use planning and transportation planning. Interstate 81 is classified as an Interstate, while US 11, US 30, and PA 316 are principal arterials. These roadways provide for higher speeds, serve longer trips, and exhibit higher traffic volumes.

Minor arterials offer a lower degree of mobility, at somewhat lower speeds. Examples of these within the Borough include: US 11 south of Garfield Street; SR 1004 (Scotland Avenue); SR 4015 (Franklin Street); and 4th Street. There are numerous major collector roads, which collect traffic from local roads and provide a bridge between local roads and arterials. Many of the Borough’s collector roads are locally-owned and on the Federal-aid System. There are no minor collectors within the Borough.

SR 1002 (Scotland Avenue) is the only state-owned roadway within the Borough functionally classified as “Local,” meaning it is eligible to be “turned back” to the Borough from the Commonwealth. After such a roadway is “turned back” to the municipality, PennDOT provides funding to the municipality on an annual basis to cover the costs associated with maintaining the roadway at a rate of \$4,000 per mile. SR 1002 is just shy of a quarter mile in length. In August 2021, at the recommendation of the Parking, Traffic and Street Light Committee, Town Council asked Borough staff to contact the District 8 Turnback Coordinator to request that PennDOT turnback the 900 block of Scotland Avenue (S.R. 1002) from College Avenue (S.R. 1004) to Broad Street.

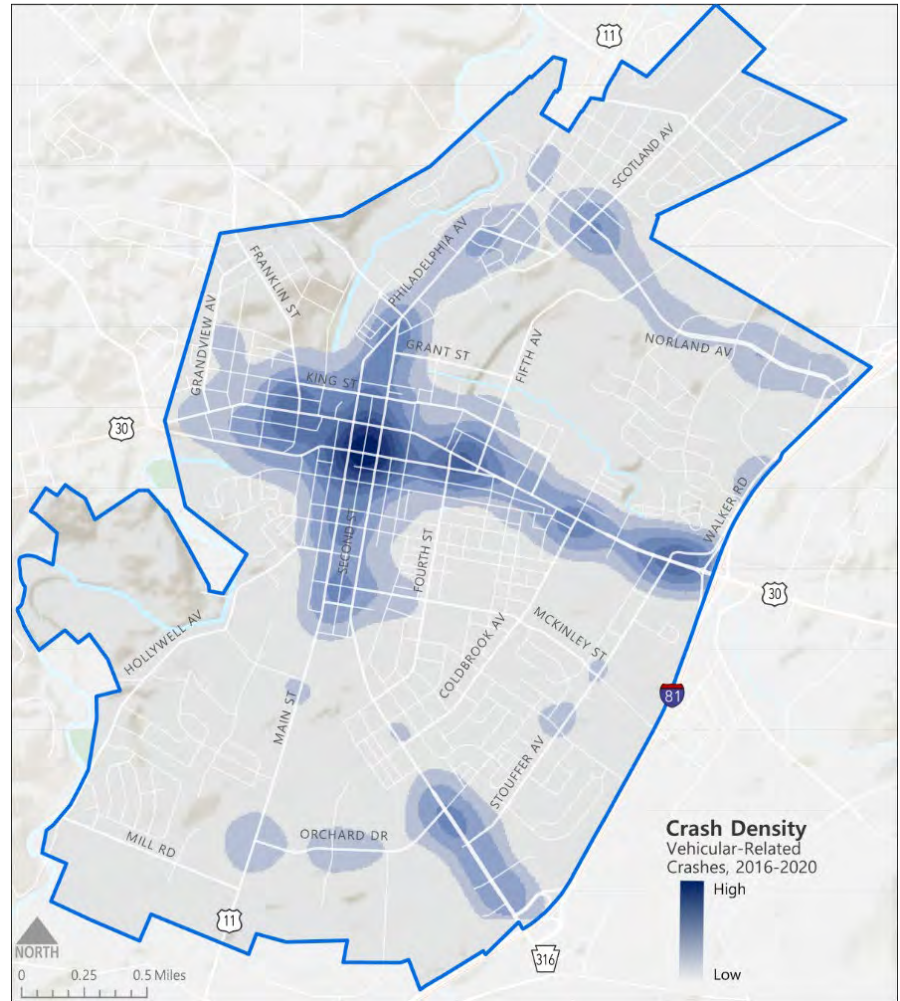
Figure 3-17: Borough Roadway Functional Classification



Crashes and Congestion

Over the past decade, the Borough has recorded a slight but steady increase in the total number of reportable crashes. In 2010, there were 198 crashes recorded compared to 232 in 2019. Crash activity peaked in 2018 with 241 crashes. Crash activity is concentrated in the Borough’s downtown area and at intersections along the Lincoln Way corridor, Second Street, Main Street/ Philadelphia Avenue, and Norland Avenue, as shown Figure 3-18.

Figure 3-18: Vehicular Crash Density, 2016-2020



Source: PennDOT Crash Information Tool

Figure 3-19: Borough of Chambersburg Crash Trends, 2010-2020

Source: PennDOT Crash Information Tool

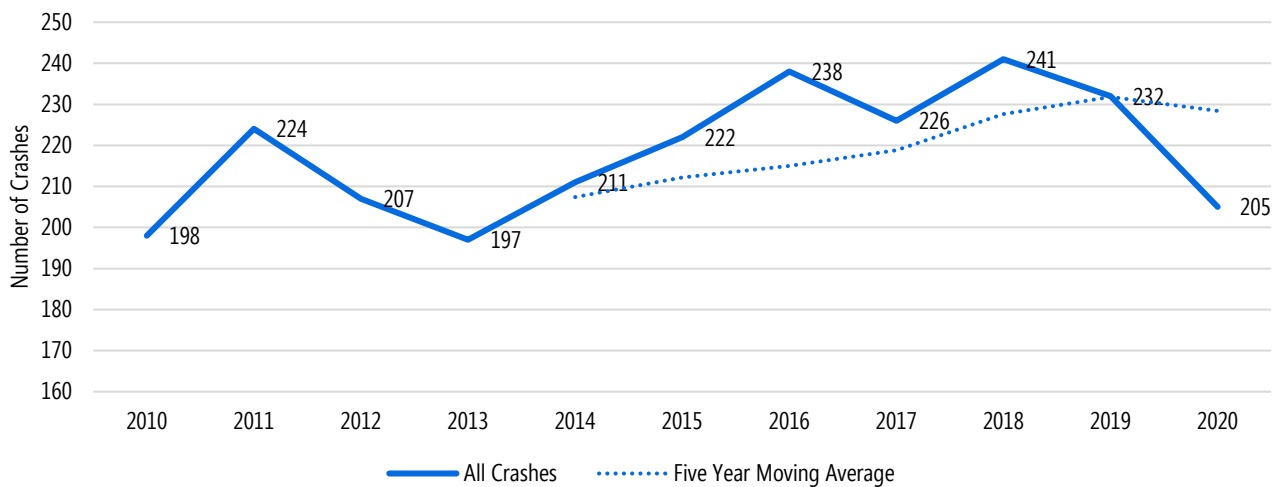


Figure 3-20: Travel Delay, 2021



Congestion is an issue within the Borough and is prevalent at several intersections and primary roadways shown in Figure 3-20 and in the summarized intersections of concern below. Notably, the I-81 interchange with US 30 has high levels of congestion, as do additional segments along US 30 and the Borough's western entrance.



Chambersburg's Traffic Signal Improvement Program

Since 2015, the Borough's Traffic Signal Improvement Program has made significant investments to upgrading the interconnection of traffic signals within the Borough of Chambersburg as well as several traffic signals on the Chambersburg network in neighboring townships. According to Council Member Alan Coffman, "Borough Council has been working diligently for many years to improve our valued relationships with our surrounding neighbors; as well as federal and state agencies. The Borough looks forward to its role in working on this important congestion mitigation and air quality project to help improve the physical infrastructure of our traffic signal network within the Borough and beyond our boundaries." To date, over \$4.0 million dollars in federal grant funding administered through the Pennsylvania Department of Transportation (PennDOT).

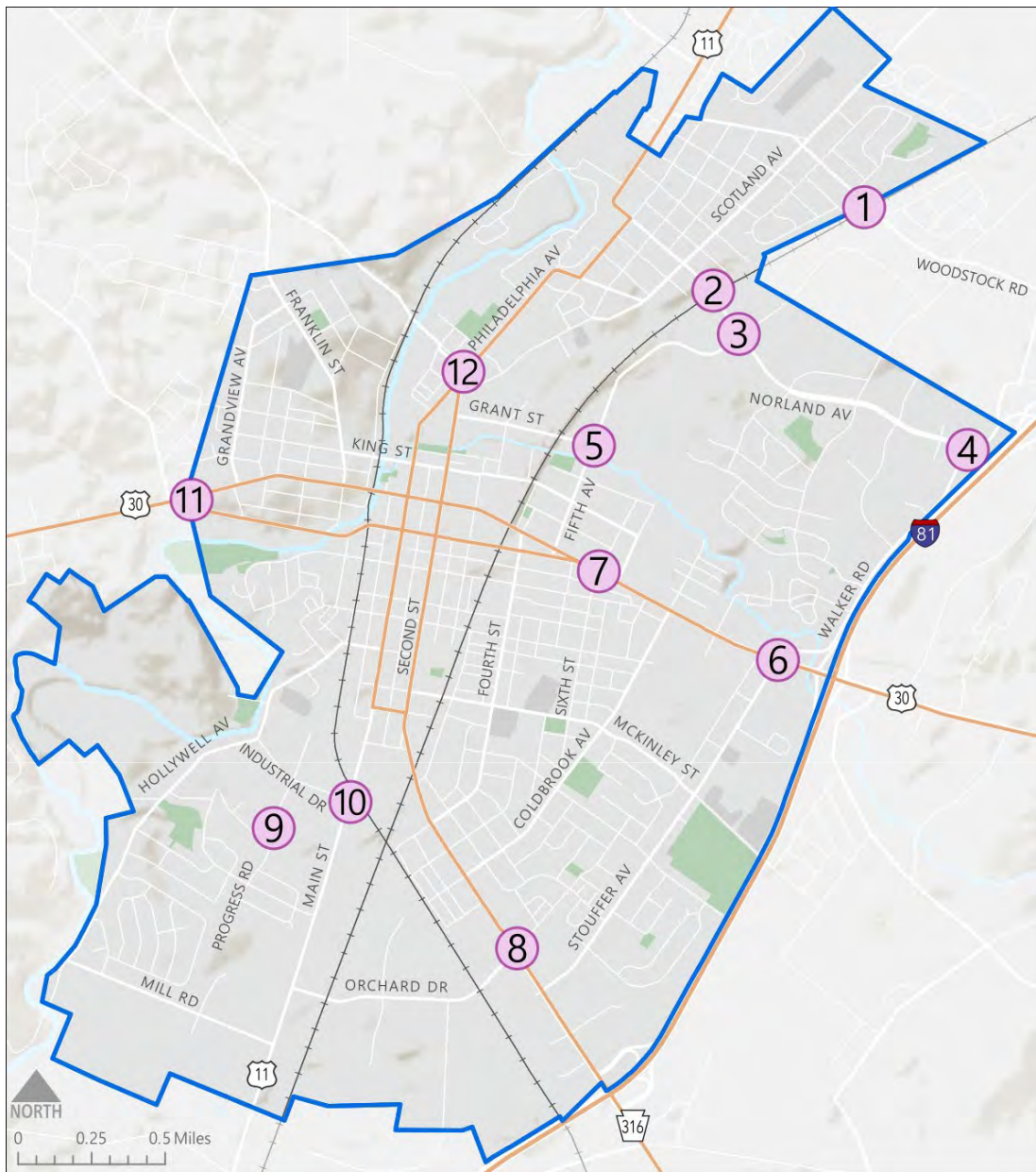
Intersections of Concern

Following discussions held with the public, local stakeholders, and Borough representatives, the following intersections were determined to be of concern and should be evaluated for improvements.

Table 3-14: Intersections of Concern

ID	Roadway/Intersection	ID	Roadway/Intersection
1	Woodstock Road beneath Norfolk Southern Rail Line	7	US 30 and Sixth Street
2	Norland Avenue beneath Norfolk Southern Rail Line Bridge	8	Wayne Avenue and Orchard Drive
3	Norland Avenue and Fifth Avenue	9	Progress Road
4	Norland Avenue and Walker Road	10	Industrial Drive and Main Street
5	Grant Street and Fifth Avenue	11	US 30 East – Vehicle Conflicts, Congestion
6	US 30 and Walker Road/Stouffer Avenue	12	Main Street, Second Street, Commerce Street, and Philadelphia Avenue Intersection

Figure 3-21: Intersections of Concern



1. Woodstock Road beneath Norfolk Southern Rail Line – Connectivity

Linking Woodstock Road from Scotland Avenue to Kohler Road/Walker Road is a narrow underpass under Norfolk Southern rail lines. Clearance is only 11'8", which limits the types of vehicles that can use this roadway as a connection to I-81. Additionally, there are no shoulders or sidewalks. The Chambersburg Police Department assisted with five accidents at this location over the past 10 years.

2. Norland Avenue beneath Norfolk Southern Rail Line Bridge –Pedestrian Safety

Norland Avenue is a critical corridor for providing connectivity throughout the Borough's northern neighborhoods and commercial areas. Sidewalk access is only available on the eastern side of the road and access is further limited as the roadway continues under the Norfolk Southern rail line. To travel along Norland Avenue as a pedestrian, the primary connection is along a narrow path on a barricaded section of the road. The Chambersburg Police Department assisted with 27 accidents at this location in the last 10 years.

3. Norland Avenue and Fifth Avenue – Pedestrian Safety, Vehicle Congestion

This intersection only provides crosswalks, over Fifth Avenue on the east side, and over Norland Avenue on the south side. The intersection is currently less safe for pedestrians as there are wide vehicle turning angles and crosswalks do not exist across each roadway. Congestion is also an issue that should be evaluated along the Fifth Avenue, on the north side of Norland Avenue. The Chambersburg Police Department assisted with 38 accidents at this intersection in the last 10 years.

4. Norland Avenue and Walker Road – Vehicle Congestion

Norland Avenue has a high level of distribution facilities along the eastern corridor. With high concentrations of employment in this area, the intersection of Norland Avenue and Walker Road becomes congested as it serves as a critical gateway into Chambersburg and toward I-81. A traffic study could be completed to analyze the roadway configuration and improve the intersection's efficiency. The Chambersburg Police Department assisted with 15 accidents at this intersection in the last 10 years.

5. Grant Street and Fifth Avenue – Vehicle and Pedestrian Safety and Congestion

Traffic along Grant Street can frequently get congested as the roadway creates a "T" with Fifth Avenue. The intersection does not have stop lights or stop signs along Fifth Avenue, causing motorists, especially those turning left, to queue along Grant Street. There is not a crosswalk at the intersection creating less visibility and awareness of pedestrians at the intersection. The Chambersburg Police Department assisted with six accidents at this intersection in the last 10 years.

6. US 30 and Walker Road/Stouffer Avenue –Pedestrian Safety and Vehicle Congestion

Walker Road provides access to and from I-81 to distribution facilities and residential neighborhoods. The intersection is of concern as a result of the high vehicle speeds along US 30 paired with turning movements, wide turning angles, congestion, and lack of pedestrian infrastructure. Widening of Lincoln Way East from Walker Road to a point west of Sixth Street would alleviate congestion along the corridor. The Chambersburg Police Department assisted with 39 accidents at this intersection in the last 10 years.

7. US 30 and Sixth Street – Vehicle Turning Issues

The orientation of the intersection at US 30 and Sixth Street has contributed to difficulty in turning movements for larger trucks and vehicles. The widening of Walker Road to the west of Sixth Street would provide greater accommodations for vehicles requiring wide turning radii. The Chambersburg Police Department assisted with 13 accidents at this intersection in the last 10 years.

8. Wayne Avenue and Orchard Drive – Pedestrian Safety and Vehicle Congestion

At this intersection, pedestrians are required to cross 3-5 lanes of traffic. Intersection design features wide turning angles, encouraging higher speeds on right turns. The addition of pedestrian islands in the center of the intersection would allow for a safer pedestrian refuge area if a pedestrian is unable to cross five lanes of traffic within the given time. Narrowing the turning radius would also decrease vehicle speed and increase safety. Additionally, there is moderate congestion at this intersection and south along Wayne Avenue. The Chambersburg Police Department assisted with 54 accidents at this intersection in the last 10 years.

9. Industrial Drive and Main Street – Connectivity and Pedestrian Safety

This intersection is currently under-designed for trucks, vehicles, and pedestrians. Adding enhanced signage at this intersection will provide more safe turning movements in addition to a design study to incorporate sidewalks and adequate turning angles for trucks. The Chambersburg Police Department assisted with seven accidents at this intersection in the last 10 years.

10. US 30 East – Vehicle Conflicts, Congestion

US 30 provides east/west mobility through the Borough. Eastbound motorists on US 30 must merge to the right to continue into the borough. This can be confusing for some motorists and has caused vehicle conflicts. The intersection has three one-way segments as part of the five spokes at the intersection. To best ensure a safe intersection, all motorists must stop at a traffic signal, which contributes to congestion. The intersection's geometry should be evaluated to determine solutions to reduce congestion and crash activity. The Chambersburg Police Department assisted with 29 accidents at this intersection in the last 10 years.

11. Main Street, Second Street, Commerce Street, and Philadelphia Avenue Intersection – Vehicle Congestion and Pedestrian Safety

Pedestrian safety is concern at this intersection as there are limited safe cross walks. Moreover, traffic turning from Second Street onto Philadelphia Avenue is not required to stop or yield. Improved pedestrian infrastructure including a flashing pedestrian beacon may better alert drivers of crossing pedestrians within the area. Additionally, an evaluation of the roadway geometry and design could indicate other pedestrian improvements and road alignments that would ease congestion at this intersection. The Chambersburg Police Department assisted with 22 accidents at this intersection in the last 10 years.

State and Local Bridges

There are six locally-owned bridges over 20' in length in the Borough. Two of these are owned by Franklin County while the rest are owned by the Borough. Four of these bridges were built in 1930 or earlier. Five of the six bridges are rated in poor condition, while the remaining bridge is rated as fair. Half of the local bridges are on lightly traveled, residential roads, while bridges on West King Street are within the Borough's central core, while the 5th Avenue bridge serves a heavy manufacturing area. Table 3-15 depicts the current conditions of the Borough's locally-owned bridges.

Table 3-15: Locally-owned Bridges

Bridge	Length (Feet)	Deck Area (Sq. Ft)	Year Built	Condition
West King Street over Falling Spring Branch	64	3,923	1918	Poor
West King Street over Conococheague Creek	59	2,696	1828	Fair
5 th Avenue over Falling Spring Branch	30	1,755	1930	Poor
Dump Road over Conococheague Creek	73	1,190	1984	Poor
Kennedy Street over Falling Spring Branch	24	1,447	1930	Poor
Limekiln Drive over Falling Spring	22	891	1984	Poor

Source: PennDOT

In addition to the locally-owned bridges, there are 11 state-owned bridges greater than 8 feet in length within the Borough. A majority of these structures are rated as being in Fair condition. While state-owned bridges statewide average 55 years in age, within the Borough the average age is 81 years. The newest state-owned bridges in fact are nearly 60 years old and carry Interstate 81 over Wayne Avenue. All state-owned bridges within the Borough are summarized in Table 3-16.

Table 3-16: State-owned Bridges

Feature Carried	Feature Intersected	Length (Feet)	Deck Area (Sq. Ft)	Year Built	Condition	ADT
US 11 SB	Falling Spring Run	23	1,347.8	1907	Poor	8,091
US 11 NB	Falling Springs Cr	29	1,740.0	1909	Good	6,773
US 30 EB	Conococheague Cr	128	5,913.6	1930	Good	15,572
US 30 WB	Conococheague Cr	74	2,849.0	1904	Fair	8,905
US 30	Falling Springs Cr	16	1,600.0	1963	Fair	17,558
I-81 NB	PA 316	142	8,150.8	1963	Fair	29,266
I-81 SB	PA 316	142	8,150.8	1963	Fair	27,746
I-81	Falling Springs Cr	17	2,465.0	1963	Fair	57,619
PA 316	Norfolk Southern	165	5,247.0	1934	Fair	8,129
SR 1004	Wet Weather Str	10	325.0	1914	Fair	3,309
SR 4010	Conococheague Cr	117	5,382.0	1990	Fair	3,304

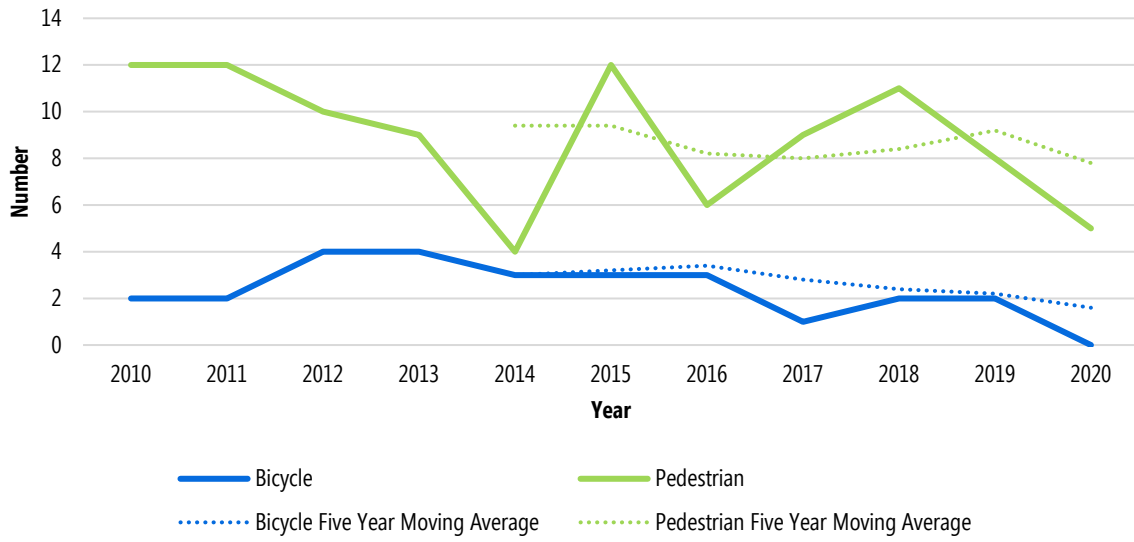
Source: PennDOT

Active Transportation – Bicycle and Pedestrian

Bicycle and pedestrian transportation, often referred to as active transportation, is an essential element of the Borough’s transportation network, providing access to those without vehicles or licenses, an active form of transportation, and an environmental and economic choice. Active transportation is also beneficial for recreational purposes, providing links to community centers, events, and parks. To maintain these systems, it is crucial that users feel safe while bicycling or walking. Filling trail gaps, providing ADA accessible ramps, and crosswalks increase safety for users of all ages and abilities.

Topic	Overview
Walkability	Walkability measures the friendliness of an area to pedestrian movement. This includes roadway and sidewalk conditions, surrounding land uses, safety and crosswalks, and connectivity of the sidewalk network. The Borough has an overall walk score of 50, indicating most errands require a car. The website walkscore.com provides ratings for the overall walk score of neighborhoods and municipalities on a scale of 0-100 with 0 defined as car-dependent and 100 as a “walker’s paradise.” The Borough’s 2018 Pedestrian and Bicycle Improvements Plan acknowledges that much work must be done to achieve greater walkability throughout the Borough and the plan outlines a series of physical and policy initiatives that will help achieve greater mobility and accessibility for its residents and visitors alike.
Bikeability	Bikeability measures the friendliness of an area to bicyclists. Similar to walkability, the measures include bike lanes, hills, destinations and road connectivity, and bike community mode share which describes the general awareness of bicyclists in a community. The Borough has a bike score of 56, indicating the availability of some bicycle infrastructure. The Borough continues to support the buildout of the existing rail trail and has plans for its future expansion.
Bicycle Infrastructure	<p>PennDOT’s longest BicyclePA Route, Bicycle Route S, spans 423 miles east and west across Pennsylvania. The route travels through Franklin County and through the center of Chambersburg along Loudon Street/Queen Street and Lincoln Way (US Route 30). Bicycle PA Routes were selected by experienced riders as routes for the members of the public with several years of road biking experience who would like to ride across the state.</p> <p>The Chambersburg Rail Trail runs 1.6 miles through the Borough between Commerce and South Main Streets and provides opportunities for bicycling, jogging, walking, skateboarding, and rollerblading. What was once a CSX rail line has become connector to local businesses including the Ice Cream Station and the Southgate Shopping Center. The trail also runs through and over nature areas including Chambers Fort Park, the Conococheague Creek, and the scenic area between Commerce and King Street. This scenic area also features the Chambersburg Bike Park which includes a Pump Track and Jump Track for cyclists.</p>
Crashes	<p>There were no crashes within the Borough involving a bicyclist during 2020...a record low within the past 10 years. This may be a result of decreased driving due to COVID-19 stay-at-home orders and decreased travel activity. There were only seven crashes involving pedestrians, which is down from 11 crashes in 2018 and eight crashes in 2019. Overall, the total number of crashes involving bicyclists and pedestrians has been declining throughout the past decade. The associated map reveals that the majority of crashes within the last five years have occurred within the Borough’s central core and additionally along Wayne Avenue at the Orchard Drive and Stouffer Avenue intersections.</p>
Related Plans	<p>In 2019, Borough Council adopted the Curb and Sidewalk Master Plan/Map. This provides guidance for updating or adding sidewalks when there is adjacent roadway construction and visualizes the current extent of sidewalk installation progress.</p> <p>As previously referenced, the Borough’s 2018 Pedestrian and Bicycle Improvements Plan addresses factors as they relate to pedestrian and bicycle travel and recreation within the Borough as well as considers opportunities for connection to the surrounding region. The plan also considers “smart city” technology initiatives that result in innovative and cost-effective solutions with emphasis on corridors recognizing walking and biking fundamentals.</p> <p>In 2004, a Future Recreation Facilities, Trails, and Greenways Map was created to guide the establishment of new and extended active transportation infrastructure.</p>
Complete Streets Policy	<p>A Complete Streets policy, intended to guide roadway design to consider all modes of transportation, including bicycle and pedestrians, and user abilities (the support of ADA infrastructure), is an objective of the 2018 Pedestrian and Bicycle Improvements Plan. Adoption of this policy would allow for greater expansion of bicycle and pedestrian paths and trails in development and redevelopment roadway projects and would improve the experience, accessibility, safety of active transportation users.</p>

Figure 3-22: Borough of Chambersburg Bicycle and Pedestrian Crashes, 2010-2020



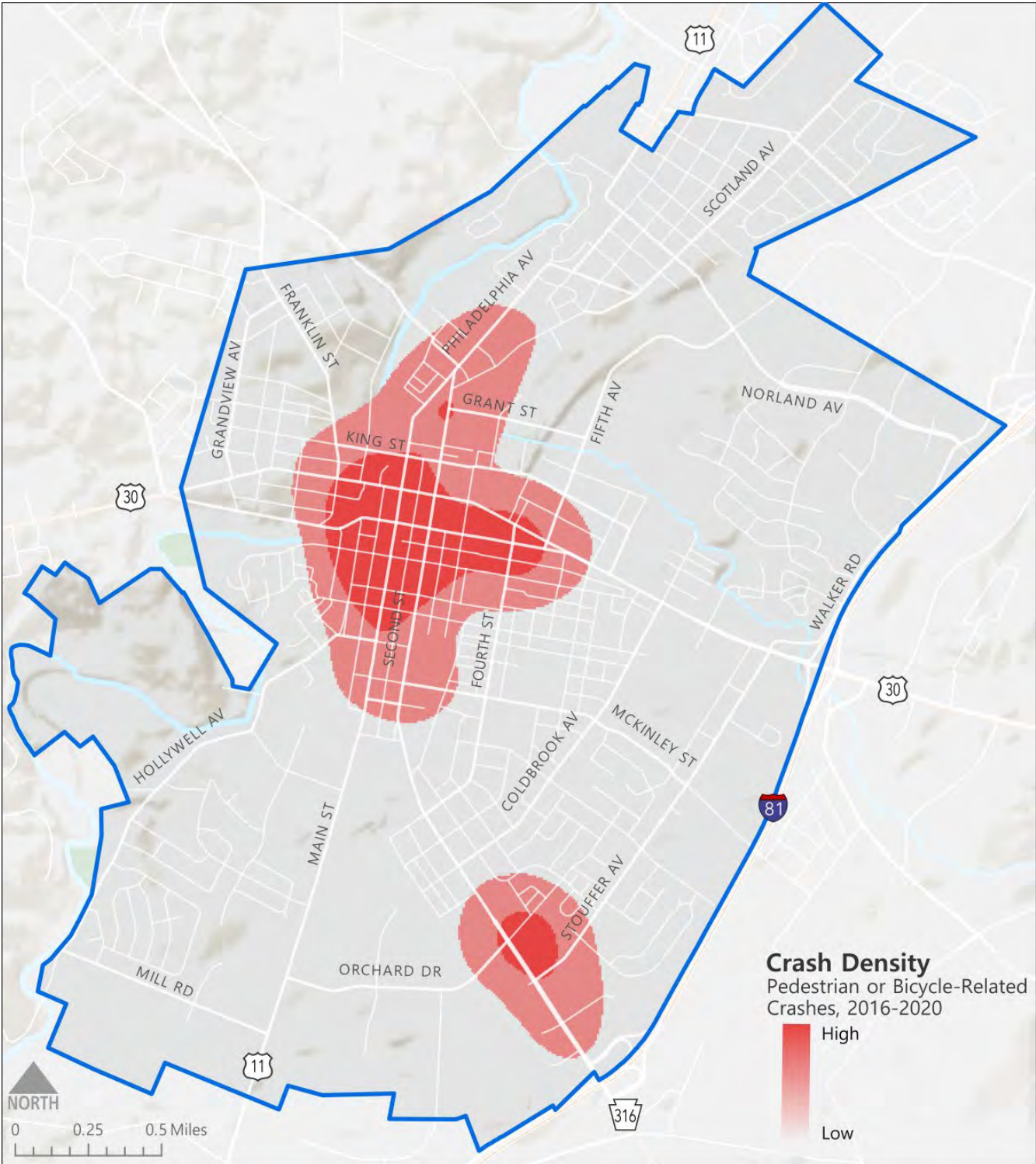
Source: PennDOT PCIT

Rail Freight

Norfolk Southern and CSX Transportation, both Class I railroads, operate through Chambersburg. The CSX Intermodal Terminal is located just south of the Borough adjacent to I-81. This 85-acre terminal supports rail-to-truck transfers. Additionally, Norfolk Southern operates an intermodal yard in Greencastle. The facility is located on 200 acres in Antrim Township. This facility originally opened in 2013 and supports rail-to-truck transfers. After a brief closure, the facility resumed operations in September 2021 due to the strong growth of e-commerce activity and the recovering economy. While not physically located within the Borough, the presence of these two intermodal facilities introduces transportation planning implications for it, particularly the safe and efficient movement of truck traffic.



Figure 3-23: Borough of Chambersburg Bicycle and Pedestrian Crash Density, 2016-2020



Public Transportation and Commuter Transportation Services

There is currently no fixed route public transit provider in Chambersburg or Franklin County. The public indicated a need for public transportation which would be beneficial to low-income communities and for those who are unable to drive or do not have access to a vehicle.

Table 3-17: Public Transportation Services

Topic	Overview
Past Public Transit in the Borough	The Borough once had a fixed-route transit system (1991 to 2004), operated by the Chambersburg Transit Authority (CTA). At its peak, the Authority serviced the Chambersburg and Waynesborough areas with a small fleet, employed 22 people, and offered seven routes. Monthly ridership hit a high of nearly 7,500 riders in 2001 with total ridership that year servicing 72,000 passengers. Over the remaining three years, the service accumulated \$1 million in debt, services were cut, and employees were laid off.
Paratransit Transportation Service	<p>rabbitransit currently provides paratransit service in Franklin County and also veterans transportation through its veterans employment transportation program. This program (which is serviced via the CAT Shippensburg service), provides veterans with an 11-Ride Pass for fixed route systems to attend job interviews. After a job is secured, a monthly pass is available for four months at a reduced rate.</p> <p>In 2022, rabbitransit and Capital Area Transit (CAT) will be merging to form the Susquehanna Regional Transportation Authority. This merger will bring increased mobility to the region and to major employers, health care providers, school campuses, and will have a single fare payment system. The service will be available in Adams, Cumberland, Dauphin, Franklin, and York counties</p>
Vision 2035 Public Input on Public Transportation	Half of survey respondents indicated they were not satisfied with public transportation conditions in the Borough and nearly 70 percent indicated it is "important" or "very important" for the Borough to invest in local public transportation service.
Municipal Taxi and Ride Share Services	<p>Taxi service is provided in Chambersburg by two private businesses including Chambersburg Taxi and Express Taxi Service LLC. Both are located near Downtown Chambersburg and provide around-the-clock service. Rates for the taxi services vary depending upon on time of day, location, and distance of travel.</p> <p>Both Uber and Lyft ridesharing services have a presence in Chambersburg.</p>
Aviation	Franklin County Regional Airport, a public airport, is located 3 miles northeast of the Borough and has over 15 aircraft supporting over 12,000 operations (takeoffs and landings) each year. The airport employs 29 staff and the total economic output is \$1.86 million. Of the four municipalities immediately surrounding the airport, only the Borough and Greene Township have adopted Act 164 Airport Hazard Zoning. The closest general aviation airports to Franklin County include Harrisburg International Airport, a 64-mile drive from Chambersburg. The Hagerstown Regional Airport is located 19 miles south, in Washington County, Md.
Parking	<p>As part of the 2015 Downtown Chambersburg Strategic Plan for Continued Revitalization, a parking analysis was completed to understand the current conditions and optimize the parking inventory. Key action items included the need to explore the value of shared parking strategies, upgrading parking signage, the incorporation of green infrastructure in parking lots, and vertical parking integration (multi-level parking and parking beneath buildings).</p> <p>Over 80% of survey respondents indicated that parking can be difficult to find during certain times or is typically difficult to find. Following the renovation and construction of several county buildings, the parking analysis may need to be revised to provide added consideration for these changes in land use and density.</p>
Signage	With the presence of many one-way roads downtown, additional wayfinding signage along roads and sidewalks can guide visitors to their destinations and other local sites. Improved signing in the Borough can be a low-cost/high yield initiative in providing visitors and commercial vehicle drivers with improved traveler information while lessening congestion and vehicle emissions. A comprehensive review of Chambersburg's signage and wayfinding program would identify necessary improvements.

Acknowledgement of Borough Projects

Projects listed below describe proposed transportation system improvement projects in the Borough of Chambersburg for inclusion in the 2045 Franklin County Long Range Transportation Plan.

- **Relocate US 11 Northbound from Garfield Street to Derbyshire Street**

This project would relocate route U.S. 11 northbound from its current path along Garfield Street to an alternate path along Derbyshire Street. In 2014, the Borough hired Traffic Planning and Design to prepare conceptual plans for the project.

- **Loudon Street and Black Avenue Improvements Project**


Currently, Loudon Street is two lanes running eastbound and westbound through the center of Chambersburg. This project is entirely within a PennDOT right-of-way and would make Loudon Street two lanes eastbound as well as widening Black Avenue to two lanes between Lincoln Way West and West Queen Street. This project has been presented to the Hamilton Township Supervisors, who indicated favorable support.

- **West Chambersburg Boulevard**


This project, located in Hamilton Township and the Borough of Chambersburg, entails constructing a new street to connect Lincoln Way West in Hamilton Township to Hollywell Avenue and Industrial Drive in the Borough of Chambersburg. This project was presented to the Hamilton Township Supervisors, who indicated support.

Historic Public Transportation Service

From 1908 to 1928, the Borough was serviced by the Chambersburg, Greencastle, and Waynesboro Street Railway Company which was a trolley car line operated between Chambersburg, Greencastle, Shady Grove, Waynesboro, and PenMar. In 1907, prior to the Chambersburg extension, there were twelve total cars made up of a combination of passenger, freight, and work cars. In 1912, over two million passengers had used the line. The company was purchased by the Hagerstown and Frederick Railway in 1917 and service and revenue saw a decrease through the mid-1920s as a result of the Great Depression and increasing automobile usage. Chambersburg was last serviced by the trolley car line in 1928.



Section 4: Implementation Strategy



Implementation Action Plan

Overview

To support the implementation of the comprehensive plan goals, this chapter provides a complete list of implementation strategies and corresponding action items. These strategies outline a tactical approach for advancing Chambersburg’s 2035 vision by specifying tangible action steps that can be taken to ensure progress over the next 10 years. In addition to implementation strategies, this chapter also identifies key partners that the Borough may collaborate with to support implementation, as well as timeframe, estimated cost, and potential funding opportunities.

Cost estimate information is presented with a dollar symbol as follows:

- N/A** Staff Time
- \$** <\$50,000
- \$\$** \$50,001 to \$250,000
- \$\$\$** \$250,0001 to \$1,000,000
- \$\$\$\$** \$1 million or more

Acronyms:

- ARPA = American Rescue Plan Act
- BEAD = National Telecommunications and Information Administration Broadband Equity, Access, and Deployment Program
- BOPiC, Inc. = Building our Pride in Chambersburg, Inc.
- CADC = Chambersburg Area Development Corporation
- CAMA = Chambersburg Area Municipal Authority
- CDBG = U.S. HUD Community Development Block Program
- CHP = Coldwater Heritage Program (Collaborative effort between the PA Fish & Boat Commission, PA Department of Conservation and Natural Resources, Foundation for Pennsylvania Watersheds and Pennsylvania Council of Trout Unlimited.)
- DCI = Downtown Chambersburg, Inc.
- EDA = U.S. Department of Commerce Economic Development Administration
- ESAC = Elm Street Advisory Council
- FCADC = Franklin County Area Development Corporation
- FCHA = Franklin County Housing Authority
- KCP = PA Department of Community and Economic Development Keystone Communities Program
- LCD = Luminest Community Development
- MAP = PA Department of Community and Economic Development Municipal Assistance Program
- MM = National Telecommunications and Information Administration Middle Mile Grants Program
- MPO = Franklin County Metropolitan Planning Organization
- MTF = PennDOT and Commonwealth Finance Authority Multimodal Transportation Fund
- PennDOT = Pennsylvania Department of Transportation
- RACP = Pennsylvania Redevelopment Assistance Capital Program
- RAISE = USDOT Rebuilding American Infrastructure with Sustainability and Equity Discretionary Grant
- RCP = PA Department of Conservation and Natural Resources Rivers Conservation Program
- SBDC = Shippensburg University Small Business Development Center
- SCC = National Science Foundation Smart and Connected Communities Program
- SRTA = Susquehanna Regional Transportation Authority
- UPWP = Franklin County Metropolitan Planning Organization Annual Unified Planning Work Program
- WalkWorks = Pennsylvania Department of Health WalkWorks Program

Reinvestment

Through public-private partnerships, the Borough of Chambersburg will support reinvestment in underutilized properties and public streetscapes to support the Borough's vibrancy

Goal Recommendations	Lead/Partner	Estimated Cost	Timeframe	Funding/Technical Assistance
<i>Increase Economic Opportunity; Retain existing and grow new Chambersburg businesses</i>	DCI, CADC, FCADC /Borough, SBDC	\$\$	Ongoing	TBD
<i>Reinvestment Locations: Identify and prioritize Chambersburg reinvestment locations</i>	Borough/ DCI, CADC, FCADC	\$	1 – 2 years	TBD
<i>Use public space investment to spur private investment</i>	Borough/DCI and CADC	\$\$\$	1 – 10 years	CDBG, DCED Keystone Communities Program
<i>Incentivize redevelopment along the Grant Street corridor</i>	CADC, FCADC/ Borough, CAMA	\$\$\$	1 – 10 years	PA RACP, MTF, EDA Public Works Program
<i>Continue to pursue the acquisition and redevelopment of the Southgate Shopping Center as a vibrant, mixed-use neighborhood</i>	Borough, CAMA/ BOPiC, Inc./ESAC	\$\$\$\$	1 – 10 years	ARPA, RACP, EDA Public Works, MTF, RAISE

Housing

Goal Statement: The Borough will work collaboratively with property owners to encourage and incentivize reinvestment in its residential housing stock, adopt land use policies to allow for new housing to meet population growth, and support opportunities for homeownership.

Action	Lead/Partner	Estimated Cost	Timeframe	Funding/Technical Assistance
<i>Promote first-time homeowner technical and financial assistance programs</i>	FCHA, LCD	\$\$	Ongoing	FCHA Homeownership Program, Family Self-Sufficiency Program
<i>Enhance the Borough's code enforcement to maintain the health, safety, sanitation, and quality of all neighborhoods</i>	Borough/ BOPiC, Inc./ESAC	\$\$	1 – 5 years, and Ongoing	Annual Operating Budget
<i>Preserve existing housing by offering a rehabilitation program</i>	Borough/FCHA, LCD	\$\$	Ongoing	Proposed New Borough Administered Housing Rehabilitation Revolving Loan Fund (See City of Lockport, NY Program as an example)
<i>Incentivize new housing through Zoning Code updates</i>	Borough	\$\$	1 – 2 years	MAP, Annual Operating Budget

Sense of Place

Goal Statement: The Borough will position itself as a destination for residents and visitors.

Action	Lead/Partner	Estimated Cost	Timeframe	Funding/Technical Assistance
<i>Enhance pedestrian spaces and places in Downtown</i>	Borough/DCI and CADC	\$\$\$	1 – 10 years	CDBG, KCP
<i>Prioritize pedestrian and bicycle connections to and around Downtown</i>	Borough/DCI	\$	1 – 3 years	Annual Operating Budget
<i>Promote connections with side and rear frontages onto pedestrian spaces</i>	Borough/DCI	\$\$	1 – 5 years	CDBG, KCP
<i>Enhance and expand waterside connections along the Conococheague Creek and Falling Spring Branch</i>	Borough, CAMA/DCI	\$\$\$	1 – 10 years	CHP, RCP
<i>Consider Zoning Code amendments to prohibit incompatible uses in the Downtown and Elm Street Neighborhood</i>	Borough/BOPiC, Inc./ESAC	\$\$	1 – 2 years	MAP, Annual Operating Budget

Borough Services

Goal Statement: The Borough will continue to invest in providing high quality municipal services.

Action	Lead/Partner	Estimated Cost	Timeframe	Funding/Technical Assistance
<i>Enhance the Borough's communication outlets</i>	Borough/BOPiC, Inc./ESAC, SCCAP, DCI and other business and human service providers specified on Page 45	\$	1 – 2 years, and Ongoing	Annual Operating Budget
<i>Increase staff capacity under the Department of Community Planning to include bilingual (English and Spanish) speaking staff</i>	Borough	\$\$	1 – 2 years	Annual Operating Budget
<i>Establish a new internal referral routing process and related training for Borough employees to ensure resident questions are addressed</i>	Borough	\$	1 – 2 years	Annual Operating Budget
<i>Achieve Platinum Level Sustainable Pennsylvania Community Certification</i>	Borough/Shippensburg Center for Land Use and Sustainability	\$	1 – 2 years	Annual Operating Budget Shippensburg Center for Land Use and Sustainability

Transportation

Goal Statement: The Borough will coordinate with local stakeholders and prioritize investment for expanding transportation options to Chambersburg residents and ensure that infrastructure is safe and efficient

Action	Lead/Partner	Estimated Cost	Timeframe	Funding
<i>Work with the newly-formed SRTA to investigate the feasibility of instituting fixed-route service to connect area workers with employment destinations</i>	Borough/Franklin County Commissioners, SRTA, PennDOT, FCADC	\$\$	1 – 5 years	PennDOT Act 44 Demonstration Funds, Local Match Commitments
<i>Support the evaluation of US 11 and US 30 for potential inclusion into the U.S. Bicycle Route System (USBRS)</i>	Franklin County MPO/Borough	\$\$	1 – 2 years	Franklin County MPO
<i>Address the Borough’s parking conditions</i>	Borough/DCI	\$\$	1 – 3 years	MAP
<i>Address the Borough’s aging bridge inventory</i>	Borough	\$\$\$	1 – 10 years	Borough Capital Budget
<i>Coordinate with the Franklin County MPO and PennDOT in implementing the recommendations of the I-81 Improvement Strategy</i>	Borough/Franklin County MPO, PennDOT	TBD	1 – 10 years	TBD
<i>Protect the viability of the Franklin County Regional Airport</i>	Borough/Franklin County MPO, PennDOT, FCADC	\$\$	1 – 5 years, and Ongoing	TBD
<i>Update Planning Tools to Preserve Future Mobility and Community Character</i>	Borough/Franklin County MPO	\$\$	1 – 5 years	Annual Operating Budget, MPO UPWP
<i>Continue to Implement the Borough’s 2018 Pedestrian and Bicycle Plan</i>	Borough/Franklin County MPO, DCI	\$\$\$\$	1 – 10 years	See 2018 Pedestrian and Bicycle Plan
<i>Consider transportation improvements for autonomous vehicles, drones, and unmanned aerial vehicle deliveries</i>	Borough/DCI	\$\$\$\$	1 – 10 years	SCC, BEAD, MM