

Growth Management Initiative

Growth Area and Rural Resource Area Delineation:

The focus of the strategy is to determine the best locations for new growth and development based on existing and planned housing and business subdivision activity, public utilities, roadways, zoning, community facilities, and environmental features. The guiding principle is to direct the majority of development into urban settings (Boroughs and developing areas) and away from the countryside. The growth area and rural resource area delineation influences the future land use scenario.

Key Components:

- Base the designation of growth and rural resource areas on definitions from the Pennsylvania Municipalities Planning Code (MPC – Act of 1969, P.L. 805, No. 247, as amended):
 - *Designated growth area: a region within a county or counties described in a municipal or multi-municipal plan that preferably includes and surrounds a city, Borough or village, and within which residential and mixed-use development is permitted or planned for at densities of one unit to the acre or more; commercial, industrial and institutional uses are permitted or planned for, and public infrastructure services are provided or planned.*
 - *Future growth area: an area of a municipal or multi-municipal plan outside of and adjacent to a designated growth area where residential, commercial, industrial and institutional uses and development are permitted or planned at varying densities and public infrastructure services may or may not be provided, but future development at greater densities is planned to accompany the orderly extension and provision of public infrastructure services.*
 - *Public infrastructure services: services that are provided to areas with densities of one or more units to the acre, which may include sanitary sewers and facilities of the collection and treatment of sewage, water lines and facilities for pumping and treating of water, parks and open space, streets and sidewalks, public transportation and other services that may be appropriate within a growth area.*
 - *Rural resource area: an area described in a municipal or multi-municipal plan within which rural resource uses including, but not limited to, agriculture, timbering, mining, quarrying and other extractive industries, forest and game lands and recreation and tourism are encouraged and enhanced, development that is compatible with or supportive of such uses is permitted, and public infrastructure services are not provided except in villages.*

- *Village: an unincorporated settlement that is part of a township where residential and mixed-use densities of one unit to the acre or more exist or are permitted and commercial, industrial or institutional uses exist or are permitted. A hamlet is a smaller version of a village, usually located at a crossroads with a concentration of homes and neighborhood commercial.*

Assumptions for Determining the Designation of Primary and Secondary Growth Areas:

- Base the delineation of the growth areas on the following set of assumptions (guiding principles). Unlimited and uncontrolled growth is not sustainable (i.e., if growth is uncontrolled, the municipalities of the region will not be able to maintain the balance between economy, environment, and community).
 - The majority of the growth in the next twenty years will be directed into the designated primary or secondary growth areas, at least 80% of housing and 95% of business. Over the next twenty years the region's population is expected to grow to 17,250 persons, an increase of 3,300 persons.¹ The region should reevaluate these numbers with new projections from the York County Planning Commission (YCPC) when it becomes available.² Assuming an average household size of 2.5 persons per housing unit, approximately 1,320 additional units would be expected in the next twenty years. The region's growth areas would be expected to absorb approximately 1,050 new units.
 - The primary and secondary growth areas will encompass the region's existing Boroughs and villages.
 - The primary growth area will accommodate a variety of uses: residential (housing of various densities, styles and value), commercial, industrial, office, institutional, recreational and mixed-use. Areas designated as a secondary growth area will have a more limited range of use. New housing will be balanced with new business to preserve the tax base.
 - The primary growth area will have a full range of community services (identified in the background profiles report) – parks, emergency, administrative, libraries, schools, etc. It is assumed secondary growth areas will not have this diversity of community services.
 - The primary growth area will be served by a transportation network that is coordinated to manage the traffic impact of surrounding land uses and will include arterials, major and minor collectors, local roadways and it will provide for transit, bicycles, and pedestrian movements (sidewalks). The ultimate transportation network will take into account the short- and long-term improvements to the US Route 15 Corridor.

¹ Based on escalation of the York County Planning Commission population projections derived from the 1990 Census.

² York County Planning Commission has developed draft population projections; however, these projections need to be reviewed prior to finalization. When this information becomes available the growth and absorption rates should be readjusted.

- The primary growth area will have a full range of public infrastructure in addition to those services listed as community services and transportation. This infrastructure will include public water, sanitary sewers, and stormwater facilities. Secondary growth area will not have the same level of public services as the primary growth area, including the Boroughs and surrounding area.
- Environmentally sensitive areas (floodplains, wetlands, surface waters, steep slopes, woodlands, and vistas) that are interspersed throughout the primary and secondary growth areas will be protected through the use of open space planning and conservation subdivision techniques.

Designation of Primary and Secondary Growth Areas

- Designate Dillsburg Borough and the immediate area surrounding the Borough as the region's primary growth area (see Map 1). The area includes all of Dillsburg Borough and land in Carroll and Franklin Townships adjacent to the Borough and in the general vicinity of the Route 15 corridor.
- Designate secondary growth areas (see Map 1) for Franklinton Borough and its immediate area and the villages of Siddonsburg and Mount Pleasant in Monaghan Township. These secondary areas take on the form of historic villages in the region.
 - Franklinton Borough is the only incorporated area of the three secondary growth areas. The growth area includes the developed areas of the Borough plus the vacant parcels in the area of South Street, Church Street and Long Avenue. Franklinton has both public water and public sewer.
 - The Siddonsburg / Mount Pleasant villages in Monaghan Township were identified in the Monaghan Township Comprehensive Plan. The villages are linear, following the York Road. The major crossroad is located at Siddonsburg Road. The area does not have public water and public sewer.

Assumptions for Determining the Designation of Rural Resource Areas

- Base the delineation of the rural resource areas on the following set of assumptions.
 - The rural resource areas will be designated in areas with large expanses of natural and environmentally sensitive features, farmland, and rural residential development.
 - The land use in the rural resource areas will be limited to maintain its rural character. Acceptable land uses will be natural resource and game preserves; farms and associated agriculture activities; open space housing developments (see design guidelines strategy for further description); estate lots (lots in excess of four acres); greenways and passive recreation areas; woodlands and associated activities; and geographically-dispersed home-based businesses, farm-support enterprises and institutions to maintain a rural lifestyle. The expected increase in residential units in these areas would be 264 new units in open space housing developments and estate lots.

- The rural resource area will be served by a limited roadway network with the majority of the roadways being locally supported by several collector roadways to connect these remote locations to the growth areas and other locations outside the region.
- The rural resource area will be serviced by private on-lot water, wastewater and stormwater systems. In the case of the open space subdivisions, small-community systems may be appropriate. In some locations, with a preponderance of deficiencies or malfunctioning systems, public systems may need to be extended; however, in these cases this does not mean the growth area is being extended and in all such cases the public system will not be sized to accommodate future growth.
- Recognize the area outside the growth areas as the rural resource area. Land use characteristics include farms; large lot subdivisions; natural areas associated with mountainous areas, creeks and streams; and scattered businesses. The majority of the area does not have public water or public sewer. Several subdivisions do exist with public sewer and public water; however, these residential communities are in remote locations surrounded by open space, farms or natural areas. The Plan recognizes these areas as an existing feature of the rural resource area. Their relative size, character and proximity to the designated growth areas would prohibit them from being included in a growth area.

Designation of Future Growth Areas

- Recognize two future growth areas. These areas include:
 - The first future growth area is located in the eastern half of Franklinton Borough. The expectation is that the South Street and Church Street areas in the secondary growth area will develop before these future areas since the grid street system is in place.
 - An area in Monaghan Township in the vicinity of Memphord Estates and the Yellow Breeches Creek is slated for residential development; however, it is currently limited in its development potential due to lack of public water and public sewer and environmental constraints. The expectation in the future is that as the growth area in Carroll Township fills and when public sewer and/or public water become available, this area would be opened for higher densities of residential growth.
- Determine the residential development potential within the growth areas based on density calculations from the future land use scenario, vacant parcels, and environmental constraints (see the Future Land Scenario for these calculations).

Multi-Municipal Future Land Use Scenario

The future land use scenario focuses on a multi-municipal approach. This approach provides the opportunity for the five municipalities to determine collectively the best locations for specific classes of land uses across the region. The context for the future land use scenario is the delineation of growth and rural resource areas (see the Growth Area and Rural Resource Area Delineation strategy). These locations are shown on Map 1.

Key Components:

- Base the region's land use classification system on the following definitions and descriptions:

- **Rural Conservation:** This class is one of two classes reserved for rural resource areas. Very low-density development is the key characteristic. In rural conservation areas the average density would be one housing unit per two acres or an average of two acres for business activities.

The best approach in these areas for preserving the rural character of the community is to promote open space style development. The open space development methodology (conservation subdivisions) is a design technique that promotes the protection of environmental features and conserves open space by integrating greenways and wide expanses of undeveloped lands with concentrated areas of development. The corner stone of the technique is optional development scenarios that take form as cluster development (large portions of the area remaining in open space), estate lots, and country properties/farms. This approach provides design flexibility and creativity (see the Design Features and Guidelines Strategy and the Open Space Protection Strategy for more information).

The rural conservation class assumes housing, agricultural activities, and open space / natural areas will be the predominant land uses. A reasonable mix of home-based or small businesses associated with country living is appropriate in these areas as long as they meet the following requirements:

- Are compatible with surrounding uses, natural features and the environment
- Do not cause undue stress on roadways
- Do not require other public infrastructure (public water or sewer).

Land use regulations would be put in place to address compatibility issues.

Four residential land use classes are designated for the primary and secondary growth areas.

- **Rural Residential:** This category represents the lowest density residential land use type. It provides the transition from higher density residential use to lower density conservation uses in Carroll and Monaghan Townships. The area generally does not have access to public water and public sewer; however,

public sewer is available to several areas. The expectation is the sewer will not be available to the entire area and the style of development will be residential conservation subdivisions. Conservation subdivisions would minimize impacts on environmental features, preserve open areas, and provide a greenway system in the region. Extending the greenway with a path or trail system would help develop pedestrian connections to major activity centers and between neighborhoods. The open space concept may be applied in any of the residential areas. In the rural residential area the ideal development would preserve between 50 and 60% of the land. The average residential density in these areas would be one unit per acre.

- **Low-Density Residential:** This category is generally associated with the outer limits of the growth area and with existing low-density residential neighborhoods. In locations that are not surrounded by rural residential areas, the category helps to form a transition between denser uses in the growth areas and the rural resource areas. The majority of the uses would be single-family detached homes and recreation / open areas. The average development density would be three homes per acre.

Conservation subdivisions would be appropriate in low-density areas. In the low-density residential area the ideal development would preserve between 40 and 50% of the land and concentrate the allowable number of homes on an average lot size of 10,000 square feet.

Specific locations for open space development include the tracts behind the developing areas of Spring Lane and contiguous to the designated mixed-use and residential areas that eventually would develop around the proposed southern US 15 interchange area connection to PA Route 74 (Carlisle Road). The open space concept would be utilized to create a greenbelt separating the mixed-use development and to allow pedestrian access into the area from surrounding neighborhoods. The other specific location is the vacant low-density areas adjacent to Fisher and Stony Runs on the east side of the Route 15 corridor. Developing a greenway with riparian buffer for stream protection would be a high priority. A trail system to provide access to the natural areas may be a consideration.

It is expected that the residential areas will have public water and public sewer; however, the outlying regions of Franklin Township may continue to utilize on-lot systems until the public system reaches these areas. In these cases lots must be sized to accommodate the on-lot systems – the need for replacement areas would be determined at the time of subdivision and land development based on the schedule for implementing public water and/or sewer to the area and the results of soil testing.

- **Medium-Density Residential:** Similar in character to the low-density residential neighborhoods, the medium-density classification is reserved for areas, that already exhibit or are expected to exhibit the following characteristics:
 - An average density of four to five units per acre.

- Neighborhoods with a concentration of one housing type (generally detached homes) or a mix of single-family housing types (detached, semi-detached {duplex}, attached {townhouse}).
- Available public water and sewer service, sidewalks and roadways providing connections throughout the neighborhood and to other neighborhoods / recreation areas (Logan Park and Dillsburg athletic fields).
- Quick access to the major roadways and U.S. Route 15.

The majority of the medium-density residential sites are either developed or are in the development process. The medium-density residential neighborhoods are located in northern Dillsburg Borough extending into Carroll Township. These neighborhoods are surrounded by higher density developments and nonresidential activities. Several of these adjacent areas have development potential. When these areas develop, buffer yards and screening would be appropriate to reduce potential incompatible conditions with the medium-density residential neighborhoods.

- **High-Density Residential:** Traditionally, Pennsylvania's Boroughs are historically centers for high-density residential development. The development density in both Dillsburg and Franklintown Boroughs is indicative of this historic pattern (Franklintown Borough's small size provides the opportunity to plan for its development in a consolidated unit, removing the necessity to allocate specific areas for different uses). The older high-density residential areas in Dillsburg are found adjacent to that Borough's downtown (Dillsburg's downtown is shown as the mixed-use area contiguous to Baltimore Street on the Future Land Use Map) and are typical of single-family detached and duplex/doubles (single-family semi-detached) homes built on very small lots with separate garages adjacent to rear alleyways. In most cases, the street and sidewalk system follows a grid pattern. Newer high-density subdivisions are located to the east and south of the Borough's center. These subdivisions take the form of townhouse and multi-family developments. Development potential exists in the area designated on the south side of Old York Road.

The density for this classification would exceed five units per acre (average between seven and nine units per acre). A full range of residential types is expected including detached homes, duplexes, town homes, and apartment houses (multi-family). It is expected new homes and residential buildings would fit into the character of the Borough and its surroundings; in other words, the units would be built in a similar scale and architectural style as the existing high-density buildings in the Borough. The high-density residential area must have a full complement of public infrastructure.

The following mixed-use and business land use categories are extremely important to the region. The development of these areas will be important for sustaining the region's economic well being and quality of life. For every dollar of tax revenue received from a new single-family home, local governments generally provide more than a dollar in public services; conversely for every dollar of tax revenue received from a new business, local governments pay well below a dollar in public services. This relationship is most pronounced in school taxes, particularly in areas where new homes equate to increases in public school enrollments. The taxes provided by

businesses are especially critical in areas experiencing rapid growth and development.

- **Mixed-Use Development:** The region embraces the idea that it is not always necessary to separate residential and nonresidential land uses. This acceptance is the premise behind the designation of numerous areas in the growth areas for mixed-use development. The classic example of a mixed-use area in the region is Dillsburg Borough's downtown. The inclusion of small shops and offices, intermixed with residential units in mixed-use or single-purpose buildings, is typical of Pennsylvania's downtowns. Dillsburg is no exception.

The mixed-use areas provide the opportunity to have home, work, shopping and recreation within walking distances; thus reducing the reliance on the automobile for local trips. The plan recognizes that not all mixed-use development serves the same purpose. Several styles of mixed-use development currently exist and several new styles are planned:

- Dillsburg Downtown Area – As mentioned previously, downtown Dillsburg, located along Baltimore Street from Hanover Street to Welty Avenue, represents the historic mixed-use area in the region. The majority of the original structures are still standing, thus the historic character has been retained. The downtown is home to many specialty shops and civic uses, including the fire company, municipal offices and the square (a detailed discussion is available in the Downtown Revitalization Plan Strategy).
- Mixed-use areas north and south of Dillsburg Borough - These areas offer a transition between low-density residential development and the more intense highway commercial and industrial uses surrounding the US Route 15 corridor. The expectation is that the areas will develop in a park-like or boulevard setting with predominately office and residential uses (full range of residential uses) and accessory commercial to support the mixed-use neighborhood. Where possible, the areas would develop as a planned unit and include an internal roadway network and pedestrian ways.

Four of the mixed-use areas have unique characteristics:

Area between Route 74 (Carlisle Road) and the northern US Route 15 interchange. This area is in the location of the new connector to the future northern US Route 15 interchange, and as such it will be a new gateway into the region. The future land use for the area would be a mix of small businesses and residences. The majority of the area currently is in agricultural use. The expectation is that the new connector roadway will increase the development potential of the area; however, efforts should be made to retain the country setting of the area through access management, deeper front setbacks (boulevard setting) with canopy trees, and architectural treatments, emphasizing lighting and signage design and scale and design of structures.

Area bordered by Baltimore Street, US Route 15 and Harrisburg Street. This area was the subject of a 1999 Redevelopment Plan. A broad range of land uses is envisioned for the site, including higher-density residential units,

office/institutional, recreation, low-intensity commercial, and multi-use structures. A series of design guidelines were developed around the themes of streetscape enhancements, greenway network and optional land development scenarios. Dillsburg Borough later adopted zoning and subdivision land development regulations to support implementation of the plan. To date, little change has occurred in the area.

Tracts adjacent to Northern School District complex and the proposed industrial site adjacent to the future southern interchange area. These areas will act as a transition to buffer the intense industrial use from the school complex and the existing Dillsburg Borough development. It is expected a new southern entryway to Dillsburg Borough will be defined in this area. The important design issue will be developing the area to conform with the character of the Borough and shielding the impact of development from the school facilities. The expectation is that the nonresidential elements will be situated adjacent to the industrial area, and the US Route 15 corridor and the residential elements will be closer to the residential uses in the Borough and the school.

Range End Road in Carroll and Franklin Townships. The area currently has no unifying characteristics. The land is marginal for residential development; however, residences do exist on larger lots. A mixture of light industry, commercial and office uses would be expected. Access management must be controlled to ensure roadway safety. Retaining the country atmosphere would be accomplished by limiting the impervious coverage, requiring vegetative cover on all open areas and limiting the scale of signs.

- **Village areas:** Two village areas are designated on the future land use map. These villages include the combined village area of Siddonsburg and Mount Pleasant in Monaghan Township and Franklinton Borough. As previously noted, Franklinton Borough is the only incorporated village in the region. The scale and intensity of activity is important in maintaining the village character.
- Siddonsburg/Mount Pleasant. Located along York Road in Monaghan Township, these villages had their historic beginnings as crossroad communities at the intersection of Siddonsburg Road / York Road (Siddonsburg) and Mt. Airy Road / York Road (Mount Pleasant). The villages are replete with historic structures and buildings. Each of the crossroads contained a country store, both of which have been rehabilitated and reused - as a residence in Siddonsburg and the municipal offices in Mount Pleasant. The Mount Pleasant Church of God is still home to an active congregation. The village of Mount Pleasant also contains a cemetery, which helps to relate the history of the area. The development intensity is the greatest at the crossroads, with numerous historic homes set close to the intersecting roadways. Small businesses and homes on larger lots form a linear pattern between the two crossroads and have replaced the interspersed orchards of the past. The Monaghan Township Comprehensive Plan and Zoning Ordinance designated this area as a business area, which is supported by this regional plan. This area is delineated as a Village Center on the Future Land Use Map. The expectation is that these patterns of development will

continue to occur within the village area. The hope is that the remnants of the past will be preserved.

- Franklinton Borough. Franklinton Borough is a self-contained community. The future land use scenario assumes the Borough will continue to remain a mixed-use community, which provides the flexibility for small businesses to be integrated throughout. Appropriate businesses on Baltimore Street (the Borough's main street) would be small offices and specialty shops, either sharing space within a residential building or occupying an entire building. More intense uses would be reserved for the area at the edge of the community, where adverse impacts would be minimized by buffers and screening. The Borough supports a wide variety of housing types. Uses not appropriate for the Borough would include heavy industry or large commercial or office centers. In the future, the Borough would continue to offer a reasonable mix of civic uses, such as the Borough hall, fire company, post office, recreation facilities and religious institutions.

Land use ordinances developed on a regional basis will help to sustain and protect the character of the Borough. These ordinances should also put in place wellhead protection in the location of the public water wells.

A future growth area is designated for the eastside of the Borough. The hope is that this area will not develop until the area of South Street, Church Street and Long Avenue is fully developed.

- **Highway Commercial:** This classification is reserved for the commercial activities surrounding the US Route 15 corridor. These areas provide locations for large commercial enterprises with market areas that goes beyond the region and commercial activities that provide for the service needs of the traveler. Without proper design standards and access management, these areas have the potential to degrade the character of the community; therefore, it is important that the region's land use ordinances develop a consistent set of design standards for these areas (see Design Features and Guidelines Strategy).
 - **Industrial:** Industrial areas are reserved for both heavy and light industry. The region has few existing industrial areas. A future area for industrial development have been designated in the area of the proposed southern US Route 15 interchange and Golf Course Road. Roadway improvements will need to be timed with the development of the southern industrial area.
 - **Public/Semi- Public:** The public/semi-public land use classification represents the area devoted to schools, State Game Lands, parks, municipal land, churches and emergency service facilities. The expectation is that these land use types will continue to develop throughout the region and will be allowed in every area. Recreational facilities would be located close to residential neighborhoods or in greenways throughout the region.
- Apply the land use classification system to the region (see the Future Land Use Map).

Table 1 – Future Land Use Percentages

LAND USE CLASSIFICATION	TOTAL ACRES	PERCENT OF TOTAL
Rural Conservation	21,021	71.2%
Rural Residential	2,347	7.9%
Low-Density Residential	1,458	4.9%
Medium-Density Residential	751	2.5%
High-Density Residential	346	1.2%
Village	319	1.1%
Mixed-Use	750	2.5%
Highway Commercial	524	1.8%
Industrial	141	0.5%
Public/Semi-Public	1879	6.4%

Source: Community Planning Consultants, Inc., 2004.

- Understand the usefulness of the development potential analysis found on Table 2. Based on the development potential analysis, the region’s growth area will accommodate three to four times the area needed for residential development in the next twenty years. Since the availability of land is based on the willingness of the landowner to sell the land for development, excess development potential is important to ensure the growth areas will be able to accommodate at least 80% of the region’s residential growth. Tripling the amount of development potential above the need is a reasonable approach; therefore the future land scenario is adequate to meet new housing demands in the region.

The future land use scenario will accommodate nine million square feet of nonresidential development on approximately 1,030 acres³, nearly doubling the region’s current acreage of industrial and commercial land.

The development potential analysis also will be useful as the region plans for expansion of utility and transportation systems.

- Recognize the need to monitor the rate of growth on an annual basis and update infrastructure planning – public water and wastewater – to keep pace with new growth and development.
 - Work with the York County Planning Commission staff to develop a growth tracking system (e.g., Lancaster County Growth Tracking Process and Reports).
 - Prepare a list of benchmarks and indicators to track progress in directing growth to the growth areas and away from rural resource areas.

³ Mixed-use and village areas adjusted for residential uses.

Table 2 – Development Potential Analysis

Future Land Use Class	Adjusted Acres	Housing Units - Ave.	Housing Units - Max.	Nonresidential Square Feet
Rural Conservation	10,582	5,327	5,327	
Rural Residential	839	839	2,433	
Low Density Residential	561	1,683	1,683	
Medium Density Residential	264	1,056	1,320	
High Density Residential	67	470	605	
Village	85	196	296	257,535
Mixed Use	378	1,588	1,588	6,586,272
Highway Commercial	263			2,062,130
Industrial	45			333,234
Totals for Region	13,084	11,159	13,252	9,239,171
Totals for Growth Area	1,578	4,797	5,196	8,981,636

Source: Community Planning Consultants, Inc., 2004.⁴

MULTI-MUNICIPAL LAND USE REGULATORY APPROACH

This strategy focuses on the continuation of the multi-municipal approach through implementation of the Growth Area and Rural Resource Area Delineation Strategy and the Multi-Municipal Future Land Use Strategy. The strategy recognizes the need for adoption of land use ordinances that are generally consistent across the region and provides a variety of options to either accomplish the multi-municipal approach or individual approach.

⁴ Adjusted acres are the acres left after the deduction of environmentally constrained lands (i.e., floodplains, wetlands, and steep slopes) and 18% of the area for infrastructure development. The development potential for various land use classifications equals the adjusted acres times the unit/acre assumptions for residential areas and the adjusted acres times the FAR value for the nonresidential areas. The following assumptions apply: (1.) Residential density assumptions, housing units average: RC- .5 unit/acre; RR – 1 unit/acre; LDR – 3 units/acre; MDR – 4 units/acre; HDR – 7 units/acre; Village – 1unit/acre; Mixed-use 7 unit/acre. Residential density assumption, housing units maximum: RC- .5 unit/acre; RR – 3 unit/acre; LDR – 3 units/acre; MDR – 5 units/acre; HDR – 9 units/acre; Village – 1unit/acre; Mixed-use 7 unit/acre. (2.) Floor Area Ratio (FAR) is the measure for the efficiency of land use. The higher the FAR value, the more efficient land is being used in comparison with the total building plate of a structure (or building footprint for a one story building). The following FARs are used in the analysis: industrial -.17; commercial -.18; mixed-use -.40. (3.) The ratio of residential to non-residential for mixed-use areas is 60/40 split; for downtown Dillsburg is 50/50 split. The ratio of residential to non-residential for village area is 80/20 split.

Key Components:

- Offer choices for each municipality to consider in developing and/or amending land use regulations. The three choices are:
 - Choice 1 - Adopt individual municipal zoning ordinances that allow for a full-range of uses within the municipality. These regulations would be similar to the current regulations in Monaghan and Carroll Townships and Dillsburg Borough. The expectation is if this method were chosen, each municipality would still review their ordinance for consistency with the regional plan.⁵
 - Choice 2 - Adopt individual municipal zoning ordinances consistent with the regional comprehensive plan's land use scenario. This option would allow municipalities to pick and chose, based upon available infrastructure and desired community character, which land uses would be allowed in a given municipality. In other words, the future land use scenario assumes, uses requiring public sewer and water (multi-family housing, heavy industry and large commercial enterprises) would be appropriate in the urban growth area, with the majority of these activities occurring in Dillsburg Borough and Carroll Township. The option would allow Franklin and Monaghan townships to retain its rural character by continuing to accommodate agriculture, residences on larger lots or in open space developments and small commercial enterprises. Franklinton Borough would retain its small town character.⁶ An intergovernmental implementation agreement would be used to establish the relationship throughout the region.
 - Choice 3 - Adopt a joint zoning ordinance. This option would occur when more than one municipality decides to go together to develop a single zoning ordinance.⁷
- Accept that all municipalities in the region may not choose the same approach for creating or modifying land use regulations. It is possible for a combination of three options to be present in the region. If option 1 is chosen by any of the municipalities, the municipality must accommodate all uses in its jurisdiction. If the municipality was the only place in the region to provide a certain class of land use, in accordance with the future land use scenario, the municipalities choosing to work together (either options 2 and/or 3) will need to designate an area within those municipalities to accommodate that land use class.
- Adopt common elements in each municipal subdivision and land development ordinances and stormwater management ordinances that meet the goals and objectives for the region.

⁵ In the case of Monaghan Township the regional plan was developed consistent with its recently adopted comprehensive plan and zoning ordinance so very few, if any, changes would be anticipated.

⁶ The Municipalities Planning Code (MPC) enables this multi-municipal land use approach. See appendix 1 for the appropriate sections of the MPC.

⁷ The MPC enables the joint zoning ordinance approach. See appendix 1.

Homeowners Improvement and Assistance Program

The focus of the homeowners' assistance program strategy is to develop a collaboration with County resources for the dissemination of assistance information to homeowners.

Key Components:

- ❑ Work with the following County agencies to obtain a better understanding of assistance programs available to existing and potential homeowners.
 - Housing Council of York – Homeownership Program (contact: 854-1541) and Home Investment Program.
 - York County Planning Commission – York County Weatherization Program, York County's Home Improvement Program, York County Community Development Block Grant Program – contact: 771-9870.
- ❑ Obtain and maintain a repository of brochures and information on available programs.
- ❑ Work with the County to provide an informational workshop to property owners regarding available resources and funding programs.

Design Features and Guidelines

The process of locating and distributing land uses is a growth management concept that is easy to understand - - especially as it takes the form of the future land use map. The role and value of site design is often less obvious, but equally as important to the growth management scenario. Design is a key ingredient for protecting natural resources and environmental features, preserving open spaces and the region's rural character, creating pedestrian-friendly neighborhoods, and developing attractive mixed-use areas. This strategy advances new ideas and concepts about development style, which focus on real issues, such as:

- ❑ Managing new developments' relationship to and interaction with existing site conditions;
- ❑ Developing integrated networks for the internal and external movements of people, vehicles, and water; and
- ❑ Addressing aesthetics to provide a strong sense of place and community pride.

The strategy addresses rural settings, major corridors (existing and planned), mixed-use areas, and residential neighborhoods. (Design features for villages and small Boroughs are discussed in the Multi-Municipal Future Land Use Scenario Strategy. The Downtown Revitalization Plan discusses design issues for Dillsburg Borough.) This strategy contributes valuable policy information for both the drafting of regulatory measures and

working informally with developers on creating designs that will meet the objectives of the plan.

Key Components:

- ❑ Consider specific design features for each of the four candidate settings (i.e., rural settings, major corridors, mixed-use areas and residential neighborhoods) in the Northern York County region. The municipalities should refer to these concepts often as land use regulations are drafted and amended. Municipal planners / officials should sort through the concepts to determine if an element requires implementation through a land use ordinance or design manual.
- ❑ Understand that all guidelines do not need to be transformed into regulatory language. This strategy will present a variety of ideas that may be refined into a design manual that should accompany the land use regulations. The advantage of the non-regulatory approach is it helps to create the basis for an informed dialogue among the developer, community and local planners. It provides the forum for the exploration of innovative ideas and the atmosphere to work together to meet common objectives and create “winning” scenarios.
- ❑ Develop a design manual to refine and illustrate the basic concepts. Require developers to consider the concepts in the design manual as part of land development activities. Other ideas for the design manual will filter out of the implementation of the Plan’s Environmental Strategies, in particular, Crafting a Watershed Management Plan Strategy, Stormwater Best Management Practices Program, and Environmental Site Planning Standards.

Design considerations in rural settings

- ❑ Explore the conservation subdivision technique for developments within rural settings (designated rural conservation and rural residential areas) or on tracts within the growth areas with substantial environmentally sensitive areas and/or important pedestrian/non-vehicular linkages (see Environmental Site Planning Standards Strategy and the Comprehensive Regional Recreation Program). This recommended methodology (a “Growing Greener” methodology created by the Natural Lands Trust for Pennsylvania’s rural communities) is endorsed by the PA Departments of Community and Economic Development and Conservation and Natural Resources.
- ❑ Understand the principles of the technique.
 - Define “Conservation Subdivision” as a land development technique that seeks to identify and permanently protect special natural and/or environmental features and open space in designated conservation areas or preserves. *“Development is organized around the central organizing principle of open space, rather than the central organizing principle of streets and drains”* (Randall Arendt – Growing Greener, 2001).
 - Understand the importance of density. Base density is defined as the maximum density permitted on a parcel of land (zoning concept) or dwelling units per acre. Environmentally constrained lands (e.g., slopes greater than 25%, wetlands,

existing streets, floodways, utility easements, and portions of floodplains and moderately steep slopes) are excluded from the calculation of density on a parcel (net buildable area). This calculation provides the property owner or developer with the number of units that may be developed on a parcel.

- Demonstrate the relationship of density to open space. The “Conservation Subdivision” concept assumes not all land will be developed, but a portion of the land will be conserved as open space; however, in the process of reserving permanent open space the property owner or developer is assured that the base density will not change, in other words there will be no deemed loss in development potential. (The ideal scenario will be an interconnected network of open space throughout the region – implementation of the Crafting a Watershed Management Plan Strategy will establish the basis for identifying and prioritizing the primary and secondary conservation areas to develop this network regionwide.)

- Provide a menu of choices

- Five basic development options – the first three options for development are based on the relationship of open space to lot size. The last two options address the market for large lots, where the majority of the open space is privately held within the larger lots or farm parcels. The combination of the options would offer many additional development scenarios.⁸

- ✓ Option 1: the basic option, would allow the landowner to achieve full density provided that a conservation subdivision design is proposed with substantial undivided open space of at least 50%.



Option 1

- ✓ Option 2: Provides a small density incentive for layouts providing higher proportions of protected open space at least 60%.



Option 2

- ✓ Option 3: Provides a larger density bonus than offered under Option 2, but with the stipulation that an even larger percentage of open space be set aside permanently. Generally, it is advisable to limit the use of this option to certain special overlay zones, where the increased density and village format would



Option 3

⁸ Option 1 to option 5 sketches taken from *Growing Greener: Conservation by Design* produced by the Natural Lands Trust, Media, PA, September 2001.

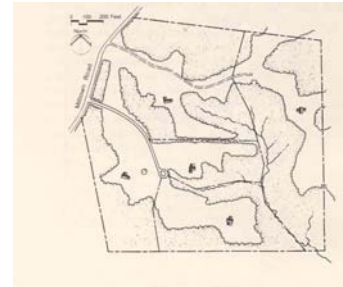
be particularly appropriate, as in the extension of existing crossroad settlements or at nodes along the transportation network.

- ✓ Option 4: Meets any demand there might be for large estate lots, with no conservation open space, except for greenway corridor connections along a stream valley or other natural feature. However, this option (the owner's choice) would be subject to substantial density reduction with, for example, 50% fewer house lots than the district's base density would ordinarily allow.

Option 4



- ✓ Option 5: Encourages even lower density development wherein country properties of at least ten acres would be made more attractive by offering such incentives as relaxing street construction standards to permit gravel-surfaced country lands that would essentially be shared driveways.



Option 5

- Open space use options - the concept assumes a permanent conservation easement would be placed on land designated as open space; however, the space may be used for a variety of activities: farming, wildlife sanctuary, forest preserve, nature center, stormwater management, drainfield for on-lot wastewater management, park and recreation area for non-intensive uses -including golf course, hiking, bicycling or bridle trail, picnic area, playing field, and similar uses.
- Open space ownership and management options. Many combinations of ownership and management options are available including private ownership by an individual (e.g., farmer who wants to continue agricultural activities), a homeowners association, a land trust, a municipality or public agency (in the case of a public park or greenway land for trail system), or a combination of the above.
- Provide incentives to reach community objectives. Integrating density bonuses within the conservation subdivision concept affords the region the opportunity to meet community objectives, such as: creating a greenway system and passive recreation, retaining existing farmland, developing pedestrian connections, diversifying housing, protecting historic buildings, retaining and conserving significant tree stands, etc.
- Specific design considerations in conservation subdivisions include:
 - Giving primary attention to building that fits the lay of the land - topography and vegetation patterns of woodlands and fields.
 - Recognizing and preserving the community's cultural landscape – man-made elements consisting of fields, meadows, hedgerows, farmhouses and country lanes.
 - Maintaining the scale of buildings that fit into a rural setting.

- Avoiding the placement of building on ridges and eliminating tree stands (when buildings intrude on these features the buildings begin to dominate the landscape and intrude on the rural setting with the loss of community character).
- Designating scenic roads and rural views from scenic roads – along these roadways provide a substantial portion of open space to protect the views from the road into the countryside. One advantage of a greater setback and hiding homes from view is privacy for the homeowner.
- Providing a movement system (streets and path) that interconnects to the open space areas.
- Paying attention to the length and width of streets to calm traffic and retain the scale of development in a rural setting.
- Orienting streets east-west to take advantage of solar access.

Design considerations along major corridors

- Understand the design issues along major corridors. The Plan provides three examples: existing arterials (U.S. Route 15), existing collectors in the delineated primary growth area (Ore Bank Road) and proposed connectors and interchange areas (Carlisle Road to the proposed northern U.S. Route 15 interchange and Golf Course Road extension at the southern interchange to Old York Road). The design guidelines should be incorporated with design features in the Region's Functional Classification System and the Roadway Maintenance and Improvement Strategies in the Transportation Initiative. The design issues and ideas may be applied to other areas in the region. These design issues include:
 - Existing arterial (Route 15 corridor) – Recognize this corridor as being the location for highway commercial activity, which as development and redevelopment occur, might provide more intense development than currently is along the corridor. The corridor is the only designated location in the region for the highway commercial activity. Current issues in the corridor include: lack of access management (numerous curb cuts), minimal vegetation on developed sites and in parking lots, sign clutter, poor pedestrian access (separation of sidewalks from parking areas), irregular setbacks, poor parking design, and no consistency in design elements (signs, lighting standards, parking lot configurations).
 - Existing collectors (Ore Bank Road) – Roadway improvements may be required as the area continues to grow. The area along the roadway northwest of Mumper Lane towards Route 15 has a distinctively different character than the area southeast of Mumper Lane. This distinction must be recognized as changes occur to the roadway. Ore Bank Road is a major route through the primary growth area. When the northern Route 15 interchange and the business center develop on Old York Road, the expectation is that traffic will increase on both segments of the roadway. Design that takes into account the context of the residential communities surrounding the roadway will be important for retaining the character of the growth area.

- Proposed connectors – The interchanges and associated new corridors will represent important gateways (entryways) to the region; as such, these are important places for providing a positive impression of the Northern York County community. Municipalities, which pay particular attention to these areas of their community, may generate a marked advantage in attracting high quality developments and commercial establishments to their communities. As the interchange concepts develop the local leaders will have the opportunity to discuss with PENNDOT design elements that will bring the context of the community to the interchange area – this design method is called “context sensitive design” and is a major initiative of PENNDOT.
- Consider and refine the following general design principles into specific language for each of the target corridors.
 - Features for existing arterials (Route 15 corridor):
 - Include vegetation, including lawns, shrubs and trees along the roadway frontage.
 - Provide building setbacks to allow separation between the roadway and the building or structures.
 - Incorporate trees and pedestrian pathways with large parking lots to enhance traffic patterns, pedestrian access, and aesthetics.
 - Include sidewalks at the front of buildings.
 - Place screen dumpsters enclosures to the rear of buildings.
 - Include buffers and screening adjacent to incompatible uses.
 - Encourage shared access, driveways, and a service roadway system and parking lots, where possible, with adequate maintenance and ownership agreements.
 - Include non-intrusive lighting to enhance safety while minimizing impact on neighboring properties.
 - Encourage alternative parking lot location to the rear or side of buildings, where possible.
 - Develop sign regulations to require consistency in design, placement and quantities to avoid visual clutter.
 - Encourage shared stormwater management and BMPs (see Stormwater Best Management Practices Program Strategy).
 - Include buried utilities, where possible.
 - Work with chain stores and developers to design buildings that fit in with local character.⁹
- Features for existing collectors (Ore Bank Road) and proposed connectors (Route 74 – Carlisle Road to the northern interchange and Old York Road to the southern interchange). The expectation is that design features will be similar for



Example of a McDonalds Restaurant that respects the village style development in Stowe, Vermont.

⁹ Stowe, Vermont example taken with permission of the author from *Saving Face: How Corporate Franchise Design Can Respect Community Character*, Ronald Lee Fleming, The Townscape Institute, Planning Advisory Service Report Number 503/504, February 2002.

each of the major roadway segments in the primary growth area and may be applied to other segments as the interchanges develop.

- Develop a modified parkway or boulevard concept for the corridors (smaller scale for the Northern York setting than in more urban areas). Parkway connect the region to the primary growth area. Consider the following features:
 - ✓ Wide setbacks and lawn areas along the edge of roadway (provides the appearance of preserved natural areas).
 - ✓ Controlled speed (e.g., maximum 40 mph, speed through developed areas should be reduced to 30 –35 mph or less) on the roadway segment.
 - ✓ Street trees in planting strips (most parkway concepts include street trees in a median area; however, this inclusion may be cost prohibitive from a construction and maintenance perspective).
 - ✓ Eight to twelve feet wide multi-use trails setback from the travel lane behind the street trees.
 - ✓ Utility location underground, if possible.
 - ✓ No new lots fronting on the parkway area and buildings oriented towards an internal street system for new development; thus, eliminating new curb cuts and driveways.
- Adjust the parkway design to accommodate existing site features and development, where necessary. Examples include:
 - ✓ Existing Ore Bank Road northwest of Mumper Lane. Existing development may infringe on ideal setbacks and require adjustments to the location of street trees and the multi-purpose trail.
 - ✓ Existing Ore Bank Road southeast of Mumper Lane. Priorities would be the retention of existing vegetation and trees along the roadway, minimize widening the roadway to minimize the intrusion of the roadway into the rural setting, and explore other alternatives (e.g., Mumper Lane) to access the proposed mixed use and residential centers on Old York Road to direct traffic away from this segment of Ore Bank Road.
- Establish a conclusive layer of design guidelines for these areas to be incorporated into land use ordinances, where appropriate, or into a design manual. The expectation is that the majority of the design features would be incorporated into land use ordinances due to the importance of these corridors.

Design considerations in mixed-use areas

- Understand the design issues associated with mixed-use centers. These areas represent the most intense use of land expected in the region. The ideal development scenario would be planned unit development. This would allow the integration and coordination of common features, including but not limited to stormwater management, roadways, signage, and common open space. If an area begins to develop in a piece-meal fashion, the municipality should pay particular attention to how the entire area will develop for the long-term and prepare for future connections to roadways and stormwater management facilities.

- Consider and refine the following general design features for inclusion in ordinance language or the design manual.
 - Integrate open space associated with environmentally sensitive areas and/or pedestrian/non-motorized linkages and greenway systems.
 - Use BMPs for stormwater management.
 - Incorporate landscaping to buffer and screen development from arterials and major collectors.
 - Develop an interior roadway network with buildings fronting on the roadway to manage access and contain curb cuts and driveways.
 - Incorporate lawns, vegetation and trees (landscaping plan requirement).
 - Provide buffering and screening from incompatible uses.
 - Provide pedestrian access and walkways to buildings throughout the mixed-use area and sidewalks from parking areas, where needed.
 - Incorporate unified design elements for street furniture (e.g., benches and waste receptacles), signage, lighting, walkways, pavement treatment, etc.
 - Require traffic studies and environmental assessments.
 - Incorporate trees and pedestrian pathways with large parking lots to enhance traffic patterns, pedestrian access, and aesthetics.
 - Encourage shared access and a service roadway system and parking lots, where possible, with adequate maintenance and ownership agreements.
 - Include non-intrusive lighting to enhance safety while minimizing impact on neighboring properties.
 - Encourage alternative parking lot location to the rear or side of buildings, where possible.
 - Include buried utilities, where possible.
 - Include transit stops and bike stands. In the regional commercial center, or downtown Dillsburg Borough consider the inclusion of a transportation center. The center would be coordinated with Capital Area Transit (CAT), Rabbittransit, major business entities and commuter bicycle trails.

Design considerations in residential neighborhoods within the primary growth area

- Consider four design features in residential neighborhoods streets, pedestrian (sidewalks) and bicycle access, planting strips and street trees, and stormwater management.
 - Understand that residential streets are a prominent part of a residential neighborhood and provide a visual setting for the homes as well as a meeting place for residents. To design and engineer residential streets for the sole purpose of conveying traffic overlooks the many purposes of a residential street. Design features include:
 - The design of residential street patterns should relate to the overall community planning, including pedestrian and bicycle activity.
 - Streets should be designed with the pedestrian in mind to create more attractive communities and contribute to a clearly defined sense of place.
 - The over design of streets should be avoided. A minimum width should be used that will reasonably satisfy all realistic needs, thus minimizing construction and annual maintenance costs, while at the same time maximizing the livability of the community. Excessive widths or an undue

- concern with geometry more appropriate for highways encourages greater vehicular speeds.
- Street design standards should permit flexibility in community design. Street alignments should be permitted to follow natural contours and preserve natural features or to respond to other design considerations such as the creation of intimate urban- or village-scale streetscapes.
 - The street design should include the incorporation of street trees within the streets right-of-way to offset the heat build-up and create more aesthetically pleasing environments.
 - The creation of excessive travel lengths should be avoided in the overall street layout.
 - Local street patterns should be logical, understandable and well connected to adjoining residential areas, where possible. Street patterns composed of multiple cul-de-sac type layouts (i.e. single entry/exit street spine with all destinations located on dead-end branches) should be discouraged, because they form barriers between neighborhoods.
- Incorporate pedestrian paths (sidewalks) and bicycle paths as an integral part of the residential land use development. Design features include:
 - Sidewalks should be provided with a width of five feet. Sidewalks on one side of the street may be appropriate in some residential settings.
 - Most street networks within subdivisions can provide an attractive setting for bicycle travel without special modifications. The following conditions support the inclusion of an on-street bicycle lane to a residential collector street.
 - ✓ The residential collector street carries a significant portion of the development's total traffic.
 - ✓ The network of local streets is disconnected, forcing bicycle travel onto the collector street as the only available route through the community.
 - ✓ Destinations for bicycle travel such as schools, recreational facilities, or a business park are located nearby.
 - Provide a minimum five-foot planting strip between the curb and the sidewalk. The planting strip provides a visual break between the paved surfaces of the street and sidewalk and is a place for street trees to be planted.
 - Address the following stormwater management recommendations.
 - The fencing and piping of stormwater should be avoided and channelization minimized.
 - Natural hydrologic features that aid in the control of stormwater should be left undisturbed and incorporated into the overall stormwater management plan.
 - The use of detention or retention ponds for stormwater management should be designed to serve multiple purposes;
 - ✓ Locate larger basins in a centralized area for easy access and visibility and to encourage multiple uses.
 - ✓ Provide open space links from the basin to any existing or planned open space system.
 - ✓ Coordinate the basin site with community open space and other on-site recreation facilities.

Northern Region Official Map

Northern Region Official Map focuses on the formal adoption of an official map and ordinance consistent with Article IV of the Pennsylvania Municipalities Planning Code (MPC - Act of 1968, P.L. 805, No. 24, as amended).

Key Components:

- Understand the importance and meaning of an official map (taken from Article IV of the MPC).
 - The official map is a tool which may show appropriate elements or portions of elements of the comprehensive plan with regard to public lands and facilities and which may include, but need not be limited to:
 - Existing and proposed public streets, watercourses and public grounds, including widenings, narrowings, extensions, diminutions, openings or closing of the same.
 - Existing and proposed public parks, playgrounds and open space reservations.
 - Pedestrian ways, trails and easements.
 - Railroad and transit rights-of-way and easements.
 - Flood control basins, floodways and flood plains, storm water management areas and drainage easements.
 - Support facilities, easements and other properties held by public bodies undertaking the elements of the comprehensive plan.
 - To more clearly define elements of the comprehensive plan and to take action, the governing bodies or a body authorized by the governing bodies, may make or cause to be made surveys and maps to identify, for regulatory purposes, the location of property, trafficway alignment or utility easement by use of property records, aerial photography, photogrammetric mapping or other method sufficient for identification, description and publication of the map components. For acquisition of lands and easements, boundary descriptions by metes and bounds shall be made and sealed by a licensed surveyor.
 - The official map reserves properties or portions of properties for public grounds for the above uses.
 - The reservation for public grounds lapses and becomes void one year after an owner of such property has submitted written notice to the governing body announcing intentions to build, subdivide or otherwise develop the land covered by the reservation or has made formal application of an official permit to build a structure for private use, unless the governing body acquired the property or began condemnation proceedings to acquire the property before the end of the year.

- Adopt an official map for the region to show the following elements:
 - US Route 15 interchange areas (see US Route 15 Corridor Improvements Strategy) and main line improvement area.
 - Improved and new roadways and associated bikeways in the primary growth areas (see Design Features and Guidelines – Design consideration along major corridors) including:
 - Ore Bank Road
 - Golf Course Road
 - New connectors: Carlisle Road to the proposed northern U.S. Route 15 interchange and Golf Course Road extension at the southern interchange to Old York Road.
 - Intersection and widening/shoulder improvement elements of the Roadway Network Maintenance / Improvement Program Strategy. The expectation is as the program is implemented new elements will be identified and added to the official map.
 - Intersections: Range End Road/Route 15, Carlisle Road/Campground Road, SR 194/Baltimore Street/South Street, Chestnut Street/Old York Road, Lewisberry Road.
 - Widening/Shoulder Improvements: Chestnut Street/Old York Road and Lewisberry Road
 - Recreation facilities identified as part of the Comprehensive Regional Recreation Program Strategy. The expectation is that the recreational program will identify the following elements for inclusion on the official map: greenways and trail system – primary and secondary conservation corridors (work begins in the Crafting a Watershed Management Plan Strategy), bikeways (e.g., YCPC potential bikeways on PA Route 74, Spring Lane, Siddonsburg Road, PA Route 194 – see the Transportation Profile), community center, and parks and recreation facilities.
 - Floodways and floodplains.
- Develop the regulatory language that outlines the process and authority of the official map.
- Continue to use the official map as a tool to meet the region’s objectives and policies.
- Update the map as new information becomes available and for consistency with planning activities.