

**The Northern York County
Region
Comprehensive Plan**

Policy and Action Plan

2021 Amendment

**Revision
May 2021**

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

2021 Amendment starts here:

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

- Base the delineation of the growth areas on the following set of assumptions (guiding principles). Unlimited and uncontrolled growth is not sustainable (i.e., if growth is uncontrolled, the municipalities of the region will not be able to maintain the balance between economy, environment, and community).
 - The majority of the growth in the next twenty years (from 2020) will be directed into the designated primary or secondary growth areas, at least 80% of housing and 95% of business. Over the next twenty years the region's population is expected to grow to 19,447 persons, an increase of 3,731 persons.¹ The region should reevaluate this numbers with new projections from the York County Planning Commission (YCPC) when it becomes available.² Assuming an average household size of 2.5 persons per housing unit, approximately 1,492 additional units would be expected in the next twenty years. The region's growth areas would be expected to absorb approximately 1,194 new units.
 - The primary and secondary growth areas will encompass the region's existing Boroughs and villages.
 - The primary growth area will accommodate a variety of uses: residential (housing of various densities, styles and value), commercial, industrial, office, institutional, recreational and mixed-use. Areas designated as a secondary growth area in Franklinton Borough will have a more limited range of use. New housing will be balanced with new business to preserve the tax base.
 - The primary growth area will have a full range of community services (identified in the background profiles report) – parks, emergency, administrative, libraries, schools, etc. It is assumed secondary growth areas will not have this diversity of community services.
 - The primary growth area will be served by a transportation network that is coordinated to manage the traffic impact of surrounding land uses and will include arterials, major and minor collectors, local roadways and it will provide for transit, bicycles, and pedestrian movements (sidewalks). The ultimate transportation network will take into account the short- and long-term improvements to the US Route 15 Corridor.

¹ Based on escalation of the York County Planning Commission population projections derived from the 1990 Census, revised and updated and provided in YCPC document [York County Population Projections 2020-2050 \(YCPC - 10/2011, https://www.ycpc.org/DocumentCenter/View/454/Current-Population-Projections-2020-to-2050-PDF?bidld..\)](https://www.ycpc.org/DocumentCenter/View/454/Current-Population-Projections-2020-to-2050-PDF?bidld..)

² York County Planning Commission has developed population projections; however, these projections need to be updated when new Census data becomes available. When this information becomes available the growth and absorption rates should be readjusted.

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

Designation of Primary and Secondary Growth Areas

- Designate Dillsburg Borough and the immediate area surrounding the Borough as the region's primary growth area (see Map 1). The area includes all of Dillsburg Borough and land in Carroll and Franklin Townships adjacent to the Borough and in the general vicinity of the Route 15 corridor.
- Designate a secondary growth area (see Map 1) for Franklinton Borough and its immediate area. This secondary area takes on the form of historic villages in the region.
 - Franklinton Borough is the only incorporated area of the three secondary growth areas. The growth area includes the developed areas of the Borough plus the vacant parcels in the area of South Street, Church Street and Long Avenue. Franklinton has both public water and public sewer.
 - Deleted paragraph referencing Mohaghan Township.

Assumptions for Determining the Designation of Rural Resource Areas

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

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

Designation of Future Growth Areas

- This Section has been deleted as Primary and Secondary Growth Areas are defined and Future Growth Area was removed from the planning document.

Multi-Municipal Future Land Use Scenario

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

Key Components:

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

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

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

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

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

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

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

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

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

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

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

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

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

- **Medium-Density Residential:** Similar in character to the low-density residential neighborhoods, the medium-density classification is reserved for areas, that already exhibit or are expected to exhibit the following characteristics:

- An average density of four to five units per acre.

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

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

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

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

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

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

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

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

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

Four of the mixed-use areas have unique characteristics:

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

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

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

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

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

- **Village area:** One village area is designated on the future land use map, Franklinton Borough. As previously noted, Franklinton Borough is the only incorporated village in the region. The scale and intensity of activity is important in maintaining the village character.
- **The references to Monaghan Township are removed.**

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

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

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

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

Table 1 – Future Land Use Percentages

Land Use Classification	Total Acres	Percent of Total
Rural Conservation/Open Space	13,498	60.0%
Rural Residential	1,757	7.8%
Low Density Residential	1,796	8.0%
Medium Density Residential	1,621	7.2%
High Density Residential	445	2.0%
Mixed Use	861	3.8%
Highway Commercial	509	2.3%
Industrial	277	1.2%
Public	1,585	7.0%
Village	136	0.6%
Total	22,485	100.0%

Source: Community Planning Consultants, Inc., 2004.

Updated by KPI Engineering and NYCRC Participating Municipalities in 2007

Updated by Gibson-Thomas in 2021 for Carroll Township Zoning Ordinance Update.

This table no longer includes Acreage from Monaghan Township.

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

The future land use scenario will accommodate nine million square feet of nonresidential development on approximately **1,233 acres³**, nearly doubling the region’s current acreage of industrial and commercial land.

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

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

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

Table 2 – Development Potential Analysis

Land Use Classification	Adjusted Acres	Housing Units - Average	Housing Units - Maximum	Nonresidential Building Area (S.F.)
Rural Conservation	9,388	4,694	4,694	N.A.
Rural Residential	1,289	1,289	3,866	N.A.
Low Density Residential	1,335	4,006	4,006	N.A.
Medium-Density Residential	1,227	4,906	6,133	N.A.
High Density Residential	351	2,454	3,156	N.A.
Mixed Use	661	2,762	2,762	4,639,464
Highway Commercial	384	N.A.	N.A.	3,014,430
Industrial	188	N.A.	N.A.	1,391,194
Village	109	261	370	N.A.
Totals for Growth Area	3,863	13,174	15,184	8,966,864
Totals for Region	14,931	20,373	24,9987	9,045,088

Source: Community Planning Consultants, Inc., 2004.

Updated by KPI Engineering and NYCRCP Participating Municipalities in 2007.

Updated by Gibson-Thomas in 2021 for Carroll Township Zoning Ordinance Update.

This table no longer includes Acreage from Monaghan Township.

The Rural Conservation Housing Units are based on 0.5 units/acre according to the footnote and not based on the average of the Franklin Township density (4 acres per unit) and the remaining Rural Conservation density (2 acres per unit)...

MULTI-MUNICIPAL LAND USE REGULATORY APPROACH

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

⁴ Adjusted acres are the acres left after the deduction of environmentally constrained lands (i.e., floodplains, wetlands, and steep slopes [slopes greater than 25%]) and 18% of the area for infrastructure development. The development potential for various land use classifications equals the adjusted acres times the unit/acre assumptions for residential areas and the adjusted acres times the FAR value for the nonresidential areas. The following assumptions apply: (1.) Residential density assumptions, housing units average: RC- .5 unit/acre; RR – 1 unit/acre; LDR – 3 units/acre; MDR – 4 units/acre; HDR – 7 units/acre; Village –3 units/acre; Mixed-use 7 unit/acre. Residential density assumption, housing units maximum: RC- .5 unit/acre; RR – 3 unit/acre; LDR – 3 units/acre; MDR – 5 units/acre; HDR – 9 units/acre; Village –4.5 units/acre; Mixed-use 7 unit/acre. (2.) Floor Area Ratio (FAR) is the measure for the efficiency of land use. The higher the FAR value, the more efficient land is being used in comparison with the total building plate of a structure (or building footprint for a one story building). The following FARs are used in the analysis: industrial -.17; commercial -.18; mixed-use -.40. (3.) The ratio of residential to non-residential for mixed- use areas is 60/40 split; for downtown Dillsburg is 50/50 split. The ratio of residential to non- residential for village area is 80/20 split.

Key Components:

- Adopt individual municipal zoning ordinances consistent with the regional comprehensive plan's use scenario. This would allow municipalities to pick and choose, based upon available infrastructure and desired community character, which land uses would be allowed in a given municipality. In other words, the future land use scenario assumes uses requiring public sewer and water (multi-family housing, heavy industry and large commercial enterprises) would be appropriate in the urban growth area, with the majority of these activities occurring in Dillsburg Borough and Carroll Township. This would allow Franklin Township (~~Monaghan Township removed~~) to retain its rural character by continuing to accommodate agriculture, residences on larger lots or in open space developments and small commercial enterprises. Franklinton Borough would retain its small town character.⁵ An intergovernmental implementation agreement would be used to establish the relationship throughout the region.

- Accept that all municipalities in the region may not choose the same approach for creating or modifying land use regulations.

- Adopt common elements in each municipal subdivision and land development ordinances and stormwater management ordinances that meet the goals and objectives for the region.

⁵ The Municipalities Planning Code (MPC) enables this multi-municipal land use approach. See Appendix 1 for the appropriate sections of the MPC

⁶ ~~Individual municipal zoning not used in 2008 amendment.~~

⁷ ~~Joint zoning not used in 2008 amendment.~~

~~2021 Amendment ends here:~~