

EXECUTIVE SUMMARY

The Boroughs of Dallastown, Red Lion and Yoe first prepared a joint comprehensive plan in the 1960s. This plan has been prepared to address the current issues facing the Boroughs. Issues have been identified through background studies presented in Chapter 2 and the public participation process discussed in Chapter 3. Major planning implications of the background studies are:

- The three Boroughs are inextricably linked to adjacent Windsor and York Townships via shared boundaries, roads and shared community facilities and services. This underscores the need for increased regional cooperation among the Boroughs and the Townships in the future.
- The populations of Dallastown and Yoe are relatively stable, while Red Lion has continued to grow modestly. Population growth in the greater region encompassing the three Boroughs and Windsor and York Townships is a major issue. The Townships have grown substantially in the past and are expected to continue to do so in the future. The Boroughs are impacted by this growth, particularly in terms of traffic volumes and demand for shared services, such as schools.
- The Boroughs have high percentages of rental housing. This presents concerns for dwelling, neighborhood and community stability.
- The housing stock is relatively old in the Boroughs, which means it is important to foster housing maintenance and rehabilitation and implement code enforcement as necessary.
- There are a number of historic resources, an existing historic district and a potential historic district in the Boroughs. The Boroughs have an industrial heritage, particularly from the cigar industry. Adaptive reuse of historic buildings has taken place and can continue. Historic preservation should be addressed in municipal regulations to the extent each Borough is comfortable.
- The Ma and Pa Railroad was important to the development of the Boroughs. The legacy of the Railroad continues at the historic railroad station and in the Ma and Pa Trail being developed along the former location of the railroad tracks. The Ma and Pa Trail will link the three Boroughs to surrounding municipalities. Route planning will continue.
- The Boroughs are proud of the excellent services provided to their residents, though needed enhancements to facilities such as the Library, parks and other recreation facilities should continue in the future. The most pressing school need, overcrowding in elementary schools in the Dallastown Area School District, was addressed for the time being with construction of the Dallastown Intermediate School.
- Limited vacant land is available for development in the Boroughs and much of that land has physical limitations to development. Most new development will take place as infill, redevelopment or more intensive use of existing properties.
- After adoption of this Plan, municipal zoning ordinances should be amended to implement the Plan. Some of the issues to address are prohibition/regulation of residential conversions,

creation of some basically single family residential districts, enhancement of commercial areas, and extent of non-residential zoning districts.

- Major streets in the Boroughs experience through-traffic as well as local traffic. Volumes and speeds of traffic on some roads are a major concern. Road interconnections, traffic calming and alternative routes will need to be addressed in the future.
- The industrial bases within Dallastown and Red Lion are important elements of the regional economy, and their continuation should be supported. Many of the commercial establishments in the Region are auto-related, and for many retail purchases and dining out occasions, residents must leave the Boroughs. Additional residence-serving retail and service uses should be encouraged and recruited in the Boroughs.

The public participation process involved Steering Committee workshops and tour of the Boroughs; a written survey distributed to all households in the Region; focus group meetings on transportation, community facilities and services, and economic development, revitalization and historic preservation; and three public information meetings and workshops. During this process a SWOT analysis was performed. Identified strengths and weaknesses of the Region are:

Strengths

- ◇ Pride in the Community
- ◇ Compactness of area involved
- ◇ Potential for redevelopment and reuse of vacant and underutilized buildings
- ◇ Access to major highways
- ◇ Rich in history
- ◇ Affordable housing
- ◇ Centrally located in PA – proximity to New York, Harrisburg, Baltimore, Washington D.C., Philadelphia, and beaches
- ◇ Good communication between Borough staffs and with County staffs
- ◇ Public safety
- ◇ Community services and facilities

Weaknesses

- ◇ Weak communication between Borough Councils
- ◇ Conflicts between the three Boroughs – unhealthy competition/local “politics”
- ◇ Traffic congestion
- ◇ Lack of parking
- ◇ Above ground utilities – overhead wires blight and date neighborhoods
- ◇ Excessive apartment conversions from single family dwellings
- ◇ Attractiveness of town
- ◇ Aging Infrastructure
- ◇ Lack of restaurants and other such services

Major issues and opportunities presented by the issues are presented in Chapter 4:

<u>Issue</u>	<u>Opportunity</u>
Increasing Regional Cooperation	Implement Regional Cooperation Program listed in Chapter 9. Appoint Regional Planning Commission. Formalize a process for the three Councils to meet regularly. Create regional commissions as necessary to address issues. (See discussion in Chapter 16.)
Maintaining a small town lifestyle and the quality of life	Make appropriate zoning revisions to assure retention of character. Consider design elements. Consider historic resource protection. Foster local businesses. Continue to improve community services and facilities. Regulate the large number of non-conforming buildings to mitigate impacts on neighborhoods. Address zoning map issues, such as existing inappropriate zoning and spot zoning. Address residential areas in need of enhancement.
Addressing the large number of residential rental properties. Encouraging the improvement of residential properties in need.	Prohibit conversions or strictly limit where they can occur. Institute strong conversion regulations where allowed (such as minimum size of building to convert, minimum size of unit, required off-street parking). Façade improvement programs. Enforcement of housing/property maintenance codes. Rental unit licensing and inspection programs.
Addressing traffic volumes and speed and improving pedestrian safety	Institute traffic calming measures (see Transportation Plan and Appendix 3). Address traffic issues on a regional basis. Make proposed road interconnections and intersection improvements and other proposed projects on Transportation Plan. Identify alternative routes to Routes 24 and 74.
Addressing parking concerns	Provide additional public parking areas. Address wayfinding to parking areas. Work with landowners to enhance, consolidate, and manage private parking areas. Review zoning requirements regarding parking.
Improving community appearance and enhancing commercial corridors such as Broadway, George Street, and Main Street	Streetscape improvements. Façade improvement programs. Zoning to address design considerations, historic resources, access management.

<u>Issue</u>	<u>Opportunity</u>
Maintaining public safety	Improve communications with Regional Police. Increase foot patrols. Emergency management planning on a regional basis. Maintain volunteer fire departments. Support EMS. Address areas of drainage concern.
Maintaining excellent community facilities	Make improvements to existing parks. Provide additional parks and recreation fields.
Providing for economic vitality and Borough revitalization.	Work to retain downtown businesses. Provide for adaptive reuse of vacant and underutilized industrial buildings. Attract residence-serving businesses to Yoe. Work with YCEDC to increase occupancy of vacant and underutilized buildings. Implement the program of the Economic Development Plan.

Chapter 4 also discusses the roadway and service linkages between the Boroughs. Historic, economic, natural, community facilities and service and recreation assets in the community are listed, and include, among others, historic buildings and districts; downtowns, small local businesses and industrial areas; Mill Creek and the slope area in Dallastown; fire companies, schools, churches and the Kaltreider-Benfer Library; the Red Lion Mile, Ma and Pa Greenway, and three Borough parks.

Chapter 5 contains the regional vision and statement of goals and objectives. The region vision is:

The Tri-Borough Region is a safe and attractive community in which to live and work, with a high quality of life and small town atmosphere. It is comprised of charismatic neighborhoods, revitalized downtowns with attractive streetscapes, and eclectic commercial uses and fully utilized industrial areas. Residents are served by outstanding community services and facilities, such as parks, recreation fields, and schools. Redevelopment respects and incorporates the traditional development patterns, architecture and historic character of the Boroughs. The Boroughs work together to enhance the elements which link them and to accomplish infrastructure improvements necessary for economic development.

The Goals for various elements of the plan are listed below. A number of objectives have been prepared for each goal.

Natural Resources

Goal: Protect and preserve the natural resources of the Region.

Historic, Architectural and Cultural Resources

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

Open Space and Recreation

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

Land Use

Goal: Retain a small town atmosphere, enhance and revitalize downtowns, and stabilize, enhance and protect residential neighborhoods.

Transportation and Circulation

Goal: Achieve a safe and efficient regional circulation system which will enhance pedestrian and bicycle movement; minimize adverse impacts on residential neighborhoods; enhance the safety, mobility and livability of road corridors within the region; relieve congestion; and manage and enhance parking resources.

Economic Development

Goal: Retain and enhance a vital, multi-faceted economy.

Housing

Goal: Provide for a diversity of housing opportunities for the economic and demographic groups within the Region, while encouraging owner occupied units and unit maintenance, in harmony with the historical character of the Boroughs.

Community Facilities, Services, and Development

Goal: Continue to provide community facilities and services to the Region's residents in an efficient, cost-effective and quality manner within the financial resources of the Boroughs.

Regional Cooperation

Goal: Expand intergovernmental cooperation among the three Boroughs and in the greater region.

Chapter 6 is the Future Land Use and Housing Plan. The Future Land Use Plan Map contains the following categories:

- Borough Center
- Commercial
- Gateway Commercial
- Industrial
- Park/Recreation
- Public and Semi-Public
- Residential Outlying
- Residential Suburban
- Residential Town

The intent of each category is discussed, as well as the relationship of the plan to the York County Comprehensive Plan and the relationship to adjoining municipalities.

Chapter 6 also discusses targeted investment areas which are important to stabilize and enhance to foster economic development in the Region and maintain the vitality and character of the Borough's downtowns, residential neighborhoods, and street corridors. Targeted areas include Commercial Enhancement Areas, Downtown Revitalization Areas, Industrial Revitalization Areas and Residential Revitalization Areas.

In order to implement the Future Land Use Plan, zoning revisions in the Boroughs should be considered. Concepts for consideration by each Borough are listed in Chapter 6. Two important concepts for the Region are adaptive reuse and infill.

Housing issues and policies are discussed. Of particular concern to the Boroughs are promoting home ownership, because of the high percentages of rental units in the Boroughs, and eliminating residential conversions in residential neighborhoods. By addressing these issues, it will be possible to improve the stability of residential neighborhoods, improve the rental stock and help maintain the integrity of historic residential areas.

Design elements are important to implementation of the Future Land Use Plan. Design of the built environment influences the experiences of Borough residents, affects the image of the Boroughs and contributes to economic development and the pride people have in their community. The Borough Councils will have to determine the extent to which design guidelines or standards will be used in each Borough. Chapter 7 discusses considerations for protecting traditional Borough streetscapes, pedestrian considerations, gateway treatments, parking, and commercial corridors.

In the Transportation Plan, Chapter 8, the following projects are listed in order to address identified issues:

DALLASTOWN BOROUGH

- Reconfigure Main Street/Walnut Street intersection to include left turn lane onto Route 74
- Identify additional parking opportunities for customers of Main Street businesses and identify parking management strategies
- Increase parking opportunities at Cougar Field
- Encourage more efficient parking patterns at Charles Street School
- Work with the School District to address issues of mutual concern
- Plan and construct trail(s), including Ma and Pa Greenway; improve sidewalks
- Provide a public parking lot near Main Street
- Calm traffic on Main Street, Broad Street, Pleasant Avenue and Walnut Street

RED LION BOROUGH

- Construct Ma and Pa Greenway with Red Lion Mile
- Make Lancaster Street connection
- Review functioning of the Broadway/Main intersection and methods of traffic calming
- Improve wayfinding to parking facilities
- Encourage improvement/utilization of parking to rear of properties along Main Street
- Install emitters on [Winterstown, at Fire Station, and at the Square] signal lights
- Evaluate additional traffic control at High and North Charles
- Develop a plan for street improvements on local roads and alleys
- Connect Vulcan Road and N. Mill Street
- Facilitate parking in vicinity of library
- Evaluate additional traffic control at North Franklin and High
- Get traffic control button at Fire Station
- Improve pedestrian access to Mazie Gable School and Pleasant View School
- Improve Charles Street Bridge
- Coordinate projects with Municipal Authority

YOE BOROUGH

- Repair bridges at Mason Avenue and Church Street
- Calm traffic on Main Street, George Street, Elm Avenue and Philadelphia Street
- Acquire land for parking area in vicinity of E. Pennsylvania Avenue
- Enhance parking areas in the Borough
- Identify route/acquire land as necessary for Ma and Pa Greenway
- Investigate opportunities to improve sight distance at intersections of Pennsylvania Avenue and Water Street with Main Street
- Construct sidewalk on E. George Street
- Construct sidewalk on Maple Street to ballfield
- Construct sidewalk from Main Street to Borough park
- Straighten dogleg on George Street at Mason Avenue

Traffic calming is a concern in the Region because of volumes of traffic and vehicle speeds on streets in the Boroughs. Road interconnections, streetscape enhancements, congestion mitigation strategies, gateway treatments and alternative route connections are some of the traffic calming measures which can be utilized in the Region. Other methods of calming are discussed in Chapter 8.

Availability of, wayfinding to, and management of parking spaces is important to the vitality of downtowns. A four-fold approach to addressing parking concerns is set forth:

- Provide additional public parking areas
- Improve/increase wayfinding to public or public-available (shared parking with private entities, such as churches) parking
- Build additional flexibility into zoning ordinances regarding parking
- Manage available parking resources better, such as shared parking and working with landowners and business owners to enhance, consolidate, share and manage private parking areas

Regional cooperation is stressed in the provision of municipal facilities and services. The following is the proposed regional cooperation program is included in Chapter 9, the Community Facilities Plan:

PROPOSED REGIONAL COOPERATION PROGRAM

Continue On-going Activities:

- Regularly scheduled Staff meetings
- Staff cooperation (Managers, Zoning Officers)/equipment sharing. Increase cooperation in training, purchasing and service sharing as appropriate.
- Red Lion Area Senior Center
- Kaltreider-Benfer Library Support
- Regional Police Department (with increased communication)
- Cooperation among authorities, fire companies and ambulance companies in the region
- Ma and Pa Greenway Planning
- Increased participation of municipalities and organizations in the Source Water Protection Steering Committee of the Red Lion Municipal Authority

Comprehensive Plan Implementation Actions

- Execute Intergovernmental Cooperative Agreement
- Establish Regional Planning Committee
- Establish responsibility for plan implementation
- Establish process to discuss intermunicipal consistency, sharing of ordinance provisions and allocation of uses
- Establish process for regional grantsmanship efforts

New Organizational/Planning Efforts

- Representation at each other's Council meetings
- Quarterly or semi-annual joint council workshops
- Joint municipal training efforts
- Regional transportation committee
(including Windsor Township, Windsor Borough, and York Township) to discuss alternative route planning, developments of impact and coordinated corridor management and planning (Routes 24 and 74, 624, George Street - Springwood Road - High Street, and Pleasant Avenue - Broad Street - Lombard Street - Main Street)
- Regional emergency management planning [including more coordination with Windsor and York Townships and York Area Regional Police Department (YARPD)]
- Regional recreation committee to coordinate/schedule use of recreation facilities, complement each municipality's and the Dallastown and Red Lion School Districts' efforts and facilities
- Regional economic development agency/committee (which could also incorporate regional transportation coordination efforts) -
 - Promotion/Marketing
 - Grantsmanship
 - Corridor enhancement, planning and management

- Historic preservation coordination
- Downtown revitalization
- Parking
- Wayfinding
- Business recruitment/maintenance
- Industrial revitalization
- Residential revitalization

Consideration should be given to preparing a regional economic development plan in coordination with the YCEDC

- Increased cooperation between the Dallastown Area and Red Lion Area Historical Societies. Participation of Yoe in cooperative historic preservation efforts.

Chapter 9 also identifies general community facilities policies and specific projects in the Region.

Red Lion has an historic district on the National Register and Dallastown has an eligible district. All three Boroughs have identified historic resources. Chapter 11 lists actions to protect historic resources in the Tri-Borough area, including:

- Determine if National Register Listed status will be pursued for the Dallastown Historic District.
- Determine if an historic district in Yoe is feasible.
- Continue support of the Dallastown Area and Red Lion Area Historical Societies' preservation efforts. Continue efforts to educate the public regarding historic preservation.
- Determine the extent to which historic resources in the Region will be protected through municipal regulations.
- Appoint a regional or municipal historical commission or committee which is actively involved in historic preservation. The commission would be instrumental in administration of any historic resource overlay zoning that is adopted.
- Work with corporations, lenders and organizations to develop local-level funding and grants for preservation. Pursue foundation grants for historic preservation.

Chapter 12, the Natural Resources Protection Plan, identifies floodplains, steep slopes, hydric soils, wooded areas and watercourses in the Region, the importance of those resources, development implications and protection strategies, and municipal ordinance programs. The TreeVitalize tree planting program of PADCNR is discussed.

During the course of the planning process, certain concerns regarding economic factors came to light through the public participation process discussed in Chapter 3, including retaining the local businesses and shops; tax rates in the community; creating additional job opportunities; increasing utilization of vacant and underutilized industrial buildings and areas in Dallastown and Red Lion; attracting residence-serving businesses to Yoe; and attracting restaurants to Dallastown and Red Lion.

There is limited desirable vacant land remaining in the Boroughs, which limits opportunities for new commercial and industrial development to address these concerns. Efforts to address these issues will have to focus on revitalization, appropriate intensification of use, appropriate redevelopment and appropriate adaptive reuse of what exists in the Boroughs and marketing and recruitment activities. The Boroughs have determined that a regional approach is best to address economic development, and this approach is detailed in Chapter 14, the Economic Development Plan. Cooperation will involve more than the three Boroughs and associations, committees and commissions within the Boroughs – it will also involve the school districts, adjoining townships, and county and state agencies, such as the YCPC, YCEDC and PADCED. In particular, the Boroughs should make use of the staff expertise of the YCEDC and the various YCEDC programs. Formation of a regional economic development committee has been recommended.

Economic development activities will involve a broad spectrum of elements, and will include:

- Enhancing downtowns as unique shopping destinations and mixed use environments through streetscape programs and marketing the downtowns.
- Encouraging the adaptive reuse of vacant and underutilized properties in the Boroughs through zoning revisions and recruitment.
- Protecting historic resources as discussed in Chapter 11.
- Retaining existing desirable businesses and industries and supporting their appropriate expansion where feasible.
- Identifying strategies to attract desirable businesses, such as restaurants.
- Addressing parking issues discussed in Chapter 8.
- Encouraging resident-serving businesses to locate in Yoe through zoning revisions and recruitment.
- Facilitating pedestrian access to businesses to parking areas and connections between parking areas and businesses through parking management and parking facility enhancements.
- Establishing zoning standards to improve the design and appearance of commercial areas.
- Supporting revitalization efforts for the downtowns.
- Supporting streetscape enhancements in commercial corridors.
- Fostering retention of local businesses.
- Making appropriate zoning revisions in support of economic development, as discussed in Chapter 6.
- Planning efforts such as downtown master planning, streetscape planning, corridor planning and capital improvements planning.

- Participation in available county and state programs.

Chapter 16, the Action Plan, lists the initial implementation steps and stresses the importance for the three Borough Councils to guide implementation of this plan and to cooperate in doing so. Initial implementation steps are to:

- * Execute an Intergovernmental Cooperative Agreement by the Borough Council
- * Establish Regional Planning Committee
- * Establish responsibility for plan implementation
- * Contact partners for implementation
 - Establish a process for regional grantsmanship efforts
- * Begin the consistency process for municipal ordinances and plans
 - Establish process to discuss intermunicipal consistency, sharing of ordinance provisions and allocation of uses
- * Choose a priority project(s) to complete to build momentum

Chapter 16 also contains a detailed listing of implementation projects in the Region, including priority projects in each Borough, and charts which indicate for each project its implementation range, local responsibility and potential partners and funding sources.