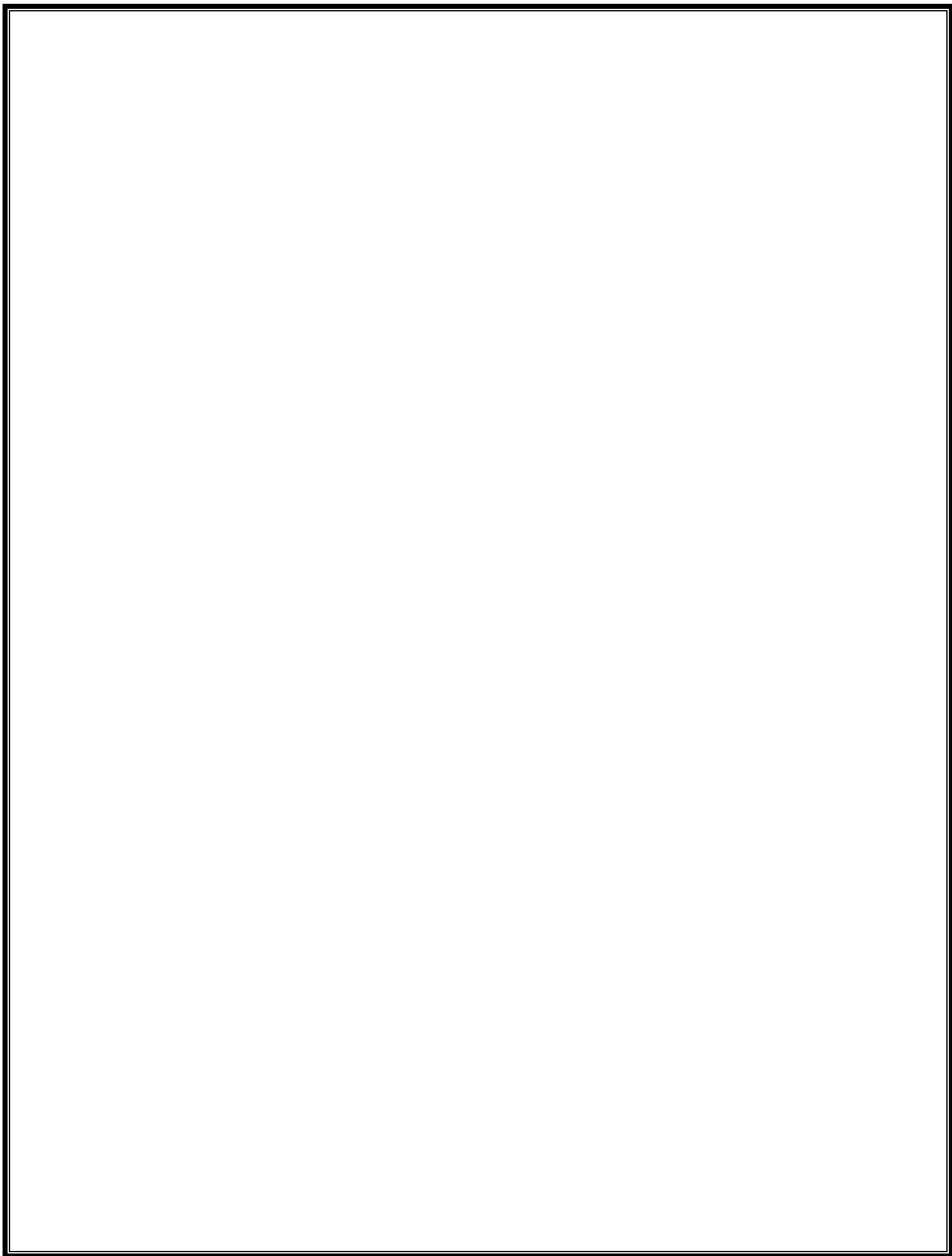


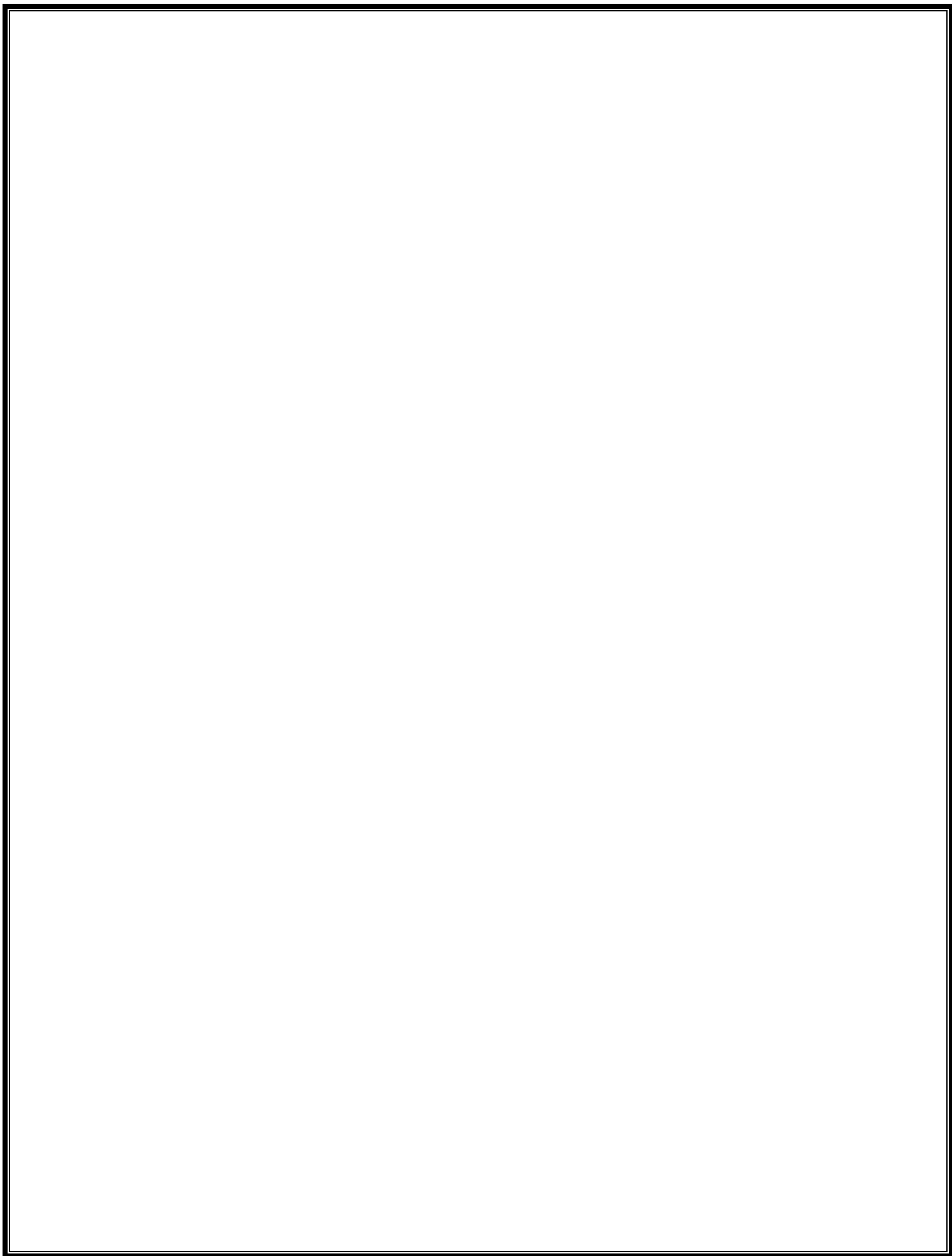


JACKSON TOWNSHIP PARADISE TOWNSHIP

JOINT COMPREHENSIVE PLAN

**York County, Pennsylvania
September 2006**





Jackson / Paradise Joint Comprehensive Plan - Advisory Committee Members

Bill Conn, Jackson Township Manager- Project Coordinator

Jackson Township

Riggs Harwell – Planning Commission Vice-Chair

Steve Tansey – Township Supervisor

Paradise Township

Tom Detwiler – Planning Commission Chair

Bob Nivens – Assistant Zoning Officer

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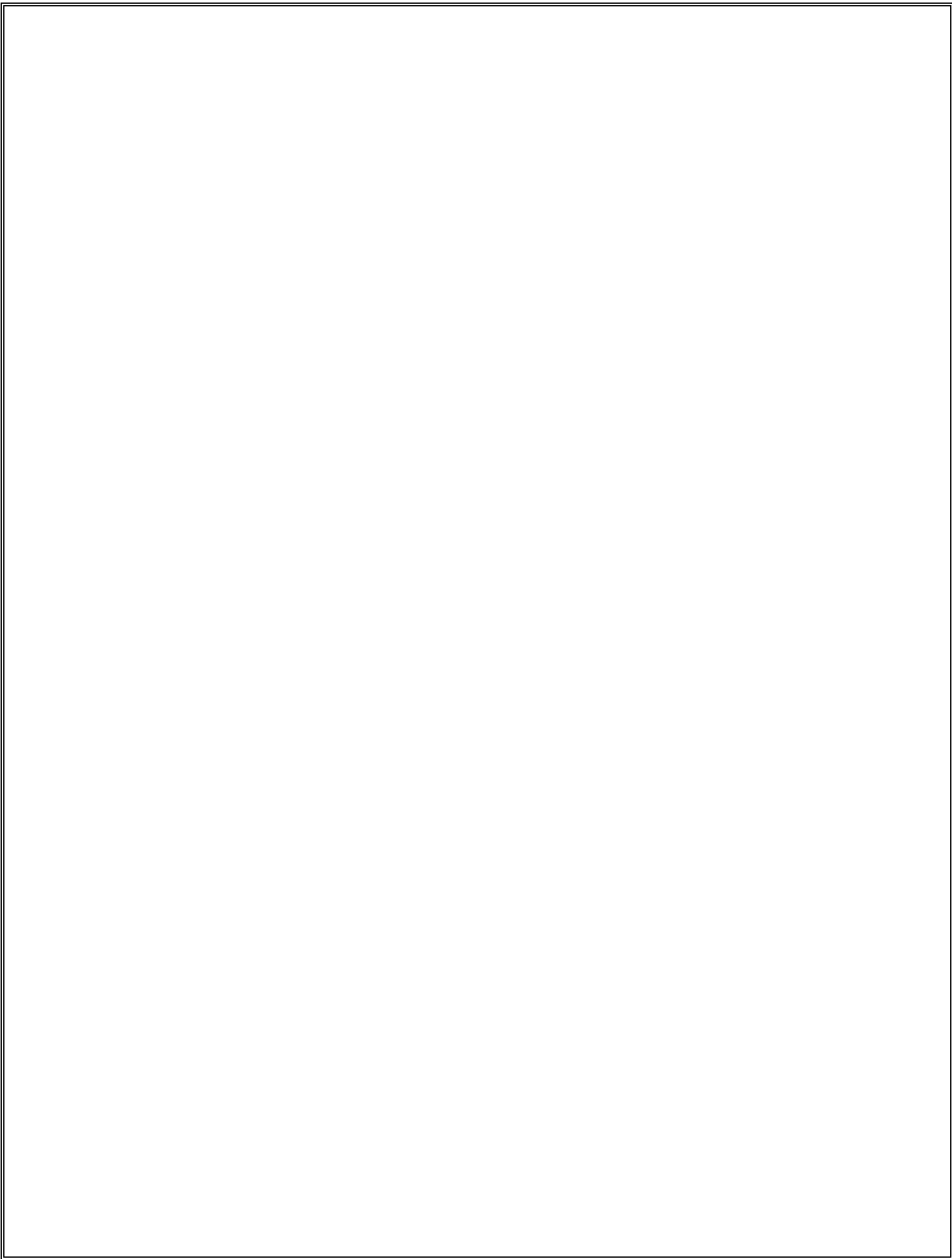
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The Joint Comprehensive Plan

Introduction & Purpose

Jackson and Paradise Townships contain a variety of landscapes which make the Region unique in many ways. The rich, rolling farmlands of the north, the busy and commercialized Route 30 Corridor, and the scenic vistas of the Pigeon Hills present unique challenges as well as opportunities in future land use planning. Issues such as economic growth, agricultural preservation, cultural development and the preservation of natural resources in the face of increasing development pressure makes this Plan a critical one.

In 1968, the Pennsylvania legislature passed Act 247, the Pennsylvania Municipalities Planning Code. This was the legislation that enabled local governments to develop Comprehensive Plans, Zoning Ordinances, Subdivision and Land Development Ordinances, and Official Maps. In the years since then, the Act has been amended numerous times, providing municipalities with more means to implement their plans, but these original document types remain the foundation of local planning.

In 2000, Pennsylvania adopted amendments to the Municipalities Planning Code, specifically Acts 67 and 68, known as “Smart Growth” legislation. This new legislation allows municipalities to work together to plan regionally across municipal borders using “smart growth principles” and specifically enabled the creation of joint municipal Comprehensive Plans. A Joint Comprehensive Plan can address both development and preservation issues with the flexibility of allocating land uses over the entire planning area, rather than the traditional method of providing for all land uses within each municipality. Additionally, a Joint Comprehensive Plan allows for regional coordination of transportation and community facilities issues, which helps to prevent overlap of municipal resources. The Action Plan will address specific recommendations pertaining to these new planning tools.

A Joint Comprehensive Plan is more than just a plan for development. The Plan is a means granted to local governments by the Commonwealth of Pennsylvania by which participating communities may work together to create a vision of what they want to become and how they intend to achieve that vision. Surrounding communities are changing as well. This Joint Comprehensive Plan will help to anticipate change, to identify community goals, and to examine local resources. It will provide the guidance that allows a higher degree of control in *how* change occurs in the Jackson / Paradise Region.

The Townships have prepared individual comprehensive plans in the past, Jackson Township's last revision was 1996, and Paradise Township's was 1993. This Joint Comprehensive Plan was initiated because of the recognized need to update and examine overall planning for the area in light of development trends and pressures in the Region, and to determine common goals and objectives for land use.

Contents of a Comprehensive Plan

The State allows local governments to address virtually any issue that is of municipal concern, but Act 247 established certain minimum requirements. According to §301 of Act 247, a valid Comprehensive Plan must include:

- a statement of objectives concerning future development;
- a plan for land use;
- a plan to meet the housing needs of present residents and of any anticipated increase of population;
- a plan for the movement of people and goods, which may address automobile travel, parking facilities, non-motorized trail systems, and public transportation facilities;
- a plan for community facilities and services, which may address public and private education, recreation, municipal buildings, fire and police services, libraries, hospitals, water supply and distribution, sewerage and solid waste management, storm drainage, and utilities;
- a statement of the inter-relationships among the components of the plan;
- a discussion of short-range and long-range implementation strategies for the plan objectives;
- a review of how compatible the plan is with the existing and proposed development and plans in contiguous portions of neighboring municipalities outside of the planning region;
- a statement regarding consistency with the county comprehensive plan;
- a plan for the protection of natural and historic resources; and
- a plan for the reliable supply of water.

In addition, the municipalities may address virtually any area of local concern.

It is important to realize that this Joint Comprehensive Plan does not have the force of law, although it provides the foundation for ordinances and regulations that do. In fact, a sound Joint Comprehensive Plan becomes critical in the event that an ordinance of either Township is challenged in court: if the ordinance in

question is shown to be consistent with a duly adopted Joint Comprehensive Plan, a successful legal challenge is much more difficult than it would be otherwise.

What does a Comprehensive Plan Accomplish?

The Comprehensive Plan contains a vision of what Jackson and Paradise Townships want to achieve and includes goals, policies and strategies for realizing that vision.

The Comprehensive Plan is an educational document, providing discussion of conditions, issues, and opportunities, and identifying resources that are worthy of protection and preservation.

The Comprehensive Plan contains policies for land use, circulation and community facilities which will serve as a guide for public and private decision-making to accomplish the goals and objectives, and thus the vision for the Townships.

The Comprehensive Plan provides a basis for implementation techniques, such as land use ordinances, official maps and capital improvements programs, which will implement the policies contained in this plan. It is critical that the Action Plan be implemented.

Planning jointly allows allocation of land uses, housing types, densities, and development patterns over the entire region, rather than trying to fit all types of uses and densities into each municipality. It also allows for coordinated land use planning along municipal boundaries; coordinated planning for trails, recreation and open space, and transportation throughout the Region; and coordinated planning along the common road corridors in the Region. Coordinated input can be provided to County and State agencies and an overall approach to economic development can be presented, addressing retention of major components of the economy and allowing for appropriate commercial and industrial development, which complements rather than detracts from existing commercial areas. The following list summarizes benefits of multi-municipal planning:

Benefits of Multi-Municipal Planning

- Provides a regional planning approach and allocation of land uses
 - Where
 - How much to accommodate population projections

- Patterns of development
- Establishes growth areas and future growth areas regionally
 - Coordination with infrastructure
 - Opportunities for infill
- Provides coordinated planning along the common boundaries of the municipalities
- Supports existing centers rather than weaken them
- Coordinates road corridor planning, standards, and management
- Provides for linkages between municipalities
- The Plan and implementing ordinances are considered by state agencies in permitting decisions
- Addresses review of “developments of regional impact”
- Identifies opportunities for future joint efforts
- Promotes common land use designations and definitions
- Establish goals for economic character over the entire Region
- Provides support for municipalities in zoning challenges
- Enables Transportation Impact Fees across municipal boundaries
- Enables Transfer of Development Rights across municipal boundaries
- Enables priority consideration in state funding programs
- Provides opportunity to learn from neighbors’ shared experiences
- Enhances the Region’s attractiveness to quality development
- Enables developing a “specific plan” for an area designated for non-residential development, preparing regulations for that area, and streamlining the approval process

Some Basic Terms

Clear communication is essential to sound planning. A potential source of confusion lies in the meaning of basic terms. Many of these terms are commonly used words, and different individuals have different interpretations of their precise meanings and how they are meant to relate to each other. Planning terms tend to reflect the iterative process of revision and refinement that is planning itself. For the purposes of this document, the following terms shall be defined as follows.

- An **ISSUE** is a particular topic to be addressed. It is value-neutral and can usually be expressed as a single word or phrase. Examples of **ISSUES** addressed in this Comprehensive Plan are “traffic” and “housing.”
- A **POLICY** expresses the municipalities’ position regarding a given issue. For purposes of clarity, it is ideal to establish a single **POLICY** statement for each issue, but this is not a strict rule. Depending upon the complexity of the issue, it may be necessary to define several policies, although it is critical to be sure that they are not in conflict. A **POLICY** statement relative to the issue of agricultural preservation would be “Preserve remaining agricultural lands, particularly those characterized by soils of state-wide importance”.
- A **GOAL** is a general statement of a long-term objective relative to a particular policy. A **GOAL** is always a qualitative statement. Continuing with the example, a sample **GOAL** for the policy could be “preserve agricultural and natural resources.”
- **OBJECTIVES** are specific steps toward a goal. Typically, a single goal will be supported by multiple **OBJECTIVES**. **OBJECTIVES** are always quantitative. One possible **OBJECTIVE** for the sample goal could be “encourage purchase of development rights of active farmland in the Region”.
- The **ACTION PLAN**, also known as the implementation strategy, will include a compilation of all the objectives identified in the Joint Comprehensive Plan, setting forth specific steps to achieve each one. The **ACTION PLAN** will also identify who should be responsible to execute each step, including a time element. Obviously, financing is a critical part of implementation. An **ACTION PLAN** should include guidance on funding sources, but a comprehensive budget and financing strategy would be premature.

When the Joint Comprehensive Plan is first adopted, the Action Plan is likely to be the most useful portion of the document, as it provides very specific direction. As time passes and objectives are achieved, the less specific elements will be more useful. Clear goals and policy statements are particularly helpful as unforeseen

circumstances arise, as they assist local decision-makers to determine what actions are in the best interest of the community.

Arrangement of This Document

This Joint Comprehensive Plan has been arranged in that the conclusions and plan elements are presented first, with the research and documentation provided at the end. This arrangement may be confusing for someone attempting to read the Plan straight through – and it is certainly not the order in which the document was written – but the Plan will be used most efficiently when arranged like a research document. The Plan should be a reference document that users will consult for guidance or research on specific topics. Also, since this document is a *plan*, it is logical to give the plan elements prominence rather than precede it with research about conditions that will change over time and become increasingly irrelevant.

The initial introductory chapters are designed to provide the user with sufficient information on the planning process and planning terms to assure clear understanding of the document. A summary of municipal-related information is provided to give a sense of the character of the community and of the issues that will be addressed by the plan.

The middle chapters discuss existing conditions followed by the Goals and Objectives which name the specific issues to be addressed by this Plan. This section of the Plan then reviews the procedure by which policies were identified, and presents each of the actions that have been established, including a chapter for each plan element, as well as the overall Action Plan.

The final chapters contain background material for the plan elements arranged by topic. This part includes a chapter reviewing the interrelationships among the plan elements, which is required by Pennsylvania law.

Methodology

The Jackson / Paradise Planning Committee began the planning process in January 2005 by selecting Spotts, Stevens and McCoy (SSM) as the professional planning consultant to work with the Townships. Local officials appointed a Planning Committee to work with SSM, including representatives from Jackson Township, Paradise Township, and the York County Planning Commission.

The Committee held monthly meetings starting in February 2005 for the duration of the planning process. Among the earliest actions of the Committee was to identify ways to gain input from local residents and business owners regarding

their perceptions of the municipalities, and any critical issues they share. A three-pronged approach to direct public input was implemented.

- SSM conducted a series of interviews via telephone with specific individuals identified by the Committee. The selected persons were chosen due to their positions within the community and the particular insights those positions gave them. The interviewees included a variety of public officials, public and school district employees, and other local leaders. These individuals were questioned about their specific likes and dislikes in the region, what they felt were the most pressing issues facing the community, what they would like the community to become, and other questions more directly related to their particular areas of expertise.
- The Committee and SSM prepared a written questionnaire that was mailed to 50% of the residents of Paradise Township. Jackson Township had previously completed their own survey in the Summer of 2004, and the results of both surveys were analyzed by SSM. The questions were largely similar to those asked in the interviews, but were structured in a way that allowed for quantitative analysis of the responses.
- Finally, the Committee and SSM facilitated a visioning session that was open to all interested residents. The session was in two parts, the first being a detailed presentation of the analysis of the survey responses and the second being a discussion about possible solutions to the principal issues identified by the resident survey: traffic and growth management.

Once the planning process was underway, Committee meetings were largely occupied with discussion of the various plan issues and review of text as prepared by SSM. Upon completion of the text and maps, the entire draft document was reviewed to assure that the plan elements created a coherent whole.

As required by Act 247, the complete draft was submitted to the York County Planning Commission, the adjacent school districts, and each adjoining municipality in order to allow them to review and comment upon the Plan. Drafts were also available for public review. Each Township Planning Commission convened a public meeting for the purpose of presenting the draft as submitted by the Committee to the public, and to solicit comments. Following the Public Meetings, both of the Township Board of Supervisors held official public hearings, as per the requirements of the Municipalities Planning Code, to hear any additional comments from their respective residents. The Townships officially adopted the plan in September of 2006.

Need for Continuing Planning

This Comprehensive Plan is just a start. It is the foundation for the attainment of the goals and objectives established within the plan, which can be accomplished only with the support of the municipal governments, municipal commissions, boards and committees, area businesses, area residents, and surrounding municipalities and regional planning groups.

The objective has been to prepare a plan, which will not sit on a shelf and gather dust, but a plan that will be implemented and used by municipal governing bodies, planning commissions and other groups within the municipalities to guide their actions in attaining the goals of this Plan.

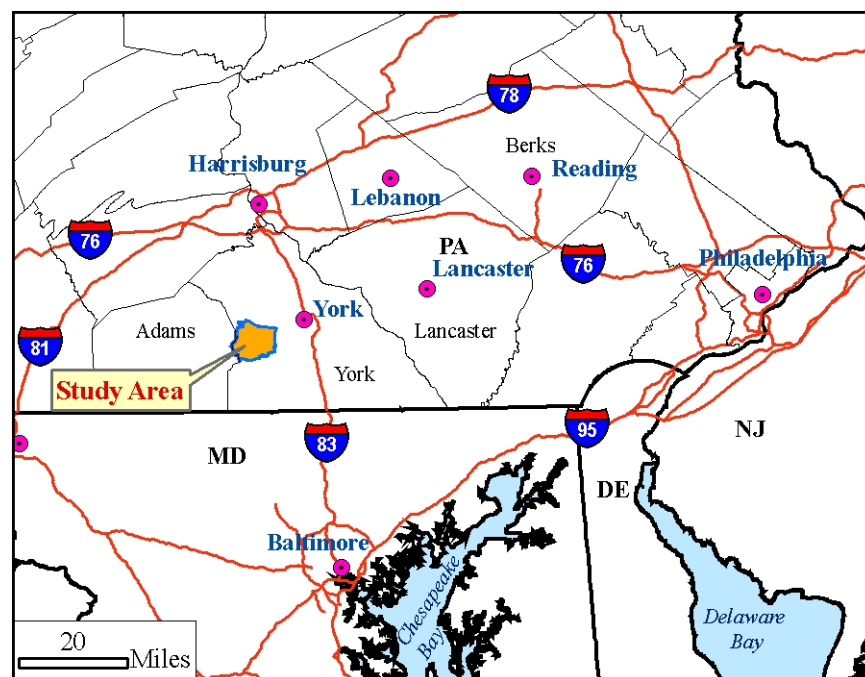
This Plan presents a strategy to guide municipal officials and other agencies in making decisions that will assure that the Jackson / Paradise Region will continue to be an attractive place in which to live, work, and visit. This Comprehensive Plan is not an ordinance or regulation, but is a basis for establishing regulations and undertaking specific functional plans designed to implement the policies set forth within the plan. Each municipality retains the right to control zoning within its municipality, whether through individual zoning ordinances or a joint zoning ordinance.

Planning is an ongoing process and this Joint Comprehensive Plan must be continually reviewed in light of unforeseen changes in development trends, the state of the economy, capacity of public infrastructure, changes in community goals, and the appropriateness of the Plan's objectives, policies, and implementation program. It is recommended that the recommendations of this Plan be reviewed every 5 years.

Regional Setting and Adjacent Planning

Introduction

Although the jurisdiction of local government ends at the municipal line, the surrounding communities unavoidably affect the daily lives of the residents. Wise planning requires us to identify and to evaluate the effect of various features beyond the borders of Jackson and Paradise Townships. This chapter will place the Region within the context of the larger community and will identify those regional features that have the most direct impact upon residents. This chapter also includes an analysis of the York County Comprehensive Plan, as well as the Comprehensive Plans for those surrounding municipalities that are adjacent to the Jackson / Paradise Planning Region.



Geographic Setting and Influences

Jackson and Paradise Townships are situated in southwestern York County in South Central Pennsylvania, and have relatively easy access to some of the northeast United States' most populous cities and markets. The Baltimore, Washington D.C., and Philadelphia Metropolitan areas are all within a few hour's drive, while the smaller urban areas of Harrisburg, York, and Lancaster are all within an hours drive or less. The US Route 30 Corridor bisects the Region and provides access to the regional Interstate Highway System (Interstate 83), as well as a main corridor for economic development. The Jackson / Paradise Region contains a variety of land uses. Agricultural uses dominate the northern part of the region; Industrial, commercial, and village

developments line the US Route 30 Corridor; and suburban residential developments and rural residential areas are found along the Route 116 Corridor towards Spring Grove and the Pigeon Hills, respectively.

Although the Region is strategically located between population centers, there is still a distinctively rural feel to the Townships. The main villages in the Townships include Thomasville, LaBott, and Nashville in Jackson Township, and Farmers and Big Mount in Paradise Township, with additional small settlements scattered throughout the region. The countryside contains a multitude of charming stone farmhouses and former one-room schoolhouses. While the character of the region today is rural, issues such as the impending residential developments, particularly in Jackson Township where over 1100 new units are projected, and the planned increase in public sewer and water service, place the Region in jeopardy of losing its rural charm and becoming a predominately bedroom community.

Figure 2.1 is a base map of the Region, and shows the Township's political boundaries as well as their road network.

Commercial Areas and Employment Centers

Most of the local commercial areas are located along the US Route 30 or PA Route 116 Corridors, and are clustered mainly in the Thomasville area with some scattered commercial areas located throughout the rest of the Region. Establishments such as antique shops, auto repair facilities, and diners are most prevalent. There are no large scale retail commercial areas within the Region. Larger scale retail and commercial uses including the large-chain super-centers and supermarkets can be found to the east in the Greater York Area and to the west in the Boroughs of Abbottstown and New Oxford. Many residents of the Region also travel south on PA Route 116 to the Borough of Hanover to meet their retail commercial needs.

There are a variety of employment centers and industries in the region. The Commerce Drive Industrial Park, located off Bowman Road, contains a cluster of industrial uses. A new industrial park, the Stewart Industrial Park, currently has lots available, and will be located adjacent to the Commerce Drive Industrial Park. The Pfaltzgraff Factory, Martins Potato Chips, Wayneco Kitchens, the Thomasville Quarry, the Gladfelter Paper Company (Spring Grove Borough) and Spring Grove Area School District complex represent some of the other larger employment centers in the Region.

REGIONAL PLANNING

The York County Comprehensive Plan

The Growth Management Component of the York County Comprehensive Plan designates the majority of the Region as Interim Rural Area, and the eastern portion of Jackson Township, following the US Route 30 and PA Route 116 corridors as Interim Primary Growth Areas. Factors considered when delineating the interim primary growth area boundaries included:

- Existing developed areas;
- Existing public water and sewer service areas;
- Existing municipal zoning delineations;
- Natural features such as watershed protection areas, steep slopes, floodplains, and wetland areas;
- Farms preserved with agricultural conservation easements.

The remaining lands in Jackson and Paradise Township not located within the interim primary growth area are designated as Interim Rural Areas. Rural areas include resource lands, villages, and agricultural lands.

The York County Municipal Consulting Program will provide a vehicle for achieving consistency between municipal and the county comprehensive plans. Regional plans are to be developed through the determination of growth area boundaries and rural designations. The primary goal of the Program is to define growth area sizes and boundaries through capacity analyses which will determine the amount and location of land needed to accommodate future growth needs.

The York County Comprehensive Plan states that the interim lines are presented as a starting point for discussion, and are subject to change. This Joint Comprehensive Plan will provide direct municipal input for future changes to the Growth Management Plan.

ADJACENT MUNICIPAL PLANNING

The Jackson / Paradise planning Region is bordered by six municipalities in York County: Spring Grove Borough; North Codorus Township; Heidelberg Township; West Manchester Township; Dover Township; and Washington Township. Paradise Township is also adjacent to four municipalities in Adams County including: Hamilton and Berwick Townships and Abbottstown and East Berlin Boroughs. The following is a brief summary of the recommendations of the comprehensive plans and zoning ordinances of adjacent municipalities to the Jackson / Paradise Plan.

Spring Grove Borough

Spring Grove Borough is located to the south of Jackson Township, where it is surrounded by the Township on three sides. The Borough is 1.1 square miles and had a 2000 population of 2,050.

The 2000 Spring Grove Borough Comprehensive Plan designates the areas bordering Jackson Township as Low Density Residential (one-half acre or larger); Town Residential (4 or less units per acre); and general commercial (west side of Route 116). The majority of the Borough is served by public sewer and water, with the exception of a few undeveloped areas in the northern end of the Borough and along the Codorus Creek.

The Future Land Use and Housing Goal for the plan is:
“Continue to provide land for an appropriate mix of residential and non-residential uses.”

Objectives relative to the Jackson Paradise region include:

- Direct housing development to the proper areas of the Borough based on housing type and density;
- Avoid unplanned, strip development along the Route 116 business corridor;
- Look for opportunities to initiate a greenway trail;
- Continue coordination with P.H. Gladfelter on providing public water and public sewage treatment;
- Look for opportunities to extend cooperation with neighboring municipalities beyond police service;
- Work to establish more public outdoor recreation facilities.

North Codorus Township

North Codorus Township is located south of Jackson Township, on either side of Spring Grove Borough. The Codorus Creek separates Jackson and North Codorus Townships. The Township had a 2000 population of 7,915, and contains just over 33 square miles. Over 70% of Township is agricultural, though there has been an increase in suburbanization. The northern portion near Spring Grove and Jackson contains the Township's most significant industrial uses- AMP Inc. and P.H Gladfelters Plant (majority in Spring Grove). York Water Company provides public water service to nearly half of the residents and there is currently no public sewer service in the Township.

The 1997 North Codorus Comprehensive Plan designates the immediate border with Jackson Township as conservation, due to the presence of the Codorus Creek. The Plan also designates Agricultural Preservation on the east side of Spring Grove, and Industrial and Rural Corridor Preservation on the west side of Spring Grove.

Relative objectives of the Plan include:

- Distinguish between areas that should be held strictly for agricultural activities and areas designated for conservation (stream valleys, woodlands). Provide minimal development in these areas;
- Designate the primary land use activity in agricultural areas to be farming, with all other uses secondary;
- Designate the primary land use in conservation areas to be the open space and protection of woodlands, stream valleys, and scenic views;
- Avoid residential strip development along rural roadways- encourage residential units to share common access from rural collector roads and cluster housing to minimize intrusion to the rural setting;
- Encourage developments which incorporate the use of open space and vegetation, buffer the development from contiguous agricultural uses, and provides a size and scale that reflects the rural community.

Heidelberg Township

Heidelberg Township is located directly south of Paradise Township and the western portion of Jackson Township. It had a 2000 population of 2,970 and covers an area of 14.2 square miles. The Township is very rural in nature, and contains 42 agricultural parcels greater than 50 acres. The vast majority of the Township is served by on-lot systems and wells, with only a few parcels in the northwestern portion of the Township served by public sewer from Penn Township, and a few areas served by the community water system, the Heidelberg Water Company. The Township is currently revising its Act 537 Plan.

The 2005 Comprehensive Plan designates the majority of the border as agricultural, and a small area just south of Jackson Township as village overlay (mixed uses) for the Village of Menges Mills. Much of the border contains the Pigeon Hills and Heidelberg proposes stringent agricultural zoning along the Paradise border, and open space and conservation across the Jackson Border

Relative goals and objectives of the Plan include:

- Encourage smart growth to occur within the primary growth area and preservation to occur in the rural areas;
- Promote a “sense of place” through revitalization and aesthetic improvements within the villages;

- Develop, where possible, greenways between non-residential and residential uses;
- Work in cooperation with neighboring municipalities to ensure compatible land uses and circulation movements along municipal boundaries;
- Work with the local farming community to assist farmers in enrolling their land within an agricultural security or preservation area;
- Preserve and protect important viewsheds in the Pigeon Hills region of the Township;
- Work with adjacent municipalities to alleviate regional transportation issues that impact the Township.

West Manchester Township

Located east of Jackson Township, West Manchester had a 2000 population of 17,035 (5th largest municipality in County) and contains 20.1 square miles. The Township shares the US Route 30 Corridor with the Region. Development characteristics of the built up portions of the Township correspond with those of other municipalities that surround the City of York, including large concentrations of residential development; major shopping centers; and considerable industrial uses, while the remainder of the Township remains mostly rural with some active farmlands. Public sewer and water service is available along the Route 30 Corridor, throughout the Shiloh area, and in areas adjacent to West York Borough and York City.

The 1978 West Manchester Township Comprehensive Plan designates the border with Jackson Township as Growth Area (Dover Township line to near US Route 30); Urban Area (most of the area between Route 30 and Route 116); and Rural Holding Area (from Route 116 south to West Branch of Codorus Creek).

Growth Areas consist of undeveloped areas where growth pressures are intense and where the Township plans to accommodate and attract most of the growth anticipated over the next 20 years. These areas should include a full range of services and utilities.

Urban Areas include areas where few parcels remain undeveloped and which now already have a full range of public services and utilities. Efforts should be made to maintain existing desirable residential, commercial, and industrial uses of land and to correct existing deficiencies through private and public improvements.

Rural Holding Areas consist of areas where much of the land is still in agriculture, or where development pressures are not intense. Urban development should be discouraged in these areas until it becomes feasible and desirable. Public improvements and investments should be held to a minimum.

Objectives of the Plan relative to Jackson Township:

- Establish attractive, well-designed residential areas that can function as neighborhoods and discourage scattered and strip residential development;
- Encourage industrial development and expansion in areas which best fit the needs of industry and where conflicts of land uses will be minimized;
- Encourage growth and development in accordance with the construction and extension of new sewer and water facilities and other essential community services;
- Preserve the efficiency of arterials and collectors through proper control of roadside development and access points;
- Provide recreational facilities that will adequately serve the needs of the population;
- Encourage preservation of historic sites.

Dover Township

Located due north of the region- 2000 population of 18,074 (4th largest in County); 40.6 square miles; predominate character of the Township is rural, with a trend toward suburbanization. Major thoroughfare is Pennsylvania Route 74. Much of the eastern part of the Township, as well as Dover Borough, is served by public sewer and water, with the remainder served by on-lot systems.

The 1987 Dover Township Comprehensive Plan designates the border with Jackson and Paradise as agricultural. Also designates floodplain areas as open space.

Policies relative to Jackson and Paradise include:

- Utilize each parcel of land for what it is best suited;
- Concentrate development in such a manner as to enable the most efficient provision of public services;
- Reserve prime agricultural lands to ensure adequate areas to meet anticipated increased demands for agricultural products;
- Recognize and reserve suitable sights for future industrial development and expansion;
- Control highway access to ensure smooth traffic flow and the safety and character of residential areas.

Washington Township

Washington Township shares a small border with the Region, in the northwest portion of Paradise Township. The Conewago Creek forms the border between the Townships. The Township had a 2000 population of 2,460, and consists of 27.9 square miles.

The Township is predominately rural, however, there is increasing non-farm development. Agriculture is still the dominant land use, as it makes up nearly three-fourths of the Township. Currently, there is no public sewer or water service, however limited facilities may be necessary in the near future near Kralltown and East Berlin.

The Washington Township Comprehensive Plan Future Land Use Map designates the border areas with Paradise as Woodland and Rural Residential.

Objectives of the Plan relative to Paradise Township include:

- Natural amenities such as large wooded areas and stream banks should be preserved. If developed, these areas should be treated in such a way that will not destroy their natural beauty;
- Land not suited for development due to steep slopes, floodplains, or wetlands should be designated as conservation land;
- Residential areas should be protected from incompatible land uses that are detrimental to the safety and/or aesthetic quality of the area;
- A hierarchy of residential lot sizes should be established associated with goals for the preservation of various land uses. It should be designed to protect conservation, woodland, and agricultural land. Low density residential should be permitted in the agricultural areas but limited to the number of lots permitted to be subdivided from a given parcel. Higher density residential should be permitted only when sewer facilities are provided. Only very low density residential uses should be allowed in conservation and woodland areas. It is anticipated that this combination of larger lot zoning and subdivision limitations will serve to limit scattered and strip development along existing thoroughfares.

Hamilton Township (Adams County)

Hamilton Township is located to the west of Paradise Township, between the Boroughs of Abbottstown and East Berlin. The Township consists of 13.7 square miles and had a 2000 population of 2,044. The most recent comprehensive plan was completed in 1971, however the zoning ordinance was amended in 2001. The zoning along most of the border with Paradise Township is designated as Rural Residential, however a small portion of the border just north of the Borough of Abbottstown is designated as Low Density Residential.

Berwick Township (Adams County)

Berwick Township is situated to the west of Paradise Township, and on both sides of the Borough of Abbottstown. The Township consists of 7.7 square miles and had a 2000 population of 1,818. The Beaver Creek forms the border between the two Townships. The 1999 Berwick Township Zoning Ordinance designates the areas directly surrounding the Borough as Village Residential, and the remainder of the border as Rural Conservation.

The goal of the Village Residential District is to recognize and protect the existing residential patterns that have occurred in and around the Borough of Abbottstown. The District allows a moderate amount of similar growth which should be included in the sewer service area.

The goal of the Rural Conservation District is to conserve and enhance the existing rural, natural, and historic character of the Pigeon Hills and its environs.

Abbottstown Borough (Adams County)

The Borough of Abbottstown is located west of Paradise Township along the US Route 30 Corridor. The Borough consists of 0.6 square miles and had a 2000 population of 905. The Borough is the focus of most of the higher intensity development in the Township, as the Abbottstown / Paradise Joint Municipal Authority is the source of public sewer and water service for Paradise Township residents. The Borough's border with Paradise Township contains a mix of higher density residential development, borough center and mixed commercial uses.

East Berlin Borough (Adams County)

East Berlin Borough is situated to the west of the northern half of Paradise Township. The Borough consists of 0.7 square miles and had a 2000 population of 1,365. PA Route 234 is the only road connection between the two municipalities, as the border is formed by the Beaver Creek.

The 2002 East Berlin Zoning Ordinance designates the adjacent areas as Residential (south of PA Route 234), and Flood Hazard (area between PA Route 234 and the Conewago Creek). The goal of the Residential District is to allow low to medium density housing (8,500 to 10,000 square feet). The Flood Hazard zone requires strict compliance with the Borough's floodplain ordinance, and is designed to protect the floodplain areas.

Summary / Planning Implications

The Region's location adjacent to population centers, combined with the high degree of access provided by US Route 30, the future availability of public sewer and water

service, and the presence of vacant land, will have a powerful influence upon development. The York County Comprehensive Plan designates the area as Interim Rural and Interim Primary Growth Areas. The goals and objectives of this Joint Comprehensive Plan are generally consistent with the York County Comprehensive Plan designations. The surrounding municipalities land uses are also generally compatible and consistent with those of Jackson and Paradise Townships.

The top attraction of the Region, according to the citizen's survey, is the rural character and quality of life. The Townships are at a turning point where too much development will eradicate the Region's rural quality which makes it such a pleasant place to live.

FIGURE 2.2 JACKSON TOWNSHIP QUICK FACTS

HISTORY: Established 1857

LAND AREA: 23.5 square miles

POPULATION (2000): 6,095
1990-2000 growth rate of (-2.3%)
Median household income is \$49,781

GOVERNMENT: Township governed by a three-member Board of Supervisors. Boards and Commissions include the Planning Commission and the Zoning Hearing Board. The day-to-day operations are administered by a Township Manager.

In the Commonwealth of Pennsylvania: 28th Senatorial District and 196th Legislative District.

In the U.S. House of Representatives: 19th Congressional District of Pennsylvania

SEWER AND WATER: Jackson Township Sewer Authority
York Water Company

EDUCATION: Spring Grove Area School District – Public school for grades K through 12.
Student population- 3904 (2003-04)

TOWNSHIP OFFICE: Jackson Township
439 Roth's Church Road
Spring Grove, PA 17362
(717)-225-5661

FIGURE 2.3 PARADISE TOWNSHIP QUICK FACTS

HISTORY: Established 1747

LAND AREA: 18.97 square miles

POPULATION (2000): 3,600
1990-2000 growth rate of 13.2%
Median household income is \$48,517

GOVERNMENT: Township governed by a three-member Board of Supervisors. Other Boards and Commissions include the Zoning Hearing Board and Planning Commission. The day-to-day operations are administered by a Township Secretary.

In the Commonwealth of Pennsylvania: 33rd Senatorial District and 196th Legislative District.

In the U.S. House of Representatives: 19th Congressional District of Pennsylvania

SEWER AND WATER: Abbottstown / Paradise Joint Sewer Authority
No public water service – service by York Water Company anticipated by 2007.

EDUCATION: Spring Grove Area School District – Public school for grades K through 12.
Student population- 3904 (2003-04)

TOWNSHIP OFFICE: Paradise Township
82 Beaver Creek Road
Abbottstown, PA 17301
(717)-259-0385

Identification of Issues - Public Participation

For a Joint Comprehensive Plan to be a useful tool for guiding future development and policy in an area, it must represent a consensus among the Region's stakeholders. The residents, business owners, community service providers, and municipal officials must each have a part in forming the policies of the Joint Comprehensive Plan.

The Pennsylvania Municipalities Planning Code (MPC) requires public input at the *end* of the process, in the form of public meetings and public hearings. Restricting public involvement to merely what is required is not likely to produce a successful plan, as the public will have little sense of participation in the process or ownership of the final document: they are being asked to approve a plan in which they had no voice. Early and frequent public participation is essential to the development of a practical, community-based Comprehensive Plan, regardless of the number of municipalities that are involved.

The public participation component of the Jackson and Paradise Joint Comprehensive Plan far surpasses the requirements of the MPC. Public input was sought early in the planning process, well before any policies or future land uses were determined. A three-pronged approach to direct public input was implemented.

- The Committee held monthly meetings, which were open to the public, starting in February 2005 for the duration of the planning process. Among the earliest actions of the Committee was to identify ways to gain input of residents of Paradise Township, as well as business owners and community stakeholders identified by the committee, regarding their perceptions of the municipalities, and any critical issues they share.
- SSM conducted a series of telephone interviews with specific individuals identified by the Committee. The selected persons were chosen because of their positions within the community and the particular insights those positions gave them. The interviewees included a variety of public officials, Spring Grove Area School District representatives, local business leaders, farmers, and public officials. These individuals were questioned about their specific likes and dislikes in the Region, what they felt were the most pressing issues facing the community, what they would like the community to become, and other questions more directly related to their particular areas of expertise.
- The Committee and SSM prepared a written questionnaire that was mailed to over 1,100 households in the Paradise Township. The written

questionnaires allowed the responders to be anonymous, but some personal information was asked in order to identify concerns that were more prevalent among specific demographic groups. The questions were largely similar to those asked in the interviews, but were structured in a way that allowed for quantitative analysis of the responses. Questionnaire responses were reviewed and analyzed by SSM. Only Paradise Township residents received the survey, because Jackson Township had conducted a similar survey in the Summer of 2004, and the results of that survey have been incorporated into the analysis, as well as the goals and objectives of this plan.

This chapter will include an analysis of the results of the public outreach, including a summary of the questionnaire results.

Actual detailed questionnaire results for each municipality can be found in Appendix A.

QUESTIONNAIRE ANALYSIS AND PLANNING CONCLUSIONS

Over 1,000 surveys were mailed out to a random sample of Paradise Township residents. 389 surveys were returned, a response rate of nearly 39%.

The Jackson Township survey, completed in 2004, was mailed to all Township households, and had a 25.4% response rate.

CITIZEN SURVEY HIGHLIGHTS / COMPARISONS

Survey Response Rate:

Jackson Township: 25.4%

Paradise Township: 32.6%

1. Top five LIKES about the region:

<u>PARADISE TOWNSHIP</u>	<u>JACKSON TOWNSHIP</u>
1. Farmland / open space (67.5%)	Farmland / open space (68.9%)
2. Small town atmosphere (46.6%)	Small town atmosphere (56.2%)
3. Rural atmosphere (38.7%)	Safe environment (47.5%)
4. Visual appearance (30.1%)	Great place to raise a family (45.1%)
5. Access to work (29.4%)	Convenient location (41.1%)

2. Top five DISLIKES about the region (Paradise Township only)

1. Loss of farmland (70.6%)
2. Tax rates (63.2%)*
3. Loss of open space (58.9%)
4. Residential development (51.5%)
5. Roads / maintenance (35.6%)

** although tax rates were the 2nd most ranked 'dislike', it received considerably more #1 rankings as 'most disliked' (53) than loss of farmland (19).*

3. Top five planning issues:

<u>PARADISE TOWNSHIP</u>	<u>JACKSON TOWNSHIP</u>
1. Farmland preservation (65.6%)	Farmland preservation (50.8%)
2. Managing growth (59.5%)	Road maintenance (43.7%)
3. Preservation of open space (52.8%)	Road improvements (42.3%)
4. Preservation of sensitive areas (37.4%)	Open space preservation (27%)
5. Road improvements (36.2%)	Conservation of natural features (24%)

4. Do you support the use of your tax dollars toward the following? (Paradise Township only)

Protection of environmental resources	YES 83.8%	NO 16.2%
Farmland preservation/development rights purchase	YES 79.1%	NO 20.9%
Preservation and upkeep of more open space	YES 81.3%	NO 18.7%
Preservation of historic resources	YES 61.3%	NO 38.7%
Road Improvements	YES 91.1%	NO 8.9%
Public sewer and water improvements	YES 45.6%	NO 54.4%
Promoting economic development	YES 27.2%	NO 72.8%
Parks and recreation	YES 55.3%	NO 44.7%
Biking, hiking, and walking trails and greenways	YES 46.5%	NO 53.5%
Increased police/public safety	YES 73.4%	NO 26.6%
Maintenance of regional stormwater facilities	YES 63.3%	NO 36.7%
Improving school facilities	YES 57.9%	NO 42.1%

5. Which of these uses should be encouraged in the Township?

PARADISE TOWNSHIP

Agricultural (77%)
Low density residential (60%)
Service business (33%)
Light industry (21%)
Professional offices (21%)

JACKSON TOWNSHIP

Agricultural (47%)
Service business (27%)
Light Industry (23%)
Retail stores (18%)
Professional offices (13%)

6. Should the township consider stronger polices for the preservation of agricultural land?

PARADISE

YES 82.2%
NO 8.7%
UNDECIDED 9%

JACKSON

YES 72.4%
NO 7.4%
UNDECIDED 16.5%

7. Would you agree with an increase in taxes to preserve agricultural land? (Paradise Township only)

YES 20.4%
NO 52.8%
UNDECIDED 26.7%

8. Should the Township get more involved in provision of recreation facilities?

PARADISE

YES 30.4%
NO 49.1%
UNDECIDED 20.5%

JACKSON

YES 39.9%
NO 28.1%
UNDECIDED 27.7%

9. Should the Township investigate cooperative provision of services with surrounding municipalities?

PARADISE

YES 58.6%
NO 19.8%
UNDECIDED 21.6%

JACKSON

YES 45.2%
NO 20.1%
UNDECIDED 31.7%

10. Should the Township encourage PENNDOT to widen and provide access controls for its major highways (Route 30, 116, 234)?

PARADISE

YES 60.8%
NO 24.8%
UNDECIDED 14.3%

JACKSON

YES 37.6%
NO 38.6%
UNDECIDED 19.3%

11. Should Paradise Township consider policies that encourage future residential development?

YES 7.9%
NO 81.6%
UNDECIDED 10.4%

12. Would you support the restriction of development in the agricultural and Conservation zones by limiting the number of new residential building lots by a sliding scale method (allowing only one lot per x-number of acres) or by restricting the amount of land allowed to be developed by percentage (10% for example)? (Paradise Township only)

YES 85.1%
NO 8.7%
UNDECIDED 6.2%

13. Would you support a tax increase to enter into a joint municipal study to determine the feasibility of applying impact fees on developers to reduce the future tax burden placed on current homeowners as a result of increased development? (Paradise Township only)

YES 33.9%
NO 41.9%
UNDECIDED 24.1%

14. Which of these housing types are needed in Paradise Township?

Single Family	33.1%	Townhouses	6.1%
Senior Housing	30.1%	Mobile Homes	3.1%
Apartments	7.4%		

ADDRESSING SURVEY FINDINGS IN THE COMPREHENSIVE PLAN

This Joint Comprehensive Plan will include five (5) distinct plan elements. The responses from the residents could affect these elements in the following ways.

- Land Use:** Respondents stated that they like the current character of their communities. While “character” is a somewhat indefinable quality touching on a range of aspects, there is a strong visual element. Preservation of community character may be largely (although not entirely) addressed by the land use and housing elements of the plan. These elements should therefore provide for growth that represents a natural evolution of the existing development patterns, rather than a dramatic departure from those forms.
- Economic Development:** The respondents did not show much of an interest in economic development, especially when it came to financially supporting it through tax money. We note that this concern complements those expressed by Township respondents regarding the loss of agricultural and rural areas to residential development. This suggests a coordinated economic development strategy whereby smaller-scale uses could be directed to the Village areas and larger-scale enterprises are directed toward the existing industrial parks and areas appropriate for large-scale commercial uses.
- Transportation:** Transportation concerns, mainly maintenance issues ranked high with Township residents. Both Township respondents ranked transportation as one of their top 5 issues, and a very high percentage of respondents felt transportation improvements were an appropriate use of their tax dollars. In general, Paradise Township residents were more in favor of widening the major routes than Jackson Township residents. The transportation plan has identified intersection improvement as well as road widening needs in the Region.
- Facilities & Services:** All respondents indicated a high level of satisfaction with emergency services (i.e., police and fire protection), and also indicated these services were an

appropriate use of tax money. Respondents from both Townships showed interest in exploring cooperative provision of these services.

There was some support to the development of new recreational areas, however, not an overwhelming support. This lukewarm response could be due to a fear of tax increases for recreation purposes. Joining the Spring Grove Area Recreation Commission could help procure potential funding for future parks, and concentrating on passive uses such as greenways and open space can help keep costs down as well.

**Resource Conservation &
Historic Preservation:**

Respondents indicated strong interest in farmland/open space and historic preservation. This suggests that a standing committee for historic and / or environmental preservation concerns may do well.

Policy Statements

Introduction

A “policy” is the official position of a municipality on a given issue. Ideally, policy statements will promote the region’s vision in light of the opportunities and limitations revealed by the interviews and survey results. The policies are the basis for the more specific objectives that will be developed in succeeding chapters. For ease of use, the policy statements presented here are grouped according to the topics of the following plan chapters. However, by their nature, policy statements do not necessarily lend themselves to discrete classification: a single policy may support several aspects of the municipalities’ visions. It should be noted, that the “Region” includes both Jackson and Paradise Townships.

Policy statements are intended to serve as guidelines. For each topic, the list of policy statements is preceded by a paragraph describing their overall intent. There may be instances where the municipalities may take an action that does not fit any of the *specific* policy statements, yet remains consistent with intent of the policies as well as the municipalities’ vision. This should be considered an acceptable course of action.

Within this text, please note that the policy statements are permissive rather than directive; that is, they suggest actions that the municipalities *may* take rather than *must* take. The specific Action Plan is provided in Chapter 11. Further note that a municipal indication of “support” for a given policy does not necessarily imply a financial commitment by either Township. As governmental agencies, their support for a policy may be expressed in a variety of ways, not merely financial contribution. Again, specific actions are provided in the Action Plan.

Land Use Policies

Land use policies are critical to the impressions municipal officials wish to project in their municipality. It is important that new growth respect the scale and character of the built environment. Future growth areas should encompass the immediate areas surrounding existing developed areas. They must follow the natural service areas of existing or proposed sewer and water systems, which can accommodate higher densities and greater variety of housing. Medium to higher density development will reduce the amount of land needed, while taking advantage of existing infrastructure. As development density increases, it is

important to provide adequate open space as well. Innovative design techniques and flexible land use regulations will create compact mixed use communities that promote quality of life, community character, and social interaction, while preserving natural and historic resources.

1. New development within the region should be directed to areas designated for growth by the Future Land Use Map.
2. Growth areas should be located where public sewer and water services are available and expandable in a cost-effective manner, or are planned to be constructed in the near future.
3. Future land use should reflect and compliment the current character of the Townships.
4. Future land use should respect natural and historic features of the region.
5. There should be a balance between residential and non-residential uses in the region.
6. New non-residential development should be properly buffered as to not conflict with existing residential uses.
7. Explore innovative open space development techniques, where appropriate.
8. Commercial development is appropriate within the region; however strip commercial will be discouraged.
9. Encourage pedestrian friendly mixed-use development where appropriate.
10. Industrial development is appropriate within the region, but should not conflict with residential uses.
11. Encourage greater community identification through more cohesive, compact residential areas.

Economic Development Policies

The competitiveness of a community in attracting economic development is directly proportional to the quality of life it enjoys. Municipal officials must recognize and promote the strengths of their community, while finding ways to lessen the impacts of their weaknesses. There is ample land available for industrial development in the region, and the Townships must find a way to attract prospective businesses to locate within those areas. The Townships must also promote the development or reuse of vacant properties and structures located within existing commercial and industrial areas.

1. The Townships should work together to identify economic development opportunities for the region.
2. Encourage a balance of residential and non-residential uses to allow for economic development.
3. All new commercial and industrial development should be attractive, environmentally sound, and compatible with surrounding land uses.
4. Strip commercial development should be avoided.
5. The York Airport at Thomasville should be utilized as an economic development tool for attracting business and industry to the region.
6. Public, private, and non-profit organizations should cooperate to improve the economic development climate of the region.
7. Identify all potential brownfield sites, and determine the feasibility of their cleanup and/or reuse.
8. Encourage the development of technological infrastructure as a means for economic development.
9. Promote well-planned, cohesive industrial and corporate parks.

Transportation Policies

A growing community will undoubtedly face increased traffic volume and congestion at some point. While traffic issues are not serious in the region at the present time, the large amount of future residential development expected and the continued development along the US Route 30 and PA Route 116 Corridors

necessitates the municipalities to be proactive in their approach to transportation and circulation policy. The number one priority for a transportation system in any area is that it functions safely and efficiently. Congestion, gridlock, and unsafe roads are detrimental to quality of life as well as to economic development.

1. Explore an inter-municipal approach to traffic circulation throughout the region, including access management for US Route 30 and PA Routes 116 and 234.
2. Identify and correct dangerous or poorly designed intersections.
3. Non-motorized modes of transportation should be encouraged and accommodated for in the region.
4. Public transportation using Rabbittransit should be encouraged and expanded to lessen traffic congestion.
5. The Townships should require developer assistance for direct transportation improvements as well as impact studies.
6. The existing road system should be maintained and improved.
7. Limit the number of highway access points in commercial areas of the Route 30 Corridor.
8. Discourage the use of neighborhood streets as shortcuts by thru traffic.
9. Encourage the use of the York Airport at Thomasville by local businesses, and seek economic development opportunities by promoting it.

Housing Policies

The availability of a safe, affordable, and diverse housing stock is vital to the economic health of any community. Housing is influenced by environmental, social, economic, and cultural factors. Municipalities must seek to maximize existing housing and guide efficient and compact residential development into areas currently served or planned to be served by public facilities. Housing provision should emphasize the total living environment. Neighborhoods should contain a mix of dwellings as well as a combination of cultural, open space, recreational, and commercial uses that enhance the character of the region and make it a safe and enjoyable place to live.

1. Provide a wide range of housing opportunities that meet the needs of current and future residents.
2. Provide a variety of housing densities.
3. Encourage mixed-use development that includes residential, neighborhood commercial, and recreational uses.
4. Provide a fair share of safe and affordable housing in the region.
5. Discourage conversions of single family homes to multi-family dwellings in established residential neighborhoods.
6. Encourage innovative design techniques for new housing where appropriate.
7. Direct new housing development to growth areas.
8. Provide efficient and aggressive code enforcement.
9. Encourage re-use of existing housing stock.
10. Recommend new or accessory uses to be architecturally consistent with surrounding near historic resources.
11. Encourage housing styles that are compatible with the character of existing neighborhoods.
12. Provide housing for the special needs population.

Community Facilities Policies

Community facilities and services are needed to provide the basic everyday needs of residents. They include public sewer and water, solid waste, recycling, emergency services, educational facilities, recreation, and stormwater management. The challenge to municipal governments is the efficient provision of these services in the most fiscally responsible manner. Currently, the region enjoys a high level of community and emergency services, but understands that the costs of those services may rise in the future, especially with the proposed expansion of the public sewer and water collection system over the next 5 years.

1. Provide efficient and aggressive code enforcement.
2. Continue to provide a high level of emergency services.
3. Update municipal Act 537 Sewage Facilities Plans, and provide sewer and water services to growth areas where necessary.
4. Discourage public sewer and water extension into agricultural and open space areas.
5. Enact cooperative agreements with the Spring Grove Area School District regarding sharing of facilities.
6. Establish inter-municipal agreements to continue to work together to provide public services efficiently.
7. Maintain the existing parks and provide for additional parkland where appropriate.
8. Enact and maintain stormwater management regulations.
9. Encourage community events and social services.
10. Provide efficient solid waste disposal and promote recycling activities.
11. Develop a Rail-to-Trails corridor that connects population centers to existing and potential parkland.

Natural, Agricultural, and Historic Resource Conservation Policies

Agricultural areas, open space, and historic sites are important assets to a community. The preservation of these non-renewable resources is important to the heritage of the region, as well as the quality of life it enjoys. The rural areas of the region should be protected from large scale development for both environmental and economic reasons. The region's rich and diverse history is reflected in its architecture and character, including the charming stone farmhouses as well as the one-room schoolhouses found throughout the countryside. These historic and natural assets make the Jackson/ Paradise Area a unique and special place to live.

1. Work cooperatively to identify and to protect natural and historic resources.
2. Preserve remaining agricultural lands, particularly those characterized by soils of state-wide importance.
3. Work cooperatively to protect water resources.
4. Develop consistent policies on preservation of historic resources.
5. Maintain and enhance existing parkland.
6. Employ appropriate design techniques in environmentally sensitive areas.
7. Promote the use of non-motorized modes of transportation.
8. Adopt open space development guidelines consistent with the York County Comprehensive Plan.
9. Strongly discourage the provision of public sewer and water supply to critical agricultural and open space areas.
10. Maintain low densities of development in the remaining undeveloped hillside areas.

Goals and Objectives

This chapter of the Comprehensive Plan presents the goals and objectives of the Jackson / Paradise Planning Region. Goals are general statements indicating the desired direction for the communities, and reflect the long-term state they wish to establish or maintain. Objectives are more specific, relatively short-term policy guidelines for the municipalities to follow. Goals are achieved through accomplishment of one or more of the stated objectives. This Plan will identify goals and objectives of a regional nature, but because of some differences between the municipalities, some objectives are specifically aimed at an one municipality and not the other.

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

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

1. Incorporate Mixed Land Uses
2. Take Advantage of Compact Building Design
3. Create a Range of Housing Opportunities and Choices
4. Create Walkable Neighborhoods
5. Foster Distinctive, Attractive Communities with a Strong Sense of Place
6. Preserve Open Space, Farmland, Natural Beauty, and Critical Environmental Areas
7. Strengthen and Direct Development Towards Existing Communities
8. Provide a Variety of Transportation Choices
9. Make Development Decisions Predictable, Fair, and Cost Effective
10. Encourage Community and Stakeholder Collaboration in Development Decisions

NATURAL, SCENIC, HISTORIC, CULTURAL AND AGRICULTURAL RESOURCES

Overall Goal: Recognize and respect the assets and limitations of the natural and built environment, protect and preserve those assets, and facilitate their use.

Natural Resources Goal: To protect and preserve the natural and scenic resources and beauty of the Region.

Objectives:

- Protect the supply and quality of groundwater and surface water.
- Protect woodland.
- Protect important Natural Areas identified in the York County Natural Areas Inventory.
- Preserve watersheds, stream corridors, floodplains, wetlands, and recharge areas.
- Protect steep slopes. Determine appropriate approaches toward development on ridgelines.
- Preserve natural wildlife habitats.
- Prevent deterioration of air quality.

Scenic Resources Goal: To protect the Scenic Resources within the Region.

Objectives:

- Protect scenic views, features and landscapes, and ensure for future generations views of the scenic and natural beauty of the Region.
- Protect the night sky from excessive light pollution.

Historic, Architectural and Cultural Resources

Goal: To protect, preserve, and enhance the remaining historic, architectural, and cultural resources and their surroundings.

Objectives:

- Preserve recognized historic sites and structures.
- Encourage responsible conservation and maintenance of vintage architecture, especially the stone farmhouses located in the Region.
- Consider the degree to which suggested historic preservation guidelines might be legally enforced through revised township ordinances without unduly infringing on property owners' rights.
- Subject rental units to the same standards of good repair as owner-occupied dwellings and perform adequate inspections to guarantee enforcement of existing codes.
- Support the efforts of the York County Heritage Trust, the Lancaster/York Heritage Region, and Historic York, Inc. to preserve historic resources.
- Preserve historic landscapes.

Agricultural Resources

Goal: Preserve existing productive farmland for agricultural use and support the continuation of agricultural and agricultural support operations in the Region.

Objectives:

- Protect the actively farmed land remaining in the Region
- Identify techniques to encourage continual use of existing farmland.
- Develop and encourage appropriate land maintenance and protection policies, including best management practices (BMPs).

OPEN SPACE AND RECREATION

Goal: Provide for open space within the Region through the preservation of natural resources and the development and retention of parks and greenways.

Objectives:

- Provide and maintain parks, recreation and open spaces for area residents which are interconnected, accessible, well maintained, and safe.
- While recognizing municipal Recreation Plans, begin to plan for recreation on a regional basis through the efforts of the Spring Grove Area Regional Recreation Commission.
- Maintain the fee-in-lieu responsibility of developers in providing park and recreation facilities and open space.
- Support the development of the York County Rail Trail Authority's Rails-to-Trails program and encourage coordination between the affected municipalities.
- Promote innovative development techniques such as Growing Greener and open space development that will minimize land consumption and preserve remaining open space in the Region.
- Provide a wide range of active and passive recreational and cultural programs.
- Work with surrounding municipalities and counties to link open spaces, greenways, and natural areas outside of the Region.
- Encourage and support cooperative use of recreation facilities among the municipalities and Spring Grove Area School District.

LAND USE

Goal: Manage, control, and guide development to appropriate areas where public infrastructure is available or planned, and protect natural and agricultural resources in order to retain a mix of rural and suburban atmosphere within the Townships.

Objectives:

- Identify and plan for designated growth areas where there is available or planned infrastructure capacity, and direct new development to those areas.
- Tie the type and intensity of development to the adequate provisions of transportation, water, sewerage, drainage, parks and recreation, and community facilities by developers.
- Identify areas which should be protected from development or receive only very low density development because of natural constraints or assets, and/or lack of supporting facilities and services.
- Identify appropriate development techniques for use within the Region.
- Identify significant natural resource lands and stream corridors for perpetual open space conservation.
- Strive for a balance between the need for economic growth and the need for the conservation and preservation of resources.
- Encourage planned, concentrated development which emphasizes significant open space conservation.
- Encourage new residential development to take place as infill in existing settled areas and adjacent to those areas, when public water and sewer facilities of adequate capacity and functionality are available, when appropriate.
- Respect and protect quality of life in the community.
- Encourage well-designed developments, including public and semi-public development, according to the scale and character of the setting.
- Create and maintain visual access to natural features and scenic vistas.
- Minimize strip development along existing roads and provide for appropriate buffering.
- Improve the visual image of the community at entranceways and along road corridors minimizing signage and inappropriate displays.

- Provide for a balance of land uses to meet the needs of existing and future residents.
- Provide for consistent and compatible land use along municipal boundaries within the Region.
- Maintain the rural character of lands outside the designated growth areas.
- Allocate land uses over the entire Region in an appropriate manner, rather than on a municipal basis.
- Design to minimize the conflict between non-residential and residential uses and attain compatibility between present and future land uses.
- Encourage adaptive reuse of historic structures and/or maintenance of historic structures and context within contemporary developments where appropriate after review of the nature of the historic resources.

TRANSPORTATION

Goal:

To achieve a safe, efficient, multi-modal, and cost-effective regional circulation system that will enhance pedestrian and bicycle movement; ease vehicular travel within the municipalities; minimize adverse impacts on residential neighborhoods; enhance the safety, mobility and livability of road corridors in the Region; and relieve congestion.

Objectives:

- Address Route 30 and Route 116 congestion issues, including bridges and road infrastructure.
- Identify and support appropriate alternatives to automobile and truck travel.
- Facilitate movement through the Region and into and out of the Region's communities.
- Improve transit service and identify appropriate service areas.
- Plan for safe and accessible routes of travel for pedestrians, bicyclists, individuals with disabilities, the elderly, and those without automobiles.

- Develop multi-modal facilities in the Region.
- Manage access along the Region's roads.
- Improve the efficiency of traffic flow and the safety of the Region's roads and their intersections.
- Establish the responsibilities of developers for transportation improvements.
- Establish design standards for roads and driveways and for building setbacks within the Region based on functional classification and need for future road improvements.
- Emphasize the need for PennDOT and transportation planning entities in York County to support the recommendations of this Joint Comprehensive Plan with regard to improvements of state transportation facilities.
- Establish a mechanism to require traffic impact studies for industrial, commercial, and residential developments.
- Improve pedestrian safety in the Region by developing, improving and expanding the sidewalk system in residential areas.
- Address impacts of land uses and new development on major road corridors in the Region.
- Preserve the scenic, historic, and cultural road corridors, including US Route 30 (the Lincoln Highway) and vistas in the Region.
- Enhance streetscapes along major road corridors in the Region.
- Mitigate impacts of non-residential traffic on residential neighborhoods.
- Identify opportunities to interconnect roads and walkways, provide alternative traffic routes, and facilitate emergency access when new developments are under construction.
- Review the role of, and appropriate land uses in the vicinity of, the York Airport at Thomasville.

- Consider alignment and shoulder improvements to improve safety along PA Route 234.

ECONOMIC DEVELOPMENT

Goal:

To sustain and enhance the vitality of the Region while identifying appropriate locations for environmentally responsible industrial, office, retail, and service uses that are appropriate in scale and character to the Region.

Objectives:

- Enhance tax revenue from business development to balance the residential share of the property tax base.
- Promote job creation for local residents through cooperative efforts of municipalities, the county, economic development agencies, businesses, and educational institutions.
- Protect the Region's resources as economic development occurs.
- Encourage the adaptive re use of vacant and underutilized properties in the Region.
- Protect natural, cultural and recreational resources to enable tourism based on nature and cultural, recreation, educational, and family activities.
- Retain existing business and industries and identify strategies to attract desirable new ones.
- Identify and designate appropriate areas for future economic development and determine the types of economic development that are most appropriate for the Region.
- Establish the responsibilities of developers in providing improvements.
- Establish standards to improve the design and appearance of new commercial and industrial development.
- Provide alternatives to strip commercial development.

- Encourage diversification of funding sources for municipal governments and school districts to achieve equitable taxation policies.
- Encourage resident-owned small businesses in existing mixed-use areas.

HOUSING

Goal: Provide diverse housing opportunities for the economic and demographic groups within the Region, consistent with existing development and the historical and natural environments.

Objectives:

- Provide appropriate areas for a variety of single family, two family, and multiple-family dwellings and a variety of densities to allow housing choices, while retaining the existing character of the Region.
- Encourage maintenance of the existing housing stock to prevent deterioration.
- Strive for the provision of well-planned, safe, sound and attractive living environments for the Region's residents.
- Promote responsible development in order to provide an adequate supply of safe, affordable housing in the Region.
- Encourage retention and expansion of owner-occupied housing.
- Encourage the provision of housing alternatives for persons with special needs and the elderly.

COMMUNITY FACILITIES AND SERVICES

Goal: Provide good quality community facilities and services to the Region's residents in an efficient, cost-effective manner within the financial resources of the municipalities, consistent with concern for protecting natural resources.

Objectives:

- Encourage community efforts to bring people together and create community cohesion.
- Increase awareness of the historic character of the Region.
- Identify policies to ensure safe, reliable, and well-maintained sanitary sewage disposal and water supply in the Region.
- Increase resident awareness of resources and facilities within the Region and support efforts to protect, enhance, and increase accessibility and use of those resources and facilities.
- Coordinate land use and sewer and water planning so the extension of public sewer and water facilities is consistent with the land use and other goals and objectives of this Joint Comprehensive Plan.
- Review opportunities for regional sharing of equipment, services and facilities and continue intermunicipal cooperation.
- Identify the need for additional community, cultural and social facilities and services for all age groups in the Region, and encourage provision of those facilities and services.
- Establish the responsibilities of developers for providing social and cultural facilities.
- Identify community facilities and services that can help in the attract and support desired economic development.
- Encourage increased cooperation of municipalities and the Spring Grove Area School District in planning activities and utilization of school facilities.
- Identify methods of encouraging energy conservation.
- Address stormwater management concerns through implementation of the Act 167 Stormwater Management Plans for the Little Conewago and Codorous Creek Watersheds

PLANNING AND IMPLEMENTATION

Goal: Identify and implement a variety of approaches, mechanisms, and tools appropriate for dealing with the challenges posed by growth within the Region. Recognize that this Joint Comprehensive Plan is just the beginning of the process to achieve the Region's vision and goals, and insist that the Plan be an essential part of the future decision making process.

Objectives:

- Continue intergovernmental cooperative planning and implementation efforts.
- Establish partnerships and create appropriate cooperative mechanisms to implement this Joint Comprehensive Plan.
- Recognize the uniqueness of the Region and protect community character.
- Maintain and enhance the quality of life for the Region's residents.
- Identify opportunities for continued intermunicipal cooperation and planning.
- Support efforts for interregional and regional/county cooperation in addressing transportation, economic development, and community development issues.
- Identify the responsibilities of developers in accomplishing the goals and objectives of this Plan.
- Adopt zoning and subdivision ordinance regulations and incentives that are consistent with the goal and objectives of this Joint Comprehensive Plan.
- Explore the possibility of completing a joint zoning ordinance between the municipalities.
- Encourage developers to incorporate designs into their proposals which will implement the goals and objectives of this Plan.
- Develop indicators for measuring success in implementing this Plan and establish a program for measuring those indicators in the future.

Future Land Use and Housing Plan

The Future Land Use Plan is one of the most important elements of the comprehensive plan. It graphically brings together all of the chapters of the plan and evaluates all of the information that has been mapped and gathered during this planning process. Based on stated goals and objectives, this Plan will determine what future land uses would be most appropriate throughout the region and at what density. Factors such as existing land use, natural features, soil conditions, demographics, housing, economic development trends, road conditions, sewer and water capacities, and village and neighborhood vitality all play a role in the development of the Future Land Use Plan.

The Future Land Use Plan will serve as a guide for future municipal ordinance amendments and regulations. Municipal regulatory controls such as zoning, sewer and water facilities planning, transportation planning, and recreation planning should be based upon the recommendations of the Future Land Use Plan.

It is important to stress that the Future Land Use Plan is **not** a zoning map, nor does it change the zoning ordinances and maps that have been previously adopted by the municipalities in the region. It is a reference tool and a guide that may be used by municipal officials and planners when making decisions regarding future development.

Future Land Use recommendations are based on a variety of factors: The patterns of development and existing conditions within the Townships; the anticipated path of future growth in the Region; existing environmental conditions and natural resources; capacity of public facilities, such as sewer and water service, and other infrastructure; and goals of the York County Comprehensive Plan.

LAND USE AND AGRICULTURAL RESOURCES

Land Use

Goal: Manage, control, and guide development to appropriate areas where public infrastructure is available or planned, and preserve natural and agricultural resources in order to retain a mix of rural and suburban atmosphere within the Townships.

Objectives:

- Identify and plan for designated growth areas where there is available or planned infrastructure capacity, and direct new development to those areas.
- Tie the type and intensity of development to the adequate provisions of transportation, water, sewerage, drainage, parks and recreation, and community facilities by developers.
- Identify areas which should be protected from development or receive only very low density development because of natural constraints or assets, and/or lack of supporting facilities and services.
- Identify appropriate development techniques for use within the Region.
- Identify significant natural resource lands and stream corridors for perpetual open space conservation.
- Strive for a balance between the need for economic growth and the need for the conservation and preservation of resources.
- Encourage planned, concentrated development which emphasizes significant open space conservation.
- Encourage new residential development to take place as infill in existing settled areas and adjacent to those areas, when public water and sewer facilities of adequate capacity and functionality are available, when appropriate.
- Respect and protect quality of life in the community.
- Encourage well-designed developments, including public and semi-public development, according to the scale and character of the setting.
- Create and maintain visual access to natural features and scenic vistas.
- Minimize strip development along existing roads and provide for appropriate buffering.
- Improve the visual image of the community at entranceways and along road corridors minimizing signage and inappropriate displays.
- Provide for a balance of land uses to meet the needs of existing and future residents.

- Provide for consistent and compatible land use along municipal boundaries within the Region.
- Maintain the rural character of lands outside the designated growth areas.
- Allocate land uses over the entire Region in an appropriate manner, rather than on a municipal basis.
- Design to minimize the conflict between non-residential and residential uses and attain compatibility between present and future land uses.
- Encourage adaptive reuse of historic structures and/or maintenance of historic structures and context within contemporary developments where appropriate after review of the nature of the historic resources.
- Encourage the preservation of the Region's remaining productive agricultural land base.

Actions:

- A. Update zoning maps and zoning district provisions, to reflect the Future Land Use Plan as necessary.
- B. Update Statements of Community Development Objectives contained in Township zoning ordinances to be consistent with this Plan.
- C. In zoning ordinances, provide for land development techniques designed to protect existing resources, provide open spaces, enhance streetscapes, and protect the character of existing villages.

- 1. Conservation Zoning (Growing Greener Concept of Natural Lands Trust) in the Region:

See Appendix for language describing ordinance provisions.

Determine whether Conservation Development should be the default and/or encouraged method of development, with density disincentives given to other methods of development which result in less open space and protection of resources. The typical Conservation Development process is:

- a. Net out natural resources

- b. Establish maximum overall density
 - c. Establish minimum substantial open space requirement
 - d. Establish alternative methods of development
 - e. Require important natural features and resources, such as scenic vistas, historic sites, agriculture, steep slopes, wetlands, and woodland, to be contained in open space
 - f. Provide visual and physical access to open space areas
2. Lot averaging, as appropriate, which provides:
- a. A maximum overall density
 - b. Flexibility in lot size, with a minimum established
 - c. Natural features and resources are contained in larger lots so houses can be sited away from them
3. Traditional Neighborhood Development (Neotraditional Development), Village Extension, and Village Design within the Villages. These methods promote the following concepts:
- a. Creation of a sense of community
 - b. Pedestrian oriented design
 - c. Central community facilities
 - d. Public spaces
 - e. Shallow setbacks
 - f. Street trees
 - g. Alleys where appropriate
 - h. Compact development
 - i. Interconnected streets, closer to a grid pattern

- j. Historic development patterns of towns
4. Adopt corridor overlay zoning along major commercial roads, such as US Route 30 and PA Route 116 to enhance the appearance of these corridors, enhance safety and traffic movement, and maintain economic viability. Such overlay zoning would address:
- a. Coordinate landscaping, signage, lighting, street furniture, paving materials, design of site improvements, building façade and windows displays throughout the road corridors
 - b. Increase pedestrian and vehicular connections to adjoining properties and within properties
 - c. Increase size and quantity of landscape material
 - d. Integrate historic resources into development
 - e. Provide site amenities
 - f. Renovate building facades
 - g. Minimize curb cuts and unrestricted access
 - h. Provide more attractive signage
 - i. Locate parking to the rear and side of buildings where appropriate and feasible
 - j. Integrate architecture, landscaping and screening
 - k. Encourage pedestrian oriented design (e.g., sidewalks and benches)
 - l. Encourage pedestrian oriented spaces
 - m. Screen loading areas, outdoor storage and dumpsters
 - n. Provide safe bus stops with shelters, with pedestrian connections to buildings
5. Update zoning in areas adjacent to the York Airport at Thomasville to prevent incompatible uses.

- D. In zoning ordinances, require areas for economic development to be developed through coordinated, attractive commercial and business parks and discourage additional strip commercial development.
- E. Consider allowing convenience commercial uses in or near residential developments to reduce traffic to and from commercial areas in the Region.
- F. The Townships should continue to monitor zoning along municipal boundaries to provide for compatible zoning districts.
- G. Within zoning district provisions, considering the entire Region as a whole, provide for the accommodation of housing in different dwelling types and at appropriate densities for households from all economic and demographic groups within the Region.
- H. Address architectural and related issues within zoning ordinances. For example:
 - 1. In some zoning districts, such as but not limited to neighborhood commercial and village zoning districts, limits on building size will be appropriate to maintain existing character.
 - 2. In some zoning districts, emphasis should be placed on encouraging architecture consistent with existing community and/or architectural character.
 - 3. In some or all Commercial districts, typical “big box” architecture should be discouraged through architectural treatments of building facades.
- I. Additional zoning actions include:
 - 1. Requiring buffers and/or performance and design standards where there will be potentially conflicting uses.
 - 2. Requiring impact statements (environmental, traffic, services, fiscal, etc.) with requested zoning amendments requiring a zoning district change, to address the impacts of the requested amendment.
 - 3. Giving emphasis to density bonuses for development served by, or with potential to be served by public sewer and public water, rather than development served by package/private systems or individual systems.

J. Update municipal Subdivision and Land Development Ordinances, as necessary. Options include:

1. Require street furniture/pedestrian amenities as required improvements pursuant to village streetscape plans.
2. Adopt appropriate refinements to implement the Growing Greener Conservation Development Concept.

If the Conservation concept is used, the design procedure is:

- Identify conservation areas
 - Locate house sites
 - Align streets and trails
 - Draw lot lines
3. Require pre-design meetings between planning commissions and developers prior to preparation and submission of subdivision and land development plans.
 4. Stormwater management ordinances prepared in accordance with Act 167 Stormwater Management Plans should be consistent with the objectives of this Plan.

K. Municipal Act 537 plans and water supply planning should be coordinated with this plan, particularly the Future Land Use Plan, to promote compact, efficient, orderly, and phased development within and contiguous to existing developed areas.

L. Streetscape Plans for larger Villages and growth areas such as Nashville and Thomasville should be prepared. Issues to be addressed include: landscaping, signage, street furniture, lighting, parking locations and design standards, enhancing the sense of community identity through providing public spaces, and enhancing gateways to the communities. Coordinate such efforts with PADCED (Pennsylvania Department of Community and Economic Development) and PennDOT where applicable.

Agricultural Resources

Goal: Preserve existing productive farmland for agricultural use and support the continuation of agricultural and agricultural support operations in the Region.

Objectives:

- Protect the actively farmed land remaining in the Region.
- Identify techniques to encourage continual use of existing farmland.
- Develop and encourage appropriate land maintenance and protection policies, including best management practices (BMPs).

Actions:

- A. To promote the long term economic vitality of agriculture in the Region, the Townships should identify and encourage the preservation of the most viable agricultural lands. Lands that should receive priority include:
- Land that is protected by existing restrictions and/or easements against development, including lands that have had easements purchased or are adjacent to such lands;
 - Land that is composed of capability class I, II, or III as defined by the USDA.
 - Land that is currently in agricultural use.
 - Land that is included within an approved Agricultural Security Area.

The Agricultural Resources Map, Figure 6.1, depicts the Region's prime agricultural soils and farmland.

- B. The Townships should consider whether to enact Effective Agricultural Zoning regulations for the lands designated as Agriculture on the Future Land Use Map. Effective Agricultural zones permit a wide variety of farming uses, including farm-related businesses and restrict non-farm uses that can be disruptive to agricultural activities. Non-agricultural dwelling unit density is strictly limited to one dwelling unit per 20 to 25 acres average, with the homes required to be built on small lots.

Examples of effective agriculture preservation techniques include:

- Fixed System Formula – allows one dwelling unit for a specified number of acres (1 du / 5 acres or 1 du / 25 acres);
- Sliding Scale Formula – varies the number of permitted dwelling units based on the acreage of the entire parcel. The result is that larger parcels are permitted to have proportionately less dwellings than smaller parcels;
- Percentage-System Formula – Permits only a percentage of the entire parcel to be subdivided or developed (example 10%).

C. The Townships should encourage preserving agricultural operations through the following administrative actions:

1. Work with local farmers to encourage participation in the York County Agricultural Land Preservation Easement Purchase Program, as administered by the York County Agricultural Land Preservation Board (YCALPB).
2. Establish individual Purchase of Agricultural Conservation Easements Programs, if considered appropriate.
3. Promote the inclusion of farms in Agricultural Security Areas.
4. Support measures to relieve property tax burden for farmers.
5. Limit extension of planned public sewer and water facilities to agricultural areas only when failing systems are involved.
6. Limit non-farm uses which could cause conflicts with agricultural practices and/or require buffers for non-farm uses around the perimeter of farms.
7. Allow conservation development (Growing Greener) as an option.
8. Promote enrollment in Act 319 (Clean and Green) tax relief program.
9. Allow and give incentives to compact development and clustering of housing for development, and give disincentives to inefficient development techniques.

D. The Townships should allow farmers to supplement income through home businesses, home occupations and farm related businesses; allow farm support businesses and businesses which market or process farm products; establish appropriate controls on intensive agricultural operations; and permit appropriate recreational activities, such as hayrides, corn mazes, and festivals.

FUTURE LAND USE MAP

The principal benefit of multi-municipal planning is the opportunity to coordinate land uses among the participating municipalities. Even if the implementation process does not include a joint zoning ordinance, much is gained if the individual ordinances define land uses in the same way. The following text is *not* recommended ordinance language, but indicates the type of use and general function of each land use identified on the Future Land Use map.

While it is not required to specify lot sizes in the Comprehensive Plan, doing so makes it much easier to draft the implementing zoning ordinances. The target densities for every category should be used as a starting point when amending zoning district requirements. Areas with recommendations for higher density development are contingent on the availability of public sewer and water service.

The Draft Future Land Use Plan Map for the Jackson / Paradise Joint Comprehensive Plan, Figure 6.2, includes the following Land Use Categories:

- Agriculture
- Rural Conservation
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Village
- Commercial
- Industrial
- Historic Overlay

DESIGNATED GROWTH AREAS

The Pennsylvania Municipalities Planning Code introduced the concept of Designated Growth Areas, which are regions within a multi-municipal plan that preferably includes or is adjacent to existing developed areas or villages. In Designated Growth Areas, residential and mixed use development is permitted or planned for at densities of more than one unit per acre, commercial, industrial and institutional uses are permitted or planned for, and public infrastructure services are provided or planned. The intent of the Designated Growth Area is to provide for orderly and efficient development to accommodate the projected growth of the area within the next 20 years.

As stated in Chapter 2, the Growth Management Plan component of the York County Comprehensive Plan designates Interim Growth and Rural Areas for the County and that

the Municipal Consulting Program will provide a vehicle for achieving consistency between the County Plan and municipal plans. Through the Municipal Consulting Program, York County Planning Commission staff participated in the development of this Joint Comprehensive Plan and collaborated with the municipalities to achieve the desired consistency. Based on the Future Land Use Scenario presented in this Plan and in terms of consistency with the County Comprehensive Plan, the Designated Growth Area, as shown on Figure 6.2, would be considered an "Established Primary Growth Area" in Jackson Township and an "Established Secondary Growth Area" in Paradise Township. Secondary Growth areas are defined in the County Plan as "areas that do not contain the full range of services that would be necessary for a fully self-contained community. For example, residents may need to travel outside of the area for services, such as hospitals or libraries, or the area may be served by public water, but not public sewer or vice versa. These areas are mainly focused on boroughs and adjacent areas and provide for a lesser intensity of development than a primary growth area." Lands located outside the Designated Growth Area would be considered an "Established Rural Area." It is recommended that York County Planning Commission amend the Growth Management Plan component of the County Comprehensive Plan to properly identify the Primary and Secondary Growth Areas and the Rural Area established by this Plan

AGRICULTURE:

Description - Cultivation of the soil, forestry, and the raising of livestock for commercial or private purposes, including ancillary uses such as the residence of the farm operator. Commercial uses which directly support farm operations are typically allowed.

Planning Objective – Target critical areas where agricultural activities are practiced for future preservation. Uses related to agriculture including support businesses should be encouraged. Residential development is discouraged within this category.

Recommended Land Uses – Cropland; Pastureland; Farm-related structures and businesses; Woodlands; Public and municipal uses.

Recommended Development Densities/Strategies – If residential development is permitted, it should be at extremely low densities (one dwelling per three or more acres) and should not encroach on active farmland. Conservation Development, and effective agricultural zoning techniques such as sliding scale, where larger parcels have proportionately less dwellings than smaller ones or percentage-based lot calculation methods should be encouraged in this district. Public sewer and water service is not recommended for Agricultural areas unless public health issues are imminent.

RURAL CONSERVATION:

Description - These areas contain a mixture of agricultural, woodland, open space, and low density residential uses. Factors such as the presence of steep slopes, woodlands, wetlands, and/or floodplains limit the development potential of these areas.

Planning Objective – Accommodate limited very low density development; agricultural uses; rural resources; open space and recreation.

Recommended Land Uses – Limited Very Low Density Residential; Cropland; Pastureland; Open space; Farm-related structures and businesses; Woodlands; Public, Semi-Public; Institutional, and municipal use.

Recommended Development Densities/Strategies – Larger lots of at least one to three acres or more per dwelling unit. Conservation Development techniques are encouraged in this district. Public sewer and water service is not recommended for Rural Conservation areas.

LOW DENSITY RESIDENTIAL:

Description - The lowest density of residential. The defining characteristic of these areas is that only single-family detached homes (and accessory uses like garden sheds, detached garages, and swimming pools) are permitted.

Planning Objective – To accommodate continued low density residential development where such development is occurring, in a setting that will continue to contain some rural characteristics such as woodland and open space.

Recommended Land Uses – Single Family detached dwellings; Woodlands; Parks/Open Space; Municipal Use.

Recommended Development Densities/Strategies – Base density of one unit per acre. Higher density development may be allowed through Open Space development or sensitive design techniques in some areas, provided no public sewer and water extension is required.

MEDIUM DENSITY RESIDENTIAL:

Description - This area recommends higher densities than the Low Density Residential category, and allows narrower lots. Also, single-family semi-detached homes may be permitted as well as detached houses.

Planning Objective – Recommended areas where most of the residential development has and should occur in the future.

Recommended Land Uses – Single family detached dwellings; Single family semi-detached dwellings; Park/Open Space Uses.

Recommended Development Densities / Strategies – Maximum density range up to 5 units per acre, depending on the availability of public facilities. Lower densities if on-site facilities are used. Open Space Development techniques are appropriate in these areas.

HIGH DENSITY RESIDENTIAL:

Description - This area permits all dwelling types, including single family detached, semi-detached, as well as townhouses, apartment buildings, and mobile home parks.

Planning Objective – These areas are where the greatest concentration of high density residential development has and should occur.

Recommended Land Uses – Single family detached dwellings; Single family semi-detached dwellings; Townhouses; Apartments; Park/Open Space.

Recommended Development Densities/Strategies – Density range of 5 to 12 units per acre, depending on the availability of public facilities. Open Space development techniques are appropriate for this district.

VILLAGE:

Description - These areas will be characterized by a mix of uses including Residential uses and related convenience-commercial areas, second floor apartments, and professional offices at a variety of densities.

Planning Objective – Provide areas to encourage a mixture of residential and appropriate commercial uses specifically within the villages of Nashville, Thomasville, Labott, and the western end of the US Route 30 corridor in Paradise Township. The critical element here is the creation of an environment where the commercial uses are compatible with existing residential uses. Commercial uses within these areas will be at a smaller neighborhood scale and should include uses such as corner grocery stores, diners, coffee shops, specialty shops, personal service businesses, laundromats, and post offices. Highway oriented uses, such as garages and service stations, are not recommended in these areas.

Recommended Land Uses – Offices; Small-scale retail and local commercial uses. Single family dwellings, semi-detached dwellings; Townhouses; Apartments; Parks and Recreation; Public, institutional, and municipal uses.

Recommended Development Densities/Strategies – Density will vary depending on the use and the availability of public facilities. Traditional Neighborhood Design development may be appropriate within these areas to blend in with the Region's existing development pattern.

COMMERCIAL:

Description - This category includes most kinds of retail sales and businesses and highway-oriented businesses like those found along US Route 30 and PA Route 116.

Planning Objective – Provide for appropriate commercial development in locations where a cluster of commercial uses exist. These uses should be more intensive, highway oriented commercial uses.

Recommended Land Uses – Highway oriented commercial uses such as retail; offices; supermarkets; multi-tenant shopping plazas; automobile related uses.

Recommended Development Densities/Strategies – Lot sizes from 2000 square feet to 2 acres or higher, with density appropriate as needed by use, and type of sewer and water service.

INDUSTRIAL:

Description - This category will be intended to accommodate a variety of industrial uses, due to access to major highways and rail corridors, and availability of required utilities.

Planning Objective – Provide areas to accommodate a wide range of industrial uses.

Recommended Land Uses – Offices; Printing and Publishing uses; Warehousing and Distribution; Manufacturing; Food Processing; Transportation; Extraction Industries.

Recommended Development Densities/Strategies – One acre minimum lot size, or larger as appropriate for use.

HISTORIC OVERLAY:

Description - This overlay category is intended to emphasize the protection of historic resources.

Planning Objective – To preserve buildings and resources which have historical, architectural, cultural, or landmark value.

Recommended Land Uses – Historic farm houses, barns, related buildings, and other historic resources as appropriate in underlying category.

Recommended Development Densities/Strategies – Require analysis, mitigate impacts, and promote adaptive reuse, as appropriate in underlying category.

IMPLEMENTATION OF THE FUTURE LAND USE PLAN

The Future Land Use Plan is implemented through several key strategies.

- Adopt municipal zoning maps and corresponding zoning district provisions consistent with the Plan.
- Assure Act 537 Plans are compatible with the Future Land Use Plan.
- Assure government and school district policies for major land uses are consistent with the Plan.
- Increase density and intensity of development only when public sewer and water and other necessary infrastructure of sufficient capacity can be made available.

HOUSING PLAN

The objectives for housing are to provide for adequate, safe and sound housing for present and future residents; to allow for a variety of housing densities, development patterns, and attractive residential housing types for all age groups in appropriately designated areas within the natural and service constraints of the Townships; to provide for maintenance of the character of existing residential areas and housing stock through appropriate coordinated land use controls, and address the housing needs of the elderly and disabled in the community.

Provision for a variety of housing densities, housing types, and development patterns in appropriately designated areas is accomplished through the Land Use Plan. Maintenance of the existing housing stock and adequacy of new housing can be accomplished through enforcement of building codes and utilization of property maintenance codes.

Another concern is providing for housing for people trying to enter the housing market and housing for those families living and working in the Region. Allowing for a variety of housing types, including multiple family, and higher densities of development when public sewer and water is available, is important to addressing this need.

While housing affordability issues typically reflect market conditions, the Townships can maintain construction and housing codes which are reasonably based on protecting public health, safety and general welfare, and which do not contain provisions solely to increase the luxury of dwelling units. This is facilitated by use of the Uniform Construction Code. Excessive standards in municipal regulations can unnecessarily raise housing costs.

New housing developments should be well-planned, attractive living environments. A variety of development options can be made available, such as conservation development, traditional and village patterns, in addition to more typical single family development.

The existing character of residential areas can be maintained through appropriate zoning provisions and review of subdivision and land development plans.

Figure 6.3, Approved and Proposed Developments, maps all of the proposed subdivision activity that has recently arrived in the Region.

Goal: Provide diverse housing opportunities for the economic and demographic groups within the Region, consistent with existing development and the historical and natural environments.

Objectives:

- Provide appropriate areas for a variety of single family, two family, and multiple-family dwellings and a variety of densities to allow housing choices, while retaining the existing character of the Region.
- Encourage maintenance of the existing housing stock to prevent deterioration.
- Strive for the provision of well-planned, safe, sound and attractive living environments for the Region's residents.
- Promote responsible development in order to provide an adequate supply of safe, affordable housing in the Region.
- Encourage retention and expansion of owner-occupied housing.
- Encourage the provision of housing alternatives for persons with special needs and the elderly.

Actions:

- A. Establish and maintain adequate housing and property maintenance codes and zoning ordinance provisions as necessary to maintain the building stock and properties within the Region.
- B. Foster programs which encourage home renovation and rehabilitation in existing neighborhoods. Enact land use regulations that provide adequate opportunities for affordable workforce housing.
- C. Work with residents of the Region and regional taxing entities to identify programs and policies that will help residents maintain and enhance their properties, and meet housing expenses and retain their homes as owner-occupied single family residences.
- D. Regulate housing conversions through zoning provisions and require adequate parking to be provided.
- E. Provide for a variety of housing types and densities through zoning.
- F. Enact zoning regulations that provide incentives for senior housing in the Designated Growth Areas on the Future Land Use Map. Consider appropriateness of such techniques or density incentives or overlay treatments.

- G. Encourage housing development in existing villages at densities consistent with the Future Land Use Map.

Capacity for Future Development

The Future Land Use and Housing Plan must provide documentation that there is a sufficient amount of available land for future development to accommodate the future population projected up to the year 2020. Table 6.1 illustrates Region's population projections (from the York County Planning Commission) for 2010 and 2020. The projected increase for the Region is approximately 1,671. This number may be somewhat low, given the amount of proposed subdivisions (nearly 1,600 units – See Figure 6.3) the Townships have received since 2003. To be more conservative, we will adjust the projections to an increase of approximately twenty percent, and create a range in population to account for the increase in proposed developments since the population projections were completed in 2003 (see Table 6.2).

Figure 6.3 depicts the Region's approved and proposed developments, which totals an additional 1,599 residential units. These proposed developments are reflected in the revised population projections, Table 6.2.

**TABLE 6.1
POPULATION PROJECTIONS;
U.S. CENSUS BUREAU ESTIMATED 2004 POPULATION**

	2000 Census	2004 Estimate	2010 Projection	2020 Projection	2000-2020 % Increase
Jackson Township	6,095	6,271	6,605	7,122	1,027 (16.8%)
Paradise Township	3,600	3,793	3,961	4,244	644 (17.8%)
Total Region	9,695	10,064	10,566	11,366	1,671 (17.2%)

Source: US Census Bureau; Projections- York County Planning Commission

**TABLE 6.2
REVISED POPULATION PROJECTIONS**

	2000 Census	2004 Estimate	2010 Projection Range	2020 Projection Range	2000-2020 % Increase
Jackson Township	6,095	6,271	6,605 to 7,926	7,122 to 8,546	1,027 to 2,451 (16.8%-40%)
Paradise Township	3,600	3,793	3,961 to 4,753	4,244 to 5,092	644 to 1,492 (17.8%-41.4%)
Total Region	9,695	10,064	10,566 to 12,679	11,366 to 13,638	1,671 to 3,943 (17.2%-40.6%)

Source: US Census; YCPC; SSM

TABLE 6.3
BUILD OUT CAPACITY FOR POPULATION GROWTH
IN DESIGNATED GROWTH AREAS- REGION

Future Land Use Plan Category	Approx. Available Undeveloped Acres	Available Acres Minus 20%	Likely Maximum Density	Likely Maximum Potential for Dwelling Units at Build Out	Likely Maximum Potential for People*
High Density Residential	268	214	12 D.U./Acre	2,572	6,970
Medium Density Residential	1,482	1,185	5 D.U./Acre	5,928	16,065
Village	366	183**	10 D.U./Acre	1,830	4,959
TOTALS	2,116	1,582	--	10,330	27,994

*Used 2.71 persons per dwelling unit, average for Paradise Township, the highest average in the Region.

Source: US Census Bureau.

** only 50% of available acres were factored into Village, assuming mixed-use development occurs

– assumed 20% of tract would not be available for inclusion within residential lots (50% for Village)

– likely maximum density from Future Land Use Plan categories

Figure 6.3 calculates a maximum build out capacity for population growth in the Designated Growth Areas as 27,994 additional persons. This figure does NOT include additional available acreage within the Agriculture, Rural Conservation, Low Density Residential, Commercial, and Industrial categories, nor does it include any lands outside of the Designated Growth Areas. Even after excluding the aforementioned categories, this build-out capacity far exceeds the initial projected 2000-2020 population increase for the Region of 1,671 additional persons, as well as the revised population increase of 3,943 additional persons. It is a safe assumption that the Region will have more than enough capacity to handle anticipated future growth for the life span of this Plan and beyond, even if development occurs at half of the maximum density which may be allowed.

Environmental Considerations for Future Development

As development occurs in the Region, particularly in the Rural Conservation and Agriculture areas, which contain the greatest extent of sensitive environmental resources in the Region, care must be taken to preserve and protect the resources identified within each tract of land. The following approaches should be taken, in a consistent manner within the Region, to development in these areas:

- An ongoing awareness of and sensitivity toward the natural resources of the area should be encouraged.
- Development should be concerned with geologic stability, soils suitability, groundwater supplies and stream flows.
- Groundwater resources should be protected against depletion and contamination.
- Methods of encouraging replenishment of the groundwater supply should be utilized.
- Streams, ponds and wetlands should be protected against pollution from point sources and runoff.
- Floodplains and poorly drained soils should be protected from encroachment.
- The loss of topsoil should be minimized.
- The retention and establishment of trees and other vegetation should be encouraged to control erosion, shade surface waters, control stormwater flow, create wind breaks, provide animal habitats and provide visual amenities.
- The preservation of scenic viewsheds and scenic road corridors should be encouraged.
- Steep slopes should generally be avoided.
- The protection, preservation and enhancement of historic resources should be encouraged.
- The adaptive reuse of historic structures should be encouraged where appropriate.
- Innovative land development techniques should be used to minimize land consumption, preserve ecosystems, preserve agricultural lands and preserve natural resources and open space.
- The provision of open space and recreation areas for active and passive recreation should be encouraged. Visual and physical access to the open space system should be provided.
- The coordination of open space and circulation systems among adjoining developments should be encouraged.

- A system of bicycle paths and sidewalks should be encouraged.
- Incorporation of resources into development plans should be encouraged.
- Flexible approaches to site design to recognize resources should be encouraged.
- Not permitting invasive species to be planted by developers as part of landscaping plans.

Recommended Development Concepts

The Action Plan contains recommendations for land development techniques and processes designed to protect existing resources, provide open spaces, encourage appropriate development which is consistent with existing development patterns, and enhance streetscapes. Because of the rural character of much of the Region and the existing population centers and Villages, techniques which are especially recommended include Traditional Neighborhood Development (TND) and Conservation Development. TND is particularly appropriate within and surrounding existing settlements such as villages, and would be appropriate in designated growth areas in the Region. Conservation Development could be used to help preserve open space and agricultural resources when development occurs in more rural areas of the Townships.

The Elements of Traditional Neighborhood Design

- **Limited Size:** A village or neighborhood is limited to a 1/4 mile radius (up to 200 acres), or a five minute walk from the center to the edge.
- **Mixed Uses:** The inclusion of retail and commercial activity with residential uses brings the needs of life within walking distance for all ages and social groups. A variety of housing types is a standard element, including single family, duplex, townhouses, and apartments over shops, which can bring safety and vitality to the town center.
- **Street Network:** A traditional grid or web pattern creates a more understandable system and more choices for travel routes, which is effective for pedestrians as well as the automobile.
- **On-Street Parking:** Helps to slow down traffic, acts as a buffer between pedestrians and moving traffic, and increases opportunities for drivers to find convenient parking.
- **Alleys and Lanes:** Give secondary access to property for deliveries: locating parking garages, utilities and garbage collection here preserves the beauty of the streetscape.

- **Sidewalks and Pedestrian Paths:** An emphasis on "walkability," or the needs of the pedestrian, makes destinations accessible to residents, including children and the elderly.
- **Town Center and Square:** A central focal point for community life, providing a special place for public events, and is the appropriate place for mixing retail, civic and business life.
- **Shallow Setbacks:** Placing buildings close to sidewalks creates a friendlier "outdoor room." Distances across streets, from building to building, do not exceed five times the building height.
- **Outbuildings:** Secondary structures normally located at a rear alley allow for parking, storage, workshop space, home offices or a rental apartment.
- **Porches:** Create spaces for a sociable transition from the public street to the private home and provide shelter and shade.
- **Building Types:** Designed to allow for adaptation from one use to another, as markets dictate, with an emphasis on local historical style.
- **Open Space:** A variety of types are included for specific needs, from the regional parks, to the neighborhood playground, to a green buffer, bringing nature into the human environment.

Net Out Provisions

A method to encourage environmentally sensitive developments that preserve open space by partially subtracting constrained land from the gross acreage of a tract. The Townships can develop multipliers to net out the sensitive lands. Once this constrained land is 'netted out' of the gross acreage, the remaining acreage is called the adjusted tract area. Examples of constrained land include floodplains, wetlands, and steep slopes.

The following is an example of potential net out multipliers to use when determining the amount of constrained land on a parcel:¹

¹ Source: Growing Greener- Natural Lands Trust, Media, PA

<u>Constrained land</u>	<u>Multiplier</u>
Public Streets	1.0
Utility right-of-way	1.0
Floodways in 100 year floodplain	1.0
Floodplain (flood fringe)	0.5
Wetlands and poorly drained soils	0.95
Steep slopes greater than 80%	0.8
Moderate slopes (15%-25%)	0.25
Rock outcrops	0.9

If a 50 gross acre parcel contains 8.96 acres of constrained land after multiplier is factored in, the 'net' available land for development is 41.04 acres (see example below).

<u>Constraint</u>	<u>Acres</u>	<u>Multiplier</u>	<u>Constrained Land</u>
Public Street	2.0	1.0	2.0
Utility right-of-way	1.0	1.0	1.0
Floodways	1.25	1.0	1.25
Flood fringe (floodplains not in floodway)	2.75	0.5	1.37
Wetlands and poorly drained soils	1.33	0.95	1.26
Rock outcrops	0.25	0.9	0.22
Steep slopes greater than 25%	1.4	0.8	1.12
Moderate slopes (15%-25%)	2.96	0.25	0.74
TOTAL CONSTRAINED LAND			8.96 Acres
TOTAL GROSS TRACT AREA			50 Acres
CONSTRAINED LAND			-8.96 Acres
TOTAL ADJUSTED TRACT AREA			41.04 Acres

The net out multipliers used above are not set values, and should be adjusted based on individual Township priorities

Open Space Development (Growing Greener)

Growing Greener² is a statewide community planning initiative which is designed to help communities use the development regulation process to their advantage to protect interconnected networks of greenways and permanent open space.

² Source: Natural Lands Trust, Media, PA

Each time a property is developed into a residential subdivision, an opportunity exists for adding land to a community-wide network of open space. Although such opportunities are seldom taken in many municipalities, this situation could be reversed fairly easily by making several small but significant changes to the Township's basic local land-use documents – the zoning ordinance and the subdivision and land development ordinance. Conservation design rearranges the density on each development parcel as it is being planned so that only half (or less) of the buildable land is consumed by house lots and streets. Without controversial “down zoning” (decreasing the number of house lots), the same number of homes can be built in a less land-consumptive manner, allowing the balance of the property to be permanently protected and added to an interconnected network of community green spaces. This “density-neutral” approach provides a fair and equitable way to balance conservation and development objectives.

Infill Policies

Two of the objectives for land use are to encourage new residential development to take place as infill within and near existing settlements with infrastructure of adequate capacity and functionality and promote infill and revitalization within existing centers, in conformity with the general character of the existing centers. There are a number of strategies which can be used to promote infill. The following policies can be reviewed by the Townships as a starting point in determining the most appropriate methods for use in the Region. Land consumption for new development can be minimized if development or redevelopment occurs on vacant or underutilized parcels within existing developed areas. Development costs can sometimes be reduced because of the accessibility of existing infrastructure and services.

Potential Infill Promotion Strategies

Zoning Strategies

1. Target and map areas for infill development. Identify parcels, developments, and existing vacant or underutilized buildings and lots.
2. Determine types of development desired.
3. Zone areas appropriately to allow desired land uses.
4. Create infill development opportunities overlay districts as necessary.
5. Consider whether more design flexibility in ordinances is necessary to achieve the desired end – such as flexibility in setbacks, yard requirements, lot widths, and lot size.

6. Consider density bonuses to lowest acceptable lot size or highest intensity of use consistent with available sewer and water facilities.
7. Consider allowing nearby convenience services in designated economic development, mixed use, or infill overlay areas.
8. Apply appropriate standards to non-conforming lots which can allow reasonable development.
9. Where appropriate, consider well-designed, buffered mixed uses or dwelling types, if appropriate infrastructure is available.
10. Consider transfer of development rights with bonuses to target development areas from areas targeted for preservation or conservation.
11. Eliminate incentives to development in non-growth and non-targeted areas.

Subdivision and Land Development Strategies

12. Streamline procedures and permitting.
 - reduce delays and hearings
 - have expeditor
13. Review level of service standards (such as amount of recreation) or design standards (such as road widths) for appropriateness in each situation.
14. Consider appropriateness of incentives for infill projects
 - reduced development/permit fees
 - reduced impact fees
 - reduced infrastructure connection fees
15. Consider appropriateness of allowing/promoting re-subdivision or redesign of very low density tracts to more efficient, land conserving patterns if appropriate infrastructure is available.

Public Relations Strategies

16. Stimulate developer interest in infill development and educate consumer/public regarding benefits and availability of infill:
 - promotional/publicity campaign for infill
 - make parcel data available
 - establish cooperative demonstration project
 - seminars
 - training programs
 - design competition for demonstration project
17. Prepare neighborhood strategies with input from residents; cooperation with, involvement of, and information to existing residents.
18. Inform existing residents of projects, invite participation in review, hold project meetings with developers at initial stages.
19. Prepare appropriate protective design standards such as traffic calming, landscaping, vegetation retention or replacement, and permissible land uses.
20. Encourage banks to be supportive of infill initiative in providing lending.

Municipal (Township, County, State, Federal) Financial Policies

21. Consider appropriateness of real estate transfer tax relief for purchase of properties in target areas.
22. Consider appropriateness of property tax abatement in target areas.
23. Foster programs which encourage building renovation and rehabilitation in existing neighborhoods.
24. Identify strategies for assembling parcels (with realtors and developers).

Municipal Infrastructure Policies

25. Identify need for Infrastructure improvements (new or improved roads, parks, utilities, streetscape improvements, drainage facilities, pathways).
26. Facilitate transit or para transit service.

27. Facilitate accessibility to community facilities and services (senior centers, community centers, etc.).
28. Locate municipal services near growth and target areas.

Official Map

Article IV of the Pennsylvania Municipalities Planning Code authorizes the governing body of each Township with power to create an official map of all or a portion of the municipality which may show elements of the Joint Comprehensive Plan with regard to public lands and facilities, and which may include, but need not be limited to:

1. Existing and proposed public streets, watercourses and public grounds, including widening, narrowing, extensions, diminutions, openings or closings.
2. Existing and proposed public parks, playgrounds, and open space reservations.
3. Pedestrian ways and easements.
4. Railroad and transit rights-of-way and easements.
5. Flood control basins, floodways and floodplains, stormwater management areas and drainage easements.
6. Support facilities, easements and other properties held by public bodies undertaking the elements described in the Joint Comprehensive Plan.

The Township Supervisors may make surveys and maps to identify the location of property, traffic way 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 must be made and sealed by a licensed surveyor.

The adoption of any street lines or other public lands as part of the official map does not constitute the opening or establishment of any street nor the taking or acceptance of any land, nor does it obligate the municipality to improve or maintain any such street or land. The adoption of proposed watercourses or public grounds as part of the official map does not constitute a taking or acceptance of any land by the municipality.

For the purpose of maintaining the integrity of the official map of the Township, no permit shall be issued for any building within the lines of any street, watercourse, or public ground shown or laid out on the official map. No person shall recover any

damages for the taking for public use of any building or improvements constructed within the lines of any street, watercourse, or public ground after the same shall have been included in the official map, and any such building or improvements shall be removed at the expense of the owner. However, when the property of which the reserved location forms a part, cannot yield a reasonable return to the owner unless a permit shall be granted, the owner may apply to the governing body for the grant of a special encroachment permit to build.

The Townships may fix the time for which streets, watercourses and public grounds on the official map shall be deemed reserved for future taking or acquisition for public use. However, the reservation for public grounds shall lapse and become void one year after an owner of such property has submitted a written notice to the governing body announcing his intentions to build, subdivide or otherwise develop the land covered by the reservation, or has made formal application for an official permit to build a structure for private use, unless the governing body shall have acquired the property or begun condemnation proceedings to acquire such property before the end of the year.

Economic Development Plan

The Jackson / Paradise Planning Region must support and create conditions for innovative economic and community development. A proactive approach to economic development is to increase the tax base as well as employment opportunities by expanding and diversifying the economic base. Residents of the Region expressed an interest in additional commercial and, to a lesser extent, industrial development in the area.

The citizen survey revealed that the stability and vitality of the Region's character and economy is a concern for area residents. The respondents are also concerned about the loss of rural areas to residential development. A coordinated economic development strategy involving smaller scale uses could be directed to the village areas of Nashville, Thomasville, and western Paradise Township; and larger-scale enterprises could be directed toward the US Route 30 Corridor in several locations in the Townships as well as the PA Route 116 Corridor north of Nashville, which are appropriate for larger scale commercial and office uses. Industrial development should be directed toward existing industrially zoned areas of the Commerce Drive and proposed Stewart Industrial Parks in northeastern Jackson Township. Existing uses such as the Thomasville Quarry and the York Airport at Thomasville should be buffered to prevent incompatible residential development adjacent to these sites.

The Costs of Land Use

As development has increased in and around the Region, costs associated with that development, including traffic and road maintenance, public protection, sewer and water system development and expansion, and public education have also increased. Ultimately, these costs result in higher taxes, which can be especially burdensome on those with fixed incomes. One way to address increased costs is to form cooperative efforts among the municipalities and volunteer organizations to identify ways to provide essential services more efficiently, and to eliminate duplication of services among agencies.

Continued residential development in the Region needs a balance of non-residential development to ensure a healthy tax base and economy. The Penn State College of Agricultural Sciences Cooperative Extension has published a study entitled, "Fiscal Impacts of Different Land Uses, the Pennsylvania Experience." In the study, eight Pennsylvania townships were analyzed to determine the fiscal impact of land uses. The ratios of revenues to expenditures were calculated for residential, commercial, industrial, and farm and open land. Residential land, on average, requires substantially more expenditures, mainly due to school expenses and infrastructure costs. In some cases, the

expense to revenue ratio can be more than 2 to 1 for residential uses. Commercial, industrial, and farm and open land provides more revenue than they require in expenditures. These findings are consistent with those in other states, according to the study. A summary of this study can be found in Appendix B.

Encouraging Economic Vitality

Municipalities can support economic vitality through municipal ordinances. Amending zoning ordinances to allow additional commercial and industrial development, as well as adaptive reuse of older buildings is one method. Streetscape enhancement of commercial areas and entry or “gateway” enhancements are others. The townships must take advantage of the public/private partnerships that exist and provide leadership to the business community to help establish a common focus for future economic development. Key facilities, such as the York Airport at Thomasville should be promoted to attract economic development to the Region.

A healthy economy requires a balance between residential and non residential uses, preserving residential neighborhoods to support commercial areas and provide a workforce. Communities with high quality-of-life amenities attract more affluent and skilled workers and retain existing workforces better than communities with poor quality-of-life amenities. Preserving open space, architecture, and culture helps a community maintain a sense of place and attract people and businesses to the Region.

Economic Development Goal:

To sustain and enhance the vitality of the Region while identifying appropriate locations for environmentally responsible industrial, office, retail, and service uses that are appropriate in scale and character to the Region.

Objectives:

- Enhance tax revenue from business development to balance the residential share of the property tax base.
- Promote job creation for local residents through cooperative efforts of municipalities, the county, economic development agencies, businesses, and educational institutions.
- Protect the Region’s resources as economic development occurs.
- Encourage the adaptive re-use of vacant and underutilized properties in the Region.

- Protect natural, cultural and recreational resources to enable tourism based on nature and cultural, recreation, educational, and family activities.
- Retain existing business and industries and identify strategies to attract desirable new ones.
- Identify and designate appropriate areas for future economic development and determine the types of economic development that are most appropriate for the Region.
- Establish the responsibilities of developers in providing improvements.
- Establish standards to improve the design and appearance of new commercial and industrial development.
- Provide alternatives to strip commercial development.
- Encourage diversification of funding sources for municipal governments and school districts to achieve equitable taxation policies.
- Encourage resident-owned small businesses in existing mixed-use areas.

Target Areas

Economic development planning is not only the responsibility of the municipal officials. Local economic groups, non-profit organizations, business and property owners, and local and State legislators all have a stake in the economic well being of the Region. The Region is home to several economic development groups such as the York County Industrial Development Authority and the York County Economic Development Corporation. These groups need to establish a consistent approach and common focus for future economic development and work closely with the public and private sectors to avoid duplication of efforts. The first step to improve the climate for economic development and develop a community wide vision is to identify the crucial or ‘target areas’ that present the most future economic development potential in the Region. The Region’s most intense future commercial development should occur in two areas: along US Route 30 in western Paradise Township, and PA Route 116 in Jackson Township. In addition, industrial development should occur in the Stewart Industrial Park in Jackson Township.

US Route 30 Corridor – Paradise Township

The commercial areas in Paradise Township include an area bounded by Schoolhouse Road and Ridge Road and another area southeast of the intersection of US Route 30 and Pine Road. The development potential for these areas includes larger scale retail and grocery stores, as well as ancillary commercial uses. In the Village Area adjacent to the commercial areas, the uses should be less intense and adhere to design standards that encourage visual consistency along this corridor by regulating access management, signage, landscaping, setbacks, and streetscape improvements.

PA Route 116 Corridor – Jackson Township

The commercial areas along PA Route 116, as delineated on the Future Land Use Map, should be reserved for higher intensity commercial or office development. This area, because of its location within a designated growth area, in which medium to high density housing is expected to occur, and because of its potential to be served by public sewer and water, is an ideal location for economic development activities in the Region. It also presents an opportunity for Jackson Township to develop a Specific Plan, as per Section 1106 of the Pennsylvania Municipalities Planning Code. Chapter 8, the Transportation Plan, recommends access management, and the widening of PA Route 116 to accommodate future commercial and business development and the additional traffic it will create.

Village of Thomasville, Jackson Township

The Village of Thomasville is appropriate for smaller scale commercial and business development, however, this development should consist of low-impact, village-oriented land uses. Convenience commercial, antique shops, and other unique shops that bring character to the Village should be encouraged. Access management should be a key consideration, and any development in the Village should complement the larger scale development envisioned in the commercial areas of the PA Route 116 Corridor. The quarry should be buffered from incompatible uses.

Village of Nashville, Jackson Township

Nashville should be targeted for a variety of residential, commercial and /or office type uses. Future development should embrace the concept of ‘village mixed-use’ and combine neighborhood commercial, residential, and office development in the same tract. Along Nashville Boulevard, the uses should be less intense than along PA Route 116, and concentrate on neighborhood and convenience commercial uses, as well as smaller scale service and professional offices. Commercial and

business development should complement the character of existing development in the Village, and with an emphasis on efficient vehicle access management and safe pedestrian access.

Stewart Industrial Park

Future industrial development in the Region should be directed to the proposed Stewart Associates Industrial Park lands in Jackson Township. This future industrial park is located between US Route 30 and PA Route 234, west of Bowman Road, adjacent to the Commerce Drive Industrial Park, and has industrial land available along Hidden Lane and Commerce Drive (Hidden Lane is a cul-de-sac, and will need substantial upgrading to allow appropriate access). Public sewer and water is planned for this area, as is a railroad spur connecting to the Norfolk Southern line. The park is also located near the recently closed Pfaltzgraff Plant, on the intersection of US Route 30 and Bowman Road. This desirable location presents an opportunity for re-development, and funding should be pursued by the Township in cooperation with economic development entities within the County.

Actions:

- A. Zone areas appropriate for economic development pursuant to the Future Land Use Plan designations. Develop environmental performance standards. Prepare Specific Plans where appropriate, as per Section 1106 of the Municipalities Planning Code.

Emphasize light industrial, health care, research and development, high technology, office and service development to supplement the existing commercial and industrial development in the Region.

Require new development to be designed and constructed to meet environmental performance standards, eliminate adverse impacts on adjacent land uses, and minimize highway access safety hazards.

- B. Maintain a dialog with businesses in the community to determine their needs and concerns in order to retain existing businesses and ensure their experience in the Region is positive.
- C. Work with telecommunications companies to ensure that adequate telecommunications facilities, including fiber optics, are available to businesses in the Region.

- D. Work with the York County Industrial Development Authority and the York County Economic Development Corporation to secure potential funding for land purchase and infrastructure improvements to support economic development in the Region.
- E. Refine zoning policies for home employment and no-impact home-based businesses.
- F. Inform economic development agencies of areas and buildings zoned and available for commercial and industrial development in the Region.
- G. Investigate programs providing financial incentives for the re-use of old buildings and tax lien forgiveness to re-use buildings, and preserve historic sites. Work with PADCED.
- H. In recognition of the need to foster the economic viability of the Region, enhance the highway, rail, and air transportation systems within the Region pursuant to the transportation action items.
- I. Support the necessary legislation to authorize impact fees in addition to those which can now be charged. Work to establish consistent policies on use of impact fees within the Region.
- J. Investigate opportunities for streamlining processes for economic development that will enhance the economy and quality of life of the Region.
- K. Review opportunities created with the recent passage of Pennsylvania's Economic Stimulus Package, including such programs as Business in Our Sites and Tax Increment Financing Guarantee Program.

ECONOMIC DEVELOPMENT PROGRAMS

Keystone Opportunity Zones (KOZ)

Keystone Opportunity Zones are defined as parcel- specific areas with greatly reduced or no tax burden for property owners, residents, and businesses.

Eligibility:

To be considered a Keystone Opportunity Zone, a site must have:

- Displayed through a vision/strategy statement how this property through targeted growth could impact the Region positively;
- Displayed evidence of adverse economic and socioeconomic conditions in the proposed zone such as high poverty rates, high unemployment rates, a high percentage of abandoned or underutilized property, or population loss;
- Passed binding resolutions or ordinances forgoing certain taxes; this includes school districts and county and municipal governments;
- Public and private commitment of resources;
- Linkages to regional community and economic development activities including Team Pennsylvania and initiatives under the DCED's Center for Community Building;
- A written plan discussing the implementation of quality school improvements and local crime reduction measures;
- And a demonstrated cooperation from surrounding municipalities.

Where to Apply – DCED Customer Service Center 1-800-379-7448

Enterprise Zones

Summary - The purpose of an Enterprise Zone is to promote job growth and to help municipalities take advantage of business expansion opportunities when they arise. EZ's improve the capacity of local governments and business communities by encouraging them to form public/private partnerships. These partnerships then boost business investment in the zone. Increased business investment, job creation, and sustained community self-sufficiency are the primary goals of the Enterprise Zone program.

Eligibility - Local governments, redevelopment authorities, nonprofit economic development organizations, and other nonprofit organizations and business district authorities.

Eligible Uses - Enterprise Zone competitive grants-to-loans can be used for up to 30 percent of the total project investment to acquire machinery and equipment. They are available for new business construction or building improvements, site improvements, infrastructure, and in some special cases, up to 40 percent of inventory or working capital needs. Competitive grants-to-loans also can be used toward the cost of preparing business lease space, especially for facilities with fiber optic wiring. Costs of public infrastructure development and hazardous waste testing may also be considered if the lack of conventional funding sources for such costs is documented. Competitive grants may not exceed 30 percent of total project investment, and one full-time job must be created or retained for each \$30,000 of loan capital.

Where to Apply - DCED Customer Service Center

Amounts - Planning grants can total up to \$50,000 (one time only). Basic grants can total up to \$50,000 for up to seven consecutive years. During this time period, basic grants may be increased up to \$75,000 on two occasions, if the entity is undertaking a cluster analysis or some other activity that uses analytical tools to enhance the zone's development plans. This is not an entitlement program. Need and demonstrated progress must be documented before receiving these grants on a yearly basis.

Competitive grants-to-loans can total up to \$500,000 and can be loaned to private sector firms in the zone.

Additional Programs / Opportunities

The Pennsylvania Economic Stimulus Package has been recently passed and includes the following economic development programs and potential funding sources for the Region:

- Business in Our Sites will offer flexible loans and grants for local municipalities and their economic development partners to create future business growth and attract opportunities through the acquisition and preparation of key sites for development. The program would provide communities with grants and loans of up to \$250,000 to pay for the reclamation of industrial land.
- Building PA will provide funding for the development of real estate assets in the Commonwealth. Funds will be loaned to private investors and foundations who want to match funds to facilitate projects within the Commonwealth.
- New PA Venture Guarantee Program will allow the Commonwealth to more actively work with the investment community by providing guarantees to venture

capital companies interested in Pennsylvania businesses. These guarantees will provide increased capital for Pennsylvania businesses to grow and create jobs.

- New PA Venture Capital Investment Program will provide capital to venture capital companies focused on Pennsylvania that agree to match those funds and invest in Pennsylvania businesses.
- First Industries Fund. First Industries will provide grants, low-interest loan financing, and loan guarantees for agriculture and tourism.
- 2nd Stage Loan Program will provide guarantees for bank loans to second-stage manufacturers and technology companies for working capital and other financing needs. Targeted toward manufacturing, advanced technology, and biotechnology, these funds will support growth in these sectors.
- Tax Increment Financing (TIF) Guarantee Program. Through TIF, communities can borrow funds for projects that will develop blighted areas and then repay those borrowed monies through the new tax revenues that will be generated as a result of the development. A combination of technical assistance and loan guarantee assistance will encourage small communities to use this program.
- Infrastructure & Facilities Improvement Program is a multi-year grant program that will provide grants to certain issuers of debt to assist with the payment of debt service.

The Pennsylvania Department of Community and Economic Development (DCED) is the primary contact for these programs.

Specific Plans

The Municipalities Planning code enables municipalities that have participated in a multi-municipal plan to adopt specific plans. As part of the intergovernmental cooperative agreements, municipalities can choose to adopt specific plans individually or jointly. The MPC defines a specific plan as:

“a detailed plan for non-residential development of an area covered by a municipal or multi-municipal comprehensive plan, which when approved and adopted by the participating municipalities through ordinances and agreements, supersedes all other applications.”

A specific plan is a tool that can be used by municipal governments for the systematic implementation of a comprehensive plan. It establishes a link between the policies of the comprehensive plan and development proposals in a specifically defined area. Provisions

of a specific plan shall include type, location and intensity of land uses, the design capability of infrastructure, the standards for preservation of natural resources, regulation of land development, and financing of capital improvements. A specific plan can be used to define the exact location most appropriate for economic development activities to, particularly the village or commercial areas found on the Future Land Use Map, and protect it through ordinance that would supersede all other ordinances.

Specific plans do not create additional planning or permitting requirements. All data collection involved in creating a specific plan is information required as a prerequisite for approval and recording of a final subdivision or land development plan. The specific plan facilitates the planning and permitting, without having to wait for a development application. When an appropriate development proposal occurs, permitting will move directly to the final plan, because all requirements for a preliminary plan (such as sewer, stormwater, sediment and erosion, highway occupancy) will have already been met.

Transportation and Circulation Plan

INTRODUCTION

There is a direct connection between land use planning and transportation, one cannot plan for one and ignore the other. The transportation system will function properly only when each community has adequate access to the system. The identification of problem areas throughout a region's transportation network, as well as a logical land use plan that enables residents to make fewer vehicle trips are key components to a joint comprehensive plan. Figure 8.1, the Transportation Plan Map, displays needed transportation improvements and concepts for the Region, including proposed intersection alignments, proposed roads, future functional classifications, and proposed road widening projects.

Transportation Goal:

To achieve a safe, efficient, multi-modal, and cost-effective regional circulation system that will enhance pedestrian and bicycle movement; ease vehicular travel within the municipalities; minimize adverse impacts on residential neighborhoods; enhance the safety, mobility and livability of road corridors in the Region; and relieve congestion.

Objectives:

- Address Route 30 and Route 116 congestion issues, including bridges and road infrastructure.
- Identify and support appropriate alternatives to automobile and truck travel.
- Facilitate movement through the Region and into and out of the Region's communities.
- Improve transit service and identify appropriate service areas.
- Plan for safe and accessible routes of travel for pedestrians, bicyclists, individuals with disabilities, the elderly, and those without automobiles.
- Develop multi-modal facilities in the Region.
- Manage access along the Region's roads.

- Improve the efficiency of traffic flow and the safety of the Region's roads and their intersections.
- Establish the responsibilities of developers for transportation improvements.
- Establish design standards for roads and driveways and for building setbacks within the Region based on functional classification and need for future road improvements.
- Emphasize the need for PennDOT and transportation planning entities in York County to support the recommendations of this Joint Comprehensive Plan with regard to improvements of state transportation facilities.
- Establish a mechanism to require traffic impact studies for industrial, commercial, and residential developments.
- Improve pedestrian safety in the Region by developing, improving and expanding the sidewalk system in residential areas.
- Address impacts of land uses and new development on major road corridors in the Region.
- Preserve the scenic, historic, and cultural road corridors, including US Route 30 (the Lincoln Highway) and vistas in the Region.
- Enhance streetscapes along major road corridors in the Region.
- Mitigate impacts of non-residential traffic on residential neighborhoods.
- Identify opportunities to interconnect roads and walkways, provide alternative traffic routes, and facilitate emergency access when new developments are under construction.
- Review the role of, and appropriate land uses in the vicinity of, the York Airport at Thomasville.
- Consider alignment and shoulder improvements to improve safety along PA Route 234.

Actions:

- A. Update zoning ordinances as necessary.
 - 1. Include access management standards in zoning and/or subdivision and land development ordinances as determined by the Township:
 - a. Establish access location standards
 - b. Establish access point separation requirements
 - c. Require access to streets of lower functional classification
 - d. Require internal road systems
 - e. Require coordinated/shared ingress and egress
 - f. Require interconnection of properties, including access, parking, loading
 - g. Establish separations from intersections
 - h. Require coordinated traffic movements
 - i. Require acceleration and deceleration lanes where appropriate
 - j. Require left and right turn lanes where appropriate
 - k. Refine design standards for intersections, driveways, internal circulation, and parking lot design
 - l. Minimize entrances to roads
 - m. Prohibit inappropriate turning movements
 - n. Consider signalization of high volume driveways
 - o. Refine location, size, and design requirements for billboards and signs.
 - 2. While particularly crucial along the US Route 30, PA Route 234, and PA Route 116 Corridors, access should be managed along all roads within the Region.

3. In mixed use areas, where pedestrian activity can be higher, discourage curb cuts over sidewalks to limit pedestrian/vehicular conflict.
- B. Update subdivision and land development ordinances as necessary.
1. Establish appropriate design standards for each functional classification of road. Safe, buffered, and sufficiently set back bike and pedestrian lanes can be included in the cross-sections with consideration given to the Pennsylvania Statewide Bicycle and Pedestrian Master Plan and Guide for the Development of Bicycle Facilities by American Association of State Highway and Transportation Officials (AASHTO). Bike and pedestrian lanes may be required on those roads deemed appropriate by the municipality.
 2. Require traffic impact studies for proposed developments. Such studies require analysis of existing circulation conditions, the impact of proposed development and resulting circulation conditions and the need for traffic improvements to adequately support the development.
 3. Establish appropriate standards for driveway design and access to streets for access management. Coordinate with zoning ordinance design standards and access management provisions. Plans should be reviewed for access management concerns.
 4. Require developers to recognize existing and planned trails and to provide new trails. Standards for trails can be included in the Ordinances. Sufficient rights-of-way and easements may be required during the review process.
 5. Require developers to provide pedestrian paths and sidewalks to enhance foot traffic.
 6. Request right-of-way dedication along existing roadways to meet design standards.
 7. Require necessary roadway improvements along the frontage of developments.
 8. Review setback and building location policies along major road corridors to refine regulations that will facilitate future road improvements.

- C. Consider the adoption of Official Maps designating proposed public facilities, streets, intersection and road improvements, bike paths, and trails.
- D. Monitor and regulate development in and around the airport to promote its economic development potential, while ensuring safety.
- E. Work with the railroads to maintain the rail corridors.
 - 1. Keep the corridors free of brush and debris for fire safety.
 - 2. Maintain railroad road crossing surfaces.
 - 3. Install and maintain proper warning lights, gates, and signs at railroad crossings.
- F. Implement the Capital Improvements Programs recommended by this plan.
- G. Establish pedestrian pathway improvement programs to enhance foot traffic in the Region, as well as provision of trails to provide improved access to schools, local shopping areas, community facilities, and employment opportunities. ADA requirements should be complied with.
- H. Work with PennDOT to ensure adequate maintenance of roads with substantial volumes of truck and school bus traffic as well as automobile traffic.
- I. Consider the adoption of Transportation Impact Fee ordinances to be used by the Townships individually or jointly and require land developers to address needed transportation improvements in the Region.
- J. Work with PennDOT and YCPC to establish appropriate speed limits, reducing them as necessary, in developed areas.
- K. Prepare multi-year programs for street maintenance and improvement.
- L. Develop access management plans in cooperation with PennDOT to address access to major roads and access design standards. Encourage cooperative efforts of landowners to manage and share access.
- M. Encourage landowners to cooperate with PennDOT and the municipalities in the redesign of existing strip development areas to manage access and improve streetscapes.

- N. Coordinate utility and road improvements so that utilities are constructed before road improvements are made.
- O. Require property owners to keep street rights-of-way available for required improvements and pedestrian systems.
- P. Work together as a Region with the County, Legislators, and PennDOT to list needed transportation improvements on the Twelve-Year Transportation Program.
- Q. Work with transportation organizations and agencies providing services to seniors to facilitate mobility of seniors by determining desired destinations and means of providing access to those destinations.

Functional Classification of Roadways

Roads are classified by the volume of traffic that they are designed to handle and the degree of access that they provide to abutting properties. The Transportation Plan Map, Figure 8.1, includes the recommended functional classification for the Region's roads. Chapter 15, "Transportation Network", provides existing roadway classifications as well as further information on this classification system.

Interstate Expressway: None.

Rural Principal Arterials: US Route 30.

Rural Minor Arterials: PA Route 116; PA Route 234.

Major Collectors: None.

Minor Collectors: Canal Road; Old Hanover Road; Biesecker Road; Big Mount Road; Roth's Church Road; KBS Road; Pahagaco Road; Sprenkle Road; Moulstown Road; Lake Road; Pigeon Hill Road; Labott Road (between US Route 30 and Roth's Church Road); Martin Road; Stoverstown Road.

Local Access Roads: All other local roads and streets.

York Area Metropolitan Planning Organization (YAMPO)

The York County Planning Commission is the lead agency for the York Area Metropolitan Planning Organization (YAMPO). As the lead agency, the YCPC performs all tasks associated with the Unified Planning Work Program (UPWP). This

includes Clean Air Act requirements, development of the PennDOT Twelve Year Program for York County, Transportation Enhancements, functional classification updates, and traffic volume counts.

Activities include:

- Transportation Planning Studies
- Development of the Twelve Year Program for York County
- Traffic Volume Counts
- YAMPO Transportation Improvement Program (TIP)

Recommended Road Improvements

Intersection Improvements, Realignment, and Widening Projects

The following transportation improvements in the Region should be included in future transportation capital improvement budgets, as well as the PennDOT Twelve-Year Program where applicable. These intersections or roads have been identified as having one or more of the following characteristics: poor sight distance; bad alignment; lack of proper signage or signalization; insufficient width; and / or lack of turning lanes.

Recommended improvement projects for the transportation system for the Region are listed on Figure 8.1, the Transportation Plan Map. All proposed intersection improvements on State roads require PennDOT Highway Occupancy Permits. The intersection improvements are represented by a yellow circle with corresponding numbers by municipality as listed in the following paragraphs.

Jackson Township

Suggested Intersection Improvements

1. KBS Road and US Route 30: widen and align with Bowman Road.
2. Bowman Road and US Route 30: widen and align with KBS Road.
3. Labott / Big Mount Roads and US Route 30: widen and align.
4. North Biesecker Road and PA Route 234: improve sight distance.
5. Kopp Road and Lake Road: improve sight distance.
6. Jackson Square Road and Lake Road: Improve sight distance; realign curve to the north.
7. Shady Dell Road and PA 234: realign PA Route 234.
8. Bowman Road and Commerce Drive: widen and realign to improve sight distance.
9. PA Route 116 and Sprenkle Road: widen for turning lanes.

10. Roth's Church Road and Spring Grove School Campus access drive: add signals; widen for turning lanes.
11. Lake Road and proposed Spring Grove School Campus access drive: widen for turning lanes.
12. Lake Road and Old Hanover Road: improve sight distance.
13. Lake Road and Pigeon Hill Road: realign.
14. Pine Road and North Biesecker Road: realign
15. Short Road and PA Route 234: Close Short Road access due to inadequate sight distance.

Realignment/New Road Section

1. To help with traffic flow and to alleviate hazardous intersections along US Route 30, realign KBS Road near Bowman Road, including a new extension of road to provide a signalized connection to Bowman Road across US Route 30 and to improve access to the industrial areas of Jackson Township.
2. A connecting neighborhood street between Cedarlyn Drive and Myers Road east of PA Route 116 would improve circulation and provide safer access through the signal at Myers Road and PA Route 116.
3. A connecting link between the Pine Road / Short Road intersection northeast to link with the PA Route 234 / Lefever Road intersection would significantly improve safe access to the Short Road neighborhood.

Road Widening/Repairs

Recommended roads or sections of road in need of widening and / or repairing for safety or traffic volume reasons (as highlighted on the Transportation Plan Map, Figure 8.1) include the following:

1. PA Route 234 throughout the entire Township.
2. PA Route 116 throughout the entire Township.
3. Hidden Lane, north of Commerce Drive, to allow proper access to proposed industrial park.
4. Sunnyside Road.
5. Church Road.

Railroad Crossing Improvements

The following crossings of the York Railway Company Line need the suggested improvements. The crossings are regulated by the Pennsylvania Public Utility Commission (PUC), which would oversee any proposed changes.

1. Bowman Road: resurface and add gates.
2. Hidden Lane: resurface, add signals and gates.
3. US Route 30: resurface and add gates.
4. Biesecker Road: resurface.
5. KBS Road: add signals and gates.
6. Nashville Boulevard: realign, resurface, and add signals and gates.
7. Little Creek Road: resurface, add signals and gates.
8. Sprenkle Road: add gates.

Other Improvements

1. Labott Road, from its intersection with Roth's Church Road and US Route 30 should be established as a continuation of SR 3059, a State owned, operated, and maintained road to allow connectivity to Big Mount Road, SR 405. In turn, the portion of Roth's Church Road, from its intersection with Labott Road and US Route 30, which is currently part of SR 3059 should be established as a Township-owned, operated, and maintained road. Realignment of the Roth's Church Road / Labott Road intersection would improve safety as well.

Paradise Township

Intersection Improvements

1. Lake Road and US Route 30
2. Canal Road and US Route 30
3. Canal Road and Lake Road
4. Lake Road and PA Route 234
5. Canal Road and PA Route 234
6. Big Mount Road and PA Route 234
7. Big Mount Road and Canal Road

Road Widening/Repairs

Recommended roads or sections of road in need of widening and repairing for reasons of safety and/or traffic volume include the following:

1. Lake Road, North of PA 234
2. North and South Ridge Road
3. Moulstown Road
4. Pine Road
5. Maple Grove Road

6. North Schoolhouse Road, between Lake and Church Roads
7. PA Route 234 throughout entire Township

LONG RANGE PLANNING

The recent increase in proposed development in both Townships will undoubtedly impact the transportation system in the Region. Therefore, it is important to discuss long range transportation recommendations to mitigate the implications of increased development. This section will present a vision for the future transportation network in the Region, including strategies for priority corridors, which were identified as the most critical to the Region in terms of a functioning transportation system.

Highest Priority Corridors - PA Route 116; US Route 30

PA Route 116 in Jackson Township is the corridor most in need of future upgrades. This corridor bisects the Region's largest designated growth area, where future residential, commercial, and village development is expected. This impending development will increase traffic in the corridor, and eventually surpass the highway's carrying capacity. Jackson Township must coordinate efforts with PennDOT as well as West Manchester Township to implement a plan for this corridor.

US Route 30, with the highest traffic volumes, is the principal east/west route and the main transportation corridor in the Region. The highest density of development will occur at both ends of the corridor: the Village of Thomasville in Jackson Township, and the west side of Paradise Township, bordering with the Borough of Abbottstown. The high rates of development in Adams County and suburban townships in York County will result in increased traffic along US Route 30. This plan does not recommend intensive development throughout the central portion of the Region, which would result in sprawl along the entire corridor, that could lead to traffic flow problems.

High Priority Corridor- PA Route 234

PA Route 234, though not currently experiencing substantial traffic problems, is a key corridor in the Region. PA Route 234 is an alternate east/west route through the Region, which could receive higher traffic volumes if US Route 30 traffic increases and drivers seek alternate routes. The Future Land Use Map (Figure 6.2) has designated the majority of this corridor as Agriculture and Rural Conservation. It is important to limit the intensity of development along this corridor to retain the agricultural character of the corridor.

Long Range Strategies

The corridors identified are State and Federally-owned and maintained highways. It is critical that the Townships continue communications with PennDOT and YAMPO, to discuss future planning and upgrades. Reactionary spot improvements will not suffice, and will ultimately lead to a poorly functioning transportation system. The Townships, PennDOT, and YAMPO need to agree on a vision for these corridors and plan accordingly to accommodate future development. Some of the improvements and concepts recommended by this Plan include the following:

- **Road Widening:** add travel and turning lanes to improve traffic flow. The Townships should include provisions for right-of-way preservation in their subdivision ordinances and develop standard design criteria to ensure seamless road corridors between Townships.
- **Signal light coordination:** new traffic signals should be located at least one-half mile apart. The cycle lengths of each light should be coordinated to allow for smooth traffic flow along the corridor. Signals with self-adjusting timing mechanisms can optimize flow at intersections. Higher density and village development should occur near signalized intersections, to lessen the need for additional signals.
- **Access management:** An effective transportation system cannot allow unlimited land access. Every additional driveway and street intersection introduces traffic and reduces the road's ability to move traffic safely and efficiently. Especially within the designated growth areas, it is imperative to limit the access points, particularly along PA Route 116 and US Route 30. This applies to Township collector roads as well. The Townships must discourage subdivision along the frontages of main transportation corridors to lessen points of access. PennDOT has developed guidelines for municipalities to use when formulating their own access management regulations. The Townships should coordinate with PennDOT to develop access management regulations to include in their respective ordinances.

- Act 209 Traffic Impact Fee: Steps required to establish and implement a traffic impact ordinance are shown in Table 8.1.
- Mass transit: The Village of Nashville along PA Route 116 should have a Rabbittransit stop as part of the system's existing route serving the Borough of Spring Grove. The US Route 30 corridor should be considered for potential service as well. The Townships should participate in the Transit Development Plan update.

Mass Transit

Rabbittransit

Based in York City, Rabbittransit is the public transportation system serving York County. It has seventeen routes serving York and its surrounding suburbs, and three routes serving Hanover Borough. Currently, no routes specifically serve Jackson or Paradise Townships, with the nearest stop located in Spring Grove Borough. However, the high rates of anticipated development in the Region may present the need for additional service. Future road and access road design should consider accommodating potential bus traffic. As infill, redevelopment, and development occur in the area where bus service is likely, provision should be made for pull-offs, stops, and shelters as well as pedestrian access to the stops and shelters. Transit stop improvement regulations for commercial, industrial, and large residential developments (100 units or more) should be added to Township ordinances. Service to the Nashville area along SR 116 (as part of the Spring Grove Route), as well as possible service along the US Route 30 Corridor should be explored. Rabbittransit is currently updating its Transit Development Plan, in which these recommendations should be considered.

York Airport at Thomasville

The Region's only airport is a private facility that provides general private aviation services. The airport consists of a single 5,188 foot long runway, several hangars, and a control building that includes a small restaurant. The airport serves as a local center for York Aviation.

Two other small public use airports in proximity to the Region include the Kampel and Bermudian Valley Airports in Washington Township. The nearest passenger airline service is available at the Harrisburg International Airport.

Lands surrounding the airport should remain in agriculture or rural conservation use so as to avoid incompatible adjacent land uses.

The Airport submits a yearly report detailing any new projects to PennDOT for the Bureau of Aviation Twelve Year Plan / Airport Capital Improvement Program (ACIP).

Freight Rail Service

A short line Freight service is provided to the Region by the York Railway Company (YRC), which is a subsidiary of Genesee Wyoming, Inc. YRC operates 40 miles of mainline track linking the City of York with Hanover Borough. The YRC serves industries such as paper, agriculture, building products, and distribution industries. YRC operates regular rail service five days a week in the greater York area, and two to three days a week in the Hanover area.

The railroad system for the Region includes two lines from the City of York through Jackson Township. A northern line runs through the Village of Thomasville and the Commerce Drive Industrial Park and then turns south to the Borough of Spring Grove. A southern line runs through the extreme southern portion of the Township near the Codorus Creek, to Spring Grove Borough, where it intersects the northern line and continues to Hanover Borough, and eventually south into Maryland (via the line operated by CSX Corporation).

The at-grade railroad crossings throughout Jackson Township should be maintained and improved as discussed earlier in this chapter.

Access Management

Access management is a concern for all of the roads in the Region, but particularly along US Route 30 and PA Routes 116 and 234. The Townships should consider working with PennDOT to develop a joint access management plan for the area.

The major elements in access management include the following:

- Driveway design standards
- Access management regulations, in coordination with PennDOT.
- Limited number of road entrances
- Traffic Impact Analysis where development is proposed
- Left and right turn lanes constructed at road and driveway intersections
- Installation of medians
- Adequate parking lot/internal circulation design in developments
- Shared access to properties

- Interconnection of properties developed along roads
- Improved intersection design/spacing
- Signals at high volume driveways
- Control of access
- Direct new development access to roads with traffic signals.
- Prohibition of inappropriate turning movements

Transportation Development Districts

The Transportation Partnership Act (Act 47 of 1985 as amended) allows municipalities to create Transportation Development Districts to assist in the financing of transportation facilities and services including roads, railroads, and public transit systems. If municipalities propose a district, property owners who represent more than fifty percent of the assessed valuation in a proposed district must be in favor of the district. The creation of the Transportation Development District allows municipalities to impose assessments upon benefited properties in the District to construct transportation improvements. The needs for such districts along US Route 30 and PA Route 116 should be monitored.

Congestion Management System Strategies

Congestion management system strategies have been used by some communities to reduce traffic. The major elements are:

- Employee trip reduction plans to increase average vehicle occupancy
- Creation of transportation management associations in which municipalities work with local businesses to identify measures to reduce travel demand. These may include:
 - reducing vehicle concentrations at peak periods by staggering work hours;
 - encouraging commuting by carpool and public transit rather than by single occupancy vehicles;
 - eliminating unnecessary commutes;
 - funding informal paratransit/vanpool operations.
 - utilization of rideshare services, such as the *Commuter Services of South Central Pennsylvania*, as overseen by the Susquehanna Regional Transportation Partnership (STRP).

With the potential for more commercial and residential development in the Region, the appropriateness of these strategies should be reviewed. The Transportation Plan Map includes Annual Average Daily Traffic (AADT) numbers for major road segments in the Region. High traffic volume areas, such as the PA Route 116 and US Route 30 corridors, are most in need of congestion management techniques.

US Route 30 and PA Route 116 should be considered candidates for inclusion in the 2011 York County Congestion Management Systems (CMS) Plan, which will be developed by the York County Planning Commission for the YAMPO.

Impact Fees and Negotiated Financial Contributions

The Municipalities Planning Code allows municipalities to assess a traffic impact fee provided they have adopted a traffic impact fee ordinance. With a traffic impact fee system in place, a municipality can collect fees to finance improvements to the road system.

The Municipalities Planning Code indicates that when municipalities have prepared a multi-municipal plan, to allow for the provision of transportation capital improvements in a cooperative manner, the municipalities may cooperate to enact joint transportation impact fee ordinances.

In municipalities where traffic impact fee systems are not in place, financial contributions from developers for road improvements should be negotiated. Developer-financed road improvements at existing intersections and along road segments could correct current deficiencies and mitigate traffic increases associated with new development. Table 8.1 identifies the steps involved in setting up and implementing an impact fee ordinance.

**TABLE 8.1
SUMMARY OF THE STEPS FOR IMPLEMENTING
TRAFFIC IMPACT FEE ORDINANCE**

Task	Responsible Entity
1. Establish Transportation Service Area and appoint an advisory committee. <i>Note: Committee must be at least 7 members, can be the <u>entire</u> Planning Commission, with ad hoc members if necessary to meet the 40% builder/realtor requirement. Other than this, the committee <u>cannot</u> contain municipal officials or employees.</i>	Governing Body
2. Public Notice of Intent to implement a Traffic Impact Fee Ordinance. <i>Note: This allows for fees to start being collected <u>and</u> starts an 18 month clock, by which time the Ordinance must be adopted.</i>	Governing Body
3. Committee oversees preparation of Land Use Assumptions plan, holds public hearing, forwards to Governing Body for adoption.	Impact Fee Advisory Committee
4. Committee oversees preparation of Roadway Sufficiency Analysis and forwards to Governing Body for approval.	Impact Fee Advisory Committee
5. Committee oversees preparation of Capital Improvements Plan, holds public hearing, forwards to Governing Body for approval.	Impact Fee Advisory Committee
6. Impact Fee Ordinance text developed and Ordinance adopted.	Governing Body

Shoulder Improvements

Developers should be required to improve shoulders along the frontages of the tracts they develop. In addition, the municipalities should improve the shoulders along existing Township roads where appropriate. Shoulders should be wide enough to accommodate trails in accordance with the guidelines in the Statewide Bicycle and Pedestrian Master

Plan. The Township's ordinances currently mandate these actions, and should continue to do so.

Gateways

Formal gateways should be considered at the entrances to the Jackson/Paradise Region and Villages of Thomasville and Nashville along the major highways. A gateway is an entrance corridor that defines the arrival point as a destination. Gateway planning addresses the arrangement of the landscape to create a visual experience that establishes a sense of arrival at the destination and provides a positive image of the destination. The Townships can work with property owners to enhance these gateways. Consistent road corridor overlay zoning could be adopted along the major roadways.

The five primary gateways to the Region include both ends of US Route 30 and PA Route 234, and PA Route 116 at the border of Jackson Township and Spring Grove Borough. Gateway enhancement opportunities also exist at the entrances to the Villages of Thomasville and Nashville. At these gateways, the Townships can work with property owners to enhance commercial areas through coordinated landscaping, signage, lighting, street furniture, paving materials, site improvement design, building facades, and window displays. When infill, redevelopment, or new development occurs, developers should be required to comply with performance and design standards that would address these elements. When new parking facilities are constructed, they should be landscaped, buffered, and located to the side or rear of buildings.

Signage should be minimal, and appropriate to the character of the Townships.

Property owners should be encouraged to maintain and improve properties, particularly those that may have negative impacts on surrounding properties. In places where the rear of commercial properties face or abut residential properties, the appearance of the commercial properties and their impact on the residences should be mitigated.

Scenic Roads

Scenic roads are an important element in the circulation system within the Region and should be maintained. Scenic roads include roadways that offer picturesque views of the surrounding countryside, or offer a pleasant drive under a canopy of trees. The Townships should decide whether it would be appropriate to adopt scenic road overlay zoning along scenic roads. Within such overlay areas, greater setbacks along the roads may be required, additional landscaping and screening requirements may be established, and design standards for siting of buildings may be established in order to minimize visual impacts of any development.

Discouraging intensive development along the scenic roads also has another benefit. It can lessen traffic volumes and driveway intersections along roads, which are typically not suited for intensive traffic volumes.

The YCPC Staff in cooperation with YAMPO and PennDOT are attempting to designate the entire length of the US Route 30 corridor as a *Pennsylvania Scenic Byway Route*. The segment west of York County will also be designated as an “attachment” to the *Lincoln Highway Heritage Corridor*. With this “attachment”, the Heritage Corridor will then extend from York County through six counties, ending in Pittsburgh.

The scenic road corridors are identified on Figure 8.2, Scenic Roads and Views Map.

Roads identified as scenic include:

Jackson Township

- Church Road
- Labott Road
- Sprenkle Road
- Kopp Road (from Lake Road to approximately a quarter mile before Orchard Road)
- Lake Road (between Church Road and Kopp Road)
- Hillcrest Road (from Kopp Road approximately one-half mile south)
- Roth’s Church Road (from Longview Drive to approximately a quarter mile south of US Route 30)
- Shady Dell Road (from PA Route 234 north to approximately a quarter mile before Admire Road)
- Portions of PA Route 234 between Biesecker Road and Shady Dell Road

Paradise Township:

- Dairy Road
- Parish Road
- Portion of Schoolhouse Road (between Church Road and Lake Road)
- Beaver Creek Road (from Canal Road to Adams County Line)
- Portions of Canal Road (from Protectory Road to Lake Road)
- Jacobs Mill Road (between Canal Road and Lake Road)
- St. Mary’s Road (from Canal Road approximately one-quarter mile north)
- Home Road (from Canal Road approximately one-quarter mile north)
- Big Mount Road (between Canal Road and Paradise Road); Portion of PA Route 234 near the intersection with Canal Road)

Bicycle/Pedestrian Circulation

The Townships should incorporate bicycle and pedestrian improvements into the transportation planning process. The Community Facilities Plan recommends that the Townships strengthen their zoning and subdivision ordinances to ensure that bicyclists and pedestrians are accommodated in the transportation system. As roads are maintained and improved, design requirements for pedestrian and bicycle access should be addressed, such as the provision of bike lanes, sidewalks, and appropriate curb radii at intersections. Limiting radii at intersections to the minimum necessary to allow safe traffic flow can make intersections more pedestrian and bicycle friendly. According to the U.S. Department of Transportation, a curb radius measurement of zero to ten feet is safest for pedestrians. Pedestrian crossings at street intersections, particularly along the trail routes, should be facilitated by crosswalks, stop signs, and pedestrian islands. Gaps in the sidewalk system (where feasible) should be eliminated. New developments, particularly within Designated Growth Areas, should have sidewalks. Access to community facilities and commercial areas in the Region should be enhanced through expanded and repaired sidewalks and greenways and by establishing crosswalks. Streetscape amenities such as benches, trash receptacles, information signs, and landscaping should be provided in the villages where appropriate.

The Recreation component of the Community Facilities Plan, Chapter 9, recommends a greenway and bike trail network for the Region.

Safe Routes to School

This program is designed to work with school districts and pedestrian and bicycle safety advocates to make physical improvements that promote safe walking and biking passages to schools. Collectively, these efforts would save on school busing costs and promote a healthy lifestyle for children. In addition, some funding may be used for pedestrian education efforts. Examples of these types of improvements include sidewalks, crosswalks, bike lanes or trails, traffic diversion improvements, curb extensions, traffic circles, and raised median islands.

Traffic Calming

As development in the Region occurs and traffic volumes increase, residential streets and roads will have more traffic. Means of dealing with this additional volume include road improvements, providing increased opportunities for pedestrian and bicycle traffic, supporting efforts to increase automobile occupancy rates, and managing access. If these steps are not sufficient, the Townships may consider traffic calming techniques.

The purpose of traffic calming is to manage movement through an area in a way that is

compatible with the nearby land uses. Streets should be safe for local drivers, and traffic should not adversely affect the quality of life of residents.

The general methods of traffic calming include the following:

- Active speed reduction (constructing barriers to traffic movements)
- Passive speed reduction (installation of signage)
- Streetside design (landscaping that changes the appearance of the area and driver attitudes)
- Regional planning efforts that direct external traffic to other routes
- Opportunities for use of alternative modes (mass transportation, pedestrian, bicycle)

1. *Active Speed Reduction (constructing barriers)*

- a. Speed humps and speed tables are raised areas in the street surface that extend across the width of the street. Speed humps present liability and are also annoying to local residents. Speed tables, which are really raised pedestrian crosswalks, may be more successful. They are most appropriate in areas with substantial pedestrian traffic.
- b. Changes in roadway surface may include rumble strips, milling, and special roadway surfaces. These techniques can increase noise in areas and raise objections from area residents.
- c. Intersection diverters may involve a barrier placed across an intersection, typically to alter travel plans, such as permitting right turns only, to make travel through a neighborhood more indirect.
- d. Channelization may involve provision of pedestrian refuge areas, providing protected parking bays through landscaped islands, altering motor vehicle traffic movements, and restricting movements at intersections by narrowing the space available for vehicular movement.

The active controls require changes in driver behavior. Although active methods convey that the street is not just for through traffic, such methods are costly, and can be viewed negatively by some.

2. *Passive Methods of Control*

- a. Traffic signs saying “Do Not Enter”, “Stop”, “Not a Through Street”, “Local Access Only”, “No Trucks”, or signs establishing speed limits, indicating one-way street, or prohibiting turns.
- b. Traffic signals.
- c. Pavement markings, including crosswalks, edgelines, and use of different materials for pedestrian crosswalks.
- d. Permitting on-street parking.
- e. Speed watch.

These methods have lower costs and can apply to only certain times of the day, if appropriate; however, signs are often ignored and enforcement is necessary.

The main emphasis should on the passive traffic calming techniques. Active traffic calming techniques should be used only if passive techniques are not successful due to their cost and the inconvenience of their construction.

Prior to implementing any traffic calming program, it is necessary to identify the specific problems to be addressed; identify and evaluate the alternative techniques and their drawbacks, benefits, and cost; to identify alternative traffic patterns that could result from implementation of the techniques and the effects of those patterns on other streets and neighborhoods; and to involve residents in the evaluation and selection of techniques. Such techniques should not detract from the character or visual quality of a neighborhood.

Capital Improvements Planning

Capital Improvements planning should be considered for programmed transportation improvements. Capital improvements planning includes financial analysis of past trends in the community, present conditions, and a projection of the community's revenues and expenditures, debt limit, and tax rates, to determine what the financial capabilities of the municipality are. It also includes a capital improvements program which establishes a system of priorities. The final element is the capital budget which lists the schedule of improvements over a 5-year period on the basis of the community's financial capacity and availability of grant money.

In the capital improvements program, capital expenditures are separated from Operational expenditures. Operational expenditures are those for administration, payroll, employee benefits, maintenance and similar functions, and are short term. Capital expenditures are for assets which have a substantial value compared to the total municipal budget and are expected to provide service for a number of years. The construction of a road is an example of a capital expenditure.

The capital improvements program schedules the purchase of capital items in a systematic manner rather than allocating a large amount of money for all expenditures in one year. Based on the assessment of future needs, future expenditures are planned so that the municipality can anticipate major expenditures prior to the budget year. The program is based on identified capital needs, goals for capital acquisitions, and a priority list of all proposed capital expenditures.

A time frame is established for the capital improvements program. Five-year programs are typical. Every year the schedule for capital improvements must be revised and updated as necessary, based on the current municipal priorities. For each project included in the program, estimated costs must be established and a budget prepared.

Benefits of capital improvements programs include the following:

- It ensures that projects will be based upon the ability to pay and upon a schedule of priorities determined in advance.
- It helps ensure that capital improvements are viewed comprehensively and in the best public interest of the municipality as a whole.
- It promotes financial stability by scheduling projects at the proper intervals.
- It avoids severe changes in the tax structure by the proper scheduling of projects and facilitates the best allocation of community resources.

Community Facilities & Services Plan

INTRODUCTION

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

Cooperative Efforts

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

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

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

If new school facilities are proposed by the Spring Grove Area School District, the municipalities should work with the District to assure that school facilities are located to be consistent with the requirements of the Future Land Use Plan.

To facilitate implementation of this Joint Comprehensive Plan and to address the needs and possibilities for cooperation in the future, the municipalities should formalize the joint planning process that began with the formation of the Joint Municipal Planning

Committee. A committee comprised of representatives from both municipalities should be created that will meet on a regular basis to review this Comprehensive Plan and to identify what steps should be taken to promote its implementation. The concept of using committees composed of area residents to address major issues of concern within the area may be used on other issues.

Future Public Sewer Service

The Jackson Township Sewer Authority currently services two main areas of the Township: The PA Route 116 Corridor, including the Pine Springs subdivision, the Village of Nashville, and the Twin Pines subdivision, (which is serviced by the Authority through a bulk customer agreement with the Jackson Sewer Corporation); and the area immediately north of Spring Grove Borough.

Two major expansion projects are scheduled to be completed within the next two years: the expansion of the Wastewater Treatment Plant (WWTP) from a 400,000 GPD capacity to 600,000 GPD, or 1,428 equivalent dwelling units (EDU's) to 2,142 EDU's; and a sanitary sewer line extension currently being designed to serve the Lincoln Estates Subdivision, and the Thomasville areas, as recommended by the 2004 Jackson Township Act 537 Plan Update.

If and when growth occurs at densities recommended by this Plan within the Designated Growth Areas, as shown on the Future Land Use Map, there will be a need for further expansion of the WWTP to service these areas. It is anticipated that the Village of Nashville will develop as a medium to high density mixed-use residential and commercial area, which will require increased capacity in the WWTP to service this additional development.

It is important to note that there should not be expansion of sewer service areas outside of the Designated Growth Areas, unless issues detrimental to public health develop.

In Paradise Township, a small area along the US Route 30 Corridor is currently serviced by public sewer provided by the Abbottstown/Paradise Joint Sewer Authority. Future residential and village/commercial development is anticipated along the US Route 30 Corridor and in the Designated Growth Areas of the Township, as depicted on the Future Land Use Map. In order to develop at densities recommended by this Plan, the Abbottstown Paradise Joint Sewer Authority must provide public additional sewer capacity to provide service to this area. The Township should update its Act 537 Plan to investigate and illustrate future public sewer service areas. It is NOT a recommendation of this Plan for the Jackson Township WWTP to provide public sewer service to Paradise Township.

Future Public Water Service

Jackson Township receives some public water supply service from the York Water Company. The service area for public water in Jackson covers approximately 25 to 30% of its total land area. It extends along the US Route 30 corridor from the Township line west to Thomasville, and along the Route 116 corridor to the Borough of Spring Grove and its adjacent developed areas.

Paradise Township currently does not have public water service, all water is provided by private wells.

However, York Water Company purchased the Abbottstown Water Company in 2006 and is considering an extension of the water line that will connect Jackson and Paradise Township along the US Route 30 Corridor. The service area in Jackson will include the majority of the Township, including the Designated Growth Areas. Paradise Township's service area will be maintained within a 2000-foot corridor, 1,000 feet on either side of US Route 30 from the Jackson Township line to approximately 100 feet east of Ridge Road. The service area then extends south to the vicinity of Maple Grove Road, including most of the Designated Growth Areas, and north to the vicinity of Protectory Road.

It is a policy of this Plan to not provide public water to areas outside of Designated Growth Areas, unless a potential health risk is present. Expansion of water service in both Townships is recommended in the Designated Growth Areas only.

Community Facilities, Services, and Development Goal:

Provide good quality community facilities and services to the Region's residents in an efficient, cost-effective manner within the financial resources of the municipalities, consistent with concern for protecting natural resources.

Objectives:

- Encourage community efforts to bring people together and create community cohesion.
- Increase awareness of the historic character of the Region.
- Identify policies to ensure safe, reliable, and well-maintained sanitary sewage disposal and water supply in the Region.

- Increase resident awareness of resources and facilities within the Region and support efforts to protect, enhance, and increase accessibility and use of those resources and facilities.
- Coordinate land use and sewer and water planning so the extension of public sewer and water facilities is consistent with the land use and other goals and objectives of this Joint Comprehensive Plan.
- Review opportunities for regional sharing of equipment, services and facilities and continue intermunicipal cooperation.
- Identify the need for additional community, cultural and social facilities and services for all age groups in the Region, and encourage provision of those facilities and services.
- Establish the responsibilities of developers for providing social and cultural facilities.
- Identify community facilities and services that can help attract and support desired economic development.
- Encourage increased cooperation of municipalities and the Spring Grove Area School District in planning activities and utilization of school facilities.
- Identify methods of encouraging energy conservation.
- Address stormwater management concerns through implementation of the Act 167 Stormwater Management Plans for the Little Conewago and Codorous Creek Watersheds.

OPEN SPACE AND RECREATION

As population increases within the region, so does the need for open space and recreation facilities. Communities that provide open space and recreation opportunities for their citizens enjoy a higher quality of life, which has a positive influence on the local economy. It is important to achieve a balance between active recreation facilities and open space and hiking trails for passive recreation. The results of the citizen survey indicated a high level of support for open space and recreation, even if it means a tax increase.

Open Space and Recreation

Goal: Provide for open space within the Region through the preservation of natural resources and the development and retention of parks and greenways.

Objectives:

- Provide and maintain parks, recreation and open spaces for area residents which are interconnected, accessible, well maintained, and safe.
- While recognizing municipal Recreation Plans, begin to plan for recreation on a regional basis through the efforts of the Spring Grove Area Regional Recreation Commission.
- Maintain the fee-in-lieu responsibility of developers in providing park and recreation facilities and open space.
- Support the development of the York County Rail Trail Authority's Rails-to-Trails program and encourage coordination between the affected municipalities.
- Promote innovative development techniques such as Growing Greener and open space development that will minimize land consumption and preserve remaining open space in the Region.
- Provide a wide range of active and passive recreational and cultural programs.
- Work with surrounding municipalities and counties to link open spaces, greenways, and natural areas outside of the Region.
- Encourage and support cooperative use of recreation facilities among the municipalities and Spring Grove Area School District.

Future Recreation Needs

The National Recreation and Parks Association (NRPA) Standards recommend a minimum of ten (10) acres of parkland for every 1,000 residents. The Region currently does not have any public open space and recreation land, other than school district facilities. The total population of the Region, according to the 2004 U.S. Census Bureau estimate, is 10,064. Applying the NRPA Standards, the Region should contain a **minimum** of approximately 101 acres of developed, usable active parkland (see Table 9.1). The municipalities should continue to keep recreation and open space provision a high priority.

As previously stated, no Township-owned public recreation facilities are located in either Jackson or Paradise Township. Jackson Township expects to take title to approximately 6.7 acres of land in the Jackson Heights Development in 2006, which it will develop as a neighborhood park. An approximately two acre part of the Jackson Township Sewage Treatment Plant property is being designed as a trail access point for the proposed Hanover Trolley Trail. Paradise Township is currently in the process of developing a 30 acre Township Park near the intersection of Church Road and US Route 30, with the assistance of the Spring Grove Area Regional Recreation Commission. The Spring Grove Area School District maintains facilities throughout the Region that are also used by residents

Table 9.1 Recommended Open Space and Recreation Acreage

Municipality	2004 Population (Estimate) Source: US Census Bureau	Minimum Recommended Acres (NRPA Standards)
Jackson	6,271	62.7
Paradise	3,793	37.9
Total Region	10,064	100.6

Future Park Development Districts

The planning region was broken into four separate recreation districts for the purposes of funding allocation. Future development within each district will include a fee-in-lieu of land to be used in the acquisition and development of parks within that district, unless dedication of parkland is determined to be a more appropriate alternative.

The Future Greenways and Recreation System Map, Figure 9.1, shows the recreation districts and priority locations for future parks in the Townships.

- District 1 - Includes the majority of those portions of Jackson Township south of US Route 30, with the exception of Thomasville Village and South Grant Road. District 1 and District 3 include the largest amounts of Designated Growth Areas, in and around the Village of Nashville, Spring Grove Area School District facilities, and the southern half of the PA Route 116 Corridor. District 1 also includes the Lake Pahagaco and Pigeon Hills areas. The recommended park locations include the Spring Grove Area School District campus, as well as a possible regional park on the lands owned by the Jackson

Township Sewer Authority, which would allow access to the York-Hanover Trolley Line Rail Trail and Codorus Creek greenway.

- District 2 - Includes all of Jackson Township north of US Route 30 as well as the entire Village of Thomasville, and the properties along South Grant Road, near the Thomasville Quarry. The recommended park location for this district is along the west side of North Biesecker Road, just across from the Chesapeake Estates Mobile Home Park.
- District 3 - Includes the Lincoln Estates and the Twin Pines Developments and continues south along the PA Route 116 Corridor including Jackson Heights, Farm Lane Estates, and Pine Springs Subdivisions.
- District 4 - Includes all of Paradise Township. Priority park areas include the future Township park on Church Road, currently under development; as well as a recommended park in the Township's Designated Growth Areas, located on Moulstown Road.

It is a recommendation of this plan to preserve land now, while the land is still undeveloped, creating an open space system consisting of a network of connected active and passive open space and recreation opportunities. Lands targeted as Priority Park Areas on the Future Greenway and Recreation Map should receive highest priority for acquisition. However, if the Townships encounter an opportunity to acquire open space that is vulnerable to incompatible development, and can be incorporated into the Region's recreation system, they should acquire the land.

Passive recreation and/or undeveloped open space may include stream corridors, wetlands, steep slopes, ridgelines, and groundwater recharge areas. Active recreation areas are characterized by property that is suited for athletic fields or playgrounds (flat and well-drained); has adequate public access; and closer to population centers.

Greenways and Creek Conservation Corridors

What is a Greenway?

The Pennsylvania Greenway Partnership Commission defines a greenway as follows:

A greenway is a corridor of open space. Greenways vary greatly in scale, from narrow ribbons of green that run through urban, suburban, and rural areas to wide corridors that incorporate diverse natural, cultural, and scenic features. Greenways can be land- or water-based, running along stream corridors, shorelines, lakes, waterfalls, or wetlands. Some follow old railways, canals, ridgelines, or other features. They can incorporate both

public and private property. Some greenways are primarily recreational corridors, while others function almost exclusively for environmental protection and are not designed for human passage. Greenways differ in their location and function, but overall, a greenway network will protect natural, cultural, and scenic resources, provide recreational benefits, enhance the natural beauty and the quality of life in neighborhoods and communities, and stimulate economic development opportunities.

Benefits of Greenways

Greenways can have a number of benefits:

- Protect natural, cultural, and scenic resources.
- Link communities together.
- Provide for recreational opportunities such as walking, biking, picnicking, camping, skiing, fishing, equestrian trails, snowmobile trails, and links to recreation resources.
- Enhance the quality of life and promote revitalization in communities.
- Provide educational and interpretive opportunities.
- Enhance tourism and economic development opportunities.
- Maintain habitat linkages (wildlife corridors) and ecosystems.
- Allow access to natural, scenic and cultural resources.
- Preserve and build upon existing trail networks.
- Provide alternatives to vehicular travel.
- Provide riparian buffers to protect water quality.
- Provide linkages to trails of regional significance.

The municipalities should work toward the establishment of a greenway/bike path system, as shown on Figure 9.1, with highest priority given to the linking of existing parks and open space facilities, as well as creating links to trail systems outside of the Region. Not all corridors will be developed as active greenways with trails, nor will they

all exist along a creek – these corridors should exist to preserve vital natural features, particularly ridge lines, woodlands, wetlands, and native vegetation.

Recommended Greenway and Bike Path System

The Future Greenways and Recreation System Map, Figure 9.1, depicts a regional system of proposed greenways and bike paths. The plan is conceptual and subject to further refinement, but is the starting point for a Region-wide system. Given the many benefits of greenways, the effort is worth it. Greenways and trails should be considered along creeks, as connections to existing local trails, subdivisions, recreational and municipal facilities, and businesses.

The Greenways include the following corridors:

- Little Conewago Creek;
- Codorus Creek and tributaries;
- Beaver Creek and tributaries;
- Paradise Creek;
- Conewago Creek;
- Bunch Creek and tributary.

The centerpiece of a regional, inter-county trail system will be the Rails-To-Trails corridor that follows the abandoned York-Hanover trolley line and travels through the southern portion of Jackson Township and Spring Grove Borough, with a trail head located in the proposed regional park near the sewage treatment plant, just off of Hershey Road.

The goal of the bike path system is to include a bike lane along existing roads to accommodate bicycles safely. The bike path system is designed, where possible, for interconnection of existing and proposed parks and school facilities. Unfortunately, due to unsafe conditions such as high traffic volume, narrow cartways, and poor sight distances, some ideal connections are not possible. Other routes were chosen for scenic and aesthetic value, such as the Pigeon Hill loop in Jackson Township.

Green Infrastructure

Green Infrastructure is a natural life support system. It is an interconnected network of protected land and water that supports native species, maintains natural ecological processes, sustains air and water resources and contributes to the health and quality of life for the Region's communities and people. Within this infrastructure, streams and rivers, ridgelines, hiking and biking trails, passive open space, as well as wildlife migration corridors can be found.

Community Facilities / Open Space and Recreation Actions

- A. Support efforts of Regional Open Space and Recreation Organizations to plan for and seek funding for the continued acquisition, improvement and appropriate development of recreation facilities, greenways, and recreation programs in the Region.
1. Seek to develop a regional park in Jackson Township, near the sewage treatment plant, along the Codorus Creek. This location is appropriate due to the linkage to the Rail Trail proposed for the York-Hanover Trolley Line; the proximity to existing and future development; and the availability of flat land for active recreational uses, as well as passive recreational uses.
 2. Develop a neighborhood park in Jackson Township to serve the Jackson Heights / Farm Lane Estates / Pine Springs subdivisions.
 3. Continue to develop the proposed municipal park in Paradise Township.
 4. Coordinate with the York County Rail Trail Authority to develop the portion of the Hanover to West York trail in Jackson Township, following the path of the former York-Hanover Trolley Line.
 5. Develop a Region-wide greenway and bike trail system.
 6. Seek to develop neighborhood parks in Districts 2 and 4.
- B. Establish and maintain language in Subdivision and Land Development Ordinances to require developers to dedicate land or pay a fee in lieu of land for all new subdivisions.

Each subdivision or land development would have to be reviewed to determine whether the dedication of land or the fee in lieu of land would be more appropriate, based upon the size and location of the development.

Maintain standards for recreation facilities. Review National Recreation and Park Association (NRPA) Standards for appropriateness.

- C. Where appropriate, work with PennDOT to widen and improve road shoulders and require developers to improve shoulders along their properties in order to accommodate pedestrian and bicycle facilities.

- D. Maintain a dialog with the Spring Grove Area School District regarding development activities, school facilities needs, location of school facilities, and school bus routes.
- E. Work with the Spring Grove Area School District to assure availability of school district facilities to the Region's residents.
- F. Promote and support efforts of community organizations to provide recreational facilities and programs for all area residents and services and programs for seniors and youth.
- G. Provide for public areas within the Region through provision of open spaces, village greens, recreation facilities, greenways, improved pathways, and indoor facilities.
- H. Enforce on-lot Sewage Management Ordinances and State mandates to manage, monitor, and maintain on-lot sewage disposal facilities in the Region and assure that the best available technology is used.
- I. Involve local fire companies and school district personnel in review of subdivision and land development plans, where appropriate.
- J. Encourage volunteerism for non-profit agencies and increased coordination of volunteer services among agencies.
- K. Continue to promote recycling activities and work to establish recycling centers, if deemed appropriate, that are convenient and well managed.
- L. Address the need for fire and emergency medical personnel as fewer volunteers become available. Cooperate regionally to ensure adequate service throughout the Region.
- M. Coordinate policies of governing bodies, municipal authorities, and the York Water Company, regarding the development of public sewer and water facilities within the Designated Growth Areas, as depicted on the Future Land Use Plan, to assure consistency.
- N. Bring together citizens, the business community, and the school district to plan and organize community-wide activities, events, and programs to foster community spirit, economic development, and community attractiveness.
- O. Maintain current and workable emergency operations plans.

- P. Require all wastes to be treated and/or disposed of in an approved, environmentally responsible manner.
- Q. Promote efficient, effective, and professional management of public facilities. Identify opportunities for technological enhancements for municipal government.
- R. Update the Paradise Township Act 537 Sewage Facilities Plan and include on-lot management recommendations. Seek input from surrounding municipalities. Continue to support the current Act 537 Plan for Jackson Township.

Plan for the Reliable Supply of Water

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

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

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

Efforts to protect groundwater resources must occur at all levels of government. Special consideration to the types and densities of permitted land uses should apply in areas that offer little natural protection to groundwater. Such efforts should also apply where the protection level is unknown. Groundwater quality is also a concern since domestic water for many of the residents of the Region outside of the few community water service areas are supplied by individual wells.

Land use regulations, land acquisition, and education programs can play a key role in protecting groundwater. Examples of land use control activities include the following:

- Land use plans that consider groundwater vulnerability;
- Zoning ordinance and site plan review standards related to aboveground secondary containment, interior floor drains, and other topics;
- Purchase of land and/or conservation easements to provide a wellhead protection buffer around any future municipal wellfields; and

- Public education through public meetings, school-based classroom programs, library displays, cable television videos, public information flyers, and municipal newsletters.

Protection of groundwater resources requires efforts on several fronts, including the need for regional planning, land planning for individual sites, and technological advances that may offer alternative solutions. Regional planning must be based on the entire watershed; it will do little good for one community to implement solutions to its problems only to find that neighboring communities do not. Groundwater has no respect for community boundaries. From a land planning perspective, simply requiring larger lots does little or nothing to enhance groundwater quality. One of the few readily available solutions to polluted wells or failed septic systems is to obtain public water and sewer. With the larger lots sizes and frontages prevalent in some areas in the Region, the costs of water and sewer services to homes are likely to be very expensive. On the other hand, where lot frontages are smaller, so too will be the cost of public utilities.

Municipal zoning ordinances should contain provisions to protect sources of water supply through the following techniques:

1. Natural resource protection standards (net out provisions) protecting floodplains, wetlands, wetland margins, steep slopes, watercourses, water bodies, and lake and pond shores.
2. If municipal water supplies are developed, wellhead protection provisions pursuant to wellhead protection planning should be completed.
3. Stream Corridor Overlay Zoning.
4. Floodplain, wetland, and hydric soil protection provisions.
5. Environmental performance standards and environmental assessment requirements for industrial and commercial uses. Businesses should have Spill and Pollution Prevention Plans.
6. Provisions to minimize impervious cover.

When development plans are reviewed, developers must indicate proper management of stormwater runoff as well as control of erosion and sedimentation to protect local water resources.

The recommendations of the Little Conewago and Codorus Creek Stormwater Management Ordinance, as prepared in accordance with Act 167, the Stormwater Management Act, should be adhered to.

In accordance with current best management practices, stormwater management should be considered part of the hydrologic cycle with less emphasis on detention and more emphasis on infiltration to reduce the volume and the rate of runoff, pollution, and thermal impacts. Developers must identify the resources within their tracts, and to analyze and mitigate the impacts of development. Natural resources should be incorporated into the open space system.

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

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

Table 9.2 - Recommendations for Protecting Water Supplies

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

The Townships and York Water Company should cooperate to encourage the provision of public water service in Designated Growth Areas, and to discourage public water service outside of the Designated Growth Areas.

Overlay Zoning

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

Monitoring of Needs

Monitoring the need and opportunity for additional, expanded, or improved community services and facilities will help the Townships plan for their efficient and economical provision. The goal for community facilities and services is to provide them on a coordinated, regional basis, where possible, to meet the existing and future needs of the residents of the Region in a manner consistent with financial resources.

The majority of respondents to the citizen survey indicated satisfaction with the rural character and small town atmosphere of the Region, but also indicated concern that the level of emergency services (for example, police and fire and ambulance protection) be sustained. The Townships should jointly monitor the efficiency of current emergency services to ensure that the Region has adequate provision of these services.

Historic Preservation and Natural Resource Plan

INTRODUCTION

The Pennsylvania Municipalities Planning Code (MPC) requires that municipal Comprehensive Plans address resource preservation, specifically identifying natural, cultural, and historic resources. The natural resources noted by the MPC are wetlands and other aquifer recharge zones, woodlands, steep slope areas, prime agricultural land, floodplains, and “unique natural areas.” The MPC adds that municipalities are not limited by this list, but may provide for the protection of other resources of local importance. In addition to these resources, this chapter will identify energy conservation objectives for the planning Region. Prime agricultural land has been previously discussed in Chapter 6, the Future Land Use and Housing Plan.

The results of the citizen survey indicated that the Region’s residents are very concerned about historic and natural resource preservation. Respondents also indicated a high level of interest in farmland and open space preservation.

Historic Resources

The Region’s history is reflected in its architecture, people, and character. Historic resources connect us to the past, emphasize our sense of community, and often provide aesthetic value. In addition, historic resources can provide tourism benefits which often lead to economic development opportunities. Planning for the protection of historic resources is especially important because historical resources are not renewable.

Many of the buildings found along the Region’s highways, country roads, and village streets are examples of vernacular architecture. Although they may feature some of the elements commonly found in a particular style, mainly Germanic, vernacular architecture incorporates an individual builder's ideas into an overall design. The mixture of the vernacular and German examples enhances the overall character of the Region.

Historic Districts

Local historic districts are areas in which historic buildings and their settings are protected by public review. Historic district ordinances are local laws adopted by communities using powers granted by the state. Historic districts consist of the Region's significant historic and architectural resources. Inclusion in a historic district signifies that a property contributes to a group of structures that is worth protecting because of its historic importance or architectural quality.

Potential areas where official ‘Historic District’ status can be pursued in Jackson Township include the following:

- Martin Stanton Historic District, on Martin Road; and the
- Biesecker’s Mill and surrounding structures, located on west side of Biesecker Road, north of East Berlin Road.

Paradise Township contains a potential historic district that is labeled on the Future Land Use Map, Figure 6.2, as Historic Overlay. This section of the Township, located along the PA Route 234 Corridor, is important because of its historic farmhouses, barns, and related buildings. The Township should continue to monitor and protect these historic sites and structures. Chapter 19, History, identifies and maps important historic structures in the Region.

National Register of Historic Places

The National Register of Historic Places is the nation's official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. Properties listed in the Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering and culture.

Currently the only site in the Jackson / Paradise Region listed on the National Register is Swigart’s Mill, located in Paradise Township, which was added to the Register in 1980.

Cultural Resources

Cultural resources are the special characteristics that make a community unique. A community that takes pride in and respects its traditions is typically a community with a well-defined character. Jackson and Paradise Townships contain a rich, diverse heritage with significant cultural resources that should be embraced and preserved. Much of the rich culture in the Region is derived from the influences of the early German settlers who arrived in the Townships in the mid 1700s. Many examples of the architecture and customs of these people still remain, reflected in the historic farmhouses, churches, grist mills, and distilleries that enhance the Region’s heritage.

Historic, Architectural, and Cultural Resources

Goal: To protect, preserve, and enhance the remaining historic, architectural, and cultural resources and their surroundings.

Objectives:

- Preserve recognized historic sites and structures.
- Encourage responsible conservation and maintenance of vintage architecture, especially the stone farmhouses located in the Region.
- Consider the degree to which suggested historic preservation guidelines might be legally enforced through revised Township ordinances. without unduly infringing on property owners' rights.
- Subject rental units to the same standards of good repair as owner-occupied dwellings and perform adequate inspections to guarantee enforcement of existing codes.
- Support the efforts of the York County Heritage Trust, the Lancaster/York Heritage Region, and Historic York, Inc. to preserve historic resources.
- Preserve historic landscapes.

Historic and Cultural Resource Actions:

- A. Update zoning ordinances as necessary to protect historic resources and community character. Options include:
1. Adopt Historic Resource Overlay Zoning. Concentrate on the Historic Overlay District, as depicted on the Future Land Use Map.
 - a. Create historical commissions and / or committees where they do not exist or a joint historical commission
 - b. Identify historic resources
 - c. Require developers to analyze:
 - Nature of historic resources on and near property
 - Impact of proposals on historic resources, and

- Mitigation measures
- d. Encourage adaptive reuse of historic buildings
 - e. Establish use, coverage, density, intensity, and yard bonuses for architectural treatments, building design, amenities, and open spaces/buffers compatible with existing resources, appropriate reuse of existing resources and donation of façade easements
 - f. Encourage architecture, materials, and development patterns characteristic to the area
2. Adopt Demolition by Neglect Provisions:
 - a. Require property owners to protect and maintain historic properties to avoid demolition by vandalism or the elements by requiring unoccupied structures to be sealed or secured by fencing
 3. Identify provisions to protect the character of villages, and have streets, buildings, and public spaces integrated to create a sense of place with pedestrian scale. Consideration can be given to adopting the following as standards or promoting them through incentives:
 - a. Allow only appropriate uses in scale with, and compatible with, existing appropriate uses, discouraging uses that would transform the character of the areas.
 - b. Establish coverage, density, intensity, and yard bonuses for architectural treatments, building design, amenities, street furniture, open spaces, and parking designs consistent with the character of the area.
 - c. Require pedestrian amenities as necessary improvements to be made by land developers.
 - d. Construct parking areas to the rear and side of buildings and establish standards for design, buffering, and landscaping of new parking facilities.
 - e. Require signage appropriate to the area.
 - f. Establish appropriate standards for driveway design and access to streets to provide for appropriate access management.

- g. Minimize use of drive-through facilities.
 - h. Encourage new development to be compatible with, and integrated into, existing streetscapes when appropriate, with consideration of:
 - Appropriate siting patterns, such as setbacks of buildings on lots
 - Materials of similar appearance and texture to those on existing buildings
 - Similar architectural details as other buildings in the neighborhood
 - The scale and proportion of buildings near new structures. Scale deals with the relationship of each building to other buildings in the area; and, proportion deals with the relationship of the height to the width of a building and with the relationship of each part to the whole
 - Similar roof shapes
 - Similar footprints of buildings and rooflines (matching façade masses with existing buildings)
 - Similar building heights
4. Regulate conversions of buildings, addressing:
- Locations where permitted
 - The procedural treatment of the use
 - The type of building that can be converted
 - Density of converted units
 - Lot size for converted building
 - Impervious surface/open space requirements
 - Units allowed per structure
 - Structure size requirements
 - Minimum size of dwelling units
 - Neighborhood compatibility standards
 - Adequate parking requirements
 - Screening of parking and common areas
 - Limits on the structural revisions for buildings

- B. Appoint a regional or municipal historical commission or committee if none exist, which is actively involved in historic preservation. The commission would be instrumental in administration of any historic resource overlay zoning that is adopted. The commission would also continue to:
1. Identify, evaluate, mark and foster awareness of historic resources
 2. Investigate participation in Certified Local Government Program
 3. Encourage retention, restoration, enhancement and appropriate adaptive re-use of historic resources and discourage removal of historic structures
 4. Develop programs, events and interpretive signage and exhibits that emphasize the history of the Region
 5. Evaluate the potential for historic districts and support their creation if warranted. If created, support the adoption of voluntary or mandatory Design Guidelines and Sign Controls for the Historic District.
- C. Support the activities of individuals and groups that identify, document, evaluate, and protect historical resources and increase public awareness of the area's history and historic resources.

HISTORIC PRESERVATION AT THE STATE AND LOCAL LEVEL

Establishing a local Historic District requires an assessment of the present status of the community's historic resources, knowledge of past historic preservation efforts, and a list of goals and objectives. Taking such an assessment enables the designating community to take advantage of historic preservation incentives available at the national, state, and local governmental levels, such as grants, income tax credits for historic rehabilitation, low-interest loans, and local tax abatements. A requirement of establishing a local district, provided it was created pursuant to Act 167, the Historic District Act, is the establishment of a Historic Architectural Review Board (HARB). The HARB reviews all proposed erection, reconstruction, alteration, restoration, or demolition of buildings within the district before the issuance of any municipal permits pursuant to these actions. HARB reviews and recommendations must be consistent with the design guidelines established at the enactment of the Historic District. The Township Supervisors have the right to incorporate any of the HARB's recommendations into the permit requirements, but they may also override those recommendations. Townships whose districts are not created under Act 167 are not required to have a HARB, but instead may appoint a Historic District Commission or Committee.

The Region contains three potential Historic Districts, the Martin Stanton District, and the area surrounding Biesecker's Mill in Jackson Township, and a larger, less formal district in Paradise Township, which includes historic structures and farmsteads. The boundaries of these potential districts are shown on Figure 19.1, the Historic Resource Map.

Two Pennsylvania laws provide the legal foundation for municipalities to adopt historic ordinances and regulatory measures.

Act 247 – The Pennsylvania Municipalities Planning Code (MPC)

Acts 67 and 68 of 2001 amended the MPC, strengthening the ability of local governments to protect historic resources through their Comprehensive Plans, Zoning Ordinances and Subdivision and Land Development Ordinances. The following passages and paraphrases from the MPC are the most critical sections regarding this power.

- §603(C)(7) – Zoning ordinances may promote and preserve prime agricultural land, environmentally sensitive areas, and areas of historic significance.
- §603(G)(2) - Zoning ordinances are required to protect natural and historic resources.
- §702(1)(ii) – The governing body of each municipality may enact, amend and repeal provisions of a zoning ordinance in order to fix standards and conditions for traditional neighborhood development. In the case of either an outgrowth or extension of existing development or urban infill, a traditional neighborhood development designation may be either in the form of an overlay zone, or as an outright designation, whichever the municipality decides. Outgrowths or extensions of existing development may include development of a contiguous municipality.
- §1106(a)(6) – Multi-municipal Comprehensive Plans shall consider the conservation and enhancement of natural, scenic, historic, and aesthetic resources in their municipalities.

A Historic Overlay Zoning District, unlike the protection offered through the establishment of an Act 167 Historic District (discussed below), can include individual sites as well as clusters, as long as the resources are documented and identified on a historic resources map. A historic overlay district could require new buildings to be similar in type and scale to those already existing. Setbacks should be consistent with the common building setback. Requirements to replicate the existing building line, building height, and bulk could help to preserve the character of the neighborhood.

Act 167 - The Historic District Act (1961)

Townships may create historic districts within their borders to protect the historic character through regulation of the erection, reconstruction, alteration, restoration, demolition, or razing of buildings in the district. The Pennsylvania Historical and Museum Commission must certify districts, including a *determination of eligibility* for the National Register of Historic Places. In this way, historic districts established pursuant to Act 167 have the same protection from federal projects as do National Register properties. Act 167 also requires appointment of a HARB.

Historical and Museum Commission Act 1945

Act No. 446, approved June 6, 1945, created the Pennsylvania Historical and Museum Commission (PHMC) by consolidating the functions of the Pennsylvania Historical Commission, The State Museum, and the State Archives. The PHMC is an independent administrative board, consisting of 14 members: 9 citizens of the Commonwealth appointed by the Governor, the Secretary of Education (ex officio), 2 members of the Senate, and 2 members of the House of Representatives. The Executive Director is appointed by the Commission and is an ex officio member of three groups: the Environmental Quality Board, County Records Committee, and the Local Government Records Committee.

The PHMC is the official agency for the conservation of Pennsylvania's historic heritage. The powers and duties of the Commission fall into these principal fields: care of historical manuscripts, public records, and objects of historic interest; museums; archaeology; publications; historic sites and properties; historic preservation; geographic names; and the promotion of public interest in Pennsylvania history.

The PHMC is funded partially through an annual legislative appropriation, federal grants, and private donations. Officially recognized local historical organizations may benefit financially through the Commission's eligibility to receive matching funds from various federal programs. The PHMC is active in many phases of historic preservation. The PHMC also conducts a landmark identification program, presenting identification plaques to property owners for attachment on structures included in the Pennsylvania Inventory of Historical Places. The landmark identification program also includes the placement of roadside historical signs at various sites and locations having statewide and national historic significance. Today there are nearly 1,900 such markers across the state.

The Office of Historic Preservation is an arm of the PHMC responsible for assisting the public and private sectors in implementing the Commonwealth's policy to "protect and enhance our irreplaceable resources." To this end, the Office has implemented a five-point program:

- Registering historically and architecturally significant sites and structures on the National Register of Historic Places and on the Pennsylvania Inventory of Historic Places;
- Advising and guiding individuals and organizations regarding historic preservation and its funding;
- Reviewing applications for federal preservation grants;
- Working for legislation at the state level to provide effective tools for historic preservation; and
- Working with other governmental agencies to review the impact of projects, such as highways, on the Commonwealth's historic resources.

Pennsylvania Bureau for Historic Preservation

The Bureau is an agency of the PHMC. The Executive Director of the Bureau is designated as the State Historic Preservation Officer (SHPO).

The Bureau provides technical assistance for the preservation, rehabilitation, and restoration of historic buildings. The Bureau reviews architectural plans and specifications and provides comments on historic building projects for state and federal compliance. They also assist in code-related issues and accessibility programs in the form of letters of support for variances for historic buildings. To inform the public, public agencies, local governments, and other stewards of historic properties, the Bureau assists in the development and distribution of materials on applying the Secretary of the Interior's *Standards for Rehabilitation* when repairing historic buildings.

The Bureau also administers the Federal Rehabilitation Investment Tax Credit (RITC) program in partnership with the National Park Service. The tax credit program is one of the most successful programs for encouraging private investment in the rehabilitation of historic properties. Since the establishment of the PHMC in 1976, Pennsylvania has been a national leader in certified tax credit projects, completing over 1,800 projects and generating over \$2.5 billion in qualified rehabilitation expenditures. The Bureau provides technical assistance throughout the application process.

The Bureau also administers the State's Historic Preservation Program as authorized by the Pennsylvania History Code and National Historic Preservation Act of 1966. The program is guided by advisory boards as well as the Pennsylvania Historic Preservation Plan.

The Pennsylvania General Assembly is considering legislation to establish a Historic Homesites Grant Program. Once established, this legislation will provide funds to the Pennsylvania Historical and Museum Commission to support rehabilitation grants (up to \$6,000) to individuals owning and residing in a historic residential building, as well as to

individuals intending to purchase and reside in a historic residential building. Possible conditions for eligibility include the following:

- The building must serve as the owner's principal residence,
- The building must be listed in the National Register of Historic Places or be determined to be a contributing building in a listed National Register Historic District,
- The building must be located in an Act 167 historic district or be designated as a historic property under the local ordinance or city code in Pittsburgh and Philadelphia, and
- All rehabilitation work must conform to the U.S. Secretary of Interior's *Standards for the Treatment of Historic Properties*.

NATIONAL EFFORTS AND LEGISLATION FOR HISTORIC PRESERVATION

Federal programs encouraging historic preservation include:

- the National Register of Historic Places,
- Historic Preservation Tax Credits on federal income tax for qualifying rehabilitation and adaptive reuse of historic buildings used for income-producing purposes,
- Section 106 Review of federally funded or assisted projects that impact historic resources, and
- the Certified Local Government Program, which facilitates historic preservation at the local level.

The earliest Federal preservation statute was the Antiquities Act of 1906, which authorized the President to set aside historic landmarks, structures, and objects located on lands controlled by the United States as national monuments. It required permits for archeological activities on Federal lands, and established criminal and civil penalties for violation of the act.

The Historic Sites Act of 1935 was the second major piece of Federal historic preservation legislation. This act declared it national policy to preserve for public use historic sites, buildings, and objects of national significance and directed the Secretary of the Interior to conduct various programs with respect to historic preservation.

In 1964, The United States Conference of Mayors undertook a study of historic preservation in the United States. The resulting report, "With Heritage So Rich," revealed a growing public interest in preservation and the need for a unified approach to the protection of historic resources. This report influenced the Congress to enact a strong new statute

establishing a nationwide preservation policy: The National Historic Preservation Act of 1966.

National Historic Preservation Act of 1966 (NHPA)

The National Historic Preservation Act of 1966 and its subsequent amendments established a legal basis for the protection and preservation of historic and cultural resources. Historic resources are defined as *"any prehistoric or historic district, site, building, structures or object included in, or eligible for inclusion in the National Register; the term includes artifacts, records, and remains which are related to such a district, site, building, structure or object"*.

The Act promoted the use of historic properties to meet the contemporary needs of society. It directed the Federal Government, in cooperation with State and local governments, Native Americans, and the public, to take a leadership role in preservation. First, the Act authorized the Secretary of the Interior to expand and maintain the National Register of Historic Places. This is an inventory of districts, sites, buildings, structures, and objects significant on a national, State, or local level in American history, architecture, archeology, engineering, and culture. Once a property is eligible to be placed on the list, the property, site, or object can be qualified for Federal grants, loans, and tax incentives. Second, the NHPA encourages State and local preservation programs. States may prepare and submit programs for historic preservation to the Secretary of the Interior for approval. Approval can be granted if they:

- designate a State Historic Preservation Officer (SHPO) to administer the State preservation program,
- establish a State historic preservation review board, and
- provide for adequate public participation in the State program.

Since 1966, the Congress has strengthened national preservation policy through other statutes, including the National Environmental Policy Act, several transportation acts, and statutes directed toward the protection and preservation of archeological resources. These laws all require Federal agencies to consider historic resources in their decision making and overlap with provisions of NHPA.

Section 106 Review

Section 106 of the NHPA requires Federal agencies to consider the effects of their actions on historic properties and provide the Council an opportunity to comment on Federal projects prior to implementation. Section 106 review encourages, but does not mandate, preservation.

To successfully complete Section 106 review, Federal agencies must:

- determine if Section 106 of NHPA applies to a given project and, if so, initiate the review,
- gather information to determine which properties in the project area are listed on or are eligible for the National Register of Historic Places,
- determine how those historic properties might be affected by the project in question,
- explore alternatives to avoid or reduce any negative effect upon those historic properties, and
- reach agreement with the SHPO on specific measures to mitigate any adverse effects.

The Executive Branch has also expressed support for preservation through several Executive Orders. Examples include Executive Order No. 11593 of 1971, which instituted procedures for Federal agencies to follow in their property management activities. Executive Order No. 13006 encourages the location of Federal offices and facilities in historic districts and properties within the inner cities. Executive Order No. 13006 also directs Federal agencies to use and rehabilitate properties in such areas wherever feasible and reaffirms the commitment to Federal leadership in the preservation of historic properties set forth in NHPA. Executive Order, No. 13007, signed in 1996, expressed support for the protection of Native American sacred sites.

Federal Tax Incentives for Historic Buildings

According to the Tax Reform Act of 1986, a property owner is eligible for a 20% tax credit, along with a 27.5 to 31.5% straight-line depreciation for the substantial rehabilitation of historic buildings for commercial, industrial and rental residential purposes (not owner-occupied buildings). In addition, the Act allows a 10% tax credit for the substantial rehabilitation of nonresidential buildings built before 1936. The 10% tax credit is not available for rehabilitations of certified structures.

Two Federal Tax Incentive Programs currently apply to preservation activities in Pennsylvania: the rehabilitation investment tax credit and the charitable contribution deduction.

Rehabilitation investment tax credits are the most widely used incentive program. Certain expenses incurred in connection with the rehabilitation of an old building are eligible for a tax credit. Rehabilitation investment tax credits are available to owners and certain long-term leases of income-producing properties that are listed on the National Register of Historic Places. There are two rates: 20% for historic buildings and 10% for non-residential, non-historic buildings built before 1936.

The charitable contribution deduction is taken in the form of a conservation easement and enables the owner of a "certified historic structure" to receive a one-time tax deduction. A conservation easement usually involves the preservation of a building's facade by restricting the right to alter its appearance.

The Federal Tax Incentive Programs are coordinated through the State Historic Preservation Office, Bureau for Historic Preservation, Pennsylvania Historical and Museum Commission in conjunction with the National Park Service. Federal Historic Preservation Certification. Applications are available on-line.

The National Park Service “Certified Local Government” (CLG) Program

This program was created in 1980 under the National Historic Preservation Act and is administered by the Pennsylvania Historical and Museum Commission. The Certified Local Government Program provides additional benefits to municipalities interested in historic preservation. Once certified, the local government is then eligible for:

- Direct participation in the federal historic preservation program,
- Greater access to historic preservation funds,
- Greater level of information exchange with the State Historic Preservation Office (SHPO),
- Access to technical assistance and training from the SHPO, and
- A higher degree of participation in statewide preservation programs and planning.

This program was established to allow local governments to participate directly in the national historic preservation program and to provide funding to local governments to carry out their historic preservation responsibilities (survey, inventory, designation and protection of their historic resources). To achieve CLG status in Pennsylvania, a municipality applies to the Bureau for Historic Preservation. All states are required to set aside 10% of their federal historic preservation grant funds to CLGs. These grants are presently offered as a ratio of 60% funding from the Pennsylvania Historical and Museum Commission (PHMC) and 40% match from the CLG.

Critical requirements for CLG designation are:

- adopt and enforce appropriate legislation for designation and protection of historic properties,
- establish a qualified historic preservation commission,
- enact a system for surveying historic properties,

- enact a public participation component as part of the local program,
- adequately perform duties and responsibilities delegated through the certification process,
- provide continuing in-service historic preservation training for HARB and Historical Commission members (8 hours training annually per member),
- a good faith effort to appoint HARB members with appropriate professional qualifications for historic preservation backgrounds,
- submit an annual report of the municipality's historic preservation activities, and
- enforce the historic district ordinance.

NATURAL RESOURCES PLAN

Natural resources contribute to the economic activity, environmental health, and quality of life of a community. Parks, open space, woodlands, steep slopes, streams, wetlands, and farmlands are all resources that are aesthetically pleasing, and provide economic as well as environmental benefits. One example of this is the way that floodplains and wetlands act as natural storage basins in periods of high water and help to improve water quality by filtering out sediment and pollutants.

Natural Resources Goal: Protect the Natural Resources within the Region.

Objectives

- Protect the supply and quality of groundwater and surface water.
- Protect woodland.
- Protect important Natural Areas identified in the York County Natural Areas Inventory.
- Preserve watersheds, stream corridors, floodplains, wetlands, and recharge areas.
- Protect steep slopes. Determine appropriate approaches toward development on ridgelines.
- Preserve natural wildlife habitats.
- Prevent deterioration of air quality.

Scenic Resources

Preservation of scenic resources can be accomplished through broad land use policies, such as open space and woodland preservation and through attention to developments as they are proposed. Performance and design standards for developments, including siting of buildings and protection of woodland can encourage retention of scenic areas.

Scenic Resources Goal: Protect the Scenic Resources within the Region.

Objectives:

- Protect scenic views, features and landscapes, and ensure for future generations views of the scenic and natural beauty of the Region.
- Protect the night sky from excessive light pollution.

Natural Resources Actions:

- A. Update zoning ordinances as necessary, and consider adopting official maps to reflect the resource protection Goal and Objectives of this Plan and to be consistent with the Future Land Use Map (Figure 6.1). The resource protection provisions of municipal zoning ordinances vary, and the approach taken by each Township will vary. Options include:
1. Adopt Natural Resource Protection Standards and/or Net-Out Provisions for the following resources:
 - a. Floodplains
 - b. Wetlands
 - c. Wetland Margins (buffers)
 - d. Watercourses
 - e. Water bodies
 - f. Greater than 25% slope
 - g. 15-25% slope
 2. Adopt Steep Slope Protection Provisions:
 - a. Control and limit development on steep slopes
 - Require larger lot sizes and impose stricter impervious restrictions for steep slopes of 15 to 25%
 - Prohibit or severely restrict development on slopes greater than 25%

3. Adopt Groundwater Protection Provisions:
 - a. Protect aquifers through design standards, construction guidelines, use restrictions, impervious limits, and permit submission requirements.
4. Adopt Tree and Woodland Protection, Management and Planting Provisions:
 - a. Limit clearance for development in both subdivisions and land developments.
 - b. Require tree protection and replacement during development.
 - c. Encourage the use of native species in landscaping. Discourage invasive species.
 - d. Establish limited clearance buffer zones around the perimeter of new developments
5. Adopt provisions for Wetland, Wetland Buffer, and Hydric Soil Protection:
 - a. Restrict development in wetlands.
 - b. Establish consistent wetland, wet area, and water body buffer (margin) requirements, such as 50 feet or 100 feet.
 - c. Require wetland delineation in hydric soil areas.
6. Adopt Floodplain Protection Provisions:
 - a. Severely restrict development in floodplains to compatible open space uses.
7. Establish Stream Corridor Overlay Zoning and require Riparian Buffers:
 - a. Restrict development and impervious surfaces.
 - b. Require riparian (vegetative) buffers to moderate water temperatures, protect wildlife habitats, control sedimentation, and reduce pollution.

- c. Require greenways.
 - d. Utilize the Best Management Practices where practical, and implement the Little Conewago and Codorus Creek Watersheds Act 167 Stormwater Management Plans.
 - e. Protect the Region's streams.
- 8. Adopt Outdoor Lighting Standards to control light pollution and protect the night sky:
 - a. Establish illumination levels that are adequate but not excessive.
 - b. Require impacts on surrounding streets and properties to be mitigated by directing light down, not up or out to sides of fixtures.
 - c. Control glare.
- 9. Adopt Forestry Regulations:
 - a. Require accepted silvicultural (forestry) practices.
 - b. Require a forestry management plan.
 - c. Require stormwater and erosion and sedimentation control.
 - d. Require properly constructed internal logging roads and protection of public roads.
 - e. Require soil erosion protection during steep slope forestry.
- B. Update subdivision and land development ordinances as necessary. Options include the following:
 - 1. Expand plan data requirements to include a specific listing of environmental, scenic, historic, and cultural resources.
 - 2. Require developers to identify the resources within their tracts, analyze the impacts of the development, and mitigate those impacts.
 - 3. Require environmental assessment studies; hydrogeologic studies; scenic, historic and cultural resources impact studies; plans for preservation of

environmental, historic, and cultural resources; and analysis of the site's ability to support the proposed use and intensity.

4. Require developers to identify natural, historic, scenic, architectural and cultural resources in their tracts and incorporate them into the open space system. Require management plans for open space as well as mechanisms to ensure the continuation as open space.

In review of Subdivision and Land Development Plans, requirements for setting aside open space can be used to preserve conservation corridors and provide for greenways.

Requirements for setting aside open space can also be used to protect targeted undeveloped areas and identified natural areas pursuant to municipal plans.

5. Establish development guidelines for development in groundwater recharge areas, including limits on impervious cover and limits on on-site sewage disposal.
6. Require protection of vegetation during site work.
7. Limit clearance on approved, but not developed, lots. Potential techniques include tree clearance ordinances, deed restrictions, net-out provisions, and identification of permissible clearance areas during the development process.

- C. Create municipal Environmental Advisory Councils to work with Township Supervisors to preserve key tracts of open space, protect environmental resources in the Region, and implement open space and recreation plans.

Act 148 of 1973 authorizes any municipality or group of municipalities to establish, by ordinance, an Environmental Advisory Council to advise the local planning commissions, park and recreation boards, and elected officials on matters dealing with the protection, conservation, management, promotion, and use of natural resources located in the municipality's territorial limits.

Act 148 empowers Environmental Advisory Councils to:

- Identify environmental problems and recommend plans and programs to the appropriate municipal agencies for the promotion and conservation of natural resources and for the protection and improvement of the quality of the environment within its municipal boundaries;

- Keep an index of all open space, publicly and privately owned, including flood-prone areas, and other unique natural areas, for the purpose of obtaining information on the proper use of such areas;
 - Advise the appropriate local government agencies, including, but not limited to, the planning commission and park and recreation board or, if none, the elected governing body, on the acquisition of property, both real and personal.
- D. Encourage formation of groups within the community to adopt a stream and provide monitoring and oversight along the stream corridor.
- E. Pursue joint watershed planning opportunities under the Growing Greener initiative and other programs in order to protect community water resources.
- F. Implement the recommendations of the US Army Corps Section 206 Ecosystem Restoration Project for the Codorus Creek Watershed to improve aquatic and biological habitats.
- G. Implement the Rivers Conservation Plan for the Codorus Creek Watershed.

Scenic Resources Actions:

- A. Update zoning ordinances as necessary to protect scenic resources. Options include the following:
1. Scenic Road and Scenic Viewshed Overlay Zoning:
 - a. Require greater setbacks from scenic roads.
 - b. Require additional landscaping, trees and screening on site.
 - c. Establish standards for siting buildings and building height.
 - d. Require retention of existing desirable vegetation when it will not conflict with road safety concerns.
 - e. Impose sign limitations.
 - f. Require access management.
 2. Adopt ridgeline protection zoning.

3. Update Sign Regulations:
 - a. Regulate billboards.
 - b. Adopt consistent and appropriate signage standards along road corridors in the Region.
 - c. Encourage appropriate signage in villages with consideration of the following:
 - Sign materials compatible with the building style.
 - Sign colors that complement building façades.
 - Hardware for projecting signs integrated into the building architecture.
 - Lettering compatible with the building façade.
 - Purpose of sign for identification only.
 - Restrict signs with off-premises advertising.
 - Lighted signs should illuminate the sign area only.
 - Signs do not obscure architectural features or windows.
 - Prohibition of roof-top signs.
 - Window signs should not obscure displays.
 - Prohibition of flashing lights, neon lights, moving lights, and unshielded light bulbs.
 4. Require landscaping and buffering in commercial and industrial Developments.
- B. Update subdivision and land development ordinances as necessary. Options include the following:
1. Establish guidelines for development near scenic roads and vistas.

2. Require tree plantings along streets in both major and minor developments and both residential and non-residential developments.
- C. Minimize visual blight along the road corridors in the Region to enhance the business climate. Work with the York County Planning Commission and PennDOT to identify illegal or non-compliant signage and driveways and enforce applicable regulations. Establish responsibility in each Township for addressing this issue.

York County Natural Areas Inventory

The York County Natural Areas Inventory (NAI) is a document compiled and written by the Pennsylvania Science Office (PSO) of the Nature Conservancy, and is a component of the York County Comprehensive Plan. It contains information on the locations of rare, threatened, and endangered species and of the highest quality natural areas in the County. Each site description in the Inventory is accompanied by general management recommendations that would help to ensure the protection and continued existence of these rare plants, animals, and natural communities.

There are three recognized sites in the Region:

Midnight Cave, Jackson Township - The Midnight Cave site was found to be the habitat to an unknown quality population of the Northern Myotis bat. The species could be impacted by disturbance of the cave.

East Berlin Meadow, Paradise Township - The least shrew, a Pennsylvania endangered animal, has been observed at this site in the northwestern section of the Township. The most recent observation was in 1993. This species prefers open country with dense vegetation, such as abandoned hay meadows and fields, or marshes.

High Rock, Paradise Township - This geologic feature occurs on the forested high ground in the southern end of the Township. It consists of outcrops of lower Cambrian Chickies quartzite. The site is found within a forest of chestnut oak, Virginia Pine, red maple, and mountain laurel. The outcrops offer limited views of the piedmont uplands to the north.

An approximate location of these NAI sites is found on Figure 18.2, the Natural Resources Map, found in Chapter 18 Natural Features.

Green Infrastructure

Green Infrastructure is a strategically planned and managed network of wilderness, parks, greenways, conservation easements, and working lands with conservation value that supports native species, maintains natural ecological processes, sustains air and water resources, and contributes to the health and quality of life of the community.

The Green Infrastructure network encompasses a wide range of landscape elements, including natural areas such as wetlands, woodlands, waterways, and wildlife habitat; public and private conservation lands such as nature preserves, wildlife corridors, greenways, and parks; and public and private working lands of conservation value such as forests and farms. It also incorporates outdoor recreation and trail networks.

The Pigeon Hills and recommended greenways (shown on Figure 9.1, the Future Greenways and Recreation System Map) are examples of parts of the green infrastructure network that should be protected.

Riparian Buffers

A riparian buffer is an area of vegetation that is maintained along the shore of a water body to protect stream water quality and stabilize stream channels and banks. The buffers provide the following benefits:

- **Filter runoff** – Rain that runs off the land can be slowed and infiltrated in the buffer, settling out sediment, nutrients and pesticides (nonpoint source pollution) before they reach streams.
- **Take up nutrients** – Fertilizers and other pollutants that originate on the upslope land are taken up by tree roots. Nutrients are stored in leaves, limbs and roots instead of reaching the stream. Through a process called “denitrification,” bacteria in the forest floor convert nitrate to nitrogen gas, which is released into the air.
- **Provide shade** – The leaf canopy’s shade keeps the water cool, allowing it to retain more dissolved oxygen, and encouraging growth of plants and aquatic insects that provide food for fish.
- **Contribute leaf food** – Leaves that fall into the stream are trapped on fallen trees and rocks where they provide food and habitat for organisms critical to the aquatic food chain.
- **Provide habitat** – Streams that travel through woodlands provide more habitat for fish and wildlife. Woody debris provides cover for fish while stabilizing stream bottoms.

- Provides migration corridors for wildlife.
- Safeguard water supplies by protecting groundwater recharge areas.
- Provide flood control.
- Provide stormwater management potential – Natural vegetation provides a basis for innovative stormwater management systems. Stormwater flows from retention basins can be directed to, and allowed to flow through, buffers to reduce nutrient and sediment loads.
- Improve water and air quality.
- Stimulate economic opportunities such as providing valuable open space which may increase land values and, therefore, the tax base.
- Provide some federal tax incentives to landowners (depending on a landowner's financial situation) willing and able to place some of their lands under conservation easement.
- Reduce grounds maintenance.
- Provide recreational opportunities, and associated economic benefits for recreation-related businesses.
- Provide educational and research opportunities for local schools and colleges.
- Provide windbreak, shade, and visual buffer.

Energy Conservation

The Jackson/Paradise Region is growing, and with this growth comes the increased reliance on energy sources. Energy conservation is becoming a high priority because the way we use our resources today will have a profound effect on future generations. Land use plans, land development regulations, building codes, and transportation policies should be implemented to support the policy of energy conservation.

As the environmental impact of buildings becomes more apparent, a new field called *green building* is arising to reduce that impact at the source. *Green* or *sustainable building* is the practice of creating healthier and more resource-efficient models of construction, renovation, operation, maintenance, and demolition.

Goal: Conserve energy through appropriate land use and transportation planning techniques and public education efforts.

Objectives:

- Promote alternatives to motor vehicle use to improve air quality and conserve fossil fuels.
- Maximize recycling as the markets become available.
- Promote mixed-use development patterns and densities that result in more compact communities, encourage fewer and shorter vehicle trips, and limit the need to extend infrastructure.

Actions:

1. Educate residents and businesses regarding the benefits of energy conservation.
2. Review and update ordinances to include regulations for energy efficient building and design techniques. Encourage the use of renewable sources of energy, including solar, wind, and biomass (energy from organic matter).

PLANNING IMPLICATIONS

The information on natural and historical resources can be used in several ways. It can be used as a basis for efforts to create historic districts where concentrations of resources occur. It is also possible to have trail systems link historic sites and erect informal displays near historic sites. Efforts could be made to encourage developers to preserve historic resources and their context and mitigate impacts on historic resources. Efforts can be made to protect individual historic properties or sites. The appropriate adaptive reuse of historic structures can be encouraged where appropriate.

Natural resources can be protected through Township ordinances, as described in the Natural Resource Plan Actions of this chapter. Efforts to preserve natural areas as green infrastructure, and greenways are important to preserving the Region's character as well as the quality of life.

Action Plan

The Action Plan is critical to the success of this Comprehensive Plan because it lists the actions to be taken to implement policies, accomplish goals and objectives, and realize the Vision for the Region. The changes to the Pennsylvania Municipalities Planning Code (MPC) enable municipalities to plan together to undertake this challenge. The first step to implementing a multi-municipal comprehensive plan is for the Townships to adopt an intergovernmental cooperative agreement that will establish future actions, such as revision of ordinances to achieve consistency with the Plan.

Article XI of the MPC allows municipalities to cooperate in the regional allocation of land uses through multi-municipal planning. The Article also stresses general consistency between the multi-municipal plan and the County Comprehensive Plan, as well as local zoning and subdivision ordinances.

The Action Plan recommends the adoption of implementation agreements as well as the establishment of a permanent Regional Planning Committee to review consistency issues, and establish the roles for each municipality with respect to implementation of the Plan as well as amending the Plan.

The Action plan contains an ambitious schedule of recommended tasks. The completion of these tasks will help the Townships achieve their community goals and objectives that were presented earlier in this Plan. The Plan attempts to be comprehensive in describing the steps to implement these actions, but it is important to remember that new options may present themselves over time. These may include legislative tools provided by County, State, or Federal governments; new public or private funding sources; or the impact of new development in the Region. For this reason, it is important to use this Plan as a guide rather than as a strict set of rules.

The Townships should seek to secure whatever outside support, financial or in-kind, that is available to promote the implementation of this Plan, however, they should recognize that they may need to commit their own finances as well if certain action items are to be implemented.

Cooperation between the Governing Bodies, as well as between Planning Commissions and other local groups interested in the community, is vital to the success of this Plan. The citizens of the Region must also stay involved in the planning process. The Objectives of this Plan should be monitored, and updated when necessary. The Comprehensive Plan is a living document, and should remain a valuable tool for future decision making.

NATURAL, SCENIC, HISTORIC AND CULTURAL RESOURCES

Natural Resources Actions:

- A. Update zoning ordinances as necessary, and consider adopting official maps to reflect the resource protection Goal and Objectives of this Plan and to be consistent with the Future Land Use Map (Figure 6.1). The resource protection provisions of municipal zoning ordinances vary, and the approach taken by each Township will vary. Options include:
 1. Adopt Natural Resource Protection Standards and/or Net-Out Provisions for the following resources:
 - a. Floodplains
 - b. Wetlands
 - c. Wetland Margins (buffers)
 - d. Watercourses
 - e. Water bodies
 - f. Greater than 25% slope
 - g. 15-25% slope
 2. Adopt Steep Slope Protection Provisions:
 - a. Control and limit development on steep slopes
 - Require larger lot sizes and impose stricter impervious restrictions for steep slopes of 15 to 25%
 - Prohibit or severely restrict development on slopes greater than 25%
 3. Adopt Groundwater Protection Provisions:
 - a. Protect aquifers through design standards, construction guidelines, use restrictions, impervious limits, and permit submission requirements.
 4. Adopt Tree and Woodland Protection, Management and Planting Provisions:
 - a. Limit clearance for development in both subdivisions and land developments.

- b. Require tree protection and replacement during development.
 - c. Encourage the use of native species in landscaping. Discourage invasive species.
 - d. Establish limited clearance buffer zones around the perimeter of new developments.
- 5. Adopt provisions for Wetland, Wetland Buffer, and Hydric Soil Protection:
 - a. Restrict development in wetlands.
 - b. Establish consistent wetland, wet area, and water body buffer (margin) requirements, such as 50 feet or 100 feet.
 - c. Require wetland delineation in hydric soil areas.
- 6. Adopt Floodplain Protection Provisions:
 - a. Severely restrict development in floodplains to compatible open space uses
- 7. Establish Stream Corridor Overlay Zoning and require Riparian Buffers:
 - a. Restrict development and impervious surfaces
 - b. Require riparian (vegetative) buffers to moderate water temperatures, protect wildlife habitats, control sedimentation, and reduce pollution
 - c. Require greenways
 - d. Utilize the Best Management Practices where practical, and implement the Little Conewago and Codorus Creek Watersheds Act 167 Stormwater Management Plans.
 - e. Protect the Region's streams.
- 8. Adopt Outdoor Lighting Standards to control light pollution and protect the night sky:
 - a. Establish illumination levels that are adequate but not excessive

- b. Require impacts on surrounding streets and properties to be mitigated by directing light down, not up or out to sides of fixtures.
 - c. Control glare
- 9. Adopt Forestry Regulations:
 - a. Require accepted silvicultural (forestry) practices
 - b. Require a forestry management plan
 - c. Require stormwater and erosion and sedimentation control
 - d. Require properly constructed internal logging roads and protection of public roads
 - e. Require soil erosion protection during steep slope forestry
- B. Update subdivision and land development ordinances as necessary. Options include the following:
 - 1. Expand plan data requirements to include a specific listing of environmental, scenic, historic, and cultural resources.
 - 2. Require developers to identify the resources within their tracts, analyze the impacts of the development, and mitigate those impacts.
 - 3. Require environmental assessment studies; hydrogeologic studies; scenic, historic and cultural resources impact studies; plans for preservation of environmental, historic, and cultural resources; and analysis of the site's ability to support the proposed use and intensity.
 - 4. Require developers to identify natural, historic, scenic, architectural and cultural resources in their tracts and incorporate them into the open space system. Require management plans for open space as well as mechanisms to ensure the continuation as open space.

In review of Subdivision and Land Development Plans, requirements for setting aside open space can be used to preserve conservation corridors and provide for greenways.

Requirements for setting aside open space can also be used to protect targeted undeveloped areas and identified natural areas pursuant to municipal plans.

5. Establish development guidelines for development in groundwater recharge areas, including limits on impervious cover and limits on on-site sewage disposal.
 6. Require protection of vegetation during site work.
 7. Limit clearance on approved, but not developed, lots. Potential techniques include tree clearance ordinances, deed restrictions, net-out provisions, and identification of permissible clearance areas during the development process.
- C. Create municipal Environmental Advisory Councils to work with Township Supervisors to preserve key tracts of open space, protect environmental resources in the Region, and implement open space and recreation plans.

Act 148 of 1973 authorizes any municipality or group of municipalities to establish, by ordinance, an Environmental Advisory Council to advise the local planning commissions, park and recreation boards, and elected officials on matters dealing with the protection, conservation, management, promotion, and use of natural resources located in the municipality's territorial limits.

Act 148 empowers Environmental Advisory Councils to:

- Identify environmental problems and recommend plans and programs to the appropriate municipal agencies for the promotion and conservation of natural resources and for the protection and improvement of the quality of the environment within its municipal boundaries;
- Keep an index of all open space, publicly and privately owned, including flood-prone areas, and other unique natural areas, for the purpose of obtaining information on the proper use of such areas;
- Advise the appropriate local government agencies, including, but not limited to, the planning commission and park and recreation board or, if none, the elected governing body, on the acquisition of property, both real and personal.

- D. Encourage formation of groups within the community to adopt a stream and provide monitoring and oversight along the stream corridor.
- E. Pursue joint watershed planning opportunities under the Growing Greener initiative and other programs in order to protect community water resources.
- F. Implement the recommendations of the US Army Corps Section 206 Ecosystem Restoration Project for the Codorus Creek Watershed to improve aquatic and biological habitats
- G. Implement the Rivers Conservation Plan for the Codorus Creek Watershed.

Scenic Resources Actions:

- A. Update zoning ordinances as necessary to protect scenic resources. Options include the following:
 - 1. Scenic Road and Scenic Viewshed Overlay Zoning:
 - a. Require greater setbacks from scenic roads.
 - b. Require additional landscaping, trees and screening on site.
 - c. Establish standards for siting buildings and building height.
 - d. Require retention of existing desirable vegetation when it will not conflict with road safety concerns.
 - e. Impose sign limitations.
 - f. Require access management.
 - 2. Adopt ridgeline protection zoning.
 - 3. Update Sign Regulations:
 - a. Regulate billboards.
 - b. Adopt consistent and appropriate signage standards along road corridors in the Region
 - c. Encourage appropriate signage in villages with consideration of the following:

- Sign materials compatible with the building style.
 - Sign colors that complement building façades.
 - Hardware for projecting signs integrated into the building architecture.
 - Lettering compatible with the building façade.
 - Purpose of sign for identification only.
 - Restrict signs with off-premises advertising.
 - Lighted signs should illuminate the sign area only.
 - Signs do not obscure architectural features or windows.
 - Prohibition of roof-top signs.
 - Window signs should not obscure displays.
 - Prohibition of flashing lights, neon lights, moving lights, and unshielded light bulbs.
4. Require landscaping and buffering in commercial and industrial developments.
- B. Update subdivision and land development ordinances as necessary. Options include the following:
1. Establish guidelines for development near scenic roads and vistas.
 2. Require tree plantings along streets in both major and minor developments and both residential and non-residential developments.
- C. Minimize visual blight along the road corridors in the Region to enhance the business climate. Work with the York County Planning Commission and PennDOT to identify illegal or non-compliant signage and driveways and enforce applicable regulations. Establish responsibility in each Township for addressing this issue.

Energy Conservation Actions:

1. Educate residents and businesses regarding the benefits of energy conservation.
2. Review and update ordinances to include regulations for energy efficient building and design techniques. Encourage the use of renewable sources of energy, including solar, wind, and biomass (energy from organic matter).

Historic and Cultural Resource Actions:

- A. Update zoning ordinances as necessary to protect historic resources and community character. Options include:
 1. Adopt Historic Resource Overlay Zoning. Concentrate on the Historic Overlay District, as depicted on the Future Land Use Map.
 - a. Create historical commissions and / or committees where they do not exist or a joint historical commission
 - b. Identify historic resources
 - c. Require developers to analyze:
 - Nature of historic resources on and near property
 - Impact of proposals on historic resources, and
 - Mitigation measures
 - d. Encourage adaptive reuse of historic buildings
 - e. Establish use, coverage, density, intensity, and yard bonuses for architectural treatments, building design, amenities, and open spaces/buffers compatible with existing resources, appropriate reuse of existing resources and donation of façade easements
 - f. Encourage architecture, materials, and development patterns characteristic to the area
 2. Adopt Demolition by Neglect Provisions:
 - a. Require property owners to protect and maintain historic properties to avoid demolition by vandalism or the elements by requiring unoccupied structures to be sealed or secured by fencing

3. Identify provisions to protect the character of villages, and have streets, buildings, and public spaces integrated to create a sense of place with pedestrian scale. Consideration can be given to adopting the following as standards or promoting them through incentives:
 - a. Allow only appropriate uses in scale with, and compatible with, existing appropriate uses, discouraging uses that would transform the character of the areas.
 - b. Establish coverage, density, intensity, and yard bonuses for architectural treatments, building design, amenities, street furniture, open spaces, and parking designs consistent with the character of the area.
 - c. Require pedestrian amenities as necessary improvements to be made by land developers.
 - d. Construct parking areas to the rear and side of buildings and establish standards for design, buffering, and landscaping of new parking facilities.
 - e. Require signage appropriate to the area.
 - f. Establish appropriate standards for driveway design and access to streets to provide for appropriate access management.
 - g. Minimize use of drive-through facilities.
 - h. Encourage new development to be compatible with, and integrated into, existing streetscapes when appropriate, with consideration of:
 - Appropriate siting patterns, such as setbacks of buildings on lots
 - Materials of similar appearance and texture to those on existing buildings
 - Similar architectural details as other buildings in the neighborhood
 - The scale and proportion of buildings near new structures. Scale deals with the relationship of each building to other buildings in the area; and, proportion deals with the

relationship of the height to the width of a building and with the relationship of each part to the whole

- Similar roof shapes
- Similar footprints of buildings and rooflines (matching façade masses with existing buildings)
- Similar building heights

4. Regulate conversions of buildings, addressing:

- Locations where permitted
- The procedural treatment of the use
- The type of building that can be converted
- Density of converted units
- Lot size for converted building
- Impervious surface/open space requirements
- Units allowed per structure
- Structure size requirements
- Minimum size of dwelling units
- Neighborhood compatibility standards
- Adequate parking requirements
- Screening of parking and common areas
- Limits on the structural revisions for buildings

B. Appoint a regional or municipal historical commission or committee if none exist, which is actively involved in historic preservation. The commission would be instrumental in administration of any historic resource overlay zoning that is adopted. The commission would also continue to:

1. Identify, evaluate, mark and foster awareness of historic resources
2. Investigate participation in Certified Local Government Program
3. Encourage retention, restoration, enhancement and appropriate adaptive re-use of historic resources and discourage removal of historic structures
4. Develop programs, events and interpretive signage and exhibits that emphasize the history of the Region

5. Evaluate the potential for historic districts and support their creation if warranted. If created, support the adoption of voluntary or mandatory Design Guidelines and Sign Controls for the Historic District.
- C. Support the activities of individuals and groups that identify, document, evaluate, and protect historical resources and increase public awareness of the area's history and historic resources.

LAND USE AND AGRICULTURAL RESOURCES

- A. Update zoning maps and zoning district provisions, to reflect the Future Land Use Plan as necessary.
- B. Update Statements of Community Development Objectives contained in municipal zoning ordinances to be consistent with this Plan.
- C. In zoning ordinances, provide for land development techniques designed to protect existing resources, provide open spaces, enhance streetscapes, and protect the character of existing villages.
 1. Conservation Zoning (Growing Greener Concept of Natural Lands Trust) in the Region:

See Appendix for language describing ordinance provisions.

Determine whether Conservation Development should be the default and/or encouraged method of development, with density disincentives given to other methods of development which result in less open space and protection of resources. The typical Conservation Development process is:

- a. Net out natural resources
- b. Establish maximum overall density
- c. Establish minimum substantial open space requirement
- d. Establish alternative methods of development
- e. Require important natural features and resources, such as scenic vistas, historic sites, agriculture, steep slopes, wetlands, and woodland, to be contained in open space

- f. Provide visual and physical access to open space areas
- 2. Lot averaging, as appropriate, which provides:
 - a. A maximum overall density
 - b. Flexibility in lot size, with a minimum established
 - c. Natural features and resources are contained in larger lots so houses can be sited away from them
- 3. Traditional Neighborhood Development (Neotraditional Development), Village Extension, and Village Design within the Villages. These methods promote the following concepts:
 - a. Creation of a sense of community
 - b. Pedestrian oriented design
 - c. Central community facilities
 - d. Public spaces
 - e. Shallow setbacks
 - f. Street trees
 - g. Alleys where appropriate
 - h. Compact development
 - i. Interconnected streets, closer to a grid pattern
 - j. Historic development patterns of towns
- 4. Adopt corridor overlay zoning along major commercial roads, such as US Route 30 and PA Route 116, to enhance the appearance of these corridors, enhance safety and traffic movement, and maintain economic viability. Such overlay zoning would address:
 - a. Coordinate landscaping, signage, lighting, street furniture, paving materials, design of site improvements, building façade and windows displays throughout the road corridors

- b. Increase pedestrian and vehicular connections to adjoining properties and within properties
 - c. Increase size and quantity of landscape material
 - d. Integrate historic resources into development
 - e. Provide site amenities
 - f. Renovate building facades
 - g. Minimize curb cuts and unrestricted access
 - h. Provide more attractive signage
 - i. Locate parking to the rear and side of buildings where appropriate and feasible
 - j. Integrate architecture, landscaping and screening
 - k. Encourage pedestrian oriented design (e.g., sidewalks and benches)
 - l. Encourage pedestrian oriented spaces
 - m. Screen loading areas, outdoor storage and dumpsters
 - n. Provide safe bus stops with shelters, with pedestrian connections to buildings
5. Update zoning in areas adjacent to the York Airport at Thomasville to prevent incompatible uses.
- D. In zoning ordinances, require areas for economic development to be developed through coordinated, attractive commercial and business parks and discourage additional strip commercial development.
- E. Consider allowing convenience commercial uses in or near residential developments to reduce traffic to and from commercial areas in the Region.
- F. The Townships should continue to monitor zoning along municipal boundaries to provide for compatible zoning districts.

- G. Within zoning district provisions, considering the entire Region as a whole, provide for the accommodation of housing in different dwelling types and at appropriate densities for households from all economic and demographic groups within the Region.
- H. Address architectural and related issues within zoning ordinances. For example:
1. In some zoning districts, such as but not limited to neighborhood commercial and village zoning districts, limits on building size will be appropriate to maintain existing character.
 2. In some zoning districts, emphasis should be placed on encouraging architecture consistent with existing community and/or architectural character.
 3. In some or all Commercial districts, typical “big box” architecture should be discouraged through architectural treatments of building facades.
- I. Additional zoning actions include:
1. Requiring buffers and/or performance and design standards where there will be potentially conflicting uses.
 2. Requiring impact statements (environmental, traffic, services, fiscal, etc.) with requested zoning amendments requiring a zoning district change, to address the impacts of the requested amendment.
 3. Giving emphasis to density bonuses for development served by, or with potential to be served by public sewer and public water, rather than development served by package/private systems or individual systems.
- J. Update municipal Subdivision and Land Development Ordinances, as necessary. Options include:
1. Require street furniture/pedestrian amenities as required improvements pursuant to village streetscape plans.
 2. Adopt appropriate refinements to implement the Growing Greener Conservation Development Concept.

If the Conservation concept is used, the design procedure is:

- Identify conservation areas

- Locate house sites
 - Align streets and trails
 - Draw lot lines
3. Require predesign meetings between planning commissions and developers prior to preparation and submission of subdivision and land development plans.
 4. Stormwater management ordinances prepared in accordance with Act 167 Stormwater Management Plans should be consistent with the objectives of this Plan.
- K. Municipal Act 537 plans and water supply planning should be coordinated with this plan, particularly the Future Land Use Plan, to promote compact, efficient, orderly, and phased development within and contiguous to existing developed areas.
- L. Streetscape Plans for larger Villages and growth areas such as Nashville and Thomasville should be prepared. Issues to be addressed include: landscaping, signage, street furniture, lighting, parking locations and design standards, enhancing the sense of community identity through providing public spaces, and enhancing gateways to the communities. Coordinate such efforts with PADCED (Pennsylvania Department of Community and Economic Development) and PennDOT where applicable.

Agricultural Resources

- A. To promote the long term economic vitality of agriculture in the Region, the Townships should identify and encourage the preservation of the most viable agricultural lands. Lands that should receive priority include:
- Land that is protected by existing restrictions and/or easements against development, including lands that have had easements purchased or are adjacent to such lands;
 - Land that is composed of capability class I, II, III, or IV as defined by the USDA.
 - Land that is currently in agricultural use.
 - Land that is included within an approved Agricultural Security Area.
- B. The Townships should consider whether to enact Effective Agricultural Zoning regulations for the lands designated as Agriculture on the Future Land Use Map. Effective Agricultural zones permit a wide variety of farming uses, including farm-related businesses and restrict non-farm uses that can be disruptive to

agricultural activities. Non-agricultural dwelling unit density is strictly limited to one dwelling unit per 20 to 25 acres average, with the homes required to be built on small lots.

Examples of effective agriculture preservation techniques include:

- Fixed System Formula - allows one dwelling unit for a specified number of acres (1 du /5 acres or 1 du /25 acres);
- Sliding Scale Formula – varies the number of permitted dwelling units based on the acreage of the entire parcel. The result is that larger parcels are permitted to have proportionately less dwellings than smaller parcels;
- Percentage-System Formula – Permits only a percentage of the entire parcel to be subdivided or developed (example 10%).

C. The Townships should encourage preserving agricultural operations through the following administrative actions:

1. Work with local farmers to encourage participation in the York County Agricultural Land Preservation Easement Purchase Program, as administered by the York County Agricultural Land Preservation Board and York County Agricultural Land Preservation Board.
2. Establish individual Purchase of Agricultural Conservation Easements Programs, if considered appropriate.
3. Promote the inclusion of farms in Agricultural Security Areas.
4. Support measures to relieve property tax burden for farmers.
5. Limit extension of planned public sewer and water facilities to agricultural areas when failing systems are involved.
6. Limit non-farm uses which could cause conflicts with agricultural practices and/or require buffers for non-farm uses around the perimeter of farms.
7. Allow conservation development (Growing Greener) as an option.
8. Promote enrollment in Act 319 (Clean and Green) tax relief program.
9. Allow and give incentives to compact development and clustering of housing for development, provided no public sewer and water service is provided, and give disincentives to inefficient development techniques

- D. The Townships should allow farmers to supplement income through home businesses, home occupations and farm related businesses; allow farm support businesses and businesses which market or process farm products; establish appropriate controls on intensive agricultural operations; and permit appropriate recreational activities, such as hayrides, corn mazes, and festivals.

TRANSPORTATION

- A. Update zoning ordinances as necessary.
1. Include access management standards in zoning and/or subdivision and land development ordinances as determined by the Township:
 - a. Establish access location standards
 - b. Establish access point separation requirements
 - c. Require access to streets of lower functional classification
 - d. Require internal road systems
 - e. Require coordinated/shared ingress and egress
 - f. Require interconnection of properties, including access, parking, loading
 - g. Establish separations from intersections
 - h. Require coordinated traffic movements
 - i. Require acceleration and deceleration lanes where appropriate
 - j. Require left and right turn lanes where appropriate
 - k. Refine design standards for intersections, driveways, internal circulation, and parking lot design
 - l. Minimize entrances to roads
 - m. Prohibit inappropriate turning movements
 - n. Consider signalization of high volume driveways

- o. Refine location, size, and design requirements for billboards and signs.
 - 2. While particularly crucial along the US Route 30, PA Route 234, and PA Route 116 Corridors, access should be managed along all roads within the Region.
 - 3. In mixed use areas, where pedestrian activity can be higher, discourage curb cuts over sidewalks to limit pedestrian/vehicular conflict.
- B. Update subdivision and land development ordinances as necessary.
- 1. Establish appropriate design standards for each functional classification of road. Safe, buffered, and sufficiently set back bike and pedestrian lanes can be included in the cross-sections with consideration given to the Pennsylvania Statewide Bicycle and Pedestrian Master Plan and Guide for the Development of Bicycle Facilities by American Association of State Highway and Transportation Officials (AASHTO). Bike and pedestrian lanes may be required on those roads deemed appropriate by the municipality.
 - 2. Require traffic impact studies for proposed developments. Such studies require analysis of existing circulation conditions, the impact of proposed development and resulting circulation conditions and the need for traffic improvements to adequately support the development.
 - 3. Establish appropriate standards for driveway design and access to streets for access management. Coordinate with zoning ordinance design standards and access management provisions. Plans should be reviewed for access management concerns.
 - 4. Require developers to recognize existing and planned trails and to provide new trails. Standards for trails can be included in the Ordinances. Sufficient rights-of-way and easements may be required during the review process.
 - 5. Require developers to provide pedestrian paths and sidewalks to enhance foot traffic.
 - 6. Request right-of-way dedication along existing roadways to meet design standards.

7. Require necessary roadway improvements along the frontage of developments.
 8. Review setback and building location policies along major road corridors to refine regulations that will facilitate future road improvements.
- C. Consider the adoption of Official Maps designating proposed public facilities, streets, intersection and road improvements, bike paths, and trails.
 - D. Monitor and regulate development in and around the airport to promote its economic development potential, while ensuring safety.
 - E. Work with the railroads to maintain the rail corridors.
 1. Keep the corridors free of brush and debris for fire safety.
 2. Maintain railroad road crossing surfaces.
 3. Install and maintain proper warning lights, gates, and signs at railroad crossings.
 - F. Implement the Capital Improvements Programs recommended by this plan.
 - G. Establish pedestrian pathway improvement programs to enhance foot traffic in the Region, as well as provision of trails to provide improved access to schools, local shopping areas, community facilities, and employment opportunities. ADA requirements should be complied with.
 - H. Work with PennDOT to ensure adequate maintenance of roads with substantial volumes of truck and school bus traffic as well as automobile traffic.
 - I. Consider the adoption of Transportation Impact Fee ordinances to be used by the Townships individually or jointly and require land developers to address needed transportation improvements in the Region.
 - J. Work with PennDOT and YCPC to establish appropriate speed limits, reducing them as necessary, in developed areas.
 - K. Prepare multi-year programs for street maintenance and improvement.
 - L. Develop access management plans in cooperation with PennDOT to address access to major roads and access design standards. Encourage cooperative efforts of landowners to manage and share access.

- M. Encourage landowners to cooperate with PennDOT and the municipalities in the redesign of existing strip development areas to manage access and improve streetscapes.
- N. Coordinate utility and road improvements so that utilities are constructed before road improvements are made.
- O. Require property owners to keep street rights-of-way available for required improvements and pedestrian systems.
- P. Work together as a Region with the County, Legislators, and PennDOT to list needed transportation improvements on the Twelve-Year Transportation Program.
- Q. Work with transportation organizations and agencies providing services to seniors to facilitate mobility of seniors by determining desired destinations and means of providing access to those destinations.

COMMUNITY FACILITIES / OPEN SPACE AND RECREATION

- A. Support efforts of Regional Open Space and Recreation Organizations to plan for and seek funding for the continued acquisition, improvement and appropriate development of recreation facilities, greenways, and recreation programs in the Region.
 - 1. Seek to develop a regional park in Jackson Township, near the sewage treatment plant, along the Codorus Creek. This location is appropriate due to the linkage to the Rail Trail proposed for the York-Hanover Trolley Line; the proximity to existing and future development; and the availability of flat land for active recreational uses, as well as passive recreational uses.
 - 2. Develop a neighborhood park in Jackson Township to serve the Jackson Heights / Farm Lane Estates / Pine Springs subdivisions.
 - 3. Continue to develop the proposed municipal park in Paradise Township.
 - 4. Coordinate with the York County Rail Trail Authority to develop the portion of the Hanover to West York trail in Jackson Township, following the path of the former York-Hanover Trolley Line.
 - 5. Develop a Region-wide greenway and bike trail system.

6. Seek to develop neighborhood parks in Districts 2 and 4.

- B. Establish and maintain language in Subdivision and Land Development Ordinances to require developers to dedicate land or pay a fee in lieu of land for all new subdivisions.

Each subdivision or land development would have to be reviewed to determine whether the dedication of land or the fee in lieu of land would be more appropriate, based upon the size and location of the development.

Maintain standards for recreation facilities. Review National Recreation and Park Association (NRPA) Standards for appropriateness.

- C. Where appropriate, work with PennDOT to widen and improve road shoulders and require developers to improve shoulders along their properties in order to accommodate pedestrian and bicycle facilities.
- D. Maintain a dialog with the Spring Grove Area School District regarding development activities, school facilities needs, location of school facilities, and school bus routes.
- E. Work with the Spring Grove Area School District to assure availability of school district facilities to the Region's residents.
- F. Promote and support efforts of community organizations to provide recreational facilities and programs for all area residents and services and programs for seniors and youth.
- G. Provide for public areas within the Region through provision of open spaces, village greens, recreation facilities, greenways, improved pathways, and indoor facilities.
- H. Enforce on-lot Sewage Management Ordinances and State mandates to manage, monitor, and maintain on-lot sewage disposal facilities in the Region and assure that the best available technology is used.
- I. Involve local fire companies and school district personnel in review of subdivision and land development plans, where appropriate.
- J. Encourage volunteerism for non-profit agencies and increased coordination of volunteer services among agencies.

- K. Continue to promote recycling activities and work to establish recycling centers, if deemed appropriate, that are convenient and well managed.
- L. Address the need for fire and emergency medical personnel as fewer volunteers become available. Cooperate regionally to ensure adequate service throughout the Region.
- M. Coordinate policies of governing bodies, municipal authorities, and the York Water Company, regarding the development of public sewer and water facilities within the Designated Growth Areas, as depicted on the Future Land Use Plan, to assure consistency.
- N. Bring together citizens, the business community, and the school district to plan and organize community-wide activities, events, and programs to foster community spirit, economic development, and community attractiveness.
- O. Maintain current and workable emergency operations plans.
- P. Require all wastes to be treated and/or disposed of in an approved, environmentally responsible manner.
- Q. Promote efficient, effective, and professional management of public facilities. Identify opportunities for technological enhancements for municipal government.
- R. Update the Paradise Township Act 537 Sewage Facilities Plan and include on-lot management recommendations. Seek input from surrounding municipalities. Continue to support the current Act 537 Plan for Jackson Township

ECONOMIC DEVELOPMENT

Actions:

- A. Zone areas appropriate for economic development pursuant to the Future Land Use Plan designations. Develop environmental performance standards. Prepare Specific Plans where appropriate, as per Section 1106 of the Municipalities Planning Code.

Emphasize light industrial, health care, research and development, high technology, office and service development to supplement the existing commercial and industrial development in the Region.

Require new development to be designed and constructed to meet environmental performance standards, eliminate adverse impacts on adjacent land uses, and minimize highway access safety hazards.

- B. Maintain a dialog with businesses in the community to determine their needs and concerns in order to retain existing businesses and ensure their experience in the Region is positive.
- C. Work with telecommunications companies to ensure that adequate telecommunications facilities, including fiber optics, are available to businesses in the Region.
- D. Work with the York County Industrial Development Authority and the York County Economic Development Corporation to secure potential funding for land purchase and infrastructure improvements to support economic development in the Region.
- E. Refine zoning policies for home employment and no-impact home-based businesses.
- F. Inform economic development agencies of areas and buildings zoned and available for commercial and industrial development in the Region.
- G. Investigate programs providing financial incentives for the re-use of old buildings and tax lien forgiveness to re-use buildings, and preserve historic sites. Work with PADCED.
- H. In recognition of the need to foster the economic viability of the Region, enhance the highway, rail, and air transportation systems within the Region pursuant to the transportation action items.
- I. Support the necessary legislation to authorize impact fees in addition to those which can now be charged. Work to establish consistent policies on use of impact fees within the Region.
- J. Investigate opportunities for streamlining processes for economic development that will enhance the economy and quality of life of the Region.
- K. Review opportunities created with the recent passage of Pennsylvania's Economic Stimulus Package, including such programs as Business in Our Sites and Tax Increment Financing Guarantee Program.

HOUSING

Actions:

- A. Establish and maintain adequate housing and property maintenance codes and zoning ordinance provisions as necessary to maintain the building stock and properties within the region.
- B. Foster programs which encourage home renovation and rehabilitation in existing neighborhoods. Enact land use regulations that provide adequate opportunities for affordable workforce housing.
- C. Work with residents of the Region and regional taxing entities to identify programs and policies that will help residents maintain and enhance their properties, and meet housing expenses and retain their homes as owner-occupied single family residences.
- D. Regulate housing conversions through zoning provisions and require adequate parking to be provided.
- E. Provide for a variety of housing types and densities through zoning.
- F. Enact zoning regulations that provide incentives for senior housing in the Designated Growth Areas on the Future Land Use Map. Consider appropriateness of such techniques or density incentives or overlay treatments.
- G. Encourage housing development in existing villages at densities consistent with the Future Land Use Map.

PLANNING AND REGIONALIZATION EFFORTS

Actions:

- A. Complete an Intergovernmental Cooperative Implementation Agreement and establish a Regional Planning Committee. The highest priority for implementation of this Plan is adoption of an intergovernmental agreement by the governing bodies of the two municipalities and creation of a standing Regional Planning Committee within six (6) months of adoption of this Plan. The Regional Planning Committee could be a continuation of the existing Regional Comprehensive Planning Committee or a new Committee appointed by the governing bodies.

Section 1104 of the Pennsylvania Municipalities Planning Code grants municipalities and counties the authority to enter into intergovernmental cooperative implementation agreements. Such agreements are to:

1. Establish the process that the participating municipalities will use to achieve general consistency between the multi-municipal comprehensive plan and zoning ordinances, subdivision and land development and capital improvement plans within participating municipalities, including adoption of conforming ordinances by participating municipalities within two years and a mechanism for resolving disputes over the interpretation of the multi-municipal comprehensive plan and the consistency of implementing plans and ordinances.
2. Establish a process for review and approval of developments of regional significance and impact that are proposed within any participating municipality. Subdivision and land development approval powers under the Code will be retained by the municipality in which the property is located and where the approval is being sought. Under no circumstances shall a subdivision or land development applicant be required to undergo more than one approval process. The participating municipalities will determine what constitutes a development of regional significance.
3. Establish the role and responsibilities of participating municipalities with respect to implementation of the plan, including the provision of public infrastructure services within participating municipalities, the provision of affordable housing, and purchase of real property, including rights-of-way and easements.
4. Require a yearly report by participating municipalities to the York County Planning Commission (YCPC) and the Governing Body of each participating municipality and by the YCPC to the participating municipalities concerning activities carried out pursuant to the agreement during the previous year. Such reports shall include summaries of public infrastructure needs in growth areas and progress toward meeting those needs through capital improvement plans and implementing actions, and reports on development applications and dispositions for residential, commercial, and industrial development in each participating municipality for the purpose of evaluating the extent of provision for all categories of use and housing for all income levels within the region of the plan.
5. Describe any other duties and responsibilities as may be agreed upon by the parties.

- B. The Townships should jointly monitor the availability of grants for planning, recreation, economic development, and other elements and pursue such grants.
- C. Each year the Planning Commission and the Board of Supervisors of each Township should meet to discuss trends in the Township, surrounding municipalities and the Region; progress of meeting the goals set forth in this plan; the effectiveness of this plan; and implementation of the plan. Specific actions determined to be necessary to implement the plan should be identified and action programs for the following year established. Directives for tasks should be given to appropriate boards, committees and commissions.
- D. This Joint Comprehensive Plan should be given a thorough review by the regional planning committee every five years, with consideration of trends at that time and development events over those five years.

Interrelationships of Plan Components

INTRODUCTION

The Municipalities Planning Code specifies that comprehensive plans include a discussion of the interrelationships among the various plan components. This requirement is intended to ensure that plan components are integrated and for the most part, not in conflict with the primary goals and objectives. Furthermore, this section requires the Plan to consider the impacts each component has upon the others so the potential consequences of future decisions are known. During the production of this Plan, the Steering Committee formulated and approved general goals, gathering information from prior planning documents, public input, and York County Planning Commission staff recommendations. More detailed objectives were derived from these goals and serve as the framework for the entire plan.

The following text and Interrelationship Chart give a brief description of how each of the individual plan elements relate to one another.

RELATIONSHIP OF PLAN COMPONENTS

The Future Land Use Plan allocates general land uses and specifies the recommended types of land uses and densities for those uses. The availability of sanitary sewer and water facilities influence the shaping of development patterns, including location and density. It is critical to coordinate land use and infrastructure planning so future land use reflects the availability of public sewer and water facilities and public sewer and water facilities are not proposed for those areas not intended for future development.

Through land use planning, such as designation of the Agriculture and Rural Conservation areas, recharge areas for community water supplies can be established. Intensive residential development is not proposed where sewer infrastructure is not planned, available, or in close proximity, and where soils are not suitable for on-site sewage disposal.

It is important that community facilities, including recreation and open space, are available to serve the residents of the area. The Community Facilities Plan notes existing recreational facilities, proposed recreational facilities, and potential opportunities for recreational facilities. The Plan discusses a potential greenway system for recreational purposes and to better link residential areas to community facilities. Future public facilities should be sited to be consistent with the objectives of the Future Land Use Plan, such as maintaining open space and recreation uses.

The Future Land Use Plan encourages economic vitality by providing areas for commercial and industrial development and agricultural activities. Preservation of residential neighborhoods can provide support for local businesses and provide a work force. Providing for open space and preservation of community resources supports the quality of life in the area and can encourage additional investment.

It is necessary to maintain a circulation system, which can accommodate generated traffic volumes. In turn, future development should not adversely affect the circulation system. Land use decisions are influenced by the existing circulation system, while at the same time those land use decisions affect circulation systems and the functions which roads are expected to perform. Existing rural and residential areas should be protected as much as possible from the impacts of through traffic, which can be accomplished by proposed improvements to the circulation network. Efforts to link the various modes of transportation, such as pedestrian trails, additional local bus service, and multi-modal facilities should be explored and encouraged.

Existing Land Use

Introduction

It is impossible to plan for the future land use without first understanding what patterns exist today. This chapter discusses the existing land uses by category and acreage in Jackson and Paradise Townships. The approximate acreage of each category is provided for a comprehensive overview of how land was utilized at the time this Plan was developed. Existing land use patterns not only have a significant impact on the development of the future land use plan, but they affect circulation within the area and the demand for community facilities and services as well. By understanding how land is utilized, one can plan for uses that may be desired or that are currently lacking in the region.

The York County Planning Commission supplied the GIS (Geographic Information System) information to create Figure 13.1, the Existing Land Use Map for the Region. This data was based on the York County tax assessment of each parcel in the Region. Site verification was performed to confirm the accuracy of the data, and the Steering Committee provided insight as well.

Land Uses are classified into the following types for mapping purposes.

- Single-Family Residential
- Multi-Family Residential
- Mobile Home Park
- Farm
- Rural
- Commercial
- Industrial
- Public / Institutional
- Utility
- Vacant Lands/Buildings

The Existing Land Use Map should be used in conjunction with other maps in this document. The Agricultural Resources Map (Figure 6.1) is particularly helpful in further analyzing the agriculture/agribusiness and public/semi-public categories on the Existing

Land Use Map, Figure 13.1. The Agricultural Resources Map shows prime agricultural soils, agricultural security areas, and agricultural easements within the Region.

LAND USE PATTERNS

The Jackson / Paradise Region has experienced modest population growth and expansion over the past 20 years. Jackson Township includes the largest clusters of population and economic activity in the Region, including the Village of Thomasville and development along the PA Route 116 Corridor. Though the pressures of residential development have extended into Paradise Township, mostly from the Abbottstown area, much of the Township remains rural.

Single family residential development, farmland, and rural areas are most prevalent in the Region, however, there are other land use characteristics as well. The Pigeon Hills to the south and Lake Pahagoco provide scenic vistas, and the industrial parks in Jackson Township and the US Route 30 Corridor play a vital role in the Region's economy. Other uses in the Region include general commercial, public/institutional areas, multi-family residential, and various scattered vacant parcels and buildings that offer future development potential. The land use categories and approximate acreage of each are described in detail in Table 13.3.

Figure 13.2, the Existing Zoning Map, shows the Region and its current zoning regulations. While the zoning looks to be sufficient in protecting the Region's natural and agricultural resources, comparing it to the Existing Land Use Map (Figure 13.1) reveals the pattern of low density residential within the Agricultural, Open Space, and Conservation categories.

The past year has seen increasing numbers of commercial and residential development plans submitted that may change the Region's character. These proposed and approved subdivisions and land developments, shown on Table 13.3, demonstrate the growth pressures experienced throughout the Region, especially along the PA Route 116 Corridor in Jackson Township. However, even with the increased growth pressure in the Region, vacant parcels still remain, which offer infill development potential.

Below are the descriptions of each of the land use categories displayed on the Existing Land Use Map, as well as acreage developed under each category. Trends are discussed following the descriptions.

TABLE 13.3: EXISTING LAND USE ALLOCATION

Figures in acres; percentages may not sum to 100.0 due to rounding error. Categories are listed in order of dominance in the Region. Note that the “residential” category is divided into “single-family” and “multi-family.”

	JACKSON TOWNSHIP	PARADISE TOWNSHIP	REGION TOTAL
Residential	2,613.8	2,661.9	5,275.7
<i>Single-Family</i>	2,609	2,654.8	5,263.8
<i>Multi-Family</i>	4.8	7.1	11.9
Mobile Home Park	62.8	13.1	75.9
Farm	6,674.2	8,038.1	14,712.3
Rural	914.2	185.8	1,100
Commercial	485.6	288.5	774.1
Public / Institutional	389.9	758.6	1,148.5
Utilities	42	26.5	68.5
Industrial	886.4	5	891.4
Vacant	2,006.8	389.9	2,396.7
TOTAL	14,080	12,410.8	26,490.8

SOURCE: York County Planning Commission, 2005; verified by SSM and planning committee, 2005. (Acreage total does not include 1,016 acres of road.)

Farm

The Farm category consists of areas currently or typically in agricultural use (cropland, pastureland, dairy facilities, barns, and stables), along with agriculturally based businesses.

Rural

Rural areas include lands that are located among agricultural areas, but are not currently in agricultural use. These areas can include open fields, meadows, and low density rural housing.

Single-Family Residential

More acreage is in this land use than any other residential category in the Region. Specific development types included in this category are single-family dwellings and two-family dwellings (when constructed as semi-detached or “twin” houses). Significant concentrations of single-family residential development are located throughout the Region, with the highest concentrations located in Jackson Township, most notably the developments of Lincoln Estates and Twin Pines.

Multi-Family Residential

Multi-family residential uses are scattered throughout the Region and cover substantially less total acreage than single-family residential housing. This category consists of the following specific development types: three-family residences, condominiums, apartments (including those over garages), and residential conversions. There are not any notable concentrations of multi-family residential uses in the Region, as they are generally scattered throughout established single-family neighborhoods and Villages.

Mobile Home Park

This category includes the two major mobile home parks in the Region.

Public/ Institutional

Public and semi-public lands include buildings and lands owned by the municipal, county, state, or federal governments; churches; recreational, cultural, and park facilities; libraries; schools; churches and adjacent properties; fire stations. Specific descriptions and examples of this use are provided in Chapter 16, Community Facilities & Services.

Commercial

Commercial uses consist of all properties where goods and services are sold, ranging from restaurants, convenience stores, gas stations, and markets, to professional offices and golf courses. Commercial development is concentrated mostly along the US Route 30 Corridor and PA Route 116 Corridor, although scattered small commercial operations may be found intermixed with residential development.

Industrial

The industrial land use category includes all properties being used for manufacturing and processing facilities, quarries, research and development facilities, metal- and woodworking shops, truck terminals, airports, and office/warehouse uses. The Region's industrial development includes industries located within the Commerce Street Industrial Park, and the Thomasville Quarry.

Utilities

This category includes lands owned by utility companies such as water and sewerage providers; gas, electrical, and telephone systems; pipelines; and radio, television, and cellular transmission structures. Note that this includes such lands only when they are owned outright by the utility- areas of easements are not counted here.

Undeveloped Parcels/Buildings

Vacant parcels were identified by the York County Assessment Office and are found scattered throughout both municipalities. There are two significant concentrations, one in the Pigeon Hills Region of Paradise Township, which consists of undeveloped woodlots, and the other in Jackson Township along the PA Route 116 Corridor near the Village of Nashville. The undeveloped areas of Jackson Township are of importance, principally for their development and / or re-use potential that they present.

UNDERSTANDING THE TRENDS

Analysis of the Existing Land Use Map reveals several land use trends in the Region. One of the most important factors to the economy of a region is a healthy commercial and industrial base. There are several significant concentrations of industrial use in the Region, including the industrial parks, the airport, and the quarry. The Townships also have the potential to increase the level of commercial and industrial development through their zoning regulations, which can allow these uses in areas consistent with this Plan.

The Region is dominated by farmland, some productive, some simply meadow and open space. This abundance of open land and farms adds to the rural character and quality of life that is so important to the Region's residents. Residential development pressure has increased greatly over the past few years, and if left unchecked will slowly dissect the Region's rural landscape, as discussed earlier in this chapter.

Jackson Township contains the majority of the higher density residential areas of the Region; however, single-family residential developments are now found throughout Paradise Township as well. Both Townships are experiencing increased development as seen on the Approved and Proposed Subdivision and Land Development Plans Map (Figure 6.3). This development pattern, if it continues, could erode the Region's rural character and threaten the viability of agriculture in the future. It is critical that new growth be encouraged to locate in the Designated Growth Areas delineated in this Plan.

Population and Housing Characteristics

Introduction

The allocation of land uses and amount of services to be provided are based on the anticipated population to be served. This chapter will review the population and housing characteristics of Jackson and Paradise Townships, including past and present trends as well as projections for the future. This chapter includes discussion about expected housing increases and the anticipated demand for land zoned for residential use over the next ten and twenty years.

It is useful to begin by considering the pattern of residential development that has occurred so far. The growth pattern of the Jackson / Paradise Region has been strongly affected by the surrounding metropolitan areas of York, Harrisburg, and to a lesser extent Gettysburg. The Region is also beginning to experience growth pressures coming from Maryland, including Baltimore, Frederick, and the Washington D.C. suburbs. Future population growth will be contingent on the provision of a variety of community and public services to the communities such as public water and sewer services, highway improvements, and economic development initiatives.

There is an abundance of land available for new development in both Townships, though much of it is prime agricultural land. Since 2003, the Region has had several large residential subdivisions proposed. Those that were not yet built as of the publication date of this Plan were shown in Chapter 6 on the Approved and Proposed Major Subdivision and Land Development Plans Map, Figure 6.3. The proposed residential activity in the Township has been included in the discussion of the housing needs for the Region and used as an indicator to compare how the recent growth rate will affect the number of housing units needed through 2020.

This chapter includes tables that show past and present conditions as well as projections of future growth. This information is intended to assist local officials in the decision-making process, as well as point out opportunities for intermunicipal cooperation. Information is presented from a school district and county-wide perspective so each municipality can better understand how it fits into the Region and what kind of growth is occurring in other neighboring municipalities.

Demographics

SUMMARY OF BASIC DEMOGRAPHIC INFORMATION

The U.S. Bureau of the Census presents the information from the decennial national census under a wide variety of parameters. The most basic information is provided

below in Table 14.1. This information is analyzed in the text that follows. The Census Bureau defines “household” as “all the people who occupy a housing unit as their usual place of residence.” This includes individuals who live alone as well as any combination of people who may reside together. In contrast, “family” is a *type* of household, and is defined as “two or more people who reside together and who are related by birth, marriage, or adoption.”

Table 14.1: BASIC DEMOGRAPHIC CHARACTERISTICS

All figures from 2000 Census.

2000	JACKSON TOWNSHIP	PARADISE TOWNSHIP	REGION TOTAL
Total Population	6,095	3,600	9,695
Total Households	2,281	1,313	3,594
Total Families	1,795	1,042	2,837
<i>Racial Composition</i>			
White	5,991 98.3%	3,538 98.3%	9,529 98.3%
African-American	20 0.3%	18 0.5%	38 0.4%
Hispanic (of any race)*	64 1.1%	22 0.6%	86 0.9%
Asian and Pacific Islander	23 0.4%	15 0.4%	38 0.4%
Other, including mixed racial composition*	26 0.4%	15 0.4%	41 0.4%
<i>Household Characteristics</i>			
Average number of persons	2.67	2.71	#
Married-couple households	1,531 67.1%	917 69.8%	2,448 68.1%
Total households with children under 18	873 38.3%	488 37.2%	1,361 37.9%
Female-headed households	184 8.1%	75 5.7%	259 7.2%
Single persons	381 16.7%	213 16.2%	594 16.5%
Persons over 65 living alone	131 5.7%	80 6.1%	211 5.9%
<i>Age Characteristics</i>			
Median age	38.4	37.9	#
Percentage of persons under 19	27.2%	28.0%	27.5%
Percentage of persons aged 19-34	17.6%	16.4%	17.2%
Percentage of persons aged 35-44	18.2%	18.9%	18.4%
Percentage of persons aged 45-64	26.1%	26.3%	26.2%
Percentage of persons aged 65 and over	10.8%	10.6%	10.7%
<i>Income Characteristics</i>			
Median household income	\$49,781	\$48,517	#
Median family income	\$53,272	\$51,914	#
Per capita income	\$19,464	\$19,389	#
Persons below poverty line	2.6%	4.3%	3.2%
Families below poverty line	1.9%	3.8%	2.6%

SOURCE: U.S. Bureau of the Census, 2004.

*When reporting Hispanic or mixed race, the total percentages may add to greater than 100% because individuals report more than one race.

This data cannot be determined for the Region from available information.

Population Trends

Historical population trends are useful when planning for future growth in a community, and are a main component in the Joint Comprehensive Plan. The historical growth pattern of the Region will provide insight as to the intensity of population growth that may be expected throughout the entire Region in the future.

Table 14.2 shows the Jackson and Paradise Township population trends from 1980-2000, and indicates the rate of change for each ten year period. Jackson Township grew at a 16.8% rate between 1980 and 1990, but lost population (-2.3%) between 1990 and 2000. Paradise Township grew at a very consistent rate- 13.9% between 1980 and 1990, and 13.2% between 1990 and 2000.

Table 14.3 shows the population trends for Adams County and York County from 1980 to 2000. A comparison of County to Region growth shows that both Adams and York County growth, as a whole, has outpaced Paradise and Jackson Townships. Between 1990 and 2000, York and Adams County have grown 16.6% and 12.4% respectively, compared to 13.2% for Paradise, and Jackson Township's -2.3%.

Table 14.2 POPULATION TRENDS: Jackson and Paradise Townships 1980-2000

Municipality	1980	1990	2000
Jackson Township	5,347	6,244 (+16.8%)	6,095 (-2.3%)
Paradise Township	2,790	3,180 (+13.9%)	3,600 (+13.2%)

Source: U.S. Bureau of the Census

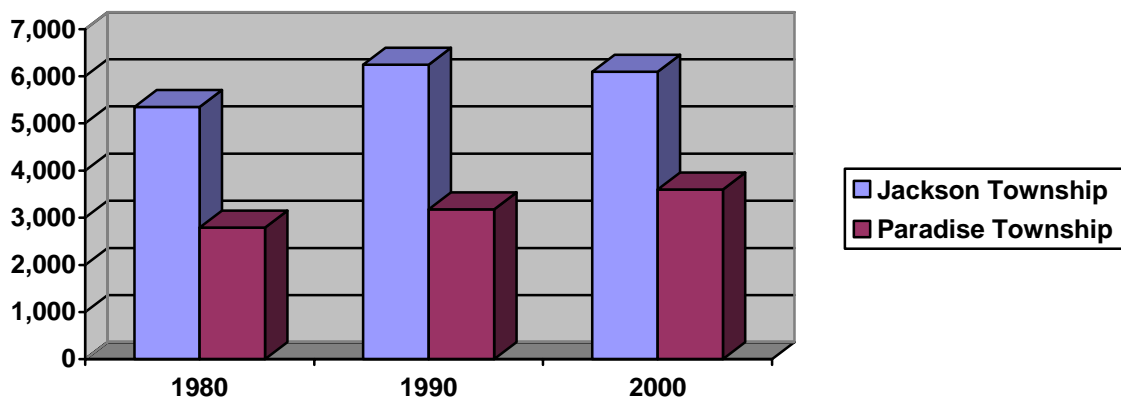


Table 14.3 POPULATION TRENDS: York and Adams County 1980-2000

County	1980	1990	2000
Adams County	68,292	78,274 (+14.7%)	91,292 (+16.6%)
York County	312,963	339,574 (+8.6%)	381,751 (+12.4%)

Table 14.4 shows 1990 and 2000 total population, land area, and density information in persons per square mile for the municipalities that comprise the Spring Grove Area School District. The low population densities for Jackson and Paradise Townships are typical for rural areas. Between 1990 and 2000, the School District has grown at a 5.1% rate, a much lower rate than the rest of York County.

Table 14.4: POPULATION, LAND AREA, AND DENSITY: Spring Grove Area SD

Municipality	Area (sq.mi.)	1990 Population	1990 Density*	2000 Population	2000 Density*
Jackson Township	23.5	6,244	265.7	6,095 (-2.3%)	259.4
Paradise Township	18.9	3,180	168.3	3,600 (+13.2%)	190.5
Spring Grove Borough	0.5	1,857	3,714	2,050 (+10.4%)	4,100
Heidelberg Township	14.2	2,622	184.6	2,970 (+13.3%)	209.2
North Codorus Township	32.5	7,565	232.8	7,915 (+4.6%)	243.5
Seven Valleys Borough	1.1	483	439.1	492 (+1.9%)	447.3
New Salem Borough	0.5	669	1338	648 (-3.1%)	1,296
Spring Grove Area School District Total	91.2	22,620	248	23,770 (+5.1%)	260.6

SOURCES: U.S. Bureau of the Census, 2004

* Persons per square mile.

This trend appears to be changing, however, with the influx of large housing proposals over the last few years. Since 2004, over 1,200 housing units have been proposed in Jackson Township alone, which will have an enormous impact on the Region's future land uses. Paradise Township has seen an increase in housing development proposals as well, with over 250 units proposed, but not nearly the same intensity as Jackson Township has experienced.

The high number of recently proposed units will also present a challenge to the preparation of reliable future population projections. The York County Planning Commission prepared population projections in 2003, however, these were completed before the aforementioned arrival of multiple large-scale housing development proposals. Chapter 6, the Future Land Use and Housing Plan, contains revised population projections which take these additional development proposals into consideration.

Housing Trends

Table 14.5: BASIC HOUSING & OCCUPANCY CHARACTERISTICS

All figures from 2000 Census; "Region" indicates both Townships combined.

	JACKSON TOWNSHIP		PARADISE TOWNSHIP		REGION TOTAL	
	1990	2000	1990	2000	1990	2000
Owner-occupied housing units	1,951	2,059	975	1,170	2,926	3,229
Renter-occupied housing units	192	222	122	143	314	365
Total Occupied Housing Units	2,143	2,281	1,097	1,313	3,240	3,594
Persons per occupied unit	2.91	2.67	2.87	2.71	*	*
Vacant housing units	34	83	26	46	60	129
Total All Housing Units	2,177	2,364 (+8.6%)	1,123	1,359 (+21%)	3,300	3,723 (+12.8%)

SOURCE: U.S. Bureau of the Census, 2004. * This data cannot be determined for the Region from available information

Table 14.5 above shows housing and occupancy rates from 1990 to 2000. Paradise Township has experienced a 21% increase in total housing units, and Jackson Township's units have increased 8.6%. The Region as a whole has seen the number of vacant units more than double, however the overall vacancy rate remains low at 3.5%.

The most interesting observation from Table 14.5 when compared to the population trends is that while both Jackson and Paradise Townships have experienced an increase in owner-occupied and rental housing units, Jackson Township has seen a *drop* in total population from 1990-2000. This observation may be attributed to the relatively large drop in household size, from 2.91 to 2.67 persons, a trend that has been observed nationwide for several decades. However, with the increasing proposed developments in Jackson Township, this trend is not likely to continue.

Examining data on the Region's building permits can provide some insight into how the housing picture has changed since 2000. These are summarized below in Table 14.6.

Table 14.6: ISSUANCE OF BUILDING PERMITS, 2000-2003

Municipality	Single Family	Semi-Detach (Duplex)	Apart-ment Units	Town Houses	Modular	Condo	Mobile Home (includes double-wides)	Net Increase Residential D.U.s
Jackson Township 2000	22	0	0	0	0	0	4	26
Jackson Township 2001	10	0	0	0	0	0	3	13
Jackson Township 2002	17	0	0	0	1	0	4	22
Jackson Township 2003	16	0	0	0	3	17	1	37
Jackson Township 2004	27	0	0	0	6	0	7	40
Total Permits Issued- Jackson Township	92	0	0	0	10	17	19	138
Municipality	Single Family	Semi-Detach (Duplex)	Apart-ment Units	Town Houses	Modular	Condo	Mobile Home (includes double-wides)	Net Increase Residential D.U.s
Paradise Township 2000	16	0	0	0	0	0	2	18
Paradise Township 2001	11	0	0	0	0	0	0	11
Paradise Township 2002	23	0	0	0	0	0	0	23
Paradise Township 2003	28	0	0	0	0	0	2	30
Total Permits Issued- Paradise Township	78	0	0	0	0	0	4	82
Total Permits issued by both Townships	143	0	0	0	4	17	16	180

D.U.s = Dwelling Units

Source: York County Planning Commission Annual Reports 2000 – 2003.

Planning Considerations

The data presented in this chapter validates the need to plan for future residential development. Although the Region's population increases from 1980-2000 have been modest, the recent influx of new development indicates that this trend is about to change. Factors for this high rate of growth include the ease of access to employment centers, the availability of sanitary sewerage and water supply, and a high quality of life.

US Route 30 and Interstate 83 provide the Region with easy access to Baltimore, Harrisburg, York, and other larger urban centers, as well as to the Pennsylvania Turnpike. An increasing number of commuters, including many who have moved to the Region from Maryland, work in these larger urban areas and find the Jackson / Paradise area, with its small-town, rural atmosphere, an attractive and convenient place to live.

Transportation Network

INTRODUCTION

The relationship between the use of land and its impacts on the circulation network is an important element in the comprehensive planning effort. A community's quality of life is highly dependent on the efficient use of land as well as effectiveness of its circulation network. In order for a network to adequately serve adjacent land uses, it must be regularly evaluated as new development or redevelopment occurs. Different land uses require different road characteristics, and addressing future transportation needs is dependent on a sound understanding of the current network.

Existing and proposed development areas must be considered when making future road programming decisions. In turn, future development patterns should not adversely affect the circulation system. It is necessary to follow appropriate design standards, improve existing roads and manage access so the road network will be capable of performing its intended function. Municipal and individual land use decisions are strongly influenced by existing or proposed circulation systems, while at the same time these same land use decisions can affect the circulation systems and the functions, which the roads are expected to perform.

The circulation system within a community has an important influence on the type and location of development which occurs. The location of residential, commercial, and industrial uses can influence the function or classification of roads, their design and their condition. In addition to influencing the character of the community by influencing land uses, the perception of a community can be influenced by the circulation system itself. A municipality with relatively narrow winding roads abutting agricultural and wooded areas will often be perceived as having a rural character, while a municipality with high traffic volumes, unsynchronized signalization, and lack of sidewalks or uncoordinated pedestrian crossings will be perceived as gridlocked. In areas where development has occurred which does not respect the limitations of the circulation system, the perception can be one of poor planning and frustration.

IMPORTANCE OF TRANSPORTATION

Addressing transportation issues has three critical benefits:

- It increases the quality of life for the Region's residents by facilitating circulation and making travel safer.

- Attractiveness of the Region to tourists/shoppers can be enhanced if congestion is mitigated; and, the level of service and visual attractiveness of area roads are maintained.
- The US Route 30 and PA 116 corridors are considered the main economic growth corridors of the Region. Providing a well maintained transportation system is necessary to support optimum economic development.

Regional Influences on Traffic Circulation

US Route 30 - The main principal arterial in the region, US 30 contains the highest traffic volume in the planning area, as well as one of the highest traffic volumes in York County. It is the primary link from York City and Gettysburg, and provides access to the regional highway network.

PA Route 116 – Traverses eastern Jackson Township to the Borough of Spring Grove. This corridor has been the focus of intense residential development, with over 1,200 new units approved within the last few years. Potential for village and commercial development exists, and will affect circulation along this corridor.

P.H. Glatfelter Paper Company - Located in the Borough of Spring Grove, the Glatfelter Paper Company employs over 1,100 persons.

Interstate 83 - Intersects US 30 just east of the region in Manchester Township. I-83 provides access to regional interstate network as well as the Pennsylvania Turnpike.

Commerce Drive Industrial Park - Located in eastern Jackson Township along Commerce Drive near the intersection of Bowman Road.

COMPOSITION OF THE CIRCULATION NETWORK

Jackson Township contains the highest total of linear road mileage for both State and Municipal roads with 31.4 and 40.1 miles respectively. US Route 30 (principal arterial) and PA Routes 116 and 234 (minor arterial) are the highest classified roads in the Township. The rest of Jackson Township's roads include rural minor collectors and local roads.

Paradise Township contains slightly less linear mileage of State and municipal roadway, with 26.7 State miles and 38.9 municipal miles. US Route 30 (principal arterial) and PA Route 234 (minor arterials) are the highest classified roads in the Township. The rest of Paradise Township's roads include rural minor collectors and local roads.

Municipal and State road mileage for the Townships are listed below in Table One.

TABLE 1 - ROAD MILES

JACKSON TOWNSHIP

State Miles	Municipal Miles	Total
31.4	40.1	71.5

PARADISE TOWNSHIP

State Miles	Municipal Miles	Total
26.7	38.9	65.6

Important Transportation Corridors

The US Route 30 Corridor is currently the most important transportation corridor within the Region. It is the highest volume road through the Region, and travels roughly through the middle of Jackson and Paradise Townships. Portions of US 30 function as a limited access highway, with uninterrupted travel in portions of York and Lancaster Counties. Because it bisects the Region, US 30 has a significant impact on the land uses, allowing convenient access to employment centers in York and Adams Counties, which will likely influence new housing in the area.

The two other notable major transportation corridors in the Region include State Route 116, which connects US 30 to the Boroughs of Spring Grove and Hanover; State Route 234, which traverses the northern sections of Paradise and Jackson Townships, connecting East Berlin as well as a number of smaller villages in Adams County to the Greater York Area. Due to recent development pressures, PA Route 116 has the greatest potential for significant increases in traffic volume. Recommendations for future transportation planning in these corridors are provided in Chapter 8, the Transportation Plan.

EXISTING ROADWAY CLASSIFICATION

How a particular highway is used determines the function that it serves in the system. Highway and roadway classification are based on analysis of the volume of traffic using the facility, the type of trip provided, the length of the trip, and the speed of the trip. *The York County Comprehensive Plan* designates functional classification two ways:

Urban and Rural. The Jackson / Paradise Region is designated as rural, and falls under the functional classification systems for rural areas, as described below.

The rural principal arterial system consists of a commercial rural road network of continuous routes having the following characteristics:

- Serve the corridor movements having trip length and travel density characteristics indicative of substantial statewide or interstate travel.
- Provides connections to all, or nearly all, urban areas of 50,000 and over population and a large majority of those with population of 25,000 and over.
- Provide an integrated network without stub connections except where unusual geographies of traffic flow conditions dictate otherwise (e.g., internal boundary connections and connections to coastal cities).

- Rural Principal Arterial System - The rural principal arterial system is stratified into the following two subsystems:

Interstate System - The interstate system consists of all presently designated routes of the Interstate System located outside small urban and urbanized areas.

Other Principal Arterial System - This system consists of all non-Interstate principal arterial highways located outside small urban and urbanized areas.

- Rural Minor Arterial System - The rural minor arterial system should, in conjunction with the principal arterial system, form a rural network having the following characteristics:

- Link cities and towns (and other generators, such as a major resort area, that are capable of attracting travel over similarly long distances) and form an integrated network providing interstate and inter-county service.
- Be spaced at such intervals, consistent with population density, so that all developed areas are within a reasonable distance of an arterial highway.
- Provide service to corridors with trip lengths and travel density greater than those predominately served by rural collector or local systems. Minor arterial highways therefore constitute routes whose design should be expected to provide for relatively high overall travel speeds, with minimum interference to through movement.

- Rural Collector Road System - The rural collector routes generally serve travel of primarily intra-county rather than statewide importance and constitute those routes on whose predominate travel distances are shorter than on arterial routes. Consequently, more moderate speeds may be typical, on the average.

To define more clearly the characteristics of rural collectors, this system should be sub-classified according to the following criteria:

- Major Collector Roads - These routes should: (1) Provide service to any county seat not arterial routes, to the larger towns not directly served by higher systems, and to other traffic generators of equivalent inter-county importance, such as a consolidated school, shipping points, county parks, important agricultural areas, and so forth; (2) Link these places with nearby larger towns or cities, or with routes of higher classification; and (3) Serve important intra-county travel corridors.
 - Minor Collector Roads - These routes should: (1) Be spaced at intervals, consistent with population density, to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road; (2) Provide service to the remaining smaller communities; and (3) Link the locally important traffic generators with their rural hinterland.
- Rural Local Road System - The rural local road should have the following characteristics: (1) Serve primarily to provide access to adjacent land; and (2) Provide service to travel over relatively short distances as compared with collector roads or other highway systems. Local roads will, of course, constitute the rural mileage not classified as part of the principal arterial highway, minor arterial, or collector road systems.

HIGHWAY FUNCTIONAL CLASSIFICATIONS AND RECOMMENDED DESIGN FEATURES

<u>Classification</u>	<u>General Provisions</u>	<u>Right-of-Way Width (ft.)</u>	<u>Cartway Width</u>
Expressway	55+ MPH Limited Access No Parking Noise Barrier/Buffer (where required)	Minimum 120; however, may be wider based on local conditions and design	Minimum four 12' wide travel lanes with 10' wide shoulders capable of supporting heavy vehicles
Arterial (Principal and Minor)	35-65 MPH Some access controls to and from adjacent development. Encourage use of reverse and side street frontage and parallel access road. No Parking	80	48-52 feet; 12' wide travel lanes with shoulders in rural area and curbing in urban areas
Collector (Major and Minor)	25-35 MPH Some access controls to and from adjacent development. Parking permitted on one or both sides.	60	34-40 feet; 12' wide travel lanes with stabilized shoulders or curbing; 8' wide lanes provided for parking.
Local	15-35 MPH No access control to and from adjacent development. Parking permitted on one or both sides.	53	28-34 feet with stabilized shoulders or curbing; cartway widths can be reduced based on interior traffic patterns.

Roads are classified on the Transportation Map. The following is the list of each existing type of functional classification in the Paradise / Jackson Planning Region*:

Interstate Expressway: None.

Rural Principal Arterials: US Route 30.

Rural Minor Arterials: PA Route 116 ; PA Route 234.

Minor Collectors: Canal Road; Old Hanover Road; Biesecker Road; Stoverstown Road.

Local Access Roads: all other local roads and streets.

(*Source: York County Comprehensive Plan, YCPC)

Chapter 8, the Transportation Plan, will recommend upgrades in the classification system.

SCENIC ROADS

Scenic roads are generally found in agricultural and wooded areas and near stream corridors. Though subjective in nature, they offer scenic views of the rural landscape. Scenic roads include:

Jackson Township: Church Road; Labott Road; Sprenkle Road; Kopp Road (from Lake Road to approximately a quarter mile before Orchard Road); Lake Road (between Church Road and Kopp Road); Hillcrest Road (from Kopp Road approximately one-half mile south); Roth's Church Road (from Longview Drive to approximately a quarter mile south of US Route 30); Shady Dell Road from PA Route 234 north to approximately a quarter mile before Admire Road); portions of PA Route 234 between Biesecker Road and Shady Dell Road.

Paradise Township: Dairy Road; Parish Road; portion of Schoolhouse Road (between Church Road and Lake Road); Beaver Creek Road (from Canal Road to Adams County Line); Portions of Canal Road from Protectory Road to Lake Road); Jacobs Mill Road (between Canal Road and Lake Road); St Mary's Road (from Canal Road approximately one quarter mile north); Home Road (from Canal Road approximately one quarter mile north); Big Mount Road (between Canal Road and Paradise Road); Portion of PA Route 234 near the intersection with Canal Road.

Scenic roads are mapped on Figure 8.2.

TRAFFIC VOLUMES

Traffic volumes are determined through traffic counts taken at specific locations within a transportation corridor. The volume is usually portrayed in terms of annual average daily traffic (AADT). This represents the average count for a 24 hour period, factoring in any fluctuations due to the day of the week or month of the year. The AADT is an important factor that, in conjunction with the previous factors outlined, helps in determining the

functional classification of a road. Comparing traffic volumes from different time periods helps to illustrate how growth is affecting circulation patterns.

Information available on traffic volumes is important in determining the potential for capacity problems. Roads that are not used for the purpose for which they are intended can experience capacity problems. This is particularly evident in areas experiencing a significant amount of new development without concurrent upgrades to the transportation corridors. Capacity problems become particularly evident when the number of lanes is reduced and traffic is funneled from a roadway with a higher number of lanes to one with a lower number of lanes.

In addition to the increased development in the region, capacity on the region's roads is also heavily influenced by traffic originating outside the area. Roads most likely to experience capacity problems are Routes 116 and 30, because these roads are carrying local as well as regional traffic at increasingly higher volumes. Traffic volumes are beginning to increase on other roads throughout the Townships as well.

Highest average daily traffic volume roads in the Region include: US Route 30, with AADT counts ranging from 13,793 to 16,849; PA Route 116 with an AADT of 13,347; and PA Route 234, with an AADT ranging from 5,424 to 7,637.

AADT numbers for selected roads can be found on Figure 8.1, the Transportation Plan Map.

Roadway Conditions

An inventory of roadway conditions is necessary in order to identify problems within the circulation system and to address these problems as appropriate. Roadway conditions are generally evaluated from four perspectives.

- Safety
- Access
- Interchanges
- Corridor Segments

Safety

Safety concerns are evident at those locations within the circulation system that may pose hazards due to poor road alignment, limited sight distance, design, or structural problems, lack of road shoulders or obstacles near the roadway. These all create hazardous conditions, which can slow traffic and cause congestion and potentially lead to accidents. The intersection of KBS Road and Bowman Road in Jackson Township is a good

example of poor road alignment. The many non-signalized crossings of US Route 30 are examples of potential hazards faced by the municipalities.

Access Management

Access management problems are situations where conflicts between mobility and access are, or will be, intense and result in congestion and safety problems. Access management problems typically occur on roads serving high volumes, high speed traffic, and abutting intense trip generating uses, such as US 30 between Thomasville and Abbottstown. An example of an access management problem would be where commercial development occurs on a road and the mobility of traffic is adversely affected by the increase in driveways from adjacent land to the road on which the land fronts. As the number of driveways increases, the safety and efficiency of the road can decrease. Access management will be an increasing concern on the roads in the region in the future.

Corridor Segments

Corridor segment problems are usually found in more densely developed areas when congestion, access and safety issues are all present. Corridor segment problems can include those roads that may possess maintenance issues or exhibit structural problems. PA Routes 116 and 234 include corridor segments in need of attention.

Chapter 8, the Transportation Plan, will include an inventory of suggested road repairs, realignments, widening, and intersection improvements.

ALTERNATIVE FORMS OF TRANSPORTATION

In a plan for circulation, it is necessary to not only address vehicular traffic but multi-modal facilities such as bicycle-pedestrian, transit-pedestrian, and bicycle-transit opportunities.

Bus Service

Currently, the only fixed route service through the Region is provided by Rabbit Transit. Based in York City, Rabbit Transit has seventeen routes serving York and its surrounding suburbs, and three routes serving Hanover Borough. There is fixed route service along PA Route 116 in Jackson Township as part of the York-to-Hanover route, and operates on weekends. Currently, there are no designated stops that specifically serve Jackson or Paradise Townships; the nearest stop is in Spring Grove Borough.

Paratransit service is available to any county resident on a demand-reserved (24 hour reservation) basis. Otherwise, no transit service is available to the Region, outside of the PA Route 116 Corridor.

Rail Service

Short line freight service is provided to the Region by the York Railway Company (YRC), which is a subsidiary of Genesee Wyoming, Inc. YRC operates 40 miles of mainline track linking the City of York with Hanover Borough. The YRC serves industries such as paper, agricultural, building products, and distribution industries. YRC operates regular rail service five days a week in the greater York area, and two to three days a week in the Hanover area.

In York County, 90 percent of the York Railway Company's rail traffic contains products delivered to the County, while the remaining 10 percent are products which originate in the County and are shipped out. The County's main exports include coal, limestone, food oils, petroleum, food products, paper, and agricultural products.

Two other national railway companies operate in York County as well, CSX Corporation and Norfolk Southern Corporation. Norfolk Southern operates lines to the City of York from the north, and CSX operates lines in the southwestern portion of the County.

The railroad system for the Jackson / Paradise Region includes two lines from the City of York through Jackson Township. A northern line runs through the Village of Thomasville and the Commerce Drive Industrial Park and then turns south to the Boroughs of Spring Grove; and a southern line, which runs through the extreme southern portion of the Township near the Codorus Creek, to Spring Grove Borough, where it intersects the northern line and continues to Hanover, and eventually south into Maryland (via the line operated by CSX Corporation).

Airport Services

The York Airport at Thomasville is a privately owned and operated facility located along US Route 30 in Jackson Township. The airport provides general aviation services and serves as a local center for York Aviation. The airport consists of a single runway measuring 5,188 feet and is home to approximately 85 single-engine general aviation airplanes, as well as six twin-engine corporate aircrafts and a corporate jet. The airport also contains several hangar buildings, and a control building that includes a restaurant, pilot shop, and flight training school. Most of the activity at the airport is for pleasure, however, recent improvements to the facility have resulted in an increase in business aviation activity.

Two other small public use airports in proximity to the Region include the Kampel and Bermudian Valley Airports in Washington Township. The nearest passenger, commuter, and charter air service is located at the Harrisburg International Airport, where eight major airlines offer about 120 daily flights to and from the Airport.

Pedestrian / Bike Facilities

The municipalities should evaluate their policies on the construction or replacement of sidewalk when a property is sold. It is also essential to close any gaps along routes to community facilities.

The municipalities also have the opportunity to explore the feasibility of a trail system that would link existing sidewalks and pathways to a number of important community facilities and parks. The trail system available to the public is very limited at this time. Residents have expressed interest in increased trails available to the public. Currently a Rails-to-Trails project is underway in Jackson Township that could potentially link population centers with future parklands. Chapter 9, the Community Facilities Plan, contains a recreation component that will recommend a greenway and bike trail system for the Region.

Community Facilities

Community facilities include public buildings and services that support municipal government and functions, providing for the everyday needs of residents. They include services such as: sanitary sewerage and water supply, emergency services, police and fire protection, stormwater management, trash collection and recycling, public transportation, libraries, schools, community centers, and recreation facilities. The extent to which these services are available depends upon factors such as population, tax base, the traffic circulation system, and location within the Region. Community facilities should be considered resources with limited capacities that are to be provided in those places where they can serve the residents of the region most efficiently.

Facilities and public services can be provided in a variety of ways. Issues such as the existing and projected needs of the residents, the philosophy of municipal officials, financial resources, and whether similar services are offered by other agencies in the Region all play a role in determining which services are most needed. Financing may be provided through resident user fees, tax revenue, state or federal funding, or through contracts with private or quasi-public agencies, thereby tailoring activities and expenditures for specific needs. Ultimately, a comprehensive approach to providing such facilities and services allows municipal governments to evaluate the cost of these facilities and services and develop an approach for providing them. Figure 16.1, the Community Facilities Map, depicts the location of the Region's facilities.

MUNICIPAL BUILDINGS

The Jackson Township Municipal Building is located at 439 Roth's Church Road. It consists of administrative offices, a public meeting room with a capacity of approximately 50 persons, a public works garage, and an equipment / salt storage shed.

The Paradise Township Municipal Building is located at 82 Beaver Creek Road. It consists of a Township office, small meeting room, a Township garage, and storage areas.

PUBLIC SEWAGE TREATMENT AND DISPOSAL FACILITIES

Jackson Township

The Jackson Township Wastewater Treatment Plant (WWTP) is located in the southeast portion of the Township, near the Codorus Creek near the Borough of Spring Grove. It has a permitted capacity of 400,000 gallons per day (GPD) and the Jackson Township Sewer Authority owns and operates the facility. Expansion of the WWTP in the Summer of 2006 will increase capacity to nearly 600,000 GPD. This capacity, however, is already allocated to existing on-lot system problem areas, and to previously approved housing developments totaling nearly 1300 new dwelling units (DU) in the central eastern section of Jackson Township.

The Jackson Township WWTP is a conventional activated sludge process that treats municipal wastewater. The treated effluent is disinfected through a chlorine contact tank, and then discharged to the industrial P.H. Glatfelter WWTP in Spring Grove Borough. At the Glatfelter facility, further tertiary treatment is provided prior to discharge into the West Branch of the Codorus Creek.

The Jackson Township Sewer Authority currently services two main areas of the Township, including the Pine Springs subdivision, and the Village of Nashville. A third area, the Twin Pines subdivision, containing 194 units, is serviced by the Authority through a bulk customer agreement with the Jackson Sewer Corporation.

There are two major expansion projects scheduled to be completed by the completion of this Plan: the previously mentioned expansion of the WWTP from a 400,000 GPD capacity to 600,000 GPD (or 1,428 equivalent DU's to 2,142 DU's); and a sanitary sewer line extension currently being constructed along Little Creek, Roth's Church, and Pahagaco Roads. This extension will allow service to approximately 55 existing homes as well as three proposed subdivisions. The 2004 Jackson Township Act 537 Plan Update recommends further expansion of the system to be completed by 2008. Further discussion of future sewer service areas can be found in Chapter 9 of this document, the Plan for Community Facilities and Services.

In addition to the Jackson Township WWTP, the Township is served by two small private treatment plants: The Chesapeake Estates Mobile Home Park which services the 320 units located within the Park, and the Pfaltzgraff Company's treatment plant located at their manufacturing plant. Both of these plants are located on tributaries of the Little Conewago Creek.

The Spring Grove Area School District facilities in Jackson Township are serviced by the Borough of Spring Grove through a joint municipal agreement with Jackson Township. The agreement authorizes the Borough to supply sanitary sewer collection and treatment

services to the Elementary, Intermediate, Middle, and Senior High Schools. In addition, service is available to a few existing homes adjacent to the Borough which have failing on-lot septic systems.

The remainder of Jackson Township is served by on-lot disposal systems. The Township does not presently require pumping and maintenance of the on-lot systems on a regular basis; however, the 2004 Act 537 Plan Update recommends the Township adopt an On-Lot Management Ordinance in the future.

Paradise Township

Paradise Township has a small area served by public sewer, mainly along the US Route 30 Corridor and the Homestead Acres Subdivision. This area encompasses less than 5% of the Township and serves approximately 15% of the Township's population. The sewage is treated by the Abbottstown/Paradise Joint Sewer Authority's sewage treatment plant in Hamilton Township, Adams County. The 1993 Act 537 Plan for Paradise Township recommended construction of a small sanitary sewer collection and conveyance system to serve the Homestead Acres Subdivision, as an addition to the existing system. Sewage from this area is conveyed to a 24,000 gallon holding tank located near the pumping station on US Route 30, where it would then be pumped to the Abbottstown/Paradise WWTP.

The remainder of Paradise Township is served by on-lot septic systems which are regulated by the Township's On-Lot Management Ordinance. The Ordinance regulates the installation, maintenance, and rehabilitation of all existing and proposed on-lot systems in the Township.

Figure 16.2, the Existing and Proposed Sewer Facilities Map, illustrates the sewer service areas.

PUBLIC WATER SUPPLY FACILITIES

Jackson Township receives some public water supply service from the York Water Company. The service area for public water in Jackson covers approximately 25 to 30% of its total land area. It extends along the US Route 30 corridor from the Township line west to Thomasville, and along the Route 116 corridor to the Borough of Spring Grove and its adjacent developed areas. York Water Company's current water system is supplied by the South Branch of the Codorus Creek and two reservoirs: Lake Redman and Lake Williams, on the East Branch of the Codorus Creek. The reservoir's capacity is augmented by a pipeline from the Susquehanna River, which is to be used in emergency and drought conditions. This water then flows past York's Brillhart pumping station on the South Branch where a portion of it is diverted and pumped to the 30.0 million gallon

per day (MGD) Grantley Road Filter Plant. After purification the water is distributed to 50,000 customers in 35 municipalities, including Jackson Township. York Water currently serves about 150,000 people.

Paradise Township does not currently have public water service -- all water is provided by private wells, however, there is a proposal to provide future water service to the Township.

Figure 16.3, the Existing and Proposed Water Facilities Map, illustrates the water service areas.

EDUCATIONAL FACILITIES

The Spring Grove Area School District covers seven municipalities and over 92 square miles and provides public education for both Jackson and Paradise Township residents. District-wide student enrollment for 2004-05 school year was 4,233 students. Schools located within the Planning Region include:

- Spring Grove Area High School – grades 9 through 12;
- Spring Grove Area Middle School - grades 7 and 8;
- Spring Grove Area Intermediate School - grades 5 and 6;
- Spring Grove Area Elementary School – grades K through 4;
- Paradise Elementary - grades K through 4.

The locations of these schools are shown on Figure 16.1, the Community Facilities Map.

LIBRARY SERVICE

York County Library System maintains 13 public libraries and one Technology Training Center. There are no public libraries within Jackson or Paradise Township; however, libraries most convenient to the residents of the Region are the following:

Jackson Township - Glatfelter Memorial Library (located in Spring Grove Borough)

Paradise Township – Hanover Public Library (Located in Hanover Borough).

CHURCHES

The Region is home to 18 churches of various denominations. The churches are mapped on Figure 16.1, the Community Facilities Map.

POLICE PROTECTION

Jackson and Paradise Townships are served by the Northern York County Regional Police Department (NYCRPD), which is headquartered at 1445 East Canal Road, Dover, PA. This regionalized police department, established in 1972, currently serves in addition to Paradise and Jackson Townships, the Townships of Conewago, Dover, and Franklin, and the Boroughs of Dillsburg, Dover and North York. Jackson Township had their own police force until the Spring of 2003, when they joined the NYCRPD.

FIRE PROTECTION / EMERGENCY SERVICE / HOSPITALS

Six different volunteer fire departments provide service to various sections of the Planning Region. All departments have inter-municipal agreements to provide back up to each other in times of emergency. The usual service area is indicated in parenthesis.

- Lincoln Volunteer Fire Department – Thomasville (Northern Jackson and Paradise Townships).
- Nashville Volunteer Fire Department – (Southern half of Jackson Township).
- Abbottstown Fire Company (serves portion of Paradise Township)
- Spring Grove Volunteer Fire Department (southern portions of Jackson and Paradise Townships).
- Liberty Fire Company, East Berlin Borough – (western Paradise Township)
- Dover Township – (Paradise Township)

Ambulance service in the Region is provided by five different organizations:

- Thomasville – (Paradise, Jackson)
- Spring Grove – (Paradise, Jackson)
- Abbottstown – (Paradise)
- Dover – (Paradise)
- East Berlin – (Paradise)

Emergency service for the Region is coordinated and dispatched by the York County Department of Emergency Services in Springettsbury Township. The Department is the location for the coordination of the emergency response for the County of York. This 911 system provides the most basic function during an emergency, the immediate availability of a unified command center to address the needs of all those involved.

The nearest full-service hospitals to the Region are the York Hospital and Memorial Hospital, both in the vicinity of the City of York, and Hanover Hospital in the Borough of Hanover.

SOLID WASTE / RECYCLING

Trash disposal – or “solid waste management” to use the formal term – in the region is regulated separately by each municipality. Neither Jackson nor Paradise Township meet the criteria of Act 150 to provide mandatory recycling services. The following is a brief description of services available within each municipality in the Region:

- Jackson Township contracts with Penn Waste to provide solid waste and recycling services to their residents. The services are offered in a variety of packages:
 - Full service – includes once a week pickup of trash (up to four containers plus one large item) and recycling.
 - Per bag – residents may purchase individual bags for use or affixing to one large item per week.
 - Recycling only – residents may utilize a Township provided recycling bin free of charge.
 - Burn – residents may burn their own trash.

Residents may also choose not to participate in one of the above methods for solid waste and recycling services and be responsible for their own disposal. Nearly three-quarters of Township households have chosen the full service option.

- Paradise Township does not provide solid waste and recycling services. It is the responsibility of the homeowner to contract with a private hauler.

RECREATION

There are currently no Township owned public recreation facilities in either Jackson or Paradise Township. Paradise Township is currently in the process of developing a Township Park near the intersection of Church Road and US Route 30, with the assistance of the Spring Grove Area Regional Recreation Commission. The Spring Grove Area School District maintains facilities throughout the Region that are also used by residents.

STORMWATER MANAGEMENT

The Jackson/Paradise planning region is located within three different watersheds: Codorus Creek, Conewago Creek, and Little Conewago Creek. These watersheds have been designated by the DEP under Act 167 of 1978, the Stormwater Management Act, and are required to have a stormwater management plan in place.

The Little Conewago and Codorous Creek Watersheds are currently the only two watersheds in the Region, under the direction of the York County Planning Commission, to have stormwater management plans underway. The stormwater plan regulates flow intensity and release rates throughout the watershed and contains a stormwater management ordinance, which will be adopted by all municipalities within the watershed.

Currently, Jackson Township controls stormwater through its Subdivision and Land Development Ordinance approval process, and via a separate Stormwater Management Ordinance.

Act 167 Stormwater Management Plan –

Up to the enactment of Act 167, stormwater management had been oriented primarily towards addressing the increase in peak runoff rates discharging from individual land development sites to protect property immediately downstream. Minimal attention was given to the effects on locations further downstream, or to designing stormwater controls within the context of the entire watershed. Management of stormwater also was typically regulated on a municipal level with little or no designed consistency between adjoining municipalities in the same watershed concerning the types, or degree, of storm runoff control to be practiced.

Act 167 changed this approach by instituting a comprehensive program of stormwater planning and management on a watershed level. The Act requires Pennsylvania counties to prepare and adopt stormwater management plans for each watershed located in the county, as designated by the Pennsylvania Department of Environmental Protection (DEP). Most importantly, these plans are to be prepared in consultation with municipalities located in the watershed, working through a Watershed Plan Advisory Committee (WPAC). The plans are to provide for uniform technical standards and criteria throughout a watershed for the management of stormwater runoff from new land development sites.

The types and degree of controls that are prescribed in the watershed plan need to be based on the expected development pattern and hydrogeologic characteristics of each individual watershed. The management plan, specifically the standards and criteria, are to be developed from the technical evaluations performed in the planning process, in order to respond to the "cause and effect" nature of existing and potential storm runoff impacts in the watershed. The final product of the Act 167 watershed planning process is to be a comprehensive and practical implementation plan, developed with sensitivity to the overall needs (e.g., financial, legal, political, technical, and environmental) of the municipalities in the watershed.

There are ten DEP-Designated watersheds in York County. Currently, two Act 167 Plans have been completed (the Kruetz Creek and the South Branch of the Codorus Creek), and three have completed a Phase One Study (Little Conewago, East Branch Codorus, and Codorus Creek). The remaining five watersheds in the County do not yet have Stormwater Plans underway.

Economic Development and Employment

The York County Growth and Development Plan projects current development trends to continue throughout the County. With the increasing population comes the increased need for economic development and job creation. If the economic development follows the pattern of the past 20 years throughout the State, area residents can expect a continuing transition from a manufacturing-based economy to a service-based economy. Most new jobs will come from services, finance and insurance, transportation and public utilities, education, and retail trade.

The Region is fortunate to have an active industrial park, the Commerce Drive Industrial Park, which is located in Jackson Township. In addition, there is an opportunity to develop another one, the Stewart Industrial Park, on lands adjacent to the Commerce Drive Industrial Park.

Changes in the economic base of the Region will have a direct impact on the lives of area residents. As the local economy becomes less dependent upon manufacturing and moves towards the service industry, as is happening nationally, cyclical fluctuations related to manufacturing may become less severe. This may mean lower levels of unemployment relative to national as well as the local economy. On the other hand, less dependence upon manufacturing may also mean lower paying jobs.

As business needs change, companies move from one facility to another. Vacant or under-utilized facilities can result if new businesses and tenants are not found. In the Jackson / Paradise Region, this occurs mainly along the US Route 30 Corridor and the PA Route 116 Corridor. The reuse of vacant buildings and sites is sometimes complicated by the need for on-site improvements, the difficulties of converting buildings designed for one use, or liabilities for environmental cleanup. The reuse of these sites may require additional investment and targeted marketing. It is a problem that is likely to grow in the future as some manufacturing and older commercial businesses close. The recent closing of the Pfaltzgraff Plant in Jackson Township is an example of this.

Employment by Occupation and Industry

A useful indicator when analyzing an employment base is a breakdown of where the Region's residents work. As discussed above, there is a national trend away from traditional occupations in the manufacturing sector to service and sales industries. Although the Jackson / Paradise Region continues to show high rates of manufacturing jobs, recent plant closings in the Region will begin to reverse this trend. In 2000, most people in the Region were employed in the "manufacturing", "production, transportation and material moving occupations", and "sales and office" related occupations.

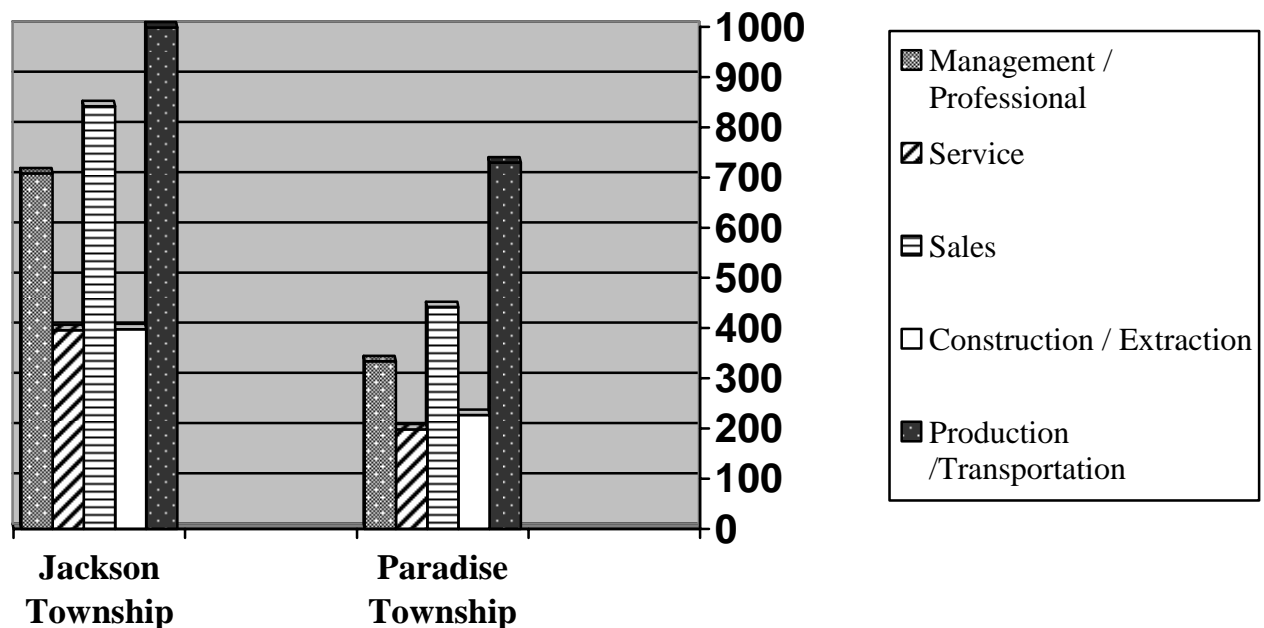
Table 17.1 and Figure 17.2, Employment by Industry and Occupation, depict the employment data from the 2000 Census for persons 16 and over.

**Table 17.1 Employment by Industry / Occupation
2000**

INDUSTRY	Jackson Township		Paradise Township	
	Number	%	Number	%
Agriculture, forestry, fisheries, hunting, and mining	43	1.3%	74	3.8%
Construction	330	9.8%	201	10.3%
Manufacturing	1,110	33.0%	622	31.8%
Wholesale Trade	91	2.7%	71	3.6%
Retail trade	387	11.5%	224	11.5%
Transportation, warehousing and utilities	210	6.2%	150	7.7%
Information	50	1.5%	46	2.4%
Finance, insurance, real estate, rental and leasing	122	3.6%	51	2.6%
Professional, scientific, management, administrative and waste management services	187	5.6%	71	3.6%
Educational, health and social services	454	13.5%	220	11.3%
Arts, entertainment, recreation, accommodation and food services	215	6.4%	108	5.5%
Other services (except public administration)	129	3.8%	81	4.1%
Public administration	40	1.2%	36	1.8%
OCCUPATION				
Management, professional and related occupations	708	21%	334	17.1%
Service occupations	396	11.8%	198	10.1%
Sales and office occupations	842	25.0%	442	22.6%
Farming, fishing and forestry occupations	25	0.7%	24	1.2%
Construction, extraction, and maintenance occupations	398	11.8%	227	11.6%
Production, transportation and material moving occupation	999	29.7%	730	37.3%
Total employed persons 16 years and over	3,368		1,955	

Source: U.S. Census Bureau; Profile of General Demographic Characteristics: 2000.

Figure 17.2 - Employment by Occupation



Unemployment Rates in the Region

Unemployment rates are often a good reflection on the economy of a community. They are not, however, the definitive indicator of economic health, due to the variety of factors that may affect the rate. Seasonal jobs, size of workforce, national economic trends, and actions of large companies all can affect local unemployment rates.

The Census Bureau publishes a municipal profile for each municipality within Pennsylvania that contains specific employment data for the Townships. Table 17.2 identifies the percent unemployment for each municipality in 2000.

Compared to the York County unemployment rate of 3.6%, the two municipalities in the planning region have extremely low unemployment rates. Jackson Township has the lowest, at 2.3%; while Paradise Township's rate is virtually the same, at 2.4%. The average unemployment rate for the State of Pennsylvania was 6.1%.

Along with the very low unemployment rates, the Region compares favorably with the State in terms of median family income levels. The State median income was \$40,106 in 2000, compared to a \$49,149 average for the Region. Table 17.4 contains the Income, Poverty, and Educational levels for both Townships.

Table 17.3 Unemployment Rates

2000 Employment Status	Jackson Township	Paradise Township	York County
Number Persons Unemployed	79	49	7,301
Number Persons Employed	3,368	1,955	195,962
Percent Unemployed	2.3%	2.4%	3.6%

**Table 17.4
Income, Poverty and Education Characteristics
2000**

Income and Education Categories	Jackson Township		Paradise Township	
<u>Median Household Income</u>	\$49,781		\$48,517	
Percent Below Poverty Level - Individuals	2.6%		4.3%	
<u>Income Type</u>				
Number of Households – Total	2,258		1,317	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
With wage and salary income	1,968	87.2%	1,145	86.9%
Mean earnings (dollars)	\$50,069	x	\$52,955	x
With social security	546	24.2%	322	24.4%
Mean Social Security income (dollars)	\$11,854	x	\$11,217	x
With Supplemental Security Income	86	3.8%	52	3.9%
With Supplemental Security Income (dollars)	\$10,713	x	\$6,754	x
With public assistance income	17	0.8%	8	0.6%
Mean public assistance income (dollars)	\$2,724	x	\$1,550	x
With retirement income	371	16.4%	184	14.0%
Mean retirement income (dollars)	\$10,627	x	\$10,747	x
<u>Educational Information</u>				
High School Graduates (includes equivalency)	2,128 (51.5%)		1,247 (50.9%)	
College Graduates (Associates Degree)	218 (5.3%)		114 (4.7%)	
College Graduates (Bachelor's Degree)	245 (5.9%)		105 (4.3%)	
Graduate or Professional Degree	142 (3.4%)		66 (2.7%)	

Source: U.S. Census Bureau; Profile of General Demographic Characteristics: 2000.

Journey to Work

Table 17.5 depicts the Region's means and travel time to work. The majority of Jackson and Paradise Township residents drives alone to work, and has an average commute time of approximately 23 minutes.

Table 17.5
Journey to Work / Commute Times
2000

Means of Transportation to Work	Jackson Township	Paradise Township	Region
Workers 16 years and over	3,332	1,927	5,259
Car, Truck or Van; Drove Alone	3,203	1,591	4,794
Car, Truck or Van; Carpooled	213	175	388
Used Public Transportation (bus, taxicab, or train)	0	0	0
Walked	15	25	40
Other Means	7	8	15
Worked at Home	93	128	221
Travel Time to Work- workers who did not work at home	3,239	1,799	5,038
Less than 10 minutes	350	183	533
10 -19 minutes	1,178	570	1,748
20- 34 minutes	1,273	762	2,035
35- 59 minutes	292	201	493
60- 89 minutes	74	51	125
Over 90 minutes	72	32	104
Mean Travel time to work (minutes)	23.3	23.7	n/a

Major Employers within the Region and County

The top 25 employers in York County, along with number of employees are listed below:

1.	Wellspan Health	5,170
2.	Defense Distribution Center	3,573
3.	Harley-Davidson Motor Company, Inc.	2,800
4.	York County Government	2,175
5.	York International	1,631
6.	Susquehanna Pfaltzgraff Company	1,473
7.	FCI Electronics	1,400
8.	UTZ Quality Foods, Inc.	1,176
9.	Giant Food Stores, Inc.	1,133
10.	P.H. Glatfelter	1,107
11.	Wal-Mart Stores, Inc	1,012
12.	United Defense	975
13.	Dentsply International, Inc.	948
14.	Kinsley Construction	914
15.	Hanover Direct, Inc.	900
16.	The Bon-Ton Stores	876
17.	Weis Markets, Inc.	848
18.	Hanover Foods Corporation	800
19.	Hanover Hospital	776
20.	Memorial Hospital	754
21.	Exelon Nuclear	709
22.	R.H. Sheppard Company	705
23.	School District of the City of York	687
24.	Bookspan	676
25.	PA State Government	642

Source: York County Economic Development Corporation, 2002

Economic Development Trends

Economic development in the Region, in all probability, will be focused on the US Route 30 Corridor and the PA 116 corridor. The Boroughs of Spring Grove and Hanover have traditionally been the focal points for economic and social interaction and activities for the Region's residents. The migration of retail trade to the rural areas is related to the growth and expansion of residential areas within the Townships. This migration is not a recent trend, but has occurred as developed areas have outgrown their original land areas and automobile use became virtually universal.

York County Economic Development Resources

Economic planning for the future of the Jackson and Paradise Township Region, including providing the residents a high quality of life, and attracting new industries and commercial opportunities is a complicated and multi-faceted process requiring collaboration and coordination by organizations and agencies at many levels. Below is a list of organizations that may be contacted to obtain information on available properties and the different tax incentives, economic development opportunities, business support, and workforce assistance which are available in the Region.

<u>Organization</u>	<u>Primary Functions</u>
York County Economic Development Corporation (YCEDC)	Economic Development, Redevelopment, Business Retention, Workforce Development
Hanover Area Chamber of Commerce	Economic Development / Business Support
York County Industrial Development Authority (YCIDA)	Bond financing and financial assistance
General Authority of Southeastern Pennsylvania (GASP)	Financial assistance
Partnership for Economic Development of York County (PEDYC)	Economic development / attraction
Redevelopment Authority of the County of York (RACY)	Redevelopment and rehabilitation project assistance
York County Production Corporation	Real estate management / business retention

Natural Resources

GEOLOGY

Jackson and Paradise Townships are located in Western York County within the physiographic region known as the Appalachian Highlands Region. The Highlands Region is further broken down into provinces, and the Jackson / Paradise planning region is located within the Piedmont Province.

The Piedmont Province can be broken down and grouped into specific geologic formations. Different geologic formations, also known as bedrock, contain various chemical and physical characteristics and levels including mineral content, water bearing capacities and suitability, hardness, and strength. The Region's formations are shown on Figure 18.1, the Geologic Formations and Groundwater Yield Map.

WATER RESOURCES

Streams, creeks, and lakes provide scenic resources, aquatic habitat, and recreational opportunities. The Region has several waterways and lakes, including:

- Lake Pahagaco
- Conewago Creek
- Codorus Creek
- Little Conewago Creek
- Paradise Creek
- Beaver Creek
- Bunch Creek

There are also numerous unnamed tributaries and ponds located throughout the Region.

The major streams found in the Region include the Bunch Creek, the Little Conewago Creek, and the Codorus Creek. All three of these creeks receive waters from smaller tributaries, and are identified by the Pennsylvania Code as having protected water uses. The protected water use of a stream or creek is a method to set the minimum quality that must be maintained by that stream. The protected status of the stream determines the limitations of effluent from a point source discharge.

The Bunch Creek and Codorus Creek are identified by the State Code as Warm Water Fisheries (WWF), which is defined as "maintenance and propagation of fish species and additional flora and fauna which are indigenous to a warm water habitat." The Little

Conewago Creek is designated as a Trout Stocking Fishes (TSF) stream, which is defined as “protection and maintenance of stocked trout from February 15 to July 31 and maintenance and propagation of fish species and additional flora and fauna which are indigenous to a warm water habitat.”

There is one major lake in the Region, Lake Pahagaco, which is located in Jackson Township. This is a private lake which provides water to the Spring Grove Water Company for distribution to residents of Spring Grove Borough and surrounding areas, as well as the Glatfelter Paper Company. In addition to Lake Pahagaco, there are numerous ponds located throughout the Region, generally associated with area farms and stormwater management uses.

Water resources are mapped on Figure 18.2, the Natural Resources Map.

FLOODPLAINS

Floodplains are areas adjacent to watercourses which are covered by water during times of flooding. A 100-year floodplain is the area adjacent to a river or stream which has a 1% chance of being flooded during any one year, and is typically used for regulatory purposes. Floodplains should not be developed, due to the potential for damage to persons and property. If development occurs within the floodplain, it may limit the floodway, resulting in increased damage downstream because of resulting increased velocities of the floodwater downstream. Outdoor storage of materials within floodplains is not desirable because of the possibility of the materials being swept into the stream when flooding of the banks occurs. One hundred-year floodplains are shown from Federal Emergency Management Agency (FEMA) Maps. Detailed studies and calculations have not been performed to establish the extent of the 100-year floodplains for all watercourses. Any development proposed in the vicinity of watercourses would require the developer to obtain a calculated study of the 100-year floodplain if such studies have not been performed by FEMA. The 100 Year Floodplain for the Region is depicted on Figure 18.2, Natural Resources.

Care must be taken in disturbing areas along watercourses because increased sedimentation within the stream (increased depositing of soil within the stream) can occur. Increased impervious cover along watercourses typically increases the volume of storm water runoff into the streams. This additional runoff can erode stream banks and channels. If sedimentation increases, streambeds may fill, causing floodwaters to affect a larger area. Floodplains for the Region are depicted on Figure 18.2, the Natural Areas and Features Map.

Wet (or “hydric”) soils and floodplains along watercourses should be preserved from development in the interest of environmental preservation. These areas act like a sponge

when floodwaters rise; when coupled with established wetlands they filter out nutrients and other pollutants, thereby protecting the quality of the storm flow into local surface waters, all of which ultimately flow into the Susquehanna River. Impervious surfaces should be restricted from stream bank areas in order to facilitate absorption of storm runoff into the ground. Such increased absorption can help to replenish groundwater and to decrease flood peaks, as less runoff will flow directly into the stream. Inadequate supply of groundwater may result in reduced flows of water in a stream during dry months, and the inability to sustain stream flow can mean a greater concentration of pollutants at periods of low flow.

WETLANDS

Wetlands are generally found along watercourses or in other areas subject to frequent flooding, and are characterized by soil type and the presence of hydrophytic (“water-loving”) vegetation, in addition to the presence of visible surface water. Wetlands are typically rich in plant growth and provide habitat for a variety of animals. Furthermore, wetlands can protect water sources by acting as a natural filter, removing pollutants such as bacteria and sediment from surface water before it enters the ground. Development activity, including the placement of fill material, is already prohibited by the Pennsylvania Department of Environmental Protection and the U.S. Army Corps of Engineers.

The wetlands depicted on the Natural Areas and Features Map (Figure 18.2) are from the National Wetlands Inventory, prepared by the Office of Biological Services, U.S. Fish and Wildlife Service. The wetlands inventory was prepared by stereoscopic analysis of high altitude aerial photographs, with the wetlands identified based on vegetation, visible hydrology, and geography. A detailed ground level analysis of any site may result in a revision of the wetland boundaries, and it is possible that small wetlands and those obscured by dense forest cover may not be identified.

STEEP SLOPES

The topographic features of the landscape derive from the structure and weathering characteristics of the underlying bedrock. The more weather-resistant rock is responsible for areas of higher elevation, while less resistant rock, such as limestone, tends to erode to form low-lying valleys.

Slope is measured by the change in vertical elevation (the “rise”) over some horizontal distance (the “run”). This measurement is then expressed as a percentage. For example, if the ground rises two feet over a distance of twenty feet, then the slope is 2/20, or 10%. Areas that have slopes greater than 15% are deemed to have severe limitations to development. In general, development of such land can result in hazardous winter road

conditions, costly excavation, erosion and sedimentation issues (a particular concern where the land may be cultivated), and accelerated velocity of stormwater runoff. Furthermore, conventional on-lot sewage disposal systems will not function properly where slope exceeds 15%. While specially designed systems will work in such areas, even custom installations will not function when the slope exceeds 25%. In steep areas, development should be controlled such that natural vegetative cover is maintained to the greatest extent possible, and erosion controls instituted. Without such cover, stormwater runoff can rapidly erode the slopes. The steep slopes for the Region, including the 15%-25%, and the greater than 25% slopes, are shown on Figure 18.2, the Natural Resources Map.

UNIQUE NATURAL AREAS

York County Natural Areas Inventory

The York County Natural Areas Inventory (NAI) is a document compiled and written by the Pennsylvania Science Office (PSO) of the Nature Conservancy, and updated by the York County Planning Commission in 2004, and is considered a component of the York County Comprehensive Plan. It contains information on the locations of rare, threatened, and endangered species and of the highest quality natural areas in the County. Each site description contained in the Inventory is accompanied by general management recommendations that would help to ensure the protection and continued existence of these rare plants, animals, and natural communities.

There is one recognized site in the Region, Midnight Cave in Jackson Township. This site was found to be the habitat to an unknown quality population of the Northern Myotis Bat. The species could be impacted by disturbance of the cave.

An approximate location of this NAI site is found on Figure 18.2, the Natural Resources Map.

SIGNIFICANCE OF NATURAL AREAS

The importance of protecting natural resources is summarized below:

Steep Slopes

Steep slopes of 15 to 25% have 15 to 25 feet of vertical change in elevation over 100 feet of horizontal distance. Very steep slopes of greater than 25% have a vertical change greater than 25 feet over 100 feet of horizontal distance.

Steep Slopes Importance

- Erodible if vegetative cover is removed.
- Stormwater runoff problems can result if vegetative cover is removed.
- Severe limitations for on-site sewage disposal.
- Driving hazards can result from development of roads and driveways.
- Difficulty in road maintenance and plowing.
- Higher building costs.

Areas of steep slope within the Region are generally found in the Pigeon Hills.

Woodland

Woodland Importance

- Wildlife habitats.
- Stabilize soil against erosion.
- Scenic resources.
- Provide visual relief.
- Birding and hunting areas.
- Buffer development.
- Absorb stormwater runoff.
- Cleanse air.
- Moderate water temperatures along streams

Woodlands are scattered through the Region, and are more concentrated in the Pigeon Hills in Paradise Township, as well as western Jackson Township. For the reasons noted above, as development occurs, efforts should be made by developers to minimize clearance of wooded areas. The contiguous wooded area along the Pigeon Hills is particularly valuable in providing wildlife habitat and scenic amenities.

Floodplains

Areas adjacent to watercourse which are covered by flood water. 100-year floodplains mapped by the Federal Emergency Management Agency (FEMA) on average have a 1 in 100 chance of being flooded in a given year. If detailed studies along watercourse have not been done by FEMA, they are necessary from developers.

Floodplains Importance

- Development poses danger to people and property.
- Can constrict floodwater flow, increasing flood velocities downstream and increasing flood damage.
- Outdoor storage can be washed downstream.
- Wildlife habitats.
- Development can increase sedimentation and stormwater runoff in streams, thus erosion of stream banks and channels, filling of streambeds, meandering of streams, and choking of aquatic life.
- Development can detract from esthetic value.
- Development can detract from recreational value.
- Absorb surface runoff, thus replenish ground and surface water and reduce flood peaks. Increased surface flow can reduce concentration of pollutants and maintain stream flow in dry weather.
- On-site sewage disposal can contaminate ground and surface water

Floodplains along the Region's streams and creeks should incorporate riparian buffers as explained below.

Wetlands

From National Wetlands Inventory, does not include wetlands which cannot be identified from high altitude aerial photography. Detailed analysis of sites

Wetlands Importance

- Store water which can replenish groundwater and surface water supplies (recharge areas).
- Plant and animal habitats.

proposed for development is necessary. Wetlands are areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, prevalence of vegetation typically adapted for life in saturated soil conditions.

- Breeding places and sources of food for organisms.
- Natural filters of pollutants from waters via actions of plants.
- Reduce flooding by detaining stormwater.
- Unsuitable for development and on-site sewage disposal.

Wetlands along the Region's waterways and their tributaries should be incorporated into riparian buffers.

Hydric Soils

Have shallow depth to seasonally high water table. Potential wetlands, with need for further analysis.

Hydric Soils Importance

- Unsuitable for development and on-lot sewage disposal.
- Flooded basements and poor foundation stability if built upon.
- Natural recharge areas which can reduce flooding and manage stormwater runoff.
- Filter surface water.

Areas of hydric soils need to be analyzed when development is proposed near them to determine the presence of wetlands. Generally, areas of hydric soils should be avoided, and areas along streams and tributaries should be incorporated into riparian buffers. Hydric soils are depicted on Figure 18.2, the Natural Resources Map.

Watercourses

Watersheds can be planning and management areas for stream conservation and protection, stormwater management planning, water supply budgeting planning, watershed based zoning, and integrated resource planning.

Watercourses Importance

- Recreational resources.
- Scenic resources.
- Aquatic habitats.

Groundwater Supplies

Groundwater Importance

Groundwater enters through the soil and creeks.

- Public water systems and private wells are usually dependent upon groundwater supplies.
- Groundwater supplies are affected by development which reduces recharge and pollutes groundwater.
- High water withdrawals can affect other water supplies.

Riparian Buffers

Riparian buffers are particularly important to protect water resources because of the number of resources along watercourses, including floodplains, wetlands, hydric soils, woodlands, and steep slopes. A riparian buffer is an area of vegetation that is maintained along the shore of a water body to protect stream water quality and stabilize stream channels and banks. Riparian buffers should be maintained along the Little Conewago, Bunch, and Conewago Creeks and their tributaries. Requirements for such buffers should be incorporated into zoning and subdivision and land development ordinances.

Buffers provide the following benefits:

- Filter runoff – Rain that runs off the land can be slowed and infiltrated in the buffer, settling out sediment, nutrients and pesticides (nonpoint source pollution) before they reach streams.
- Take up nutrients – Fertilizers and other pollutants that originate on the upslope land are taken up by tree roots. Nutrients are stored in leaves, limbs and roots instead of reaching the stream. Through a process called “denitrification,” bacteria in the forest floor convert nitrate to nitrogen gas, which is released into the air.
- Provide shade – The leaf canopy’s shade keeps the water cool, allowing it to retain more dissolved oxygen, and encouraging growth of plants and aquatic insects that provide food for fish.
- Contribute leaf food – Leaves that fall into the stream are trapped on fallen trees and rocks where they provide food and habitat for organisms critical to the aquatic food chain.

- Provide habitat – Streams that travel through woodlands provide more habitat for fish and wildlife. Woody debris provides cover for fish while stabilizing stream bottoms.
 - Provide migration corridors for wildlife.
 - Safeguard water supplies by protecting groundwater recharge areas.
 - Provide flood control.
 - Provide stormwater management potential – natural vegetation provides a basis for innovative stormwater management systems. Stormwater flows from retention basins can be directed to, and allowed to flow through, buffers to reduce nutrient and sediment loads.
 - Improve water and air quality.
 - Stimulate economic opportunities such as by providing valuable open space which may increase land values and, therefore, the tax base.
 - Provide some federal tax incentives to landowners (depending on a landowner's financial situation) willing and able to place some of their lands under conservation easement.
 - Reduce grounds maintenance.
 - Provide recreational opportunities, and associated economic benefits for recreation-related businesses.
 - Provide educational and research opportunities for local schools and colleges.
 - Provide windbreak, shade and visual buffer.

Jackson Township

The history of the area comprising Jackson Township dates back to 1747 when German farmers, fleeing the turmoil of their homeland, immigrated into Pennsylvania's Codorus Valley. These industrious Germans immediately took up homesteads and began farming the rich soils found in the Township. Early farmers settled near Martin Station and Menges Mill. Farming provided the basis for the initial growth and has continued to be prosperous to the present day. Growth was further stimulated by the discovery of iron ore along the slopes of the Pigeon Hills in 1750. By 1755 Peter Dicks had established the first forge west of the Susquehanna River at "Spring Forge", now known as Spring Grove. As a result of the early success of the iron industry, several ore mines were in operation in the Township by 1763. By 1840, great quantities of ore were being shipped from Jackson Township to furnaces in Middletown and to the Juniata Valley north of Harrisburg.

Early development of the iron industry was also aided by the existence of the Monocacy Road which was developed about 1739. The Monocacy Road roughly paralleled present State Route 116, and was the only public road west of the Susquehanna at that time. This road connected the Township with York, Lancaster, Baltimore, Philadelphia, and Hanover and provided a route over which iron ore could be shipped. Nashville developed primarily as a result of its strategic location on this road. The York-Gettysburg Turnpike through Jackson Township (now known as US Route 30) was also extensively used for freight transportation during the early part of the nineteenth century and was a factor in the development of Thomasville. However, the quarry at Thomasville which produced limestone for the Township's growing iron ore industry was the main factor in its growth.

The Jackson Township area had been developing since 1747, and this period from 1747 to 1857 is considered the Township's first development period as the population grew from a few German farmers in 1747 to a population of approximately 1,300 in 1857, many of whom were actively engaged in the Township's iron ore industry.

By 1857, the area now comprising Jackson Township was a part of Paradise Township. The area was prospering independent of Paradise Township and, therefore, a petition was presented to the court requesting the establishment of a new Township. The request was granted and in 1857 Jackson Township, named after Andrew Jackson, was officially incorporated. Spring Grove was incorporated as a Borough in 1882, leaving Nashville as the oldest existing center of development in the Township.

The second period of Jackson Township's development extends from the incorporation as a Township in 1857 to about 1950. During the early part of this period railroads began serving the Township; connecting Nashville, Thomasville and Spring Grove with the larger market cities. The presence of this railroad had an immediate effect on the Township and the Thomasville quarry increased production due to this more efficient means of distributing their products. Nashville also saw increased growth as a result of the economic benefits of the railroad. Farming remained an important part in the lives of Township residents during this second period of growth just as it had during the first 100 years of this area's existence.

While the Township has not seen a great increase in population since its incorporation, it has experienced a relatively low but steady growth over the years with Nashville, Thomasville and Spring Grove still remaining as the centers of population. The iron ore industry which once stimulated growth and development is gone. Gone also is the growth potential that the railroad once possessed.

The third stage of Jackson Township's development began about 1950. In this stage Jackson Township began to experience increasing amounts of suburban growth and development. From 1950 to 1960, Jackson Township increased in population from 2,204 in 1950 to 2,749 in 1960. This increase of 545 persons represents a 25 percent increase over the 1950 population. This increase is not attributed to farming activities, but to suburban growth from the York and Hanover Urban Areas.

Jackson Township must plan well to provide for the needs of the citizens and to aid in proper future development. Realizing this, the Supervisors formed a planning commission in 1965, and arranged for a Comprehensive Plan to be developed. This Comprehensive Plan will serve as a guide to a more attractive and prosperous Township in the future.

Jackson Township Historically Significant Sites and Structures

SITE # ON MAP	NAME	DATE	TYPE
1	Biesecker's Mill District	1792 to 1843	Potential Historic District
2	Bringman House	c 1840	Historic Dwelling
3	Dinkle Farm	c 1870	Historic Barn and Dwelling
4	Eyster Farmstead*	1850	Historic Farmhouse
5	Hoff Property	1936	Historic Dwelling
6	Hoke House*	1780	Historic Dwelling
7	George Hoke House*	1872	Historic Dwelling
8	Johnston Farmstead	1810 to 1850	Historic Farm and Buildings
9	Kindig Property	c 1880	Historic Dwelling
10	Klinedinst Property	c 1900	Historic Dwelling
11	Martin Station District	Mid 1800's	Potential Historic District
12	Martin Property*	1837	Historic Dwelling and grounds
13	Martin House	1880	Historic Dwelling
14	Metzger Property	c 1933	Historic Dwelling
15	Nace Property	1920	Historic Dwelling
16	Roth's Church	1894	Historic Church
17	Smyser Property*	c 1860	Historic Dwelling
18	Williams Property		Historic Dwelling

* eligible to be listed on the National Register of Historic Places

Source: Historic York, Inc.

Paradise Township

In 1747 Paradise Township was laid out under the authority of the Lancaster court. The boundaries were surveyed by Joseph Pidgeon, a civil engineer from Philadelphia, for whom some claim the Pigeon Hills are named. It is also believed that the name Paradise was given to the Township by Joseph Pidgeon who was greatly impressed by the enchanting view afforded from these same hills. Until 1857 Jackson Township was included as part of Paradise Township.

The early settlers were farmers. Based on their experience in Germany, they were able to recognize the superior soils in America by the type of trees they supported. The deep-rooted Black Walnut was an especially good indicator. Based on the type of trees growing there, Paradise Township was recognized by the first settlers as having good soils, and therefore, worthy of the great effort required to clear the land.

Because of the vastness of the forests and the work required to clear them, the trees were considered as an enemy of sorts. Usually only those trees on the land too steep to farm were left standing. Since the topography of the Township was favorable for farming, nearly all of it was eventually cleared. Writing in 1907 Prowell describes the forests of York County as they existed then. "A large forest of primitive trees is now almost a curiosity to the prosperous York County farmer. If there be one, some avaricious individual is on the alert to purchase it, and fell the grand old trees for gain...An occasional large white oak, a tree which lives the longest in this section, is seen here and there on the farms of judicious husbandmen, who will not permit anyone to touch a single bough."

Swamps and marshy spots usually containing tall hickory trees existed in Paradise Township. They were called holtzschwamms and gruberlands by the early settlers. The regions these swamps covered proved to be fertile farm land.

Rye was one of the first crops grown. Wheat later replaced much of it and twenty bushels per acre was the average yield. Peaches and apples were also raised along with the more traditional farm products of corn and hay.

Agriculture has always been the dominant force behind the economy of Paradise Township. The prosperity of the residents of the Township has risen and fallen with the level of the prices received for farm products. Attractive, substantial farm houses and barns attest to periods of prosperity. The present farm situation has forced many of the Township's farmers to seek supplementary income or to sell their farms.

For nearly a century a considerable portion of the corn and rye produced in Paradise Township was marketed as whiskey. In 1782 thirteen distilleries existed in the Township, and by 1820 fifty-eight existed, making Paradise Township the leading Township in the County with respect to number of distilleries. Much of this whiskey was exported to Baltimore.

Another of the early industries was brick making. Its existence was due to the fact that a high quality clay existed near the center of the Township. In 1858, Peter J. Alwine began making bricks from this clay on his farm where he had built a kiln. For a period of twenty-five years he made 300,000 bricks annually.

Four mills existed during the colonial period within Paradise Township. They included Jacob's Mill located in the upper end of the Township near the Adams County line and three mills on Beaver Creek known as Hollinger's, Noel's and Massemar's.

Religion was a predominate force in the lives of the early inhabitants of Paradise Township. As previously mentioned, the majority of the settlers in the Township were Lutheran or Reformed. In 1775 the Lutherans built the Holtzschwamm Church. Shortly after its completion, an agreement was made with the Reformed Lutherans whereby the church was shared.

In 1761 the Jesuits of Conewago Chapel built St. Mary's Catholic Church on the western fringe of the Township to serve the Catholics of the area. In 1842 a new church was built on the site. After 1891 the Church became part of the New Oxford parish. In 1903, St. Mary's became a separate parish and in 1906 a protectory was established near the Church for destitute orphan boys of the diocese. The Brandt farm on which both church and school are situated was later deeded to the diocese.

In 1853 the German Baptists (Dunkers) built Altland's Meeting House. Before 1853 they met at the farms of their members. In 1880 this meeting house blew down, but was immediately rebuilt.

In 1907, seven public school buildings existed and were all described as being in good repair. They included the following schools: Harbold's Church, Eisenhart's, Mitters, Sable's, Stoner's and Bigmount.

During the Revolutionary War, York County had a militia in which Paradise Township made up part of the Third Battalion. In addition, the Township supplied six wagons to the Continental Army.

During the Civil War, on June 27, 1863, General Early's Confederate forces bivouacked for the night near Bigmount on their way to capture York City. General Early and his staff occupied the farm-residence of a Mrs. Zinn where he was served a fine dinner.

(Later in life General Early described the evening meal at Mrs. Zinn's as "the best meal I had during the entire war"). Although the Confederate soldiers did not destroy any property during their brief stay in Paradise Township, they did confiscate food and supplies from the farmers of the area.

Paradise Township Historically Significant Sites and Structures

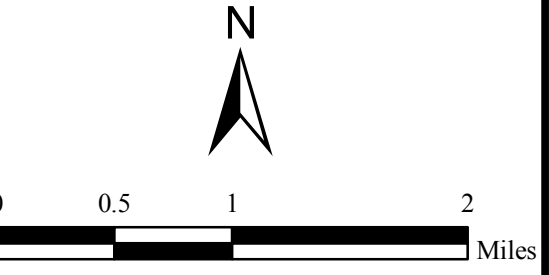
SITE # ON MAP	NAME	YEAR BUILT	TYPE
1	Swigart's Mill (National Register Site)	1794	Historic Mill / Manufacturing Facility
2	Altland Meeting House	1853	Historic Meeting House
3	Altland House	1859	Historic Dwelling
4	The Danmar House	1770	Historic Dwelling
5	George Oberlin House	1811	Historic Dwelling
6	Paradise / Holtzschwamm Church	1849	Historic Church
7	Paradise Protectory and Agricultural School	1906	Historic School and Grounds
8	Moulstown Road Bridge	1915	Historic Stone Arch Bridge
9	Lehman House	1779	Former Distillery
10	Grim House	1780	Historic Dwelling
11	Sheley House	1842	Historic Dwelling

Source: Historic York, Inc.

Figure 2.1
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Base Map



- State Road
- Township Road
- Abandoned, Proposed, or Private Cartway
- No Data/Others
- Rail Road
- Parcel
- streams
- Water Body
- Municipal Boundary
- Study Area



Data source: York Co. GIS, SSM

READING
1047 North Park Road
PO Box 6307
Reading, PA 19610-0307
610.621.2000
F. 610.621.2001

LEHIGH VALLEY
MacArthur Office Plaza, Suite 401
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Whitehall, PA 18052-3439
610.433.4188
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US VIRGIN ISLANDS
PO Box 8393
St. Thomas, USVI 00801
340.777.7275
F. 340.777.7280

SSM

SPOTTS | STEVENS | McCOY

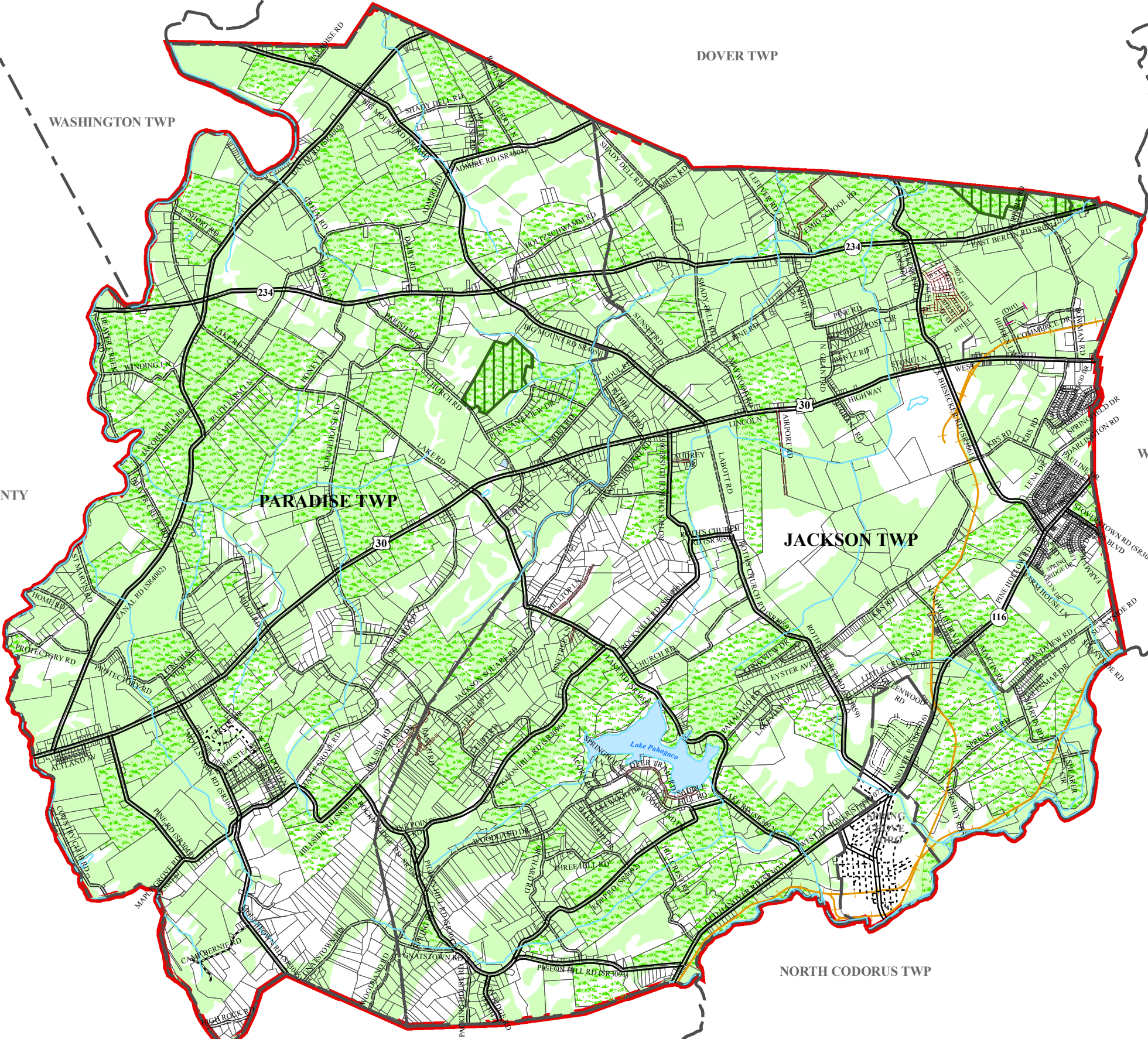
Engineers and Consultants

ssmgroup.com

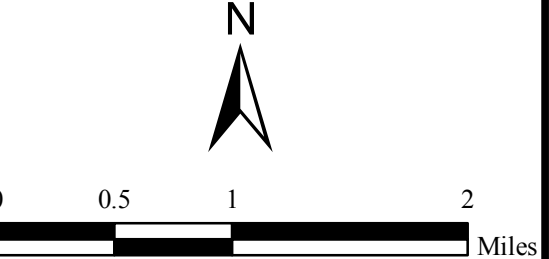
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Figure 6.1
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Agricultural Resources



- Preserved Farmland
- Agricultural Security Area
- Prime Agricultural Soil (class 1-3)
- State Road
- Township Road
- Abandoned, Proposed, or Private Cartway
- No Data/Others
- Rail Road
- Parcel
- streams
- Water Body
- Municipal Boundary
- Study Area



Data source: York Co. GIS, SSM

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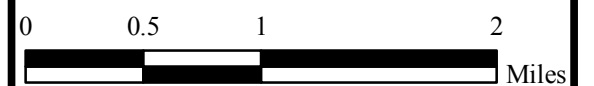
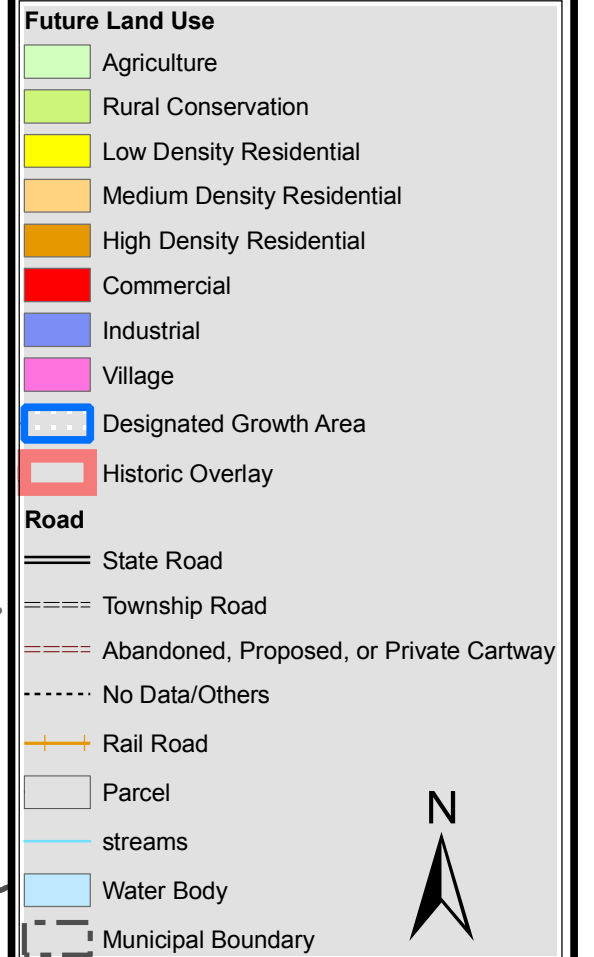
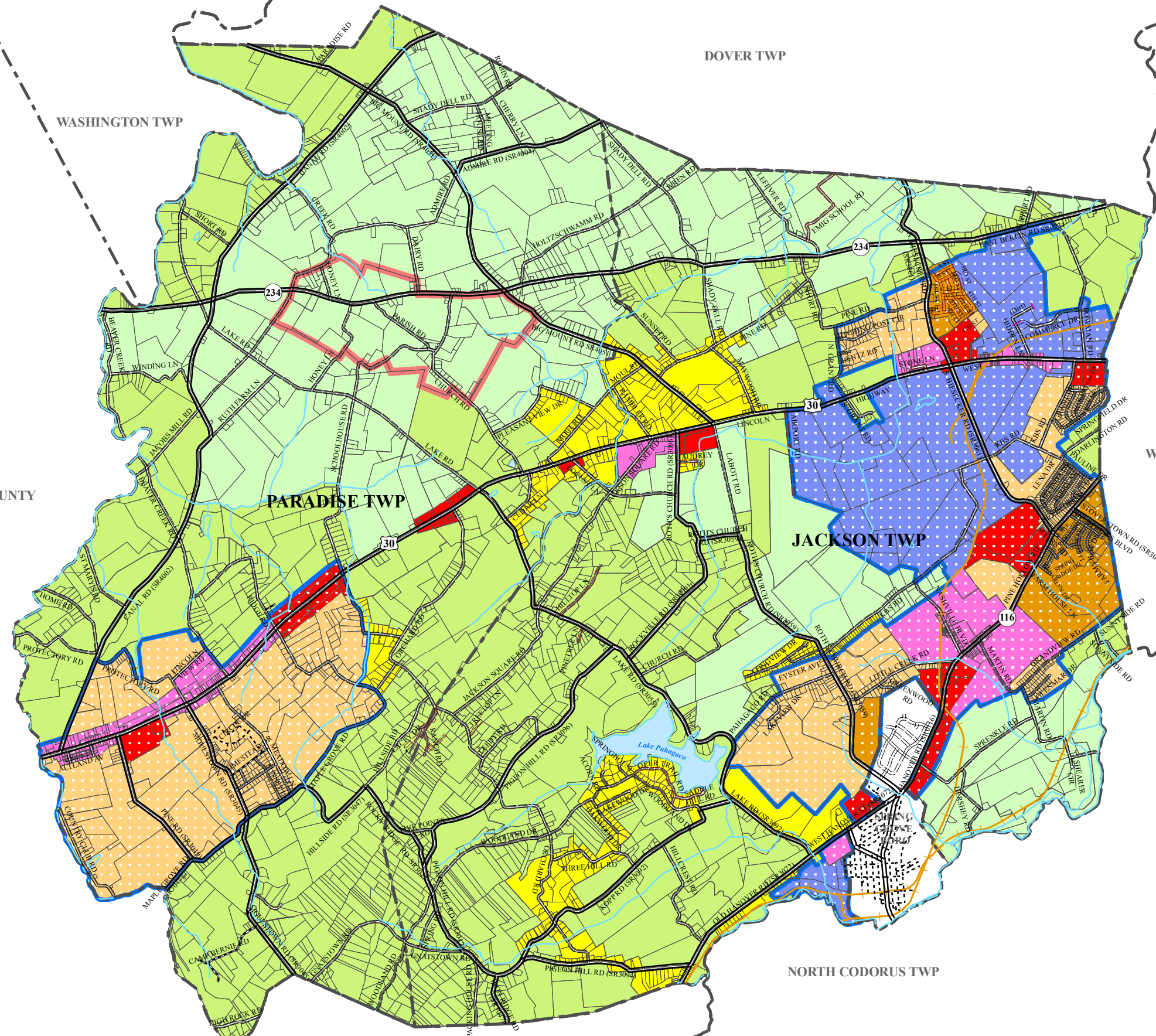
Engineers and Consultants

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Figure 6.2
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Future Land Use



Data source: York Co. GIS, SSM

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 1047 North Park Road
 PO Box 6307
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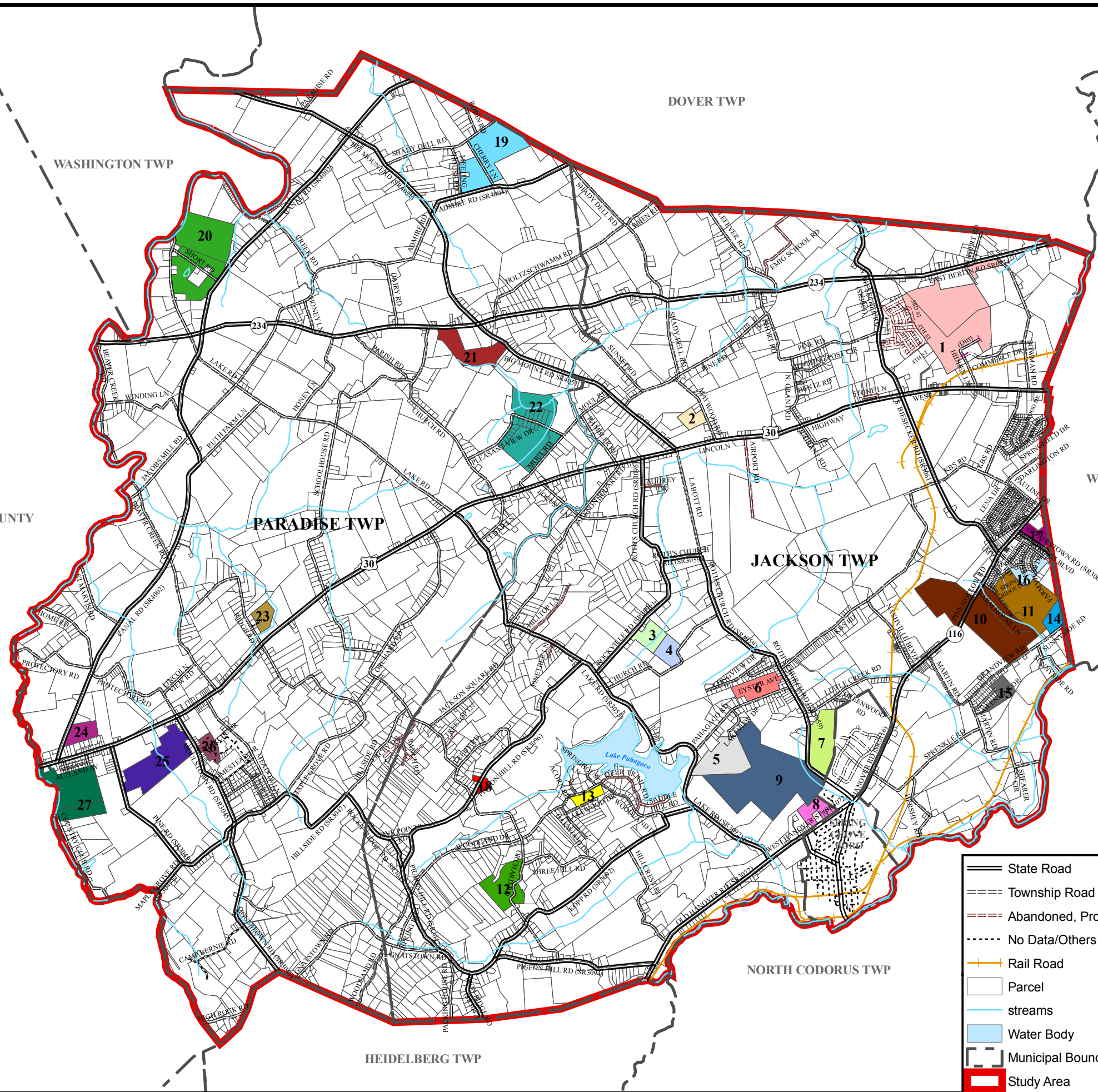
Engineers and Consultants

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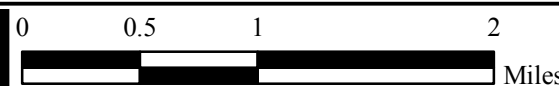
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Figure 6.3
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Approved and Proposed Developments



- Developments**
- 1, Stewart Assocs. Proposed Industrial Park, Commerce Dr.
 - 2, Thomson / Krill - 7 lots, Thomson Court, off Maywood Rd.
 - 3, B & D - 4 lots, Amy Lane, off Rockville Rd.
 - 4, Westfield - 9 lots, Foxrun Circle, off Church Rd.
 - 5, Pahagaco Heights - 99 lots, several streets, off Lakeview Dr
 - 6, Pahagaco Hills - 64 lots, several streets, off Pahagaco Rd.
 - 7, Roths Farm Village - 224 units, several streets, off Roth's Church Rd.
 - 8, R & D - Commercial 4 lots, Thistle Hill, off Old Hannover Rd
 - 9, Spring Grove Area School District - New High School, off Roth's Church Rd.
 - 10, Jackson Heights - 497 lots/D.V., several streets, off Rt. 116
 - 11, Farm Lane Estates - 197 lots, several streets, off Rt. 116
 - 12, Pigeon Hills Estates - 20 lots, 1 New Street, off Orchard Rd.
 - 13, Glatfelter - 6 lots, off Woodland Rd.
 - 14, Sketch Plan: Fryfogle - 38 lots, off Sunnyside Rd.
 - 15, Sketch Plan: McGinnis - 61 lots, off Martin Rd.
 - 16, Sketch Plan: Mc Mannses - 51 lots, Pine Springs
 - 17, Sketch Plan: Shearer - 60lots, off Stoverstown Rd.
 - 18, Paulus - 4 lots, off Pigeon Hills Rd.
 - 19, Cherry Lane Meadows - 23 lots, several streets, off Cherry Lane
 - 20, Orchard Estates - 20 lots, several streets, off Short Rd.
 - 21, Knepper - 25 lots, off Rt. 234 and Big Mount Rd.
 - 22, Granite Ridge - 32 lots, off Pleasant View Dr.
 - 23, North Ridge - 9 lots, Landon Dr.
 - 24, Country Club Estates - 23 lots, off Canal Rd.
 - 25, Tall Grass - 81 lots, Pine Rd. & Moulstown Rd.
 - 26, Paradise Estates - 22 lots, off Moulstown Rd.
 - 27, Spring Run - 23 lots, County Club Rd. & Rt. 30



Data source: York Co. GIS, SSM



- State Road
- Township Road
- Abandoned, Proposed, or Private Cartway
- No Data/Others
- Rail Road
- Parcel
- streams
- Water Body
- Municipal Boundary
- Study Area

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Figure 8.1
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Transportation Plan

Functional Classifications

- Principal Arterial/Other
- Minor Arterial
- Minor Collector
- Local
- Road
- Rail Road
- Needed Intersection Improvement
- Railroad Crossing Improvement
- Road Widening/Repair
- Proposed Connecting Street
- Parcel
- streams
- Water Body
- Municipal Boundary
- Study Area

15412 Annual Average Daily Traffic (AADT)

0 0.5 1 2 Miles

Data source: York County GIS; PennDot 2004; SSM

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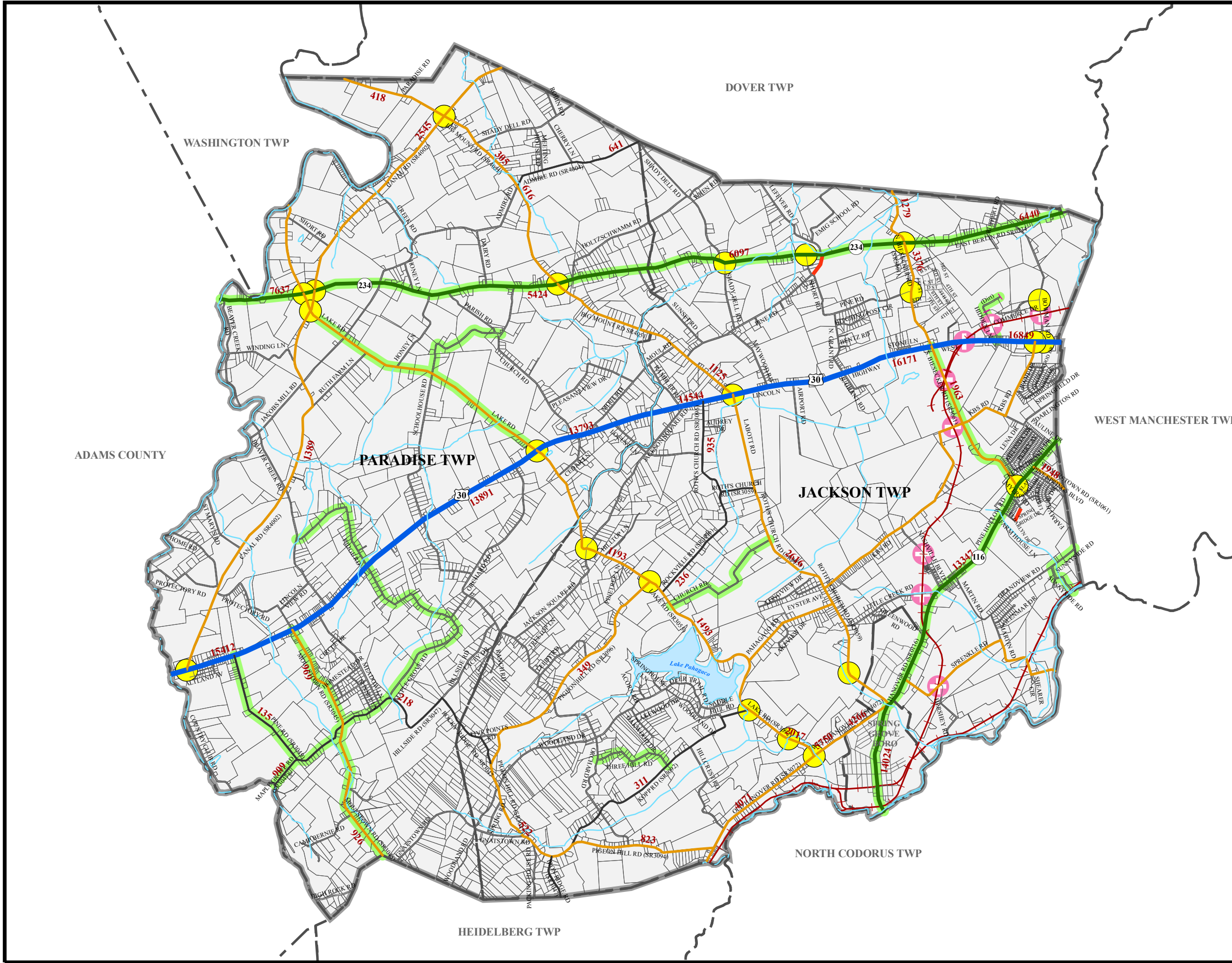
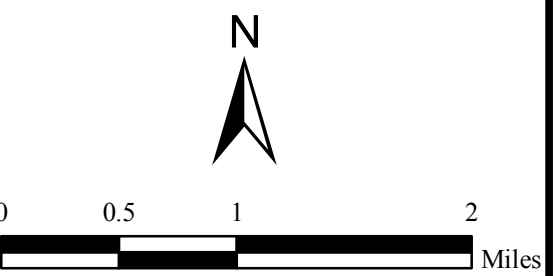


Figure 8.2
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Scenic Roads and Views



- Scenic Road
- View
- Potential PA Scenic Byway Route/
Attachment to Lincoln Heritage Corridor
- State Road
- Township Road
- Abandoned, Proposed, or Private Cartway
- No Data/Others
- Rail Road
- Parcel
- streams
- Water Body
- Municipal Boundary
- Study Area



Data source: York Co. GIS, SSM

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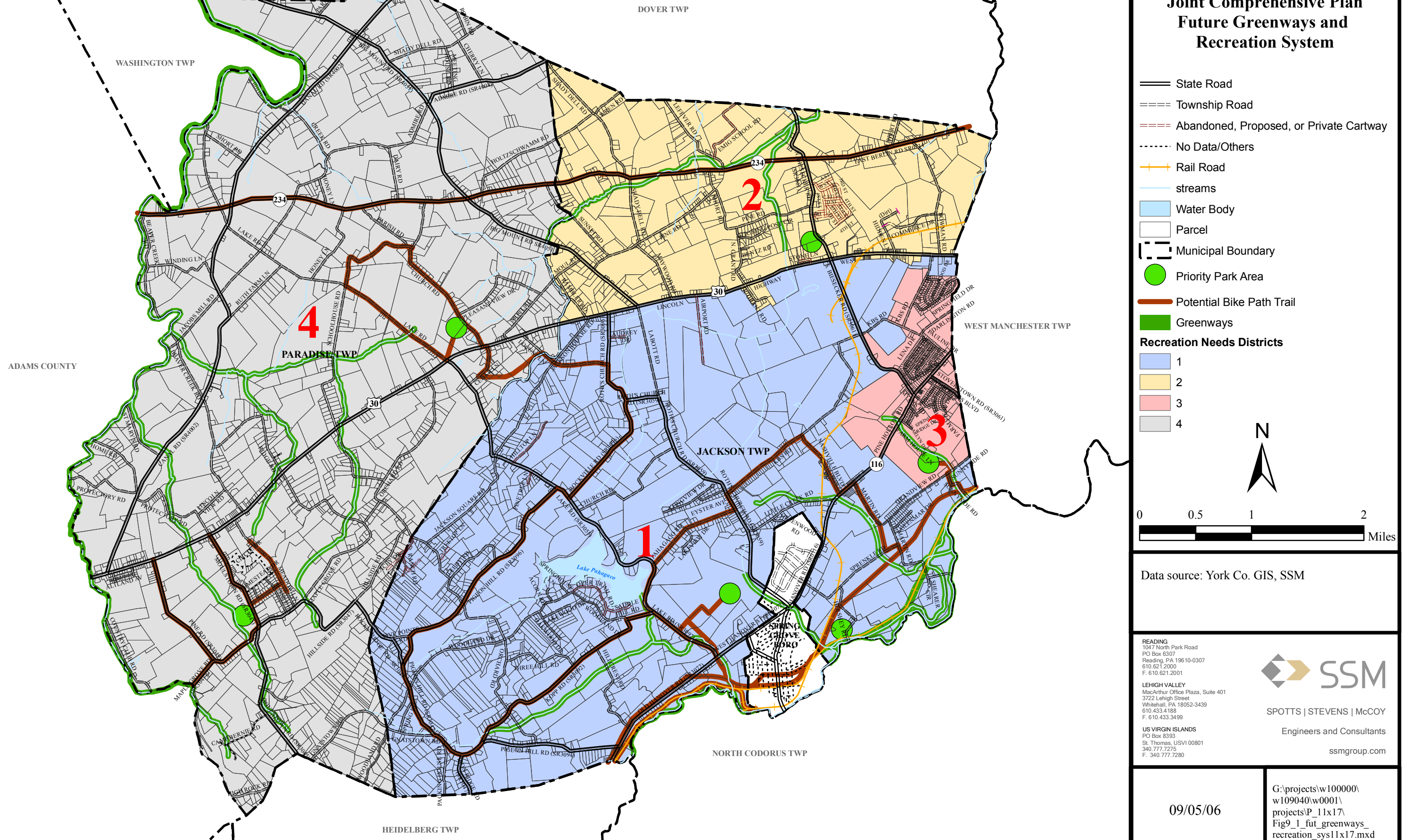
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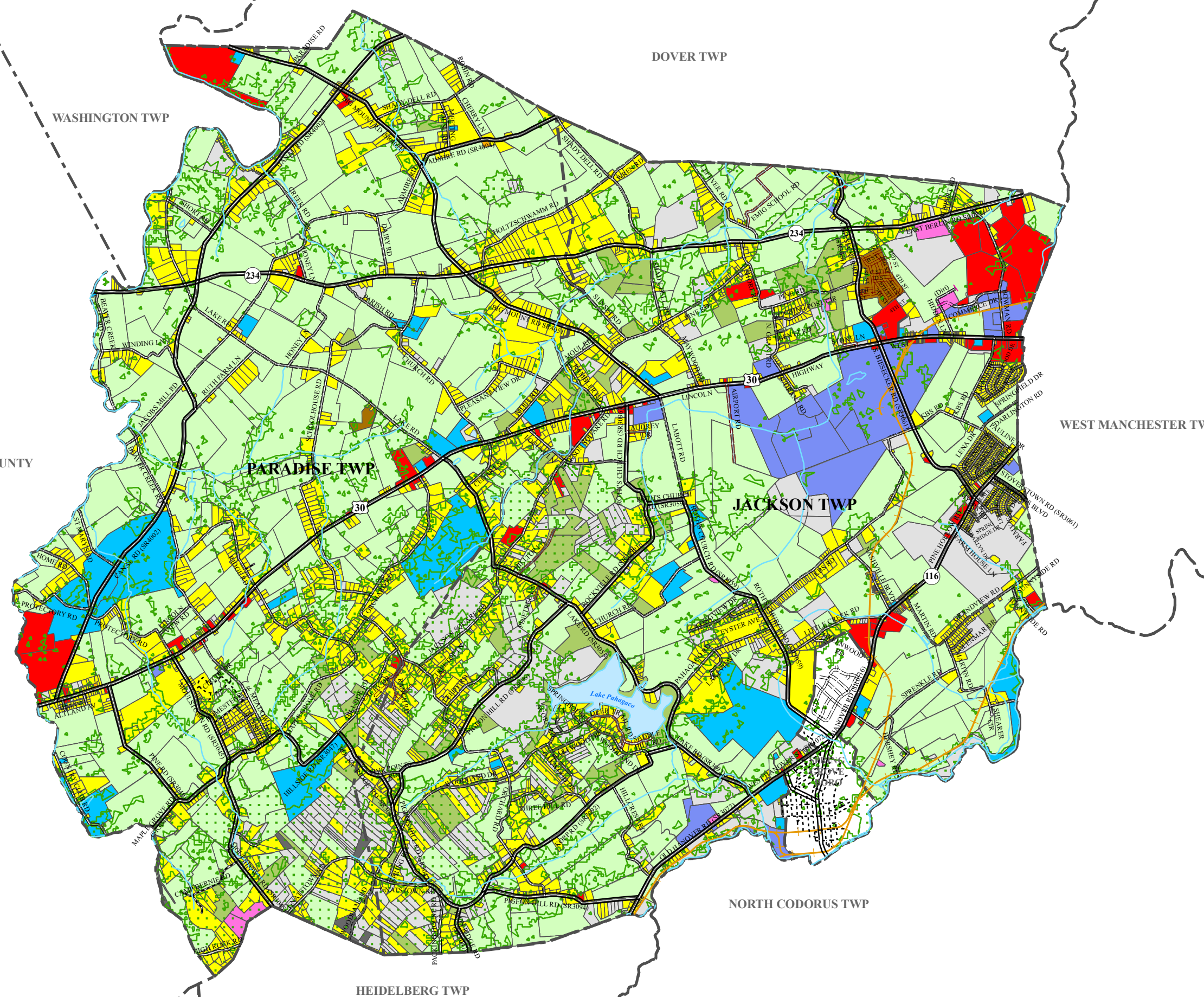
Figure 9.1
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Future Greenways and
Recreation System



Interrelationships of Plan Components

Plan Element	Land Use and Housing	Sewer and Water	Community Facilities	Transportation	Natural Environment	Economic Development
Land Use and Housing	<ul style="list-style-type: none"> Support existing villages Provide a variety of housing opportunities for all Target Designated Growth Areas 	<ul style="list-style-type: none"> Policies coordinated with land use goals to direct development to growth areas 	<ul style="list-style-type: none"> Make available to serve area residents where necessary 	<ul style="list-style-type: none"> Must consider impacts of growth on the system Accommodate volumes at acceptable levels of service Access management on priority corridors 	<ul style="list-style-type: none"> Provide open space system through their protection Agricultural preservation strategies 	<ul style="list-style-type: none"> Impacts on residential areas should be mitigated Provide jobs and services for residents
Sewer and Water	<ul style="list-style-type: none"> Growth should occur where have adequate facilities 	<ul style="list-style-type: none"> Consider existing facilities and plans, appropriate discharge standards and methods 	<ul style="list-style-type: none"> Locate with consideration of ability to serve, consistent with land use goals 	<ul style="list-style-type: none"> Should be coordinated in support of growth areas 	<ul style="list-style-type: none"> Water Supply sources should be protected and pollution prevented 	<ul style="list-style-type: none"> Should not overburden systems or deplete water supplies
Community Facilities	<ul style="list-style-type: none"> Include facilities to service residents and growth areas 	<ul style="list-style-type: none"> Major facilities should be adequately served 	<ul style="list-style-type: none"> Consider existing 537 plans, potential cooperative efforts 	<ul style="list-style-type: none"> Should adequately service facilities in the Region Consider linkages of community facilities 	<ul style="list-style-type: none"> Can provide recreational opportunities Green Infrastructure 	<ul style="list-style-type: none"> Can provide a tax base to support provision of facilities
Transportation	<ul style="list-style-type: none"> Growth should occur where have adequate capacity Maintain functional operation and safety when growth occurs 	<ul style="list-style-type: none"> Should be coordinated in support of designated growth areas 	<ul style="list-style-type: none"> Locate major facilities where can be adequately serviced Concerns for school transportation system Consider impacts on system from growth 	<ul style="list-style-type: none"> Consider existing facilities and plans, coordinate with County and PennDOT Plan improvements to the system Rail crossing maintenance 	<ul style="list-style-type: none"> Can provide scenic roads and vistas Provide non-motorized and public transportation alternatives 	<ul style="list-style-type: none"> Utilize the airport Access management on US Route 30 and PA Routes 116 and 234
Natural Environment	<ul style="list-style-type: none"> Development should occur where land is suitable and resources will not be harmed 	<ul style="list-style-type: none"> Should not extend to areas where irreparably harm important resources 	<ul style="list-style-type: none"> Can incorporate natural features 	<ul style="list-style-type: none"> Can facilitate access to resources Design system with consideration of existing environment and resources 	<ul style="list-style-type: none"> Existing natural resources should be protected, enhanced and interpreted 	<ul style="list-style-type: none"> Protect the natural environment Tourism / promote heritage of the Region
Economic Development	<ul style="list-style-type: none"> Identify appropriate land uses for sensitive areas Provide for commercial, industrial, business uses Neighborhoods provide workforce and market 	<ul style="list-style-type: none"> Can support development at appropriate locations 	<ul style="list-style-type: none"> Contribute to quality of life and the attractiveness of the area Implement a greenway system 	<ul style="list-style-type: none"> Address system deficiencies to improve business climate Improve intersections and access to industrial parks. 	<ul style="list-style-type: none"> Contribute to quality of life and attractiveness of area to businesses 	<ul style="list-style-type: none"> Support existing business centers Concentrate on developing industrial parks

Figure 13.1
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Existing Land Use



Existing land Use

- Farm
- Rural
- Residential
- Multi-Family
- Mobile Home Park
- Public/Institutional
- Commercial
- Industrial
- Utility
- Undeveloped Parcel
- No Data
- Forested Area
- State Road
- Township Road
- Abandoned, Proposed, or Private Cartway
- No Data/Others
- Rail Road
- Parcel
- streams
- Water Body
- Municipal Boundary

0 0.5 1 2 Miles

Data source: York Co. GIS, SSM

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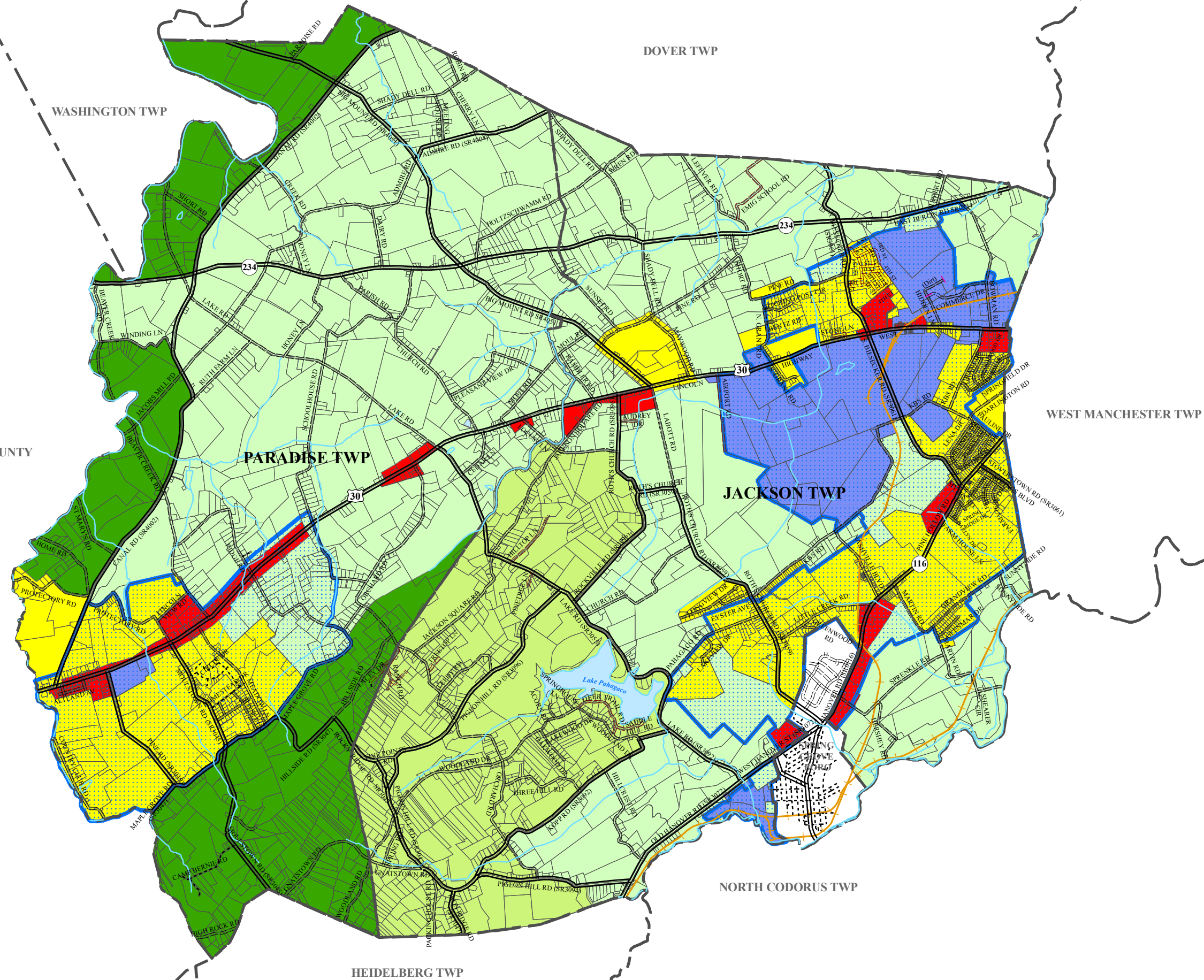
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Figure 13.2
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Existing Zoning



Jackson Zoning

- Agricultural
- Commercial
- Industrial
- Open Space
- Residential

Paradise Zoning

- Agricultural
- Conservation
- General Commercial
- Industrial
- Residential
- Designated Growth Area

Road

- State Road
- Township Road
- Abandoned, Proposed, or Private Cartway
- No Data/Others
- Rail Road
- Parcel
- streams
- Water Body
- Municipal Boundary

0 0.5 1 2 Miles

Data source: York Co. GIS, SSM

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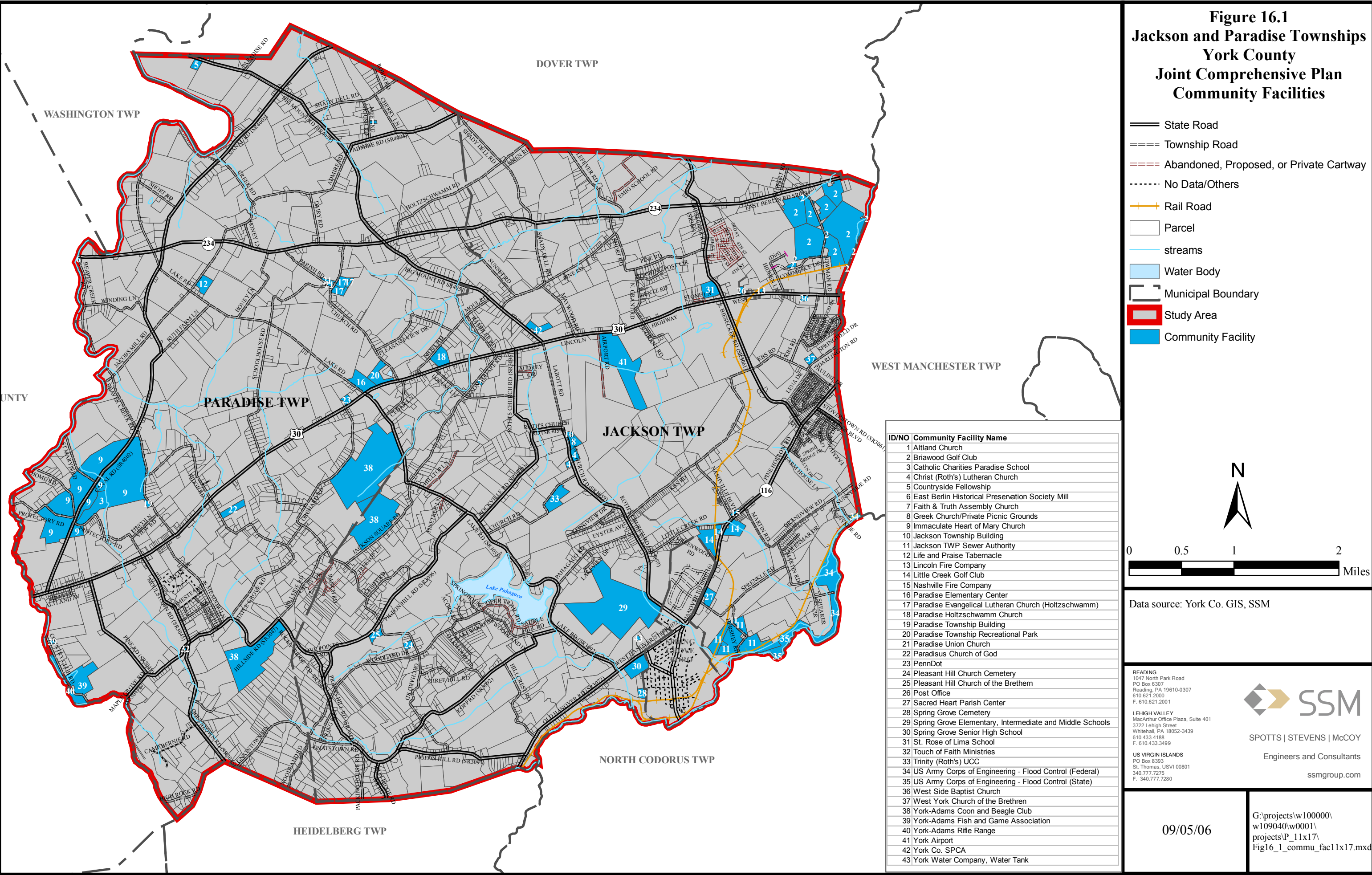
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Figure 16.1
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Community Facilities



Data source: York Co. GIS, SSM

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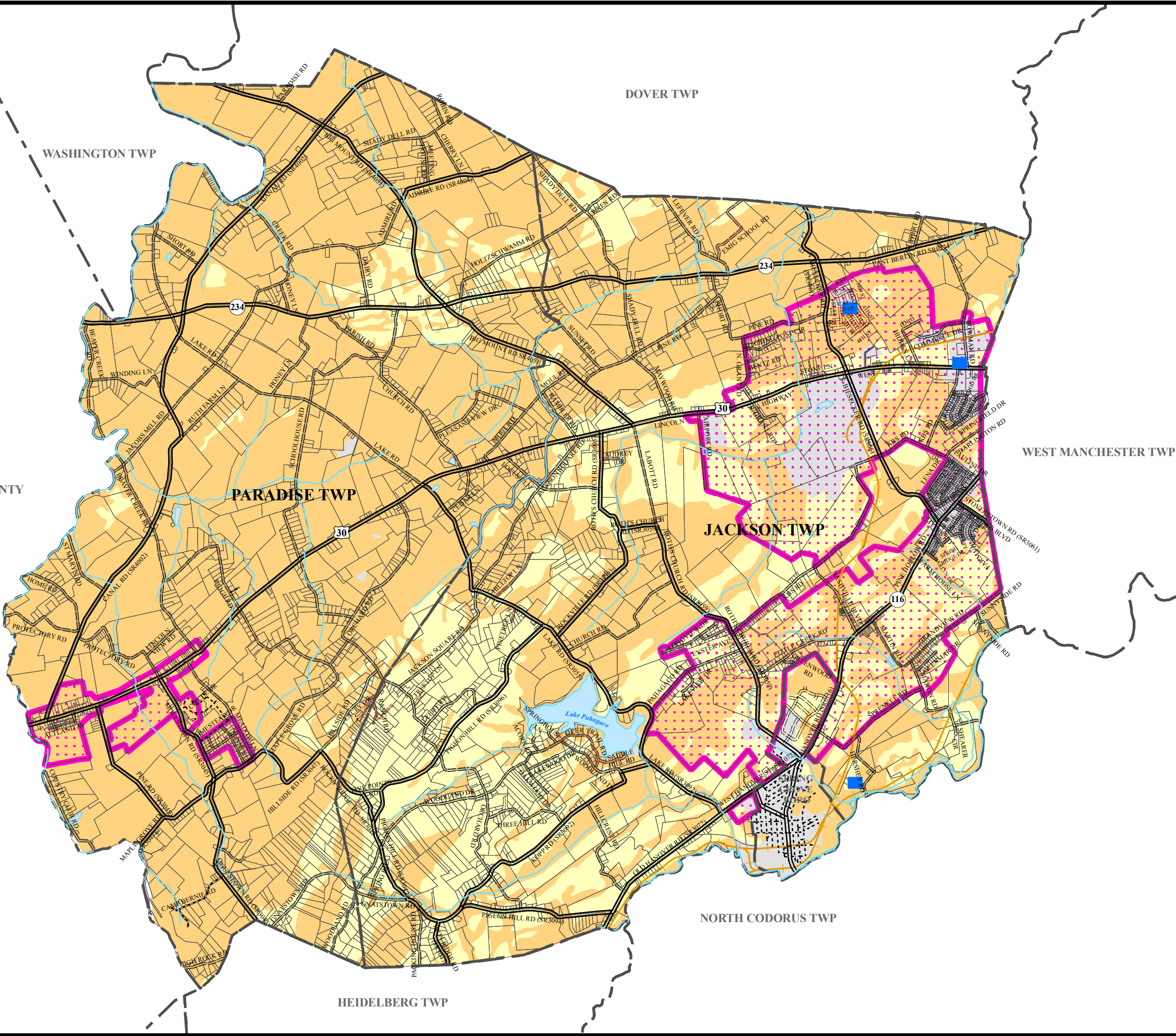
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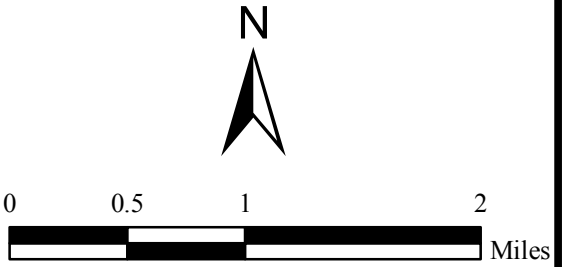
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Figure 16.2
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Sewer Facilities



- Soil Suitability for On-Lot Sewage Disposal System**
- Not Rated
 - Somewhat limited
 - Very limited
- Legend**
- Sewer Service Area
 - WWTP
 - State Road
 - Township Road
 - Abandoned, Proposed, or Private Cartway
 - No Data/Others
 - Rail Road
 - Parcel
 - streams
 - Water Body
 - Municipal Boundary



Data source: York Co. GIS, SSM

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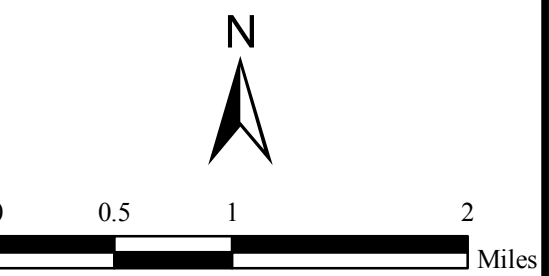
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Figure 16.3
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Water Facilities



- Well
- Existing Line
- Proposed Future Extension
- State Road
- Township Road
- Abandoned, Proposed, or Private Cartway
- No Data/Others
- Rail Road
- Parcel
- streams
- Water Body
- Municipal Boundary
- Study Area



Data source: York Co. GIS, SSM

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Figure 18.1
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Geological Formations and
Ground Water Yields

Geological Formations and Ground Water Yields

Ca	Antietam Formation (100 gal/min)
Cc	Chickies Formation (20 gal/min)
Ch	Chickies - Hellam Conglomerate Member (20 gal/min)
Chp	Harpers Formation (24 gal/min)
Chs	Chickies Formation (20 gal/min)
Ckl	Kinzers Formation (Limestone) (30 gal/min)
Cks	Kinzers Formation (Shale) (30 gal/min)
Ckss	Kinzers Formation (30 gal/min)
Cl	Ledger Formation
Cv	Vintage Formation (30 gal/min)
Oc	Conestoga Formation (25 gal/min)
Qal	Quaternary Alluvium Formation
TRc	New Oxford Formation (14 gal/min)
TRno	New Oxford Formation (66 gal/min)
mb	Metabasalt Formation (5 gal/min)
Yellow Circle	Sinkhole
Red Circle	Caves
Grey Pattern	Carbonate Geology

N

0 0.5 1 2 Miles

Data source: York Co. GIS, SSM

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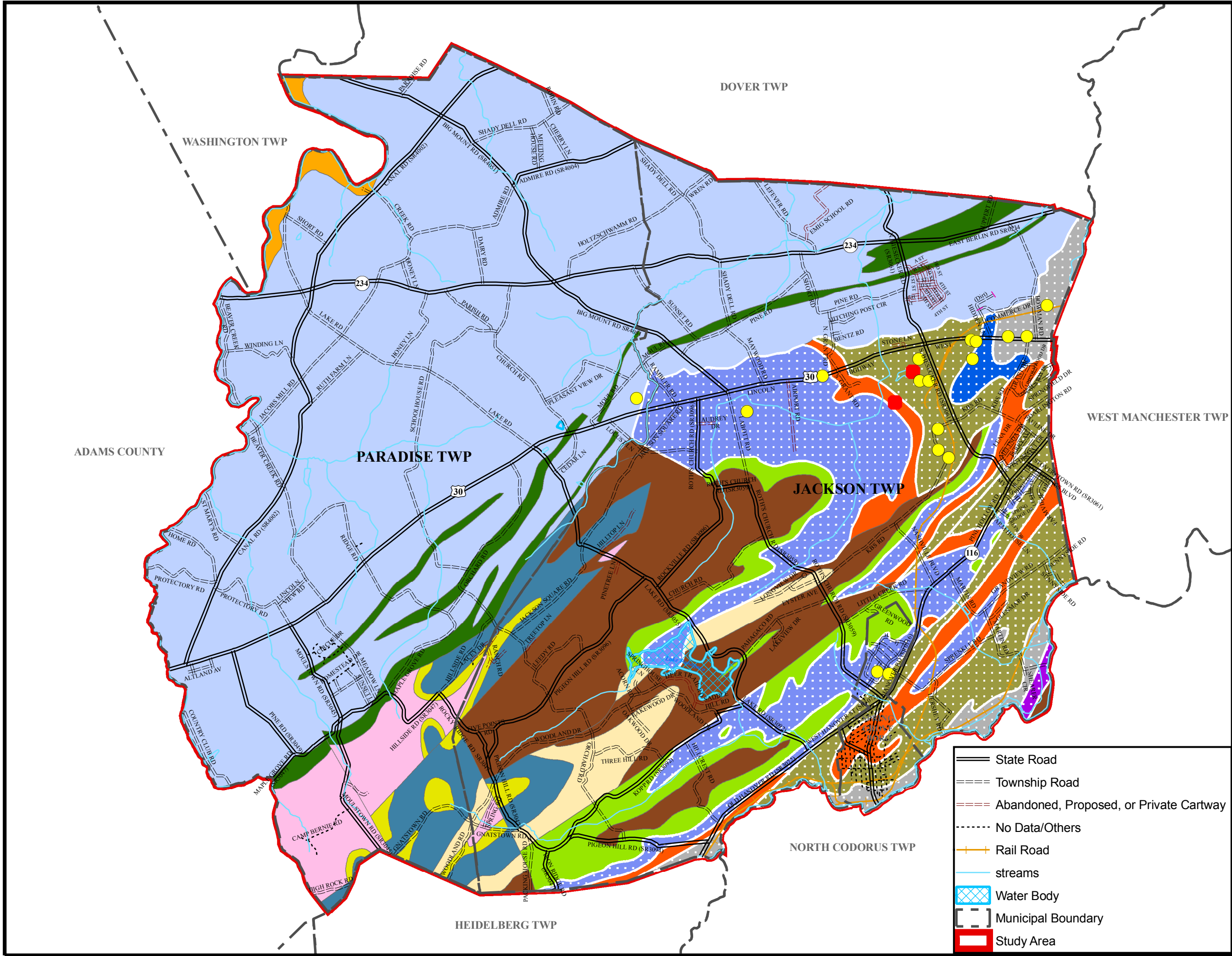
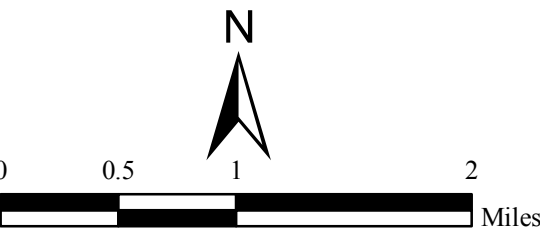


Figure 18.2
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Natural Resources



- streams
- Water Body
- Hydric Soil
- Wetland
- 100 Year Floodplain
- Forested Area
- Natural Areas Inventory Site
- 15 - 25% Slope
- > 25% Slope
- State Road
- Township Road
- Abandoned, Proposed, or Private Cartway
- No Data/Others
- Rail Road
- Parcel
- Study Area
- Municipal Boundary




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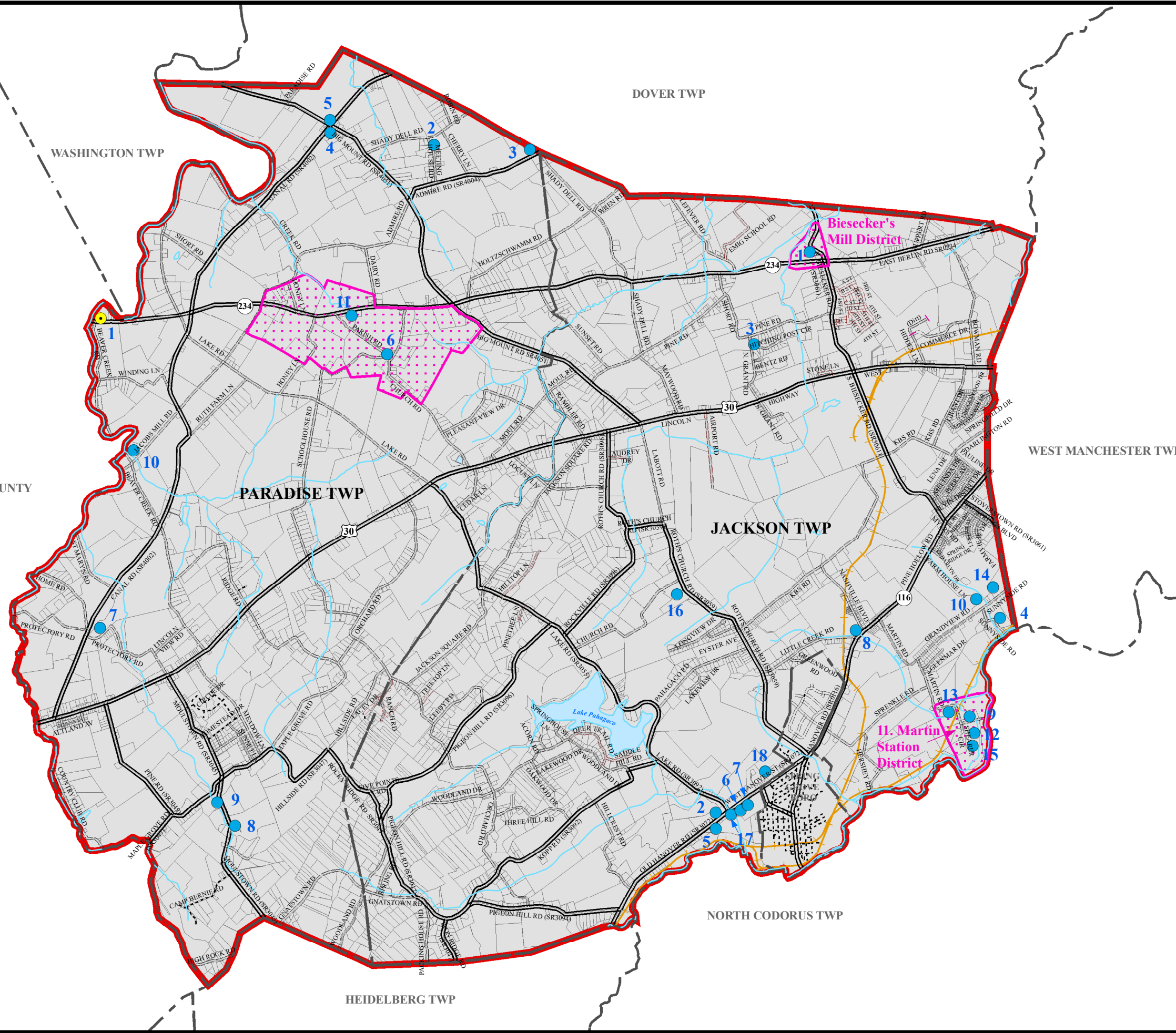
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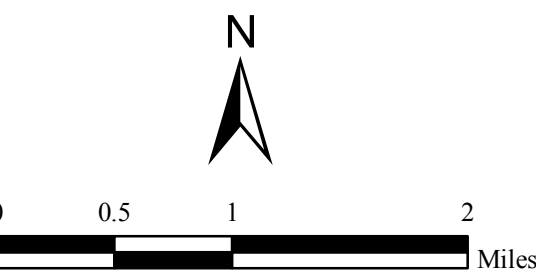


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Figure 19.1
Jackson and Paradise Townships
York County
Joint Comprehensive Plan
Historic Sites



- Historically Significant Site
- National Register Site
- ▭ Potential Historic District
- == State Road
- === Township Road
- Abandoned, Proposed, or Private Cartway
- No Data/Others
- + Rail Road
- ▭ Parcel
- streams
- ▭ Water Body
- - - Municipal Boundary
- ▭ Study Area



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