

# **EAST MANCHESTER TOWNSHIP**

## **York County, Pennsylvania**

### **2005 COMPREHENSIVE PLAN UPDATE**

*December 2005*  
**Amended March 2022**  
*(Includes Appendix C)*



*Since 1923 ♦ Three Generations ♦ Four Score Strong*



# **EAST MANCHESTER TOWNSHIP**

## **York County, Pennsylvania**

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Michael Scarborough

#### Secretary

Edward Hewitt

#### Members

Blaine Rentzel

Robert Nace

### **Technical Assistance Provided by the**

### **York County Planning Commission**

December, 2005  
(amended March 2022)

*Prepared by:*

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# **EAST MANCHESTER TOWNSHIP**

## **2005 COMPREHENSIVE PLAN UPDATE**

### **TABLE OF CONTENTS**

	<u>Page</u>
Executive Summary .....	iii
I. <u>Background Studies</u> .....	I-1
A. Regional Development.....	I-1
B. Natural and Historic Features .....	I-1
C. Existing Land Use.....	I-12
D. Population Analysis .....	I-13
E. Housing Analysis .....	I-21
F. Economic Analysis Education and Income.....	I-24
G. Community Facilities and Services .....	I-26
H. Parks and Recreation .....	I-33
I. Utilities and Services .....	I-33
J. Transportation Systems.....	I-34
K. Community Survey .....	I-34
II. <u>Issues Identification</u> .....	II-1
III. <u>Community Goals and Development Objectives</u> .....	III-1
I. Conservation District.....	III-1
II. Agricultural District.....	III-2
III. Low-Density Residential Districts .....	III-3
IV. Medium Density Residential Districts .....	III-4
V. High Density Residential.....	III-5
VI. Mixed Use Districts .....	III-6
VII. Commercial Districts .....	III-8
VIII. Industrial District .....	III-9
IV. <u>Implementation Strategies</u> .....	IV-1
A. Natural and Historic Features .....	IV-1
B. Population Projections .....	IV-2
C. Economic Development.....	IV-3
D. Parks and Recreation .....	IV-4
E. Transportation Systems .....	IV-4
F. Other .....	IV-5
G. Summary of Strategies .....	IV-10
H. Compatibility of Strategies with Neighboring Municipalities .....	IV-11

Appendix A. East Manchester Township Comprehensive Plan (April 1991)

Appendix B. Exhibits

1. Site Map
2. Topography
3. Slope (based on Soil Data)
4. Prime Agricultural Soils
5. Watersheds
6. Existing Land Use
7. Existing Zoning Map
8. Community Facilities
9. Sanitary Sewer and Water Company Service Areas
10. Transportation Plan
11. Future Land Use Plan
12. Agricultural Protection and Preservation Areas
13. York County Growth Boundary Areas
14. Township Growth Boundary Areas
15. Compatibility with Adjacent Municipal Zoning
16. Soils Associations
17. Soils
18. Hydric Soils
19. Flood Plains

Appendix C. I-83 Exit 26 Land Use Plan (March 2022)

1. Plan Purpose
2. Methodology
3. Land Use Plan and Implementation Guidance

Appendix A: Existing Conditions

Appendix B: Future Conditions

Appendix C: Land Use Alternatives Evaluated

Appendix D: Public Outreach and Stakeholder Involvement

## EXECUTIVE SUMMARY AND DESCRIPTION OF PROCESS

On January 26 and March 23<sup>rd</sup> of 2005, the East Manchester Township Board of Supervisors and Planning Committee conducted interviews for the purpose of selecting a consultant to update the 1991 Township Comprehensive Plan. The purpose of the update was to review the existing plan, update the background information, and reconsider the Comprehensive Plan considering identified issues. On March 23, 2005, C. S. Davidson, Inc. was selected to conduct the update.

Immediately following the acceptance of the proposal, work was initiated on researching existing plan information and related plans which had been prepared in the timeframe between 1991 and 2005, including the East Manchester Township Act 537 Plan prepared by the Township Engineer. The 1991 Comprehensive Plan served as the baseline for the subsequent research, with only the portions of the 1991 Plan which had significantly changed, the subject of intense scrutiny. Background data with minimal changes including geography and topography, were simply updated and reformatted to the County GIS Base System. Other areas of the 1991 Plan which were critical to the preparation of the update, including population projection, existing land use, and upgrading of community facilities and utilities, were researched and updated to the GIS System.

During the interview process, the Board of Supervisors had clearly identified five significant issues of concern;

1. The need for a new I-83 interchange;
2. Encourage/attract industrial growth;
3. Define/evaluate future of agriculture;
4. Combine/reduce residential zones;
5. Increase recreation/open space opportunities.

In addition to the issues identified during the proposal process, a survey was mailed to all Township property owners of record in an effort to solicit resident input. 2400 surveys were mailed to property owners, with more than 500 completed surveys returned. This return rate (over 20%) is significantly higher than usual. The results of that survey are incorporated herein. Responses validate issues 1 through 4 already identified, but did not support the need for issue 5.

The update process included a review of the goals of the 1991 Comprehensive Plan and the objectives as contained in the current Zoning Ordinance, to determine their effectiveness and if they remain valid in 2005.

The Zoning Ordinance requirements were reviewed to determine if they provided effective strategies to implement the goals and objectives of the Comprehensive Plan, and recommendations for changes are made, since in areas of agricultural and open space conservation existing implementation strategies are insufficient to meet the stated goals.

Issue No. 1, a new interchange on I-83, was studied and evaluated in terms of needs, feasibility, and possibility of meeting the goal to construct a new interchange. A meeting with adjacent municipalities, developers, Township officials, representatives of the School District, and legislators was held to build an advocacy group. Based on the analysis of this issue, the Plan recommends retaining the concept for an interchange, acknowledging little possibility of meeting that goal within the study period of this Plan update, and proposing several interim goals.

Attraction of industrial growth is addressed through recommended transportation goals and changes in the zoning regulations to make development easier to secure approvals, an incentive for potential developers. The desire for increased industrial development was validated significantly in the Community Survey.

The "Future of Agriculture" expanded, as a result of the Community Survey, into an evaluation of agricultural preservation as opposed to open space preservation, both of which were strongly supported in the Survey. As a result, significant changes are proposed in the Future Land Use Plan to provide for large areas of open space and providing for limited residential development.

Criteria for land use contained in the different zoning districts, including uses by district and dimensional criteria by district, was reviewed to determine whether the number of zoning districts was valid to implement the goals of the Comprehensive Plan, and several changes are recommended to simplify the Plan.

The expressed need for recreational opportunities was not supported by the Community Survey. Current recreation opportunities in the Township were investigated, evaluated, and proposals for new opportunities were addressed, and a strategy to pursue partnerships with existing facility owners is recommended.

Implementation strategies adopted as an update to the 1991 Comprehensive Plan are:

1. Revise the Future Land Use Map and Zoning Map to create significant areas of industrial development area on the western side of the Township to reflect the difficulties of agricultural utilization within a specific growth area.
2. Update the Future Land Use Map and Zoning Map to eliminate significant areas of existing residential zoning, and replace those areas with agricultural zoning.
3. Implement a development rights sliding scale formula for residential development in the agricultural district to prevent loss of areas of existing open space.
4. Actively participate and seek the support of the York Area Metropolitan Planning Organization for a future interchange on Route 83 at Canal Road.
5. Actively seek the support of the York Area Metropolitan Planning Organization and Manchester Township to seek funding for improvement studies and improvements to the Board Road/Church Road/I-83 Interchange in Manchester Township.
6. Actively seek the support of the York Area Metropolitan Planning Organization and Conewago Township for substantial improvements to Canal Road and the Canal Road/Susquehanna Trail intersection.
7. Actively seek to partner with existing owners and operators of recreational and park space within the Township including PPL, York County Parks, and the Northeastern School District.
8. Implement a combination of the apartment/office (AO) and high density residential (R-3) residential zoning districts and evaluate the possibility of revising or incorporating the village and commercial districts.

If these strategies are implemented, we believe the issues identified during the Comprehensive Plan Update can be largely resolved.

It is also found that the Comprehensive Plan Update is generally compatible with the existing and proposed developments in contiguous portions of neighboring municipalities.

# **EAST MANCHESTER TOWNSHIP**

## **2005 COMPREHENSIVE PLAN UPDATE**

### **APPENDIX C**

#### **I-83 Exit 26 Land Use Plan**

(March 2022)



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# EAST MANCHESTER TOWNSHIP

April 19, 2022

Felicia Dell, Director  
York County Planning Commission  
28 East Market Street  
York, PA 17401-1580

Via Electronic Mail  
[fdell@yepc.org](mailto:fdell@yepc.org)

***RE: Certified Letter regarding Final Draft I-83 Exit 26 Land Use Plan (Conewago Township, East Manchester Township, Manchester Township, Manchester Borough) as an amendment to the East Manchester Township Comprehensive Plan***

Dear Ms. Dell:

At its regularly scheduled meeting of March 8, 2022 the East Manchester Township Board of Supervisor voted to pass Resolution No. 2022-5 Amending East Manchester Township's Comprehensive Plan by adopting the I-83 Land Use Plan for Exit 26.

As a scenario plan, this plan will remain intact as Appendix C to the existing comprehensive plan. There is an update to the table of contents to show the new appendix. East Manchester will keep this new appendix as a separate file under the comprehensive plan. Enclosed with this letter are the Table of Contents, Appendix C Title Page, and the Land Use Plan.

Should you have any questions, please do not hesitate to contact me.

Respectfully,

East Manchester Township

A handwritten signature in black ink, appearing to read "Kristie M. Masemer".

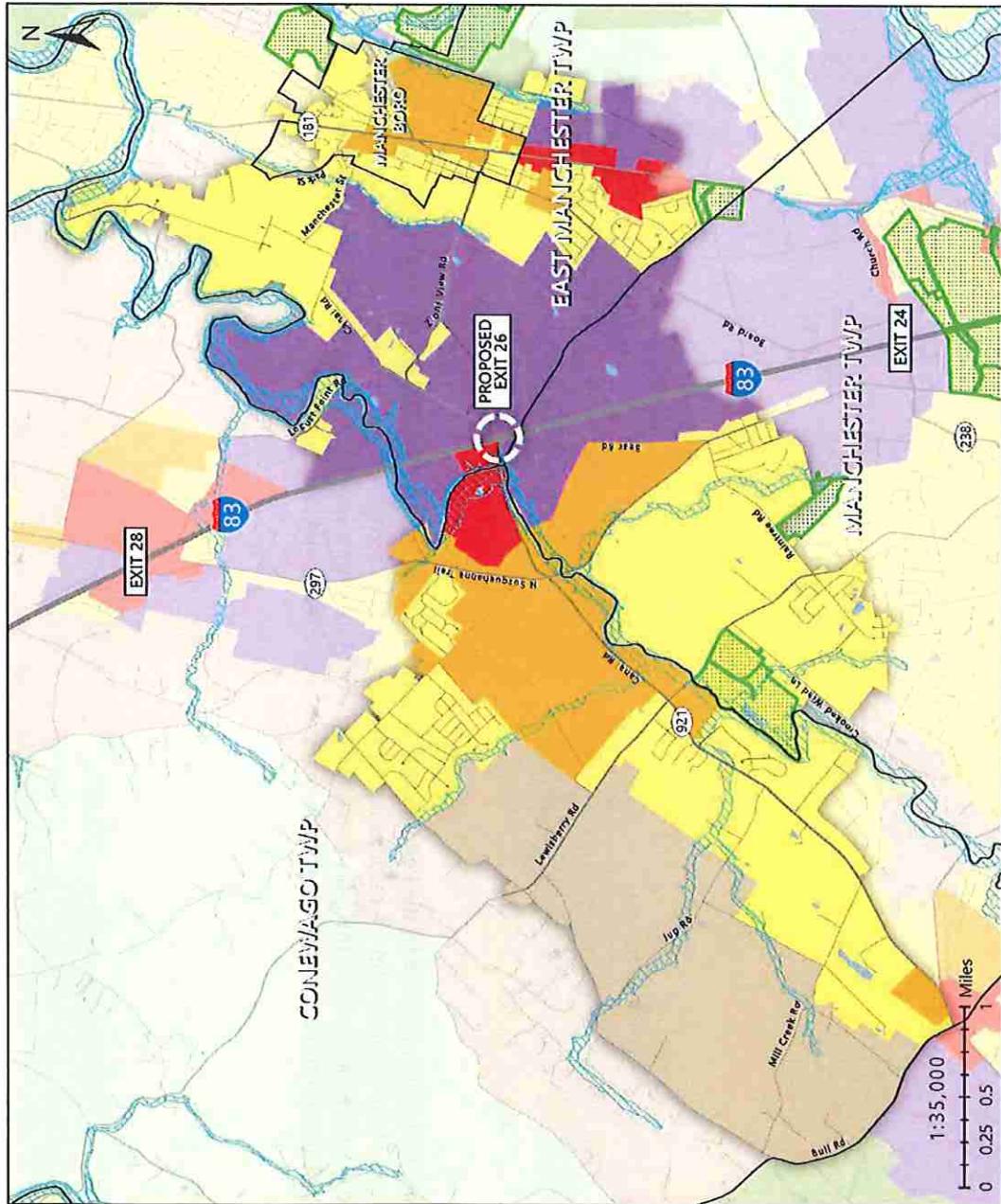
Kristie M. Masemer  
Manager/Secretary/Treasurer

CC: Laymon Mortorff, Gordon L. Brown & Associates (via email)  
Mike Shaffer, York County Planning Commission Senior Planner (~~(via email)~~)  
Terry Myers, PE, CS Davidson (via email)  
Attorney Andrew Miller, MPL Law Firm (via email)  
Tracey Vernon (via email)  
Michelle Brunimer (via email)



# I-83 Exit 26 Land Use Plan

Winter 2022



This work was sponsored by the Pennsylvania Department of Transportation. The contents of this report reflect the views of the authors, who are responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of the Commonwealth of Pennsylvania at the time of publication. This report does not constitute a standard, specification, or regulation.

RESOLUTION 2022-06

A RESOLUTION AMENDING CONEWAGO TOWNSHIP COMPREHENSIVE PLAN BY ADOPTING  
THE I-83 LAND USE PLAN FOR EXIT 26

WHEREAS, the I-83 Master Plan for SR 0083 (Exits 24-28), completed in August 2018 by PennDOT, included a recommendation to construct a new interchange on I-83 at Canal Road SR 0921;

and WHEREAS, CONEWAGO TOWNSHIP supports the recommendation of a new interchange at Canal Road (Proposed Exit 26); and

WHEREAS, CONEWAGO TOWNSHIP is responsible for establishing land use policy within the municipal jurisdictions; and

WHEREAS, CONEWAGO TOWNSHIP understands the need to coordinate land use and transportation decisions across municipal boundaries; and

WHEREAS, the I-83 Exit 26 Land Use Plan includes a priority list of transportation improvements and a preferred 2050 land use plan if Exit 26 is built; and

WHEREAS, CONEWAGO TOWNSHIP agreed to work with adjacent municipalities (Manchester Borough, Manchester Township, East Manchester Township) to develop I-83 Exit 26 Land Use Plan for adoption by each of the municipalities as an amendment to their respective comprehensive plans;

WHEREAS, Manchester Borough and Manchester, Conewago and East Manchester Townships developed the I-83 Exit 26 Land Use Plan through an extensive public involvement process; and

WHEREAS, CONEWAGO TOWNSHIP'S Planning Commission recommended the Conewago Township Board of Supervisors to approve the I-83 Exit 26 Land Use Plan as an amendment to the CONEWAGO TOWNSHIP Comprehensive Plan; and

WHEREAS, CONEWAGO TOWNSHIP advertised and held a public hearing on February 1, 2022,

NOW, THEREFORE BE IT RESOLVED, that the CONEWAGO TOWNSHIP Council hereby approves and adopts the I-83 Exit 26 Land Use Plan as a future scenario of the Comprehensive Plan.

Adopted, this 01 day of March 2022.

ATTEST:

Sharon M. Homan  
Secretary

Dorita P. Leibide  
Chairperson

EAST MANCHESTER TOWNSHIP  
YORK COUNTY, PENNSYLVANIA  
RESOLUTION NO. 2022-5  
**A RESOLUTION OF THE BOARD OF SUPERVISORS OF  
EAST MANCHESTER TOWNSHIP, YORK COUNTY  
AMENDING EAST MANCHESTER TOWNSHIP'S  
COMPREHENSIVE PLAN BY ADOPTING THE I-83 LAND  
USE PLAN FOR EXIT 26**

WHEREAS, East Manchester Township, Manchester Borough, and Manchester and Conewago Townships developed the I-83 Exit 26 Land Use Plan through an extensive public involvement process; and

WHEREAS, East Manchester Township's Planning Commission recommended that the Board of Supervisors approve the I-83 Exit 26 Land Use Plan as an amendment to the East Manchester Township Comprehensive Plan; and

WHEREAS, East Manchester Township advertised and held a public hearing on March 8, 2022;

WHEREAS, the I-83 Master Plan for SR 0083 (Exits 24-28), completed in August 2018 by PennDOT, included a recommendation to construct a new interchange on I-83 at Canal Road, SR 0921; and

WHEREAS, East Manchester Township supports the recommendation of a new interchange at Canal Road (Proposed Exit 26); and

WHEREAS, East Manchester Township is responsible for establishing land use policy within its municipal jurisdiction; and

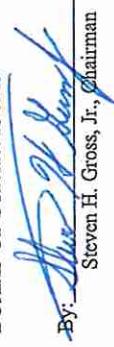
WHEREAS, East Manchester Township understands the need to coordinate land use and transportation decisions across municipal boundaries; and

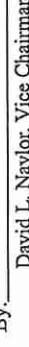
WHEREAS, the I-83 Exit 26 Land Use Plan includes a priority list of transportation improvements and a preferred 2050 land use plan if Exit 26 is built; and

WHEREAS, East Manchester Township agreed to work with adjacent municipalities Manchester Borough, and Manchester and Conewago Townships to develop the I-83 Exit 26 Land Use Plan for adoption by each of the municipalities as an amendment to their respective comprehensive plans; and

NOW, THEREFORE BE IT RESOLVED, that the Board of Supervisors of East Manchester Township hereby approves and adopts the I-83 Exit 26 Land Use Plan as a future scenario of the Comprehensive Plan.

EAST MANCHESTER TOWNSHIP  
BOARD OF SUPERVISORS

  
By:   
Steven H. Gross, Jr., Chairman

By:   
David L. Naylor, Vice Chairman

  
By:   
Daryl L. Albright, Supervisor

**MANCHESTER TOWNSHIP**  
3200 Farmtrail Road, York, PA 17406

York County, Pennsylvania

**RESOLUTION #2022-06**

**A RESOLUTION TO INCLUDE ADDENDUM TO MANCHESTER TOWNSHIP  
COMPREHENSIVE PLAN BY ADOPTING THE I-83 LAND USE PLAN FOR EXIT 26**

WHEREAS, the I-83 Master Plan for SR 0083 (Exits 24-28), completed in August 2018 by PennDOT, included a recommendation to construct a new interchange on I-83 at Canal Road SR 0921; and

WHEREAS, MANCHESTER TOWNSHIP supports the recommendation of a new interchange at Canal Road (Proposed Exit 26); and

WHEREAS, MANCHESTER TOWNSHIP is responsible for establishing land use policy within the municipal jurisdiction; and

WHEREAS, MANCHESTER TOWNSHIP understands the need to coordinate land use and transportation decisions across municipal boundaries; and

WHEREAS, the I-83 Exit 26 Land Use Plan includes a priority list of transportation improvements and a preferred 2050 land use plan if Exit 26 is built; and

WHEREAS, MANCHESTER TOWNSHIP agreed to work with adjacent municipalities Manchester Borough, East Manchester Township and Conewago Township to develop I-83 Exit 26 Land Use Plan for adoption by each of the municipalities as an amendment to their respective comprehensive plans; and

WHEREAS, Manchester Borough and Manchester, Conewago and East Manchester Townships developed the I-83 Exit 26 Land Use Plan through an extensive public involvement process; and

WHEREAS, MANCHESTER TOWNSHIP Planning Commission recommended the Governing Body approve the I-83 Exit 26 Land Use Plan as an addendum to the MANCHESTER TOWNSHIP Comprehensive Plan; and

WHEREAS, MANCHESTER TOWNSHIP advertised and held a public hearing on February 8, 2022; and

NOW, THEREFORE BE IT RESOLVED, that the MANCHESTER TOWNSHIP Board of Supervisors hereby approves and adopts the I-83 Exit 26 Land Use Plan as a future scenario of the Comprehensive Plan.

ADOPTED, this 8<sup>th</sup> day of February, 2022.

ATTEST:

  
Rodney K. Brandstetter, Chairperson

  
John W. Irvin, Jr., Vice-Chairperson

  
Beth Breitbarth, Supervisor

  
Debra K. McCune, Supervisor

  
Craig M. Miller, Supervisor

MANCHESTER BOROUGH  
York County, Pennsylvania

RESOLUTION 2022-3

A RESOLUTION OF MANCHESTER BOROUGH, YORK COUNTY, PENNSYLVANIA, AMENDING MANCHESTER  
BOROUGH COMPREHENSIVE PLAN BY ADOPTING THE I-83 LAND USE PLAN FOR EXIT 26

ADOPTED AND APPROVED this 14<sup>th</sup> day of March, 2022.

WHEREAS, the I-83 Master Plan for SR 0083 (Exits 24-28), completed in August 2018 by PennDOT, included a recommendation to construct a new interchange on I-83 at Canal Road SR 0921; and

WHEREAS, Manchester Borough supports the recommendation of a new interchange at Canal Road (Proposed Exit 26); and

WHEREAS, Manchester Borough is responsible for establishing land use policy within the municipal jurisdiction; and

WHEREAS, Manchester Borough understands the need to coordinate land use and transportation decisions across municipal boundaries; and

WHEREAS, the I-83 Exit 26 Land Use Plan includes a priority list of transportation improvements and a preferred 2050 land use plan if Exit 26 is built; and

WHEREAS, Manchester Borough agreed to work with adjacent municipalities, Manchester, Conewago and East Manchester Townships to develop I-83 Exit 26 Land Use Plan for adoption by each of the municipalities as an amendment to their respective comprehensive plans; and

WHEREAS, Manchester Borough and Manchester, Conewago and East Manchester Townships developed the I-83 Exit 26 Land Use Plan through an extensive public involvement process; and

WHEREAS, Manchester Borough's Planning Commission recommended the Governing Body approve the I-83 Exit 26 Land Use Plan as an amendment to the Manchester Borough Comprehensive Plan; and

WHEREAS, Manchester Borough advertised and held a public hearing on September 30, 2021,

NOW THEREFORE BE IT RESOLVED, by the Council of the Borough of Manchester, York County and Commonwealth of Pennsylvania hereby approves and adopts the I-83 Exit 26 Land Use Plan as a future scenario of the Comprehensive Plan.

MANCHESTER BOROUGH COUNCIL

ATTEST:

By:   
Wade Witt  
Secretary, Manchester Borough

By:   
Wade Witt, President

(seal)

# Contents

Acknowledgements .....	.....
Acronyms & Abbreviations .....	.....
<b>1. Plan Purpose .....</b>	<b>1</b>
PROJECT BACKGROUND: PROPOSED EXIT 26 .....	1
PROACTIVE LAND USE PLANNING .....	3
<b>2. Methodology .....</b>	<b>4</b>
PLANNING TEAM AND PROCESS .....	4
LOCAL PARTICIPATION .....	5
DATA SOURCES .....	7
<b>3. Land Use Plan and Implementation Guidance.....</b>	<b>8</b>
LAND USE POLICY FOR THE EXIT 26 PLANNING AREA .....	8
FUTURE LAND USE MAP .....	8
UTILITY SYSTEM IMPROVEMENTS .....	15
PUBLIC SERVICE ENHANCEMENTS .....	15
TRANSPORTATION IMPROVEMENTS .....	15
ENVIRONMENTAL RESOURCE PROTECTION .....	18
PRESERVATION OF RURAL AND SMALL TOWN CHARACTER .....	18
LAND USE PLAN IMPLEMENTATION MATRIX .....	21

<b>Appendix A: Existing Conditions</b>	<b>23</b>
LAND USE PATTERN .....	23
MUNICIPAL AND COUNTY LAND USE MANAGEMENT .....	32
ENVIRONMENTAL RESOURCES .....	37
TRANSPORTATION SYSTEM .....	46
WATER AND WASTEWATER UTILITIES.....	55
COMMUNITY FACILITIES.....	58
<b>Appendix B: Future Conditions</b>	<b>62</b>
RESIDENTIAL MARKET .....	62
INDUSTRIAL, OFFICE, AND RETAIL MARKETS.....	69
<b>Appendix C: Land Use Alternatives Evaluated</b>	<b>89</b>
ALTERNATIVE 1.....	92
ALTERNATIVE 2 .....	94
ALTERNATIVE 3 .....	96
EVALUATION OF ALTERNATIVES .....	98
SELECTION AND REFINEMENT OF PREFERRED FUTURE LAND USE PATTERN .....	98
<b>Appendix D: Public Outreach and Stakeholder Involvement</b>	<b>103</b>
PUBLIC OUTREACH.....	103
STAKEHOLDER INVOLVEMENT .....	105
MUNICIPAL INVOLVEMENT .....	105
LOCAL PRIORITIES .....	106

## Acknowledgements

### STEERING COMMITTEE

Will Clark, Chief of Transportation Planning, York County Planning Commission (YCP/C)/York Area Metropolitan Planning Organization (YAMPO)	Todd Smith, Supervisor, Conewago Township	Wade Witt, Council Vice-President, Manchester Borough
Felicia Dell, Director, York County Planning Commission (YCP/C)	Charles Zitnick, Planning Commission Member, Conewago Township	Dale Benedict, Planning Commission Member, Manchester Borough
Roy Livergood, Senior Planner, YCP/C	Terry Myers, Conewago Township Engineer, CS Davidson	Dr. Stacey Sidle, Superintendent, Northeastern School District
Ben Dinkel, Transportation Planner, YCP/C/YAMPO	David Naylor, Supervisor, East Manchester Township	Brian Geller, Director of Operations, Northeastern School District
Mike Shaffer, Senior Planner, YCP/C	Kristie Maserer, Manager/Secretary/ Treasurer, East Manchester Township	Dr. Michael Snell, Superintendent Central York School District
Nathan Walker, Planning and Programming Manager, PennDOT District 8	Shane Haugh, Public Works Director, East Manchester Township	Bryon Rizzo, Chief, Northeastern Regional Police
Silas Chamberlin, Vice President for Economic Development, York County Economic Alliance	Nicholas Hauck, Planning Commission Member, Manchester Township	David Lash, Chief, Northern York County Regional Police
	Timothy R. James, Manager, Manchester Township	

## Acronyms & Abbreviations

AMDM – Advanced Materials and Diversified Manufacturing	PA DCNR – Pennsylvania Department of Conservation and Natural Resources	PSS – A wetland designation: Freshwater shrub wetland; palustrine (inland) shrub; including shrub bog.
APZ – Agricultural Protection Zoning	PA DEP – Pennsylvania Department of Environmental Protection	RAYAC – REALTORS® Association of York & Adams Counties, Inc.
ASA – Agricultural Security Area	PAGEODE – Pennsylvania Geologic Data Exploration interactive map	ROW – Right-of-way
BFE – Base Flood Elevation	PAGWIS – Pennsylvania Groundwater Information System	SB – Southbound
BPRC – Blighted Property Review Committee (York County)	PEM – A wetland designation: Freshwater emergent wetland; palustrine (inland); including herbaceous marsh, fen, swale, or wet meadow	SF – Square feet
CWIA – PA Center for Workforce Information & Analysis	PennDOT – Pennsylvania Department of Transportation	SFHA – Special Flood Hazard Area
EB – Eastbound	PFBC – Pennsylvania Fish and Boat Commission	SR – State Route
EMS – Emergency Medical Services	PFO – A wetland designation: Freshwater forested wetland; palustrine (inland) forested; including woody wetlands; forested swamp.	TSF-MF – Trout Stocking, Migratory Fishes
EV – Exceptional Value (a waterway designation)	PGC – Pennsylvania Game Commission	USC – United States Code
FEMA – Federal Emergency Management Agency	WDA – Workforce Development Area	USFWS – U.S. Fish and Wildlife Service
FHWA – Federal Highway Administration	WWF-MF – Warm Water Fishes, Migratory Fishes	USGS – U.S. Geological Survey
GIS – Geographical Information System	YAMPO – York Area Metropolitan Planning Organization	WB – Westbound
GMP – Growth Management Plan (York County)	POA – Point of Access	YCEA – York County Economic Alliance
GPS – Geographical Positioning System	POW – A wetland designation: Palustrine (inland) open water wetland; less than 8 hectares (approximately 20 acres).	YCPC – York County Planning Commission
MSF – Million square feet	NRHP – National Register of Historic Places	YCWC – York County Water Company
MTP – Metropolitan Transportation Plan	NB – Northbound	
NB – Northbound	NRHI – National Wetland Inventory	

# 1. Plan Purpose

This report presents a coordinated, compatible land use pattern for the year 2050 for lands within a five-minute drive of the proposed I-83 Exit 26 interchange near York and west to Bull Road. Lands in the Exit 26 planning area encompass 8,576 acres. See Figure 1.

## PROJECT BACKGROUND:

### PROPOSED EXIT 26

The I-83 Master Plan for Exits 24-28 (2018) recommended a new interchange—Exit 26 at SR 921/Canal Road—to improve area congestion and improve traffic flow at Exit 24, the Emigsville interchange at SR 238/Church Road, and Exit 28 to the north, the Strinestown interchange at SR 297/North Susquehanna Trail.

An interchange at Canal Road has been discussed since the 1970s, but because it would be an improvement to address future traffic volumes, not existing congestion, it ranked low among the PennDOT and York County priorities. As other improvement projects in York County were completed and as congestion at Exit 24 worsened, improving Exit 24 conditions became a more pressing priority.

The I-83 Master Plan concluded that an additional interchange accompanied by smaller-scale improvements to Exits 24 and 28 would be a more cost-effective solution to existing and future congestion than large-scale improvement of Exit 24.

Acting on the master plan recommendation to design and construct a new interchange is not, however, solely a PennDOT or York County decision. Allowing new access to the Interstate Highway System is a federal decision, informed by feasibility analyses and state support.

Because the Federal Highway Administration (FHWA) is responsible for the management of the Interstate Highway System, FHWA approval is required under Title 23, United States Code (U.S.C.) Section 111. FHWA's decision must be supported by analyses that conclude: 1) the proposed change in access does not have a significant adverse impact on the safety and operation of the Interstate Highway System or on the local street network per the current and planned future traffic projections, with substantiated information justifying and documenting that decision; and 2) the proposed access connects to a public road

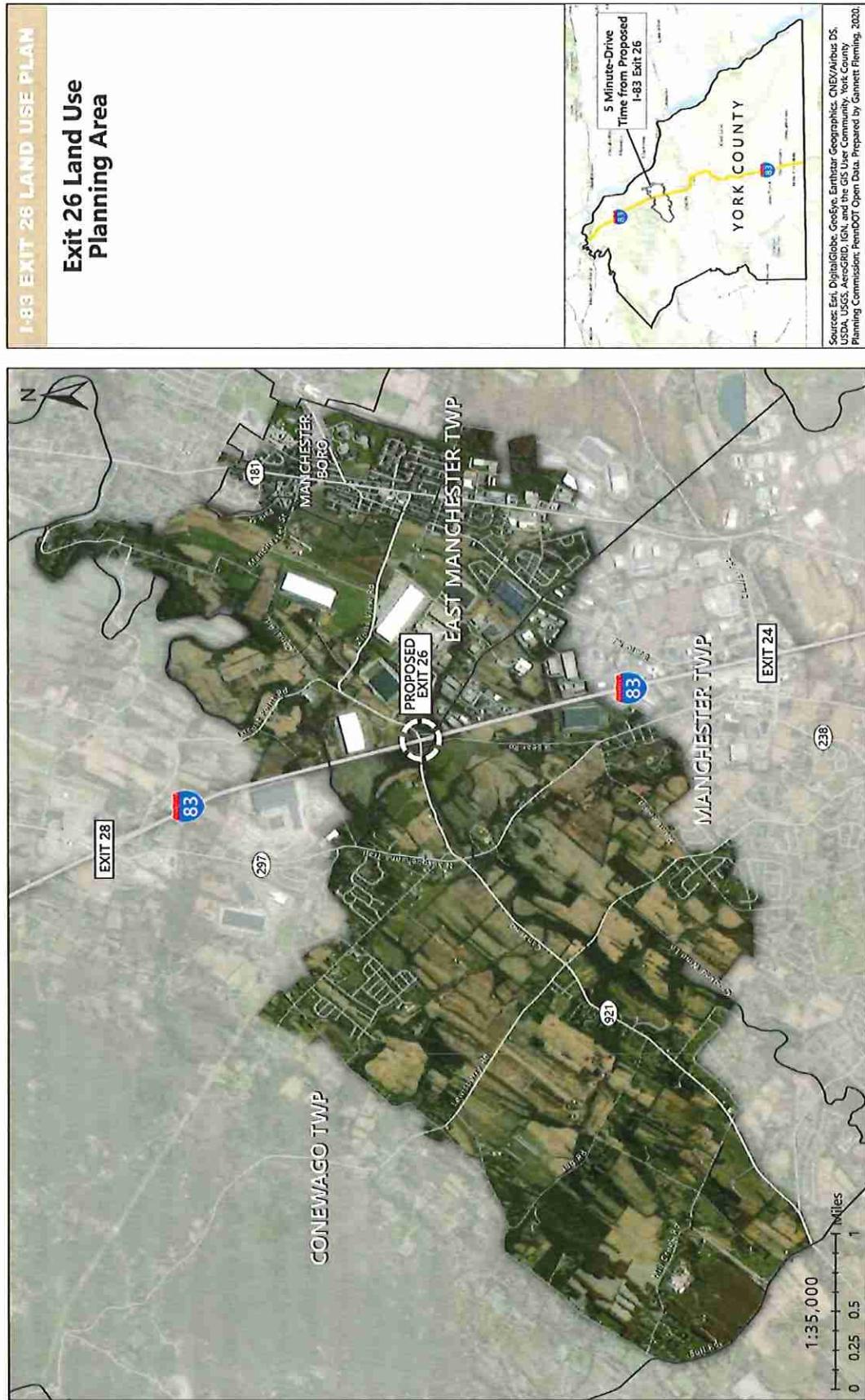
only and will provide for all traffic movements.

From a PennDOT perspective, a new interchange is a large capital investment of public transportation funding and entails a long-term commitment to maintenance. Thus, PennDOT support for the proposed interchange is a prerequisite for FHWA approval.

A Point of Access (POA) study was prepared in 2020 to satisfy the federal feasibility requirements. PennDOT reviewed the POA study in 2021 and was expected to submit it to FHWA in July 2021 for consideration. If Exit 26 is approved by PennDOT and FHWA, the York Area Metropolitan Planning Organization (YAMPO) and PennDOT will determine how the interchange design and construction will be funded and over what time period. The YAMPO metropolitan transportation plan lists 2033 as the potential first year of funding, contingent upon approval; opening day is estimated to be at least 10 years beyond (2043). If FHWA denies the access request, PennDOT and York County will revisit how best to address congestion at Exit 24.

## 1. Plan Purpose

Figure 1: Exit 26 Land Use Planning Area



### PROACTIVE LAND USE PLANNING

The 5-minute driveshed for the proposed interchange spans four municipalities along the northern edge of a growing urbanized area in central York County. Agricultural and other rural land uses once dominated the planning area, but such uses have steadily declined over the past 30 years, and been replaced by business and industrial parks, residential subdivisions, and some commercial retail and services uses particularly along major state roads such as SR 181/North George Street, SR 297/North Susquehanna Trail, Board Road, and more recently SR 921/Canal Road.

Though a significant portion of the planning area is still classified as agricultural, lands to the east of I-83, in East Manchester and Manchester townships and Manchester Borough, are zoned for industrial and residential uses while lands to the west of I-83 in Conewago and Manchester townships are zoned primarily for agriculture and lower density residential uses.

Most of these municipal land use policies were last updated 10 years ago, when a new interchange was a concept, not yet a proposal. Today, these policies are under pressure to allow more intensive uses--even with an additional interchange. Both industrial and residential development markets are active and have requested (and municipalities have approved) rezoning of select parcels to expand or intensify these uses. Such piecemeal rezonings make planning for public infrastructure and services, including road improvements and utility expansion, difficult. Approval of the proposed Exit 26 interchange could hint at improved access to the interstate system, further intensifying development pressure, especially in the immediate vicinity of the interchange, even before the interchange is funded, designed, or constructed.

In order to comprehensively and compatibility address land use planning and proactively prepare for the scenario of a new interchange, elected officials from Conewago, East Manchester, and Manchester townships and Manchester Borough agreed to cooperate in the preparation of a multi-municipal land use plan for the Exit 26 planning area.

The Land Use Plan will be adopted as an amendment to each of the municipal comprehensive plans by the respective governing body. As adopted policy, the Exit 26 land use plan provides a ready-to-implement framework for zoning amendments applicable to the planning or study area if Exit 26 is approved by PennDOT and FHWA.

Additionally, a land use policy associated with the Exit 26 interchange scenario will support PennDOT in its efforts to project future travel demand at the interchange, which is essential to ensure it is designed to handle an appropriate volume of traffic. Denial of the proposed interchange by PennDOT and FHWA would mean that the planning area's interstate access would be constrained to the already congested Exit 24 and Exit 28. This would require the municipalities to evaluate land use and development potential, as well as traffic implications, under those constraints.

## 2. Methodology

### PLANNING TEAM AND PROCESS

The YAMPO engaged a consultant team led by Gannett Fleming, Inc., in association with Vernon Land Use, LLC and GAVIN Advertising, to conduct the planning process and prepare the land use plan.

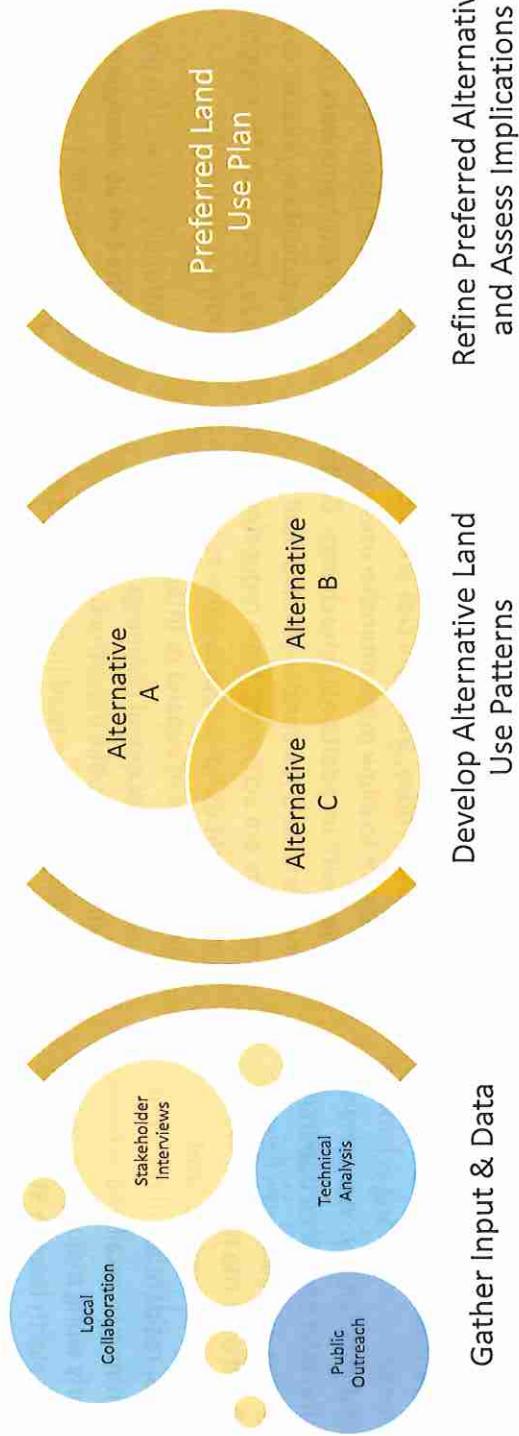
The planning process had three major phases, depicted in Figure 2.

1. Data-gathering and analysis of existing and future conditions (provided in Appendix A and Appendix B).
2. Development of three land use alternatives (detailed in Appendix C).
3. Refinement of a hybrid preferred land use alternative and assessment of implications for public infrastructure and services (presented in Section 3,

Land Use Plan and Implementation Guidance).

Each phase was guided by a local steering committee and involved public and stakeholder outreach, highlighted in the following section and detailed in Appendix D.

**Figure 2: Major Phases in the Planning Process**



## LOCAL PARTICIPATION

Local participation in the planning process included a Steering Committee, stakeholder interviews, and a three-part public outreach program. A project website and social media campaign supported awareness of the planning effort and the significant conclusions of each phase as well as notice of public meetings and surveys.

### Steering Committee

#### The I-83 Exit 24-28 Master Plan

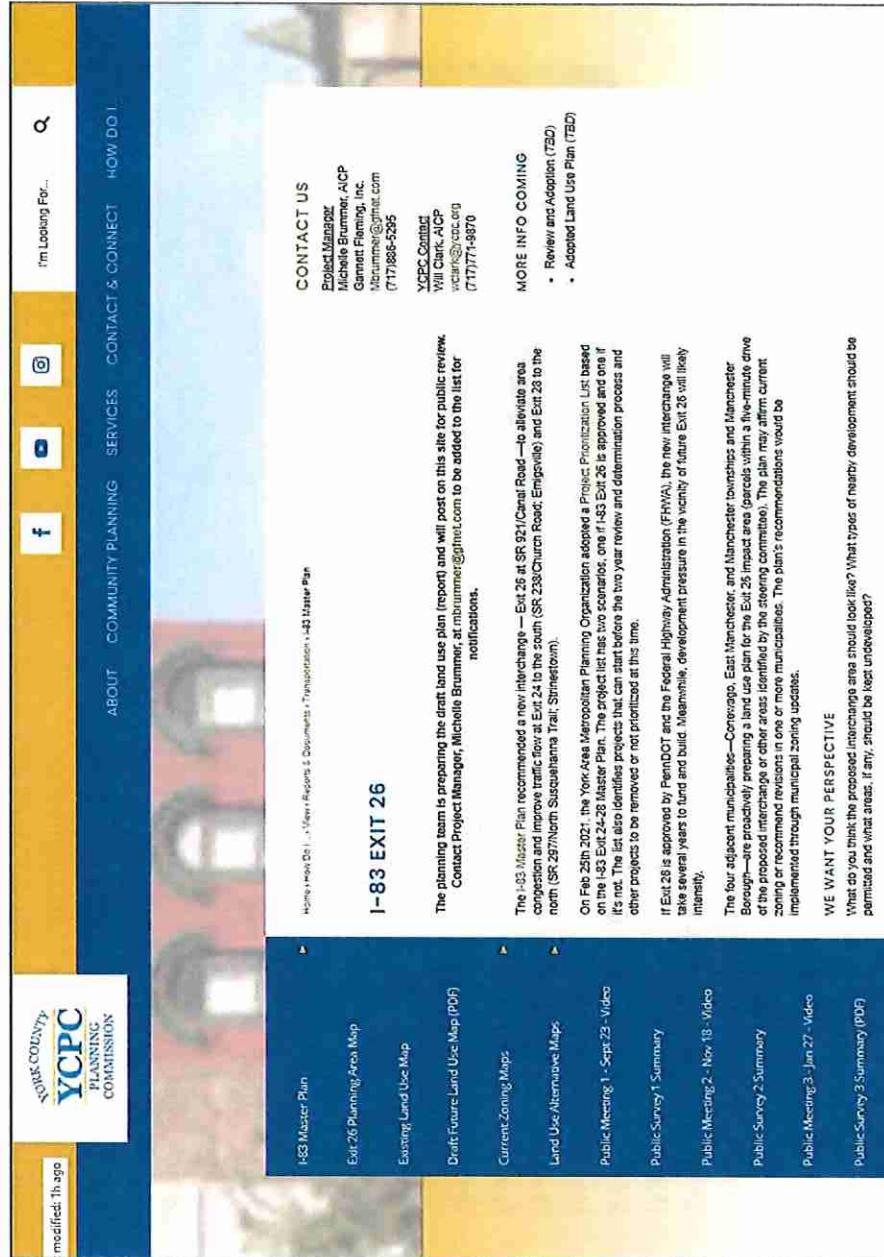
Implementation Committee is an advisory body to the YAMPO, the transportation planning board for York County. The committee includes representatives of all local governments that participated in the Master Plan and advises YAMPO on the preferred prioritization of improvements recommended in the I-83 Master Plan. A subset of this committee, namely the four municipalities with land use jurisdiction in the immediate vicinity of the proposed interchange, Conewago, East Manchester, and Manchester townships and Manchester Borough, as well as the two public school districts, two regional police departments, the York County Economic Alliance, the York County Planning Commission, the YAMPO, and PennDOT, served as the Steering Committee to guide the development of the land use plan.

The Steering Committee identified local issues related to land use and transportation; characterized development trends and local policy; identified stakeholders for interviews; promoted public participation in public

meetings and surveys; and provided feedback as the plan was developed.

meetings and surveys; and provided feedback as the plan was developed.

**Figure 3: Screenshot of Project Website**



## Stakeholders

Stakeholders representing planning-area property owners, school districts, local developers, and residential and industrial real estate interests were interviewed for their perspective on existing and future conditions. Stakeholders were asked to identify topics of interest and concern related to current and future land use conditions in the planning area. These entities included:

- Gross Family Farms LP
- Spring Valley Mulch
- Star Rock Farms
- Julia's Motel
- Hillwood
- Kinsley Properties
- Willow Springs Partnership, LP
- Transportation Resource Group, Inc.
- York County Economic Alliance (YCEA)
- REALTORS® Association of York & Adams Counties, Inc. (RAYAC)
- ROCK Commercial Real Estate, LLC (ROCK Real Estate)

Additionally, M&G Realty (The Rutter's Companies) and Pasch Companies were contacted but did not participate.

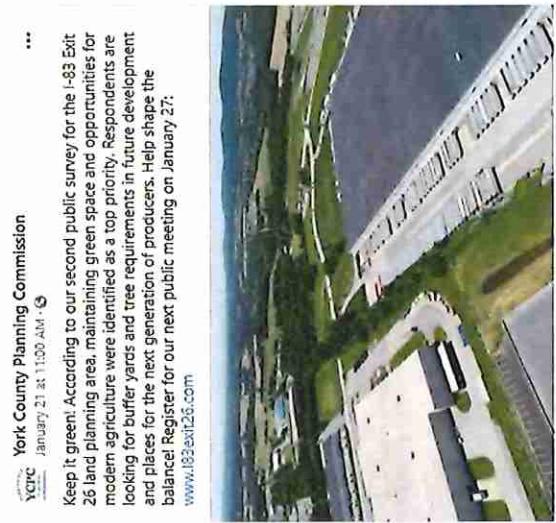
## Public Outreach

The York County Planning Commission established a website, [www.I83Exit26.com](http://www.I83Exit26.com), to provide information on the status of the I-83 Exit 24-28 Master Plan's implementation (Figure 3). The website featured information about the I-83 Exit 26 Land Use Plan as its first content. The website features prioritized projects and will soon have information about the completed Land Use Plan, programming (design and construction schedule), and the eventual FHWA decision on the proposed Exit 26 interchange.

The preparation of the Land Use Plan was a regular feature of the York County Planning Commission's Facebook page, which was further shared by member municipalities. Posts promoted the website as a source of up-to-date information as well as participation in public meetings and surveys (Figure 4).

Public Outreach was conducted in three rounds. To start each round, a virtual public meeting was held to present milestones in the plan's development and to introduce a public survey. Online public surveys were administered via MetroQuest. Summary reports of each round of outreach are located at the end of Appendix D.

**Figure 4: Sample Facebook Post**



## 2. Methodology

DATA SOURCES

The planning team reviewed municipal comprehensive plans and zoning

County plans and reports, prepared by the York County Planning Commission unless otherwise noted, included:

- | DATA SOURCES  |  |
|---|--|
| The planning team reviewed municipal comprehensive plans and zoning ordinances and zoning maps:   | <ul style="list-style-type: none"> <li>Conewago Township Comprehensive Plan (2008) and Zoning Ordinance (2009)</li> <li>East Manchester Township Comprehensive Plan (2005) and Zoning Ordinance (2017)</li> <li>Manchester Township Comprehensive Plan (2004) and Zoning Ordinance (2018)</li> <li>Manchester Borough Comprehensive Plan (2012) and Zoning Ordinance (2006)</li> </ul>   |
| County and state data sources, including published plans and reports and open-source GIS data, were then reviewed, analyzed, and in some cases, depicted in the map set to characterize existing and probable future land use conditions as well as infrastructure and the environmental context. The most recent data available at the time of preparation was used. | <p>County plans and reports, prepared by the York County Planning Commission unless otherwise noted, included:</p> <ul style="list-style-type: none"> <li>York County Growth Management Plan (2017), specifically housing projections for 2020, 2030, and 2040 and the designated primary and future growth areas (and resulting rural areas)</li> <li>York County Environmental Resources Inventory (2018)</li> <li>York County Heritage Preservation Plan (2016)</li> <li>York County Economic Development Plan (2014)</li> <li>York County Community Facilities (2006)</li> <li>York County Agricultural Land Protection Plan (2008)</li> <li>York County Open Space Plan (2006)</li> <li>York County Long Range Transportation Plan (2009)</li> <li>YCEA Business and Industrial Parks Directory (2017)</li> <li>Building Permit Reports, 2010-2019</li> </ul> <p>County GIS data included:</p> <ul style="list-style-type: none"> <li>Land use data (April 2020) compiled by the York County Assessment and Tax Claim Office</li> <li>Agricultural Security Areas (March 2020)</li> </ul> |
| Clean and Green (November 2019)   | <ul style="list-style-type: none"> <li>Clean and Green (November 2019)</li> <li>Conservation Easements (October 2019)</li> </ul>   |
| State and federal data sources and reports included:  | <ul style="list-style-type: none"> <li>I-83 Master Plan for Exit 24 to Exit 28 (2018)</li> <li>Pennsylvania Crash Information Tool</li> <li>PA Center for Workforce Information &amp; Analysis (CWIWA) for industry employment data</li> <li>USDA Soil Survey of York County, PA</li> </ul>  |
| State and federal data sources and reports included:  | <ul style="list-style-type: none"> <li>I-83 Master Plan for Exit 24 to Exit 28 (2018)</li> <li>Pennsylvania Crash Information Tool</li> <li>PA Center for Workforce Information &amp; Analysis (CWIWA) for industry employment data</li> <li>USDA Soil Survey of York County, PA</li> </ul>  |
| Additional public agencies and community organizations were contacted to request local data and needs. These agencies and organizations included:   | <ul style="list-style-type: none"> <li>Northeastern Regional and Northern York County Regional Police Departments</li> <li>Central York and Northeastern School Districts</li> <li>rabbittransit</li> <li>York Water Company</li> <li>Conewago Township Sewer Authority</li> <li>Dover Township Sewer Department</li> <li>Northeastern York County Sewer Authority</li> <li>Springettsbury Township Sewer</li> <li>Dover Township Sewer Department</li> <li>Manchester Athletic Association</li> </ul>   |

## 3. Land Use Plan and Implementation Guidance

### LAND USE POLICY FOR THE EXIT 26 PLANNING AREA

The Exit 26 Land Use Plan and Map are policy statements that define and illustrate the maximum development potential for the planning area from the time Exit 26 is approved through 2050. The land use pattern, a hybrid that combines the best of the three alternatives described in Appendix C, supports the goal and objectives, which were articulated during public and stakeholder outreach.

The Future Land Use Policy and Map may be further refined when they are enacted as the zoning ordinance and zoning map by the respective municipality.

2. Allow for commercial retail and service uses near the interchange to serve Interstate traffic and within mixed-use areas for local convenience.
3. Allow for a variety of residential uses, including moderate to high density uses in mixed-use areas.
4. Allow for agricultural and resource-based uses throughout the planning area.
5. Allow for the addition of public and/or community uses.
6. Protect the floodplain from intensive use.
7. Encourage conservation of local character elements.

### FUTURE LAND USE MAP

Figure 5 presents the Preferred Future Land Use pattern for the Exit 26 planning area through 2050. Quantities of future land use acreage and change from existing land use (April 2020) area are shown in Figure 6.

#### Land Use Goal

Manage land use to leverage Interstate access provided by the Exit 26 interchange for future development through 2050 that provides jobs, services, and housing.

#### Land Use Objectives

1. Allow for industrial uses adjacent to the interchange.

for large parcels (># acres) to be subdivided into a finer scale parcel pattern and proposed for varied uses, some large parcels are shown with more than one land use designations.

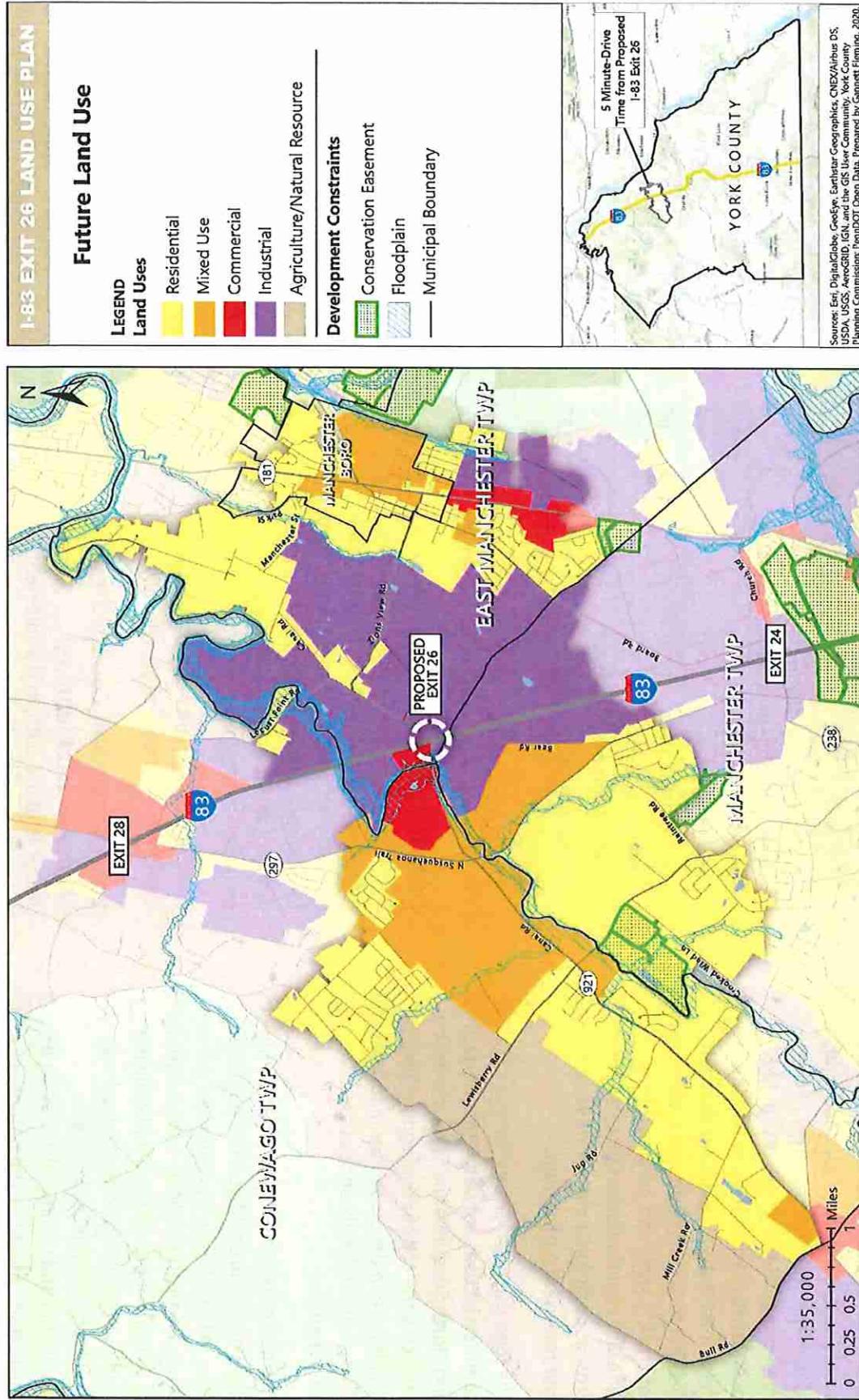
Land use policy changes are limited to the interchange area and the Canal Road corridor. Changes are shown in all three townships and specifically along the municipal borders within the planning area. These changes along municipal borders within the planning area were intentionally coordinated for compatibility. The only land use policy change along the periphery of the planning area is along Bull Road, where residential use in Conewago Township is shown abutting industrial zoning in Dover Township.

Due to the need for additional housing to accommodate county-projected population growth, the Land Use Plan expands the potential for residential uses. This expansion shifts the boundary between residential and agricultural uses but does not create new types of conflicts.

The map generally designates future land use by parcel, per YCP recommendation. However, in recognition of the potential

### 3. Land Use Plan and Implementation Guidance

**Figure 5: Future Land Use**



Due to the need for additional jobs for future generations and to manage the tax base, the land use plan expands industrial uses in the immediate vicinity of the interchange. Zoning updates should include provisions for truck parking in these interstate-accessible industrial districts to provide safe and secure areas for truck staging and parking during federally required driver rest periods. Provisions should consider driver access to rest rooms, at a minimum.

The land use plan locates the potential for commercial uses between the interchange and North Susquehanna Trail, in effect replacing the commercial zoning district that has been developed for industrial and utility uses in the absence of an interchange.

Planned mixed-use development is new to the planning area. Mixed-use patterns exist in Manchester Borough and nearby Dover Borough and Mount Wolf Borough as a result of incremental and evolving land use patterns. Modern mixed-use developments typically combine residential and commercial uses on a single tract, providing the potential for convenient neighborhood-scale retail and services.

**Figure 6: Preferred Land Use, 2050**

Land Use	Acres, 2020	Acres, 2050	Change, 2020-2050	Distribution, 2050
Agricultural and Natural Resource Uses, including preserved parcels	4,756	1,670	-3,086	19%
Residential Uses	2,006	3,231	1,225	38%
Mixed Uses	0	979	979	11%
Commercial Uses	160	204	44	2%
Industrial Uses	1,163	1,824	661	21%
Public/Community Uses*	236	280	44	3%
Road and Utility ROW*	255	388	133	5%
<b>Total</b>	<b>8,576</b>	<b>-</b>	<b>100%</b>	

\* Public/Community Uses and Road and Utility rights-of-way are not geographically designated on the Future Land Use Map, however acreage is estimated to increase to serve a growing region.

Public and/or community uses are anticipated to increase in proportion to intensive uses but are not geographically located on the land use map. Public school facilities are anticipated to be the primary driver of these increases as additional residential uses are developed.

Road and utility rights-of-way are also expected to increase proportionally.

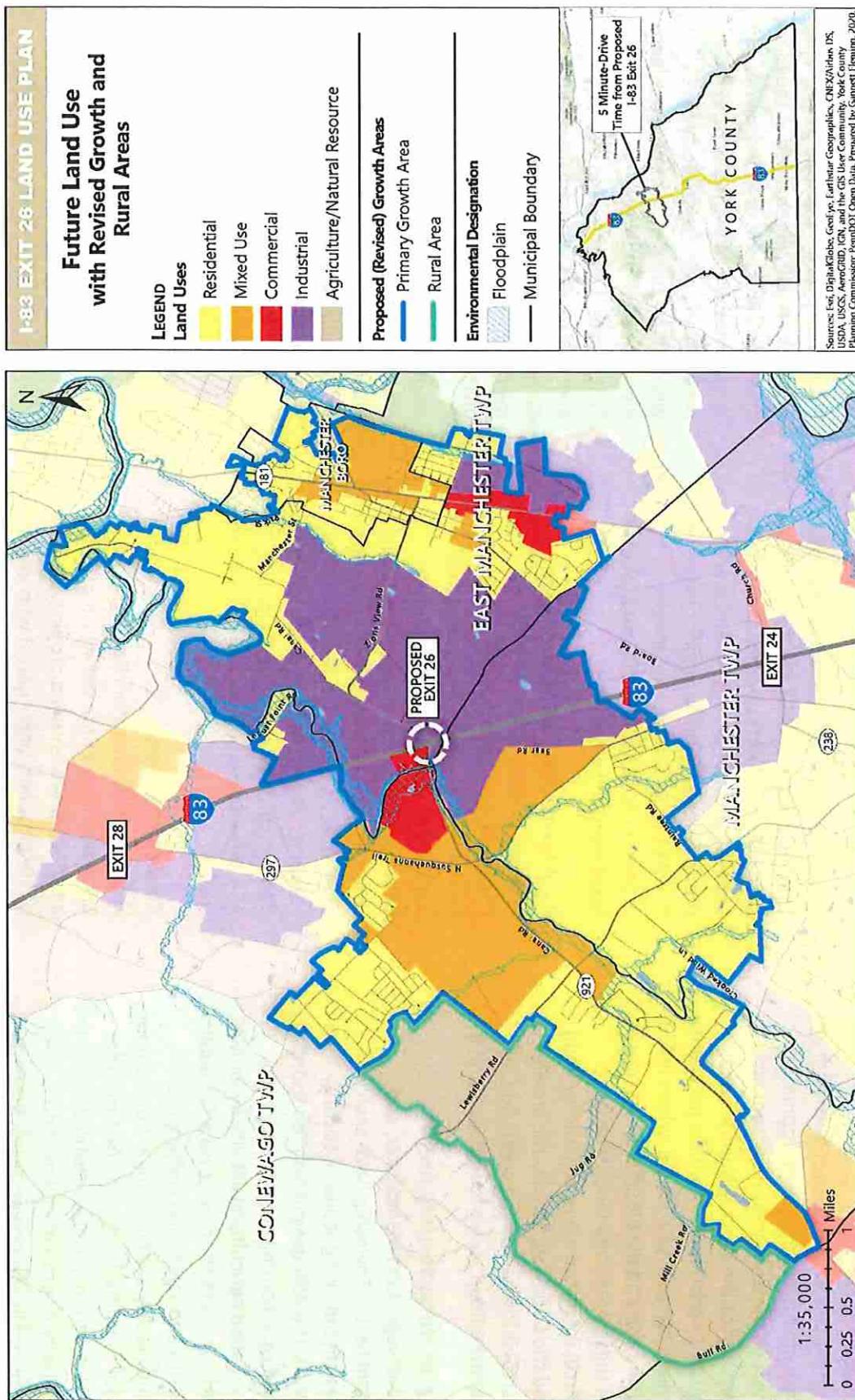
**Consistency with County Growth Management Planning**  
As the land use pattern is implemented through municipal zoning, Conewago and Manchester townships will need to work with YCPG to update the county's Primary

Growth Area designations to align with updated zoning district boundaries.

The exact boundary of municipal zoning designations may vary from the land use pattern as shown but will likely require:

- A northward expansion of the Primary Growth Area in Conewago Township from Freedom Square to Bull Road.
- Conversion from the Rural Area between Susquehanna Trail and I-83 in Conewago Township.
- Conversion from the Future Growth Area between Susquehanna Trail and I-83 in Manchester Township.
  - A small conversion from the Rural Area along Locust Point Road.

**Figure 7: Future Land Use with Revised Growth and Rural Areas**



## Future Land Use and Conservation Designations

### Preserved Farms

Two parcels in Manchester Township are protected from future development through the Conservation Easement Program of the Farm & Natural Lands Trust of York County. A municipal change in land use policy or zoning, which guide future use and development, has no effect on these preserved lands. The larger parcel is located along Lewisberry Road and the Conewago Creek. The smaller parcel is located on the south side of Raintree Road. Refer to Figures 8 and 9.

### Agricultural Security Areas

Conewago, East Manchester, and Manchester Township have each designated an Agricultural Security Area (ASA). The ASA designation represents a municipal commitment to support continued agricultural activity by limiting ordinances to those necessary for public health and safety and limiting the municipality's use of eminent domain for public facilities and infrastructure. The ASA program places no restrictions on the property or property owner and is renewed in seven-year cycles. Property

owner participation in the ASA program is voluntary and may be withdrawn at any time.

If a property owner chooses to develop land included in an ASA per the Future Land Use map (and subsequent zoning update), the municipality would modify the ASA designation during its next review. The ASA program does not involve property tax reduction, thus no property taxes need to be repaid.

As of March 2020, 2,132 acres were enrolled in ASAs in the planning area (Figure 8). Comparing the ASAs to the Future Land Use map and shows that

1,465 acres are illustrated for future development. The municipalities should continue their ASA designations in support of existing agricultural operations. After rezoning, when lands are proposed for non-agricultural uses or development, the ASA should be modified under an interim review.

### Clean and Green

York County administers Pennsylvania's Clean and Green Program which provides a tax benefit to enrolled property owners of 10-acres and larger parcel who maintain

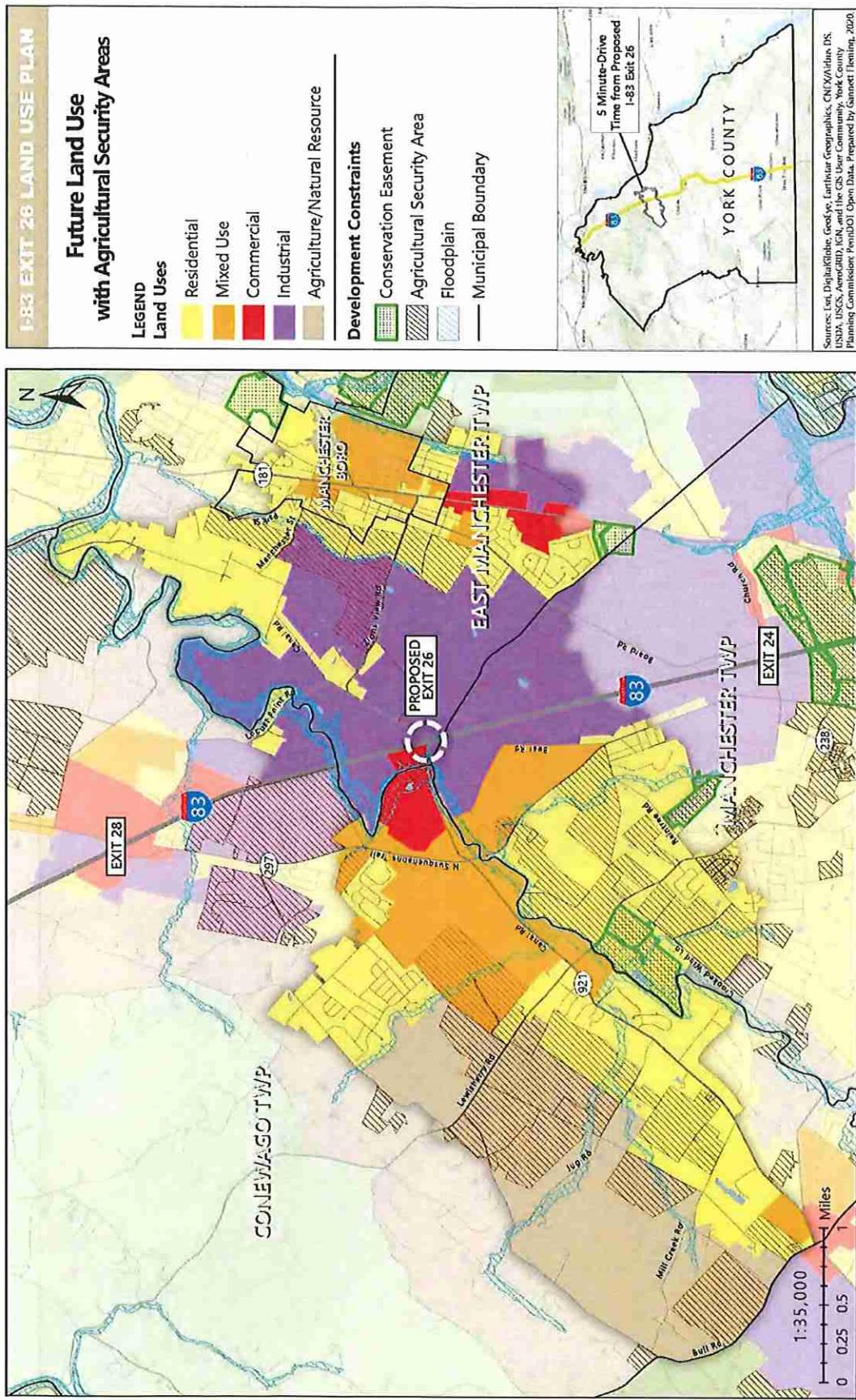
their land in an undeveloped condition. Smaller farms that generate at least \$2,000 annually are also eligible.

If a property owner chooses to develop one or more parcels enrolled in the Clean and Green Program, property owners of these lands would withdraw from the program and pay the property taxes withheld for the period of time the lands were enrolled in the program (known as "back taxes") prior to land development approval. As the program manager, York County would collect and distribute the tax revenue to the municipality, school district, and county.

As of November 2019, 4,070 acres in the planning area were enrolled in York County's Clean and Green Program (Figure 9). Comparing parcels enrolled in the Clean and Green Program with the Future Land Use map shows at 2,657 acres are illustrated for future development. The municipalities should ensure that lands proposed for development have withdrawn from the Clean and Green Program prior to granting plan approval.

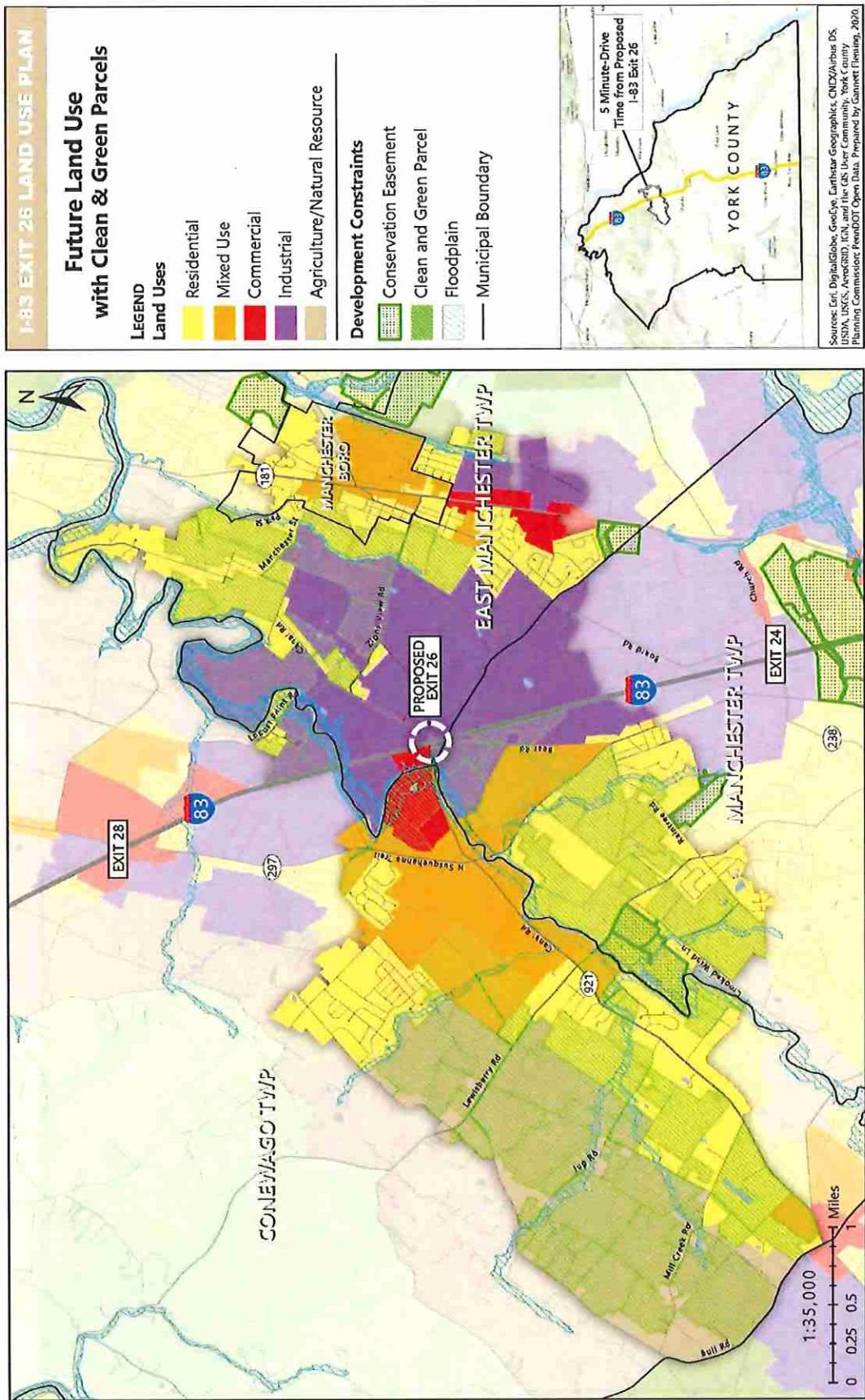
### 3. Land Use Plan and Implementation Guidance

**Figure 8: Future Land Use with Agricultural Security Areas**



### 3. Land Use Plan and Implementation Guidance

**Figure 9: Future Land Use with Clean & Green Parcels**



## UTILITY SYSTEM IMPROVEMENTS

Utility systems will need to be expanded, and in some cases, will need to be improved, to support the preferred land use pattern. Water service is available from the York County Water Company (YCWC). Service connections for future residential, commercial, mixed-use, and industrial properties would be constructed by property developers (to YCWC standards) and ownership transferred to YCWC.

Sewer service capacity exists in each of the five systems that serve the planning area:

Sewer Systems Serving the Planning Area	Remaining EDU Capacity
Coneango Township Sewer Authority (post plant expansion 2023)	2,162 / 52%
Dover Township Sewer Department	8,380 / 37%
Northeastern York County Sewer Authority	2,244 / 40%
Springettsbury Township	1,381 / 4%
York City	45,464 / 61%

## TRANSPORTATION IMPROVEMENTS

### State Roads

The I-83 Master Plan for Exits 24-28 identified state and local roads that would be impacted by changes in traffic volumes and the conceptual improvement needs to support safe, reliable circulation in the study area. Two improvement needs listed in Figure 10 were identified in the I-83 Exits 24-28 Master Plan and advanced to the YAMPO long-range transportation planning process regardless of the approval status of the Exit 26 Point of Access Study.

### PUBLIC SERVICE ENHANCEMENTS

Calls for public safety services—namely police, fire, and EMS—will likely increase when future land uses are constructed and occupied. Service providers, whether municipal, regional, or volunteer entities, will need to assess response times and the need for additional facilities, staff, equipment, etc.

Both Central York and Northeastern school districts will experience an increase in student enrollment as a result of future residential and mixed-use land uses. Residential unit types and densities, determined through municipal zoning, will be used to estimate the number of students and their distribution across grade levels.

As zoning changes are made, the townships will need to work with each system owner to estimate the service demand from future land uses and to assess if adequate treatment capacity is available immediately or upon completion of system upgrades. Similar to the water utility, services connections would be constructed by developers and dedicated to the system owner.

The I-83 Master Plan for Exits 24-28 identified state and local roads that would be impacted by changes in traffic volumes and the conceptual improvement needs to support safe, reliable circulation in the study area. Two improvement needs listed in Figure 10 were identified in the I-83 Exits 24-28 Master Plan and advanced to the YAMPO long-range transportation planning process regardless of the approval status of the Exit 26 Point of Access Study.

If Exit 26 is approved and a funding strategy for the interchange design and construction is determined, then the roadway improvement needs for future consideration listed in Figure 11 will be prioritized for available funds. Some improvements will in fact need to be completed prior to the interchange construction.

**Figure 10: Roadway Improvements on the YAMPO MTP and on the 2021-2024 TIP**

Location	Project Description	Estimated Cost
Exit 24 - Church Road & I-83 Southbound Ramps	Signal and Ramp Improvements	\$2,200,000
Church Road & Susquehanna Trail	Updated traffic signal and optimizing timings exclusive right-turn lane along WB Church Road	\$1,747,500

**Figure 11: Roadway Improvements for Future Consideration**

Project Need Location	Project Description	Estimated Cost
Canal Road & Susquehanna Trail Susquehanna Trail & Copenhaffer Road	Updated traffic signal and optimizing timings Widen NB, EB and WB approaches to provide exclusive turning lanes Installation of a traffic signal at Susquehanna Trail and Copenhaffer Road Widen NB Susquehanna Trail to provide a separate left-turn lane **Canal Road Betterment Group will add a SB left turn and will close Copenhaffer Road between Susquehanna Trail and Canal Road	\$2,630,000
Susquehanna Trail Turnback	Evaluate the potential turnback of ownership and maintenance responsibilities for Susquehanna Trail in Coneango Township to PennDOT	\$660,000
Susquehanna Trail Turnback	Evaluate the potential turnback of ownership and maintenance responsibilities for Susquehanna Trail in Manchester Township to PennDOT	TBD
Exit 24 - Church Road & I-83 Ramps Signal Upgrades	Signal optimization Automated Traffic Signal Performance Measures Advanced Signal Control (Adaptive)	\$ 252,500
Exit 28 - Susquehanna Trail & I-83 Ramps - Signal Upgrades	Signal optimization Automated Traffic Signal Performance Measures Advanced Signal Control (Adaptive)	\$ 325,000
Exit 24 - Church Road & I-83 Northbound Ramps/Board R	Additional through lane to Board Road along NB off-ramp	\$1,100,000
Exit 24 - Church Road & I-83 Northbound Ramps	SB Board Road Right turn onto WB Church Road	\$ 750,000

Project Need Location	Project Description	Estimated Cost
<b>Exit 24 - Church Road &amp; I-83 Northbound Ramps</b>	EB Church Road Right turn onto NB Ramp	\$ 750,000
<b>Susquehanna Trail &amp; Cloverleaf Road</b>	Installation of a traffic signal to be in a coordination system with the signals at the I - 83 ramp intersections Exclusive left - turn lanes along EB and WB Susquehanna Trail	\$ 1,000,000
<b>Exit 28 - Susquehanna Trail &amp; I-83 Ramp Improvements and Locust Point Road</b>	Realignment of on/off - ramps (update to current standards) Exclusive right - turn lane along SB off - ramp Exclusive right - turn lane along EB Susquehanna Trail Road closure of Locust Point Road Closer/Improvements	\$ 1,000,000
<b>Extend Bartlett Drive from Espresso to Zions View (SR 921)</b>	Completion of stub street from Espresso to Zions View Rd (SR 921) to provide an option for trucks to turn into the industrial park instead of using Board Road.	\$500,000
<b>Or Zions View Road/Musser Street &amp; York Street, Musser Street &amp; Main Street</b>	Installation of a traffic signal at Zions View Road/Musser Street and York Street Updated traffic signal and optimizing signal timings at Musser Street and Main Street Widen Musser Street to provide an exclusive left-turn lane and exclusive right-turn lane Widen NB Main Street to provide an exclusive left-turn lane	\$ 2,000,000
<b>Exit 26 - Canal Road</b>	Point of Access Improvements	TBD
<b>Willow Springs (local road) Closure</b>	Would be connected to the interchange build	TBD
<b>Upgrade to Bear Road (local road)</b>	Would be connected to the interchange build	TBD
<b>Upgrade to Bear Road (local road) &amp; Susquehanna Trail intersection to meet future demands</b>	Would be connected to the interchange build	TBD
<b>Willow Springs 2nd Connection to Espresso Way</b>	Connect Willow Springs to Espresso Way toward its northern end to improve connectivity within the industrial park and access to Canal Road and the interchange, i.e., avoid use of a cul-de-sac	TBD
<b>Canal Road &amp; Espresso Way (local road)</b>	Optimized traffic signal timings	\$ 30,000

## Other Road Network Concerns

In addition to the road network needs identified in the I-83 Exits 24-28 Master Plan, other road improvements will be needed to support safe, efficient, and reliable circulation throughout the planning area. Three potential road improvements are listed in Figure 12 for consideration by YAMPO and the municipalities.

In addition, future development will create new roads and intersections. Preferred locations and alignments can be outlined using an official map, as authorized by the Pennsylvania Municipalities Planning Code.

### Transit Service Expansion

Municipalities, developers, and employers should work with rabbit transit to explore expanded transit routes and to incorporate convenient, transit-accessible bus stops at business and industrial parks as well as residential and mixed-use developments in the planning area.

### Bicycle and Pedestrian

Bicycle and pedestrian facilities provide critical travel connections for non-drivers of all ages. They can be integrated with the street network in the public right-of-

**Figure 12: Other Roadway Improvements for Future Consideration**

Roadway Needs
Improve the Bull Road intersection at Canal Road to reduce congestion and trip delay <b>(already prioritized in the YAMPO MTP)</b>
Improve the alignment of Greenbriar Road at Canal Road
Restrict trucks from Raintree Road and Crooked Wind Lane to protect residential areas

Public access to the greenway may require the acquisition of land or right-of-way, which can be supported through mandatory dedication of parkland (or fee-in-lieu) provisions (PA MPC Article V Section 503 (11)). Alternatively, a municipal official map (PA MPC Article IV) can be used to reserve specified lands for public infrastructure and facilities as deemed appropriate, including municipal access for floodplain maintenance.

## PRESERVATION OF RURAL AND SMALL TOWN CHARACTER

As municipal zoning is updated, provisions should be reviewed to confirm protection of the floodplain, wetlands, and steep slopes along the Little Conewago Creek and its tributaries. Broadly, York County recommends conservation of these environmental resources as the Little Conewago Creek Greenway, a contiguous protected open space, for their ecological function and value to water resource management and habitat management. Restoration of riparian buffers and passive recreational use of this open space are recommended.

these natural vegetative features, where they exist, as open spaces within the future land use pattern. This is particularly appropriate for the residential lot and street pattern, which can be fitted to the gently rolling topography and clustered within the already cleared land areas, mimicking a rural hamlet.

Future mixed-use areas can be shaped as villages with a small commercial core surrounded by residential uses. Lots in villages tend to be small with very modest setbacks. Residential areas should be connected to the core by streets and sidewalks (or other durable pedestrian pathways) lined with trees and landscaping for pedestrian comfort and visual interest.

Commercial and industrial uses can be designed with rural character in mind as well. Yards need not be maintained as manicured lawns but can be managed as seasonal meadows or replanted forest. Similarly, stormwater management facilities can be designed as diversely vegetated rain gardens or naturalized drainage basins.

## **IMPLEMENTATION GUIDANCE**

### **When to Revise Zoning**

The Exit 26 Land Use Plan was prepared for the uncertain but assumed approval and construction of Exit 26. In other words, it was prepared as a scenario plan for the condition that *if* there is an Exit 26, *then* the land use pattern should be as shown.

Rezoning of the planning area per the Land Use Plan should occur after the scenario condition, i.e., the Exit 26 interchange project, is certain. This condition will not be fully met until funds for the design and construction of the interchange are committed **and** environmental clearance is completed.

Rezoning sooner – comprehensively or in a piecemeal fashion – implies that current transportation infrastructure with planned transportation improvements (as documented in the YAMPO MTP and TIP) are sufficient for the total traffic that will be generated by future development per those zoning changes and that additional improvements, e.g., the Exit 26 interchange and others listed as pending interchange decision, are not necessary.

Figure 13 presents milestones in the process of authorization, funding, and design/construction of Exit 26 alongside the implications of rezoning, land development, and traffic generation before the interchange project is certain.

Figure 13: Recommended Timing for Revised Zoning

Milestones	Estimated Timing	If municipalities rezone for more intensive uses before this milestone, then...	Implications
PennDOT/FHWA Decision (Authorization)	(Late 2021 or) 2022	<p>Land development proposals for more intensive land uses may be submitted and must be considered.</p> <p>If development is approved and constructed, traffic volumes begin to increase, existing congestion worsens, and more traffic is exposed to safety hazards on state roads planned but not yet prioritized for improvement.</p>	<p>If the decision is no, no interchange is built and congestion and safety risks persist. Planned improvements may increase in scale/cost.</p> <p>Additional improvements may be needed once traffic is generated.</p>
Funds Programmed for the Interchange (TIP) (Funding Commitment)	2025	Similar, though development and associated traffic impacts are delayed, and not felt by the community, for three fewer years.	<p>If a feasible funding strategy cannot be reached, no interchange is built and congestion and safety risks persist and will worsen with additional traffic.</p>
Preliminary Engineering (Design) and Environmental Analysis (Environmental Clearance)	2033	Again similar, though development and associated traffic impacts are delayed, and not felt by the community, for 11 fewer years. (Environmental Clearance)	<p>PennDOT District 8 relies on the Exit 26 land use plan for trip generation and interchange design, resulting in optimal design of the interchange for its initial lifecycle.</p> <p>If environmental clearance is delayed, congestion and safety risks persist and will worsen with additional traffic.</p>
<b>Municipal Rezoning is recommended here</b>			
Final Design, Construction Follows	TBD	Development and associated traffic impacts begin to occur as the interchange is completed.	Minimal

## LAND USE PLAN IMPLEMENTATION MATRIX

The matrix below outlines two objectives and various actions for the municipalities, YAMPO, and York County to implement the I-83 Exit 26 Land Use Plan. The first objective emphasizes the timing of municipal rezoning and other land use

policy actions. The second objective emphasizes the value of continued intermunicipal coordination regarding consistent communication about the status of the interchange authorization and development process to the public if

Exit 26 is approved, and more generally, regarding current and future development proposals that will impact any or all municipalities in the planning area.

Implementation Objective 1	If Exit 26 is approved, funding is programmed, and the interchange achieves environmental clearance in preliminary engineering, then implement the Exit 26 Land Use Plan through municipal zoning.
Implementing Actions	<ol style="list-style-type: none"> <li>Hold meetings to explain the implementation of the Future Land Use Plan through municipal zoning, including preliminary review of potential zoning district designations within one year of the Exit 26 Land Use Plan adoption. Include property owners, residents, area businesses, developers, and economic and community development stakeholders.</li> <li>Develop a timeline and funding strategy for the transportation and infrastructure projects needed to support the Exit 26 Land Use Plan within two years of the plan's adoption.</li> <li>Review the Exit 26 Land Use Plan annually and make modifications as needed to address significant changes in development markets.</li> <li>Implement the Exit 26 Land Use Plan through municipal zoning ordinance and request revision of the County growth area upon environmental clearance in the preliminary engineering phase of design.</li> <li>Incorporate truck parking provisions into industrial use regulations and commercial use regulations, as appropriate.</li> <li>Incorporate specific design standards in municipal zoning ordinances or SALDOs to reflect a balance between the planning area's natural, rural character and built environment.</li> <li>Modify Agricultural Security Areas consistent with the Exit 26 Land Use Plan after parcels are approved for development. Consider the protection of select agricultural parcels through municipal action/easement since area parcels are not competitive in the county program.</li> <li>Use a municipal official map (PA MPC Article IV) to reserve specific lands for public use and/or infrastructure as deemed appropriate within two years of the POA decision.</li> </ol>

Implementation Objective 2	Continue coordination through I-83 Master Plan Implementation Committee and other stakeholders.
Implementing Actions	<ol style="list-style-type: none"><li>1. Hold intermunicipal meetings, as needed, to review the status of the proposed Exit 26 interchange, other I-83 Master Plan transportation improvements, as well as other transportation needs and land use concerns within the planning area.</li><li>2. Ensure property owners who proposed lands for development also submit a request to the York County tax assessor to remove their land from the Clean and Green Program (7 Pa. Code 137(b)) pay rollback taxes, i.e., the difference between what was paid under Clean and Green versus what would have been paid, if the property had not been enrolled, plus 6% simple interest per year.</li><li>3. Review the Exit 26 Land Use Plan with utility providers to aid in their planning for utility infrastructure expansion, as required.</li><li>4. Review the Exit 26 Land Use Plan with public service providers to aid in their resource planning for services and facilities.</li></ol>

## Appendix A: Existing Conditions

### LAND USE PATTERN

This section documents land use patterns and policies within the planning area as of April 2020. Land use data compiled by the York County Assessment and Tax Claim Office and planning documents developed by the York County Planning Commission (YCP) and other agencies were reviewed to characterize land use patterns and existing policies.

### Development Pattern and Character

Development patterns in the Exit 26 planning area range from a traditional grid street network in portions of Manchester Borough to rural land use patterns in agricultural areas. The planning area, particularly that portion in proximity to I-83, has been in transition over the past several decades with large agricultural parcels converting to industrial use.

Manchester Borough has traditionally been the population center of the planning area. It is located seven miles north of the City of York on the main route between York and York Haven, where numerous grist mills and paper mills flourished in the 19<sup>th</sup> century. The borough is characterized by a traditional street grid with sidewalks for

pedestrians. Veteran's Memorial Park at the intersection of Main Street and Maple Street serves as a community landmark and a hub for civic events. The borough is predominantly a residential community, and is also home to the Northeastern School District with five school district buildings.

Development just south of the Borough along North George Street (SR 181) in East Manchester Township serves as a transition between residential development and industrial and warehouse distribution facilities. It is characterized by automobile-oriented commercial development with large parking lots and buildings set back from the roadway. Sidewalks provide access for pedestrians in the area, but the landscape lacks any further defined streetscape.

Development between North George Street and I-83 is a mix of uses, predominantly industrial and warehouse distribution facilities. Since the early 1990s, large areas of formerly farmed land have been converted to industrial use assembled in several business and industrial parks concentrated in East Manchester and Manchester Townships. National and

international corporations are tenants in the parks. Proximity to I-83 and easy access to the Northeast and Mid-Atlantic markets were key factors in investment decisions for these businesses.

Several single-family residential developments are located along the North George Street corridor, convenient to job opportunities in York or to the north in Harrisburg. East Manchester Village Center and other small commercial complexes provide service retail for residents and area workers. Newer developments include sidewalks and landscaping.

Development west of I-83 in Conewago Township and Manchester Township can be characterized as rural. This portion of the planning area is largely influenced by the Little Conewago Creek, and its rolling terrain has remained relatively undeveloped. Large industrial investments have been occurring along Susquehanna Trail south of Exit 28 over the past several decades. A 708,000-square-foot manufacturing/warehouse facility was constructed near Bear Road along Leo Lane in 2013. It is one of the largest investments in this portion of the planning area. Property near Zions View, north of the

Intersection of Canal Road, Susquehanna Trail, and Copenhaffner Road has converted from agriculture to single-family residential development to serve the County's growing housing need. While residential and industrial development has been constructed over the past several decades, the roads in this portion of the planning area have retained their rural character, with minimal shoulders and lacking accommodations for bicycle and pedestrian use.

### Land Use Distribution

York County land use data was analyzed to determine how land is currently used within the planning area. This data is summarized in Figure 14 and Figure 15.

In 2020, the majority of the Exit 26 planning area (55 percent) is Agriculture/Natural Resources used for agriculture, open space, or woodlands.

Agricultural uses are found in each of the planning area municipalities. Nearly 49 percent of the agricultural land is actively farmed, while just over 20 percent of agricultural lands include residential or commercial uses. Nearly one-third of agricultural/natural resource lands is uncultivated and exists as inactive agricultural areas and woodland found along streams and on steeper slopes.

**Figure 14: Land Use Distribution, 2020**

Land Use	Acreage	Percentage
Agriculture/Natural Resource	4,756	55%
Residential	2,006	23%
Industrial	1,163	14%
Roads/Utilities/Waterways	255	3%
Public/Community	236	3%
Commercial	160	2%
<b>Total All Land Uses</b>	<b>8,576</b>	<b>100%</b>

Source: ESRI, York County Planning Commission, Gannett Fleming, 2020.

Developed uses occupy about 45 percent of the planning area. Development intensity varies by land use type and is predicated principally by the presence of water and sewer infrastructure which has been guided by York County growth areas policy.

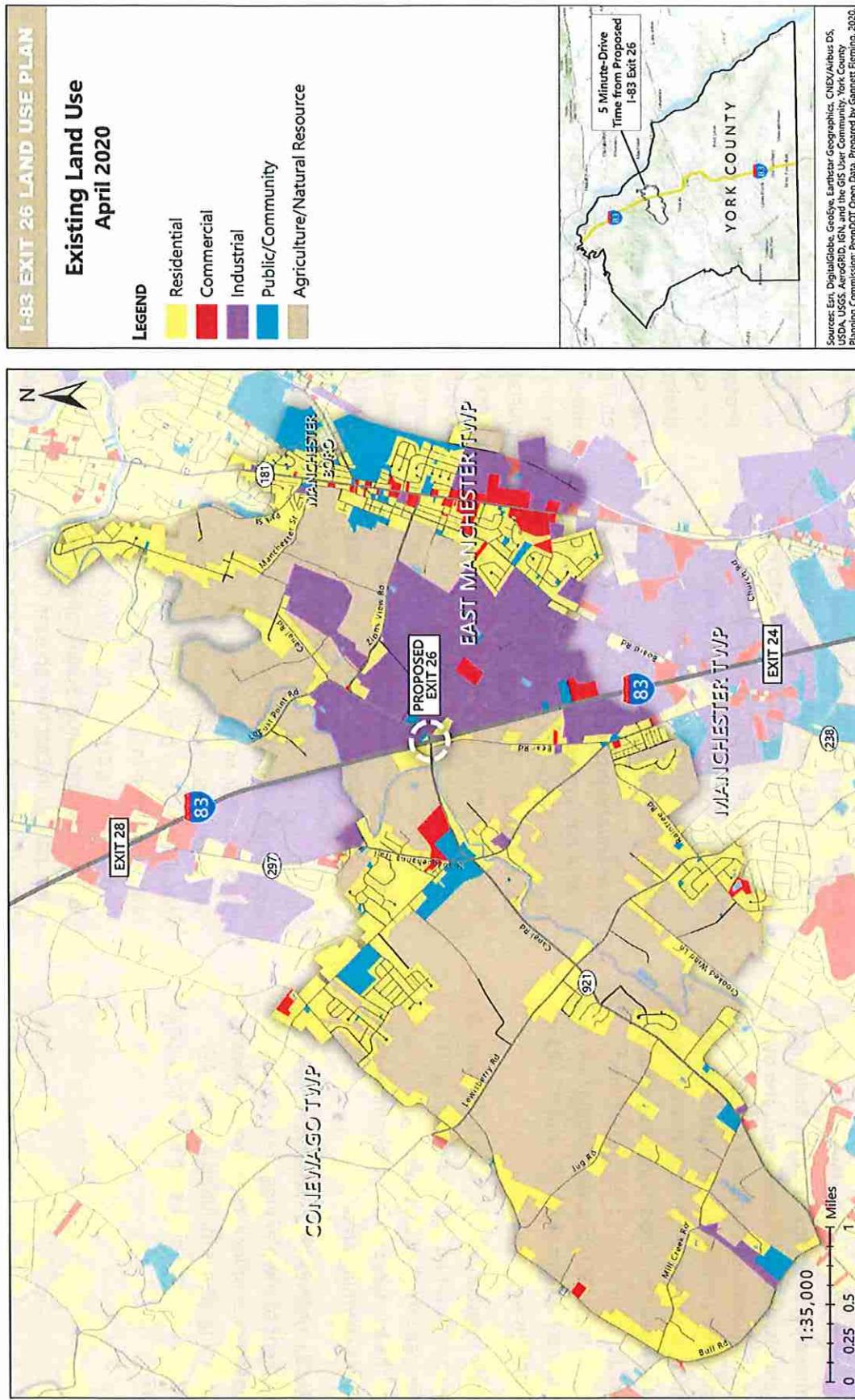
At 2,006 acres (23 percent), residential uses comprise about half of the developed use coverage. Residential uses are concentrated in Manchester Borough and in subdivisions of varying sizes in all three townships. Additional single residences front on the road network. Residential dwelling types range from single family homes on large lots to multifamily dwelling units. Single-family dwellings occupy the vast majority of the residential acreage (more than 1,600 acres, or 81 percent). Multifamily dwellings and mobile homes

occupy a small footprint (4 percent) and 15 percent of residential land in the planning area have no structure.

Over the past several decades, Industrial facilities have been constructed in business and industrial parks located primarily in East Manchester and Manchester Townships. Industrial buildings are concentrated south of Canal Road and Zions View Road (PA 921) between I-83 and N. George Street. Industrial land uses comprise 14 percent of land in the planning area and nearly 64 percent of the industrial land is classified as warehouse industrial space (industrial, storage/distribution).

Appendix A: Existing Conditions

**Figure 15: Existing Land Use, April 2020**



Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNEX/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community; York County Planning Commission; PennDOT Open Data. Prepared by Saenett Elminto. 2020.

Further details about business and industrial parks in the planning area are provided on page 30 under Business & Industrial Parks.

Public and Community land uses such as municipal buildings, religious buildings, schools, parks and recreation, and other institutional uses include 3 percent of the planning area. Several Institutional uses, such as school buildings that are part of the Northeastern School District as well as religious buildings, are concentrated primarily in Manchester Borough and near the intersection of PA 295 and PA 921 in Zions View.

Only 2 percent of land within the planning area is classified as Commercial. North George Street/Main Street (SR 181) serves as the primary corridor for commercial uses in the planning area.

Roads, utilities, and waterways cover 3 percent of the planning area's acreage. A description of local roads and utilities in the planning area is included on page 47. Waterways are discussed further on page 37.

## **Protections for Agricultural Uses**

### **Preserved Farms**

Two parcels in Manchester Township totaling 174 acres are protected from development through the Conservation Easement Program of the Farm & Natural Lands Trust of York County. Refer to Figure 17. The larger parcel is located along Lewisberry Road and the Conewago Creek. The smaller parcel is located on the south side of Raintree Road.

York County does not expect to preserve additional farmland in the Exit 26 planning area. The 2008 York County Agricultural Land Protection Plan ranked farmed parcels for their overall farmland value to aid the county in spending its limited farmland preservation funds on the most productive lands. The analysis compiled soil quality, zoning, and farm size data—namely large farm parcels (>50 acres) and farm parcels greater than or equal to 10 acres located adjacent to a preserved farm—to rank parcels as low, medium, and high in farmland value. The plan concluded that none of the farm parcels in the planning area were high in value. Large farm parcels in the planning area were only medium to low in farmland value. Specifically, large farm parcels in East Manchester Township were of medium value, large farm parcels in Conewago Township were of low value, and

large farm parcels in Manchester Township were not included in the ranking. Without a high farmland value rating, these lands are unlikely to be preserved from development. Refer to Figure 16.

### **Agricultural Security Areas**

Per the York County Agricultural Land Protection Plan (2008), 2,132 acres or nearly 25% of the planning area have been designated by the host municipality as an Agricultural Security Area (ASA), as shown on Figure 17. While the ASA designation does not prohibit agricultural land from being developed, it does conserve or sustain farming activity. It does so by preventing local governments from enacting laws or ordinances that unreasonably restrict farming operations and farm structures within the area (unless the laws or ordinances are directly tied to public health and safety) and by limiting the local government's authority to take farmland located in an ASA by eminent domain for new schools, highways, parks, or other public facilities. The ASA designation also protects farmers from public nuisance complaints. There are no tax benefits to ASA designation.

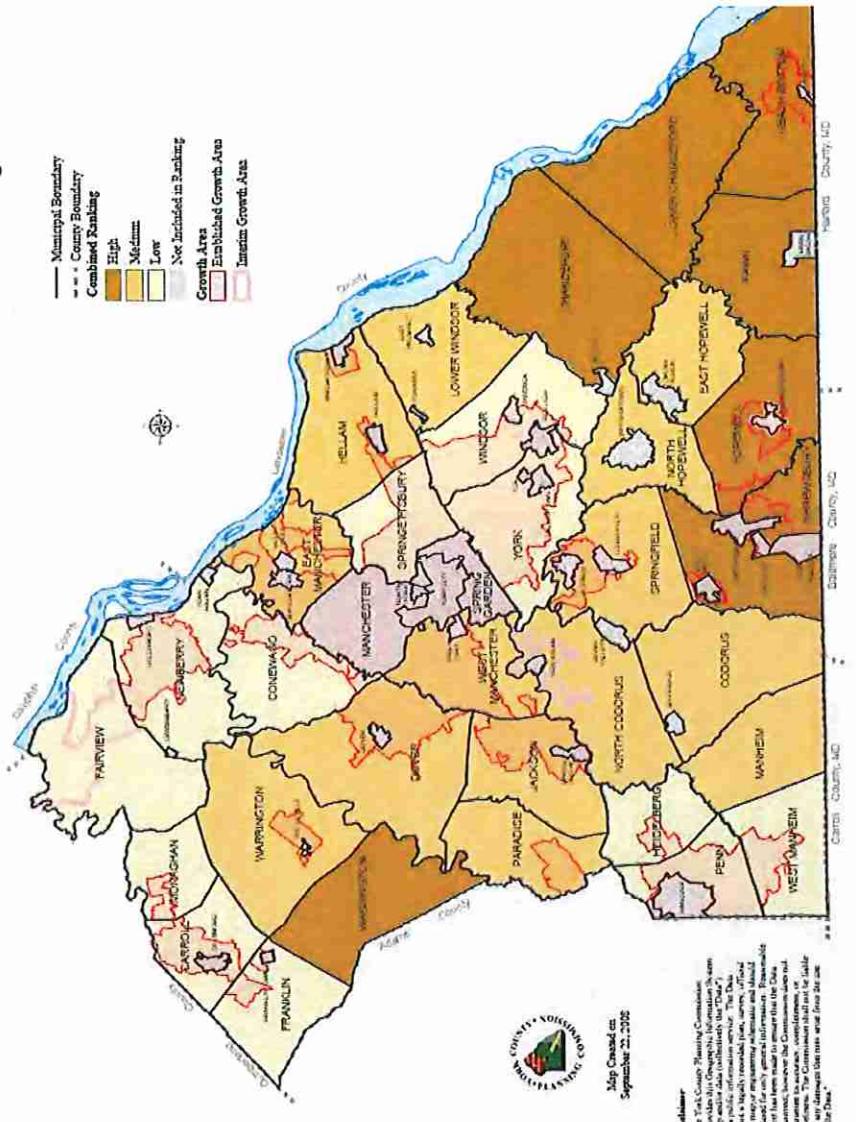
While ASAs are designated in each municipality, most of the planning area lies within York County's primary and future growth area. Therefore, some ASAs,

particularly in Manchester Township, may come under development pressure especially where no next generation farm owner or operator is apparent. Further, neither Conewago Township nor Manchester Township provides for Agricultural Protection Zoning (APZ), which helps retain large farming areas which are necessary to maintain the viability of the agricultural industry.

If development is proposed for an ASA farm parcel, the parcel is removed from the ASA. In summary, future development in ASAs would need to consider the County's growth area boundaries and local zoning.

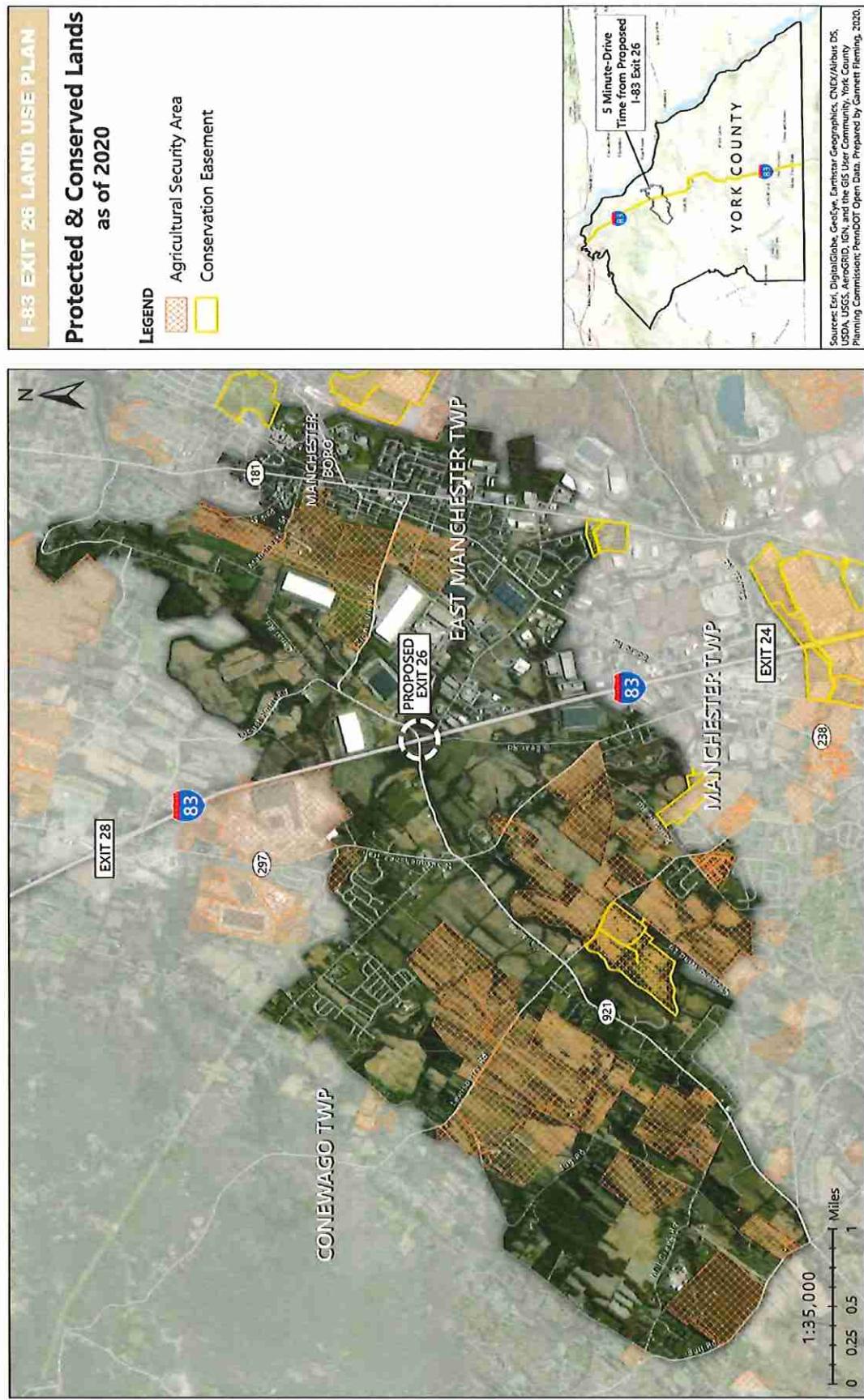
**Figure 16: Farmland Ranking**

### Combined Ranking



Source: York County Agricultural Land Protection Plan, 2008, p. 44

**Figure 17: Protected & Conserved Lands, as of 2020**



### **Residential Uses: Options and Conditions**

The vast majority of residential land use in the planning area is occupied by single-family dwellings. These are commonly owner-occupied, market-rate housing options, though some may be offered for rent.

Multifamily residential uses comprise about 20 percent of all residential uses by acreage. These are predominantly rental units but also include owner-occupied townhomes.

There are two mobile home communities in the planning area. Meadow Run Mobile Home Park is located along Susquehanna Trail in Conewago Township; Westwood Mobile Home Park is located along Graffius Road.

### **Rental Housing for Special Populations**

According to a 2019 listing updated by YCPC, there are no affordable senior rental housing options in the planning area.<sup>1</sup>

Affordable rental housing options are available for individuals and families in Manchester Borough. Poplar Creek Apartments includes 54 low-rent units, with 15 of the units providing accessibility options.

### **Housing Conditions**

Blighted property in York County is assessed at the local level and coordinated at the County level through the York County Blighted Property Review Committee (BPRC). The BPRC is a Commissioner-appointed committee with county-wide representation which, through a legal and procedural process, can certify or designate a property as blighted and thereby enable intervention and redevelopment.

Currently, no properties in the planning area have been submitted to the BPRC for review. This does not mean there are no blighted properties within the planning area, only that none have been formally submitted to the BPRC for review.

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<sup>1</sup> YCPC Affordable Senior Rental Housing Options in York County (2019), accessed July 30, 2020.

### A Regional Industrial Node

The planning area has a sizable and growing amount of land dedicated to industrial uses such as manufacturing and warehouse distribution. The development of these facilities has been driven by municipal zoning, transportation access afforded by I-83, the PA Turnpike (I-76), and U.S. 30, along with a skilled, available workforce.

Twelve business and industrial parks in varying stages of development occupy 2,204 acres within and adjoining the planning area according to a 2017 Business & Industrial Park Inventory conducted by YCEA. Figure 18 lists each park, total acres, and acreage available; Figure 19 maps these parcels.

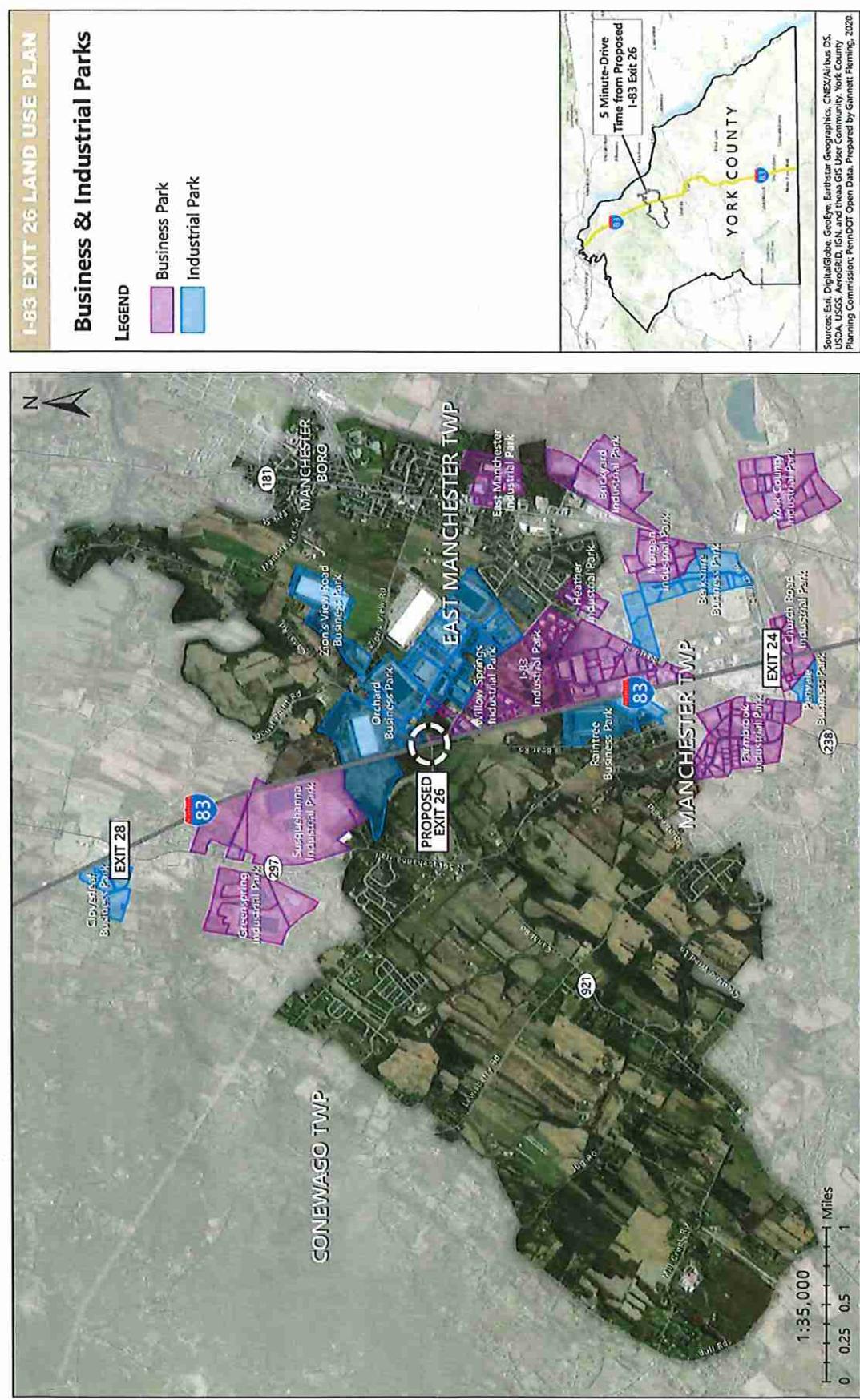
More than 8.4 million square feet (MSF) of industrial space has been constructed in the planning study area per County land use data. Of that total, more than 6.9 MSF is warehouse and distribution space and over 1.4 MSF is manufacturing space.

Except for the Zions View Business Park, all business and industrial parks are served with public water through York Water Company and public sewer through municipal and regional authorities.

**Figure 18: Business and Industrial Parks**

Name	Planning Area	Acres – Total	Acres – Available
Cloverleaf Business Park	Peripheral	45	26
Greenspring Industrial Park	Within	122	0
Susquehanna Business Park	Within	235	5
Brickyard Industrial Park	Peripheral	137	26
East Manchester Industrial Park	Within	62	9
Orchard Business Park	Within	278	0
Orchard Business Park Phase II	Within	174	174
Zions View Road Business Park	Within	90	90
Berkshire Business Park	Peripheral	77	7
Blackbridge Road Industrial Park	Peripheral	18	36
Church Road Industrial Park	Peripheral	22	1
Exit 11 Industrial Park	Peripheral	22	0
Farmbrook Industrial Park	Peripheral	126	12
Heather Industrial Park	Peripheral	27	8
Heritage Logistics Park	Within	41	41
I-83 Industrial Park	Within	249	0
Interstate Industrial Park	Within	50	0
Morgan Industrial Park	Within	72	7
Penvale Business Park	Peripheral	18	13
Raintree Business Park	Within	70	10
Willow Springs Industrial Park	Within	144	0
York County Industrial Park	Peripheral	125	11
<b>Total</b>		<b>2,204</b>	<b>476</b>

**Figure 19: Business & Industrial Parks**



## MUNICIPAL AND COUNTY LAND USE MANAGEMENT

### **Municipal Zoning**

A municipal zoning ordinance manages land use activity, intensity, and character by location through designated zoning districts on a zoning map. Zoning regulations establish minimum and maximum development provisions and are applicable to changes in land use, including use expansion, intensification, addition, or replacement. Land uses in existence at the time of ordinance adoption are not required to comply with its provision. For example, an existing farm or residence may continue to exist in a newly designated industrial district.

Figure 21 presents the zoning districts designated in and adjacent to the Exit 26 planning area. Map 6 shows that the lands immediately adjacent to the I-83 corridor from Exit 24 to Exit 28 and eastward toward Manchester Borough are designated for industrial uses by Conewago, East Manchester, and Manchester townships. East Manchester has designated a commercial node along Canal Road in the vicinity of I-83.

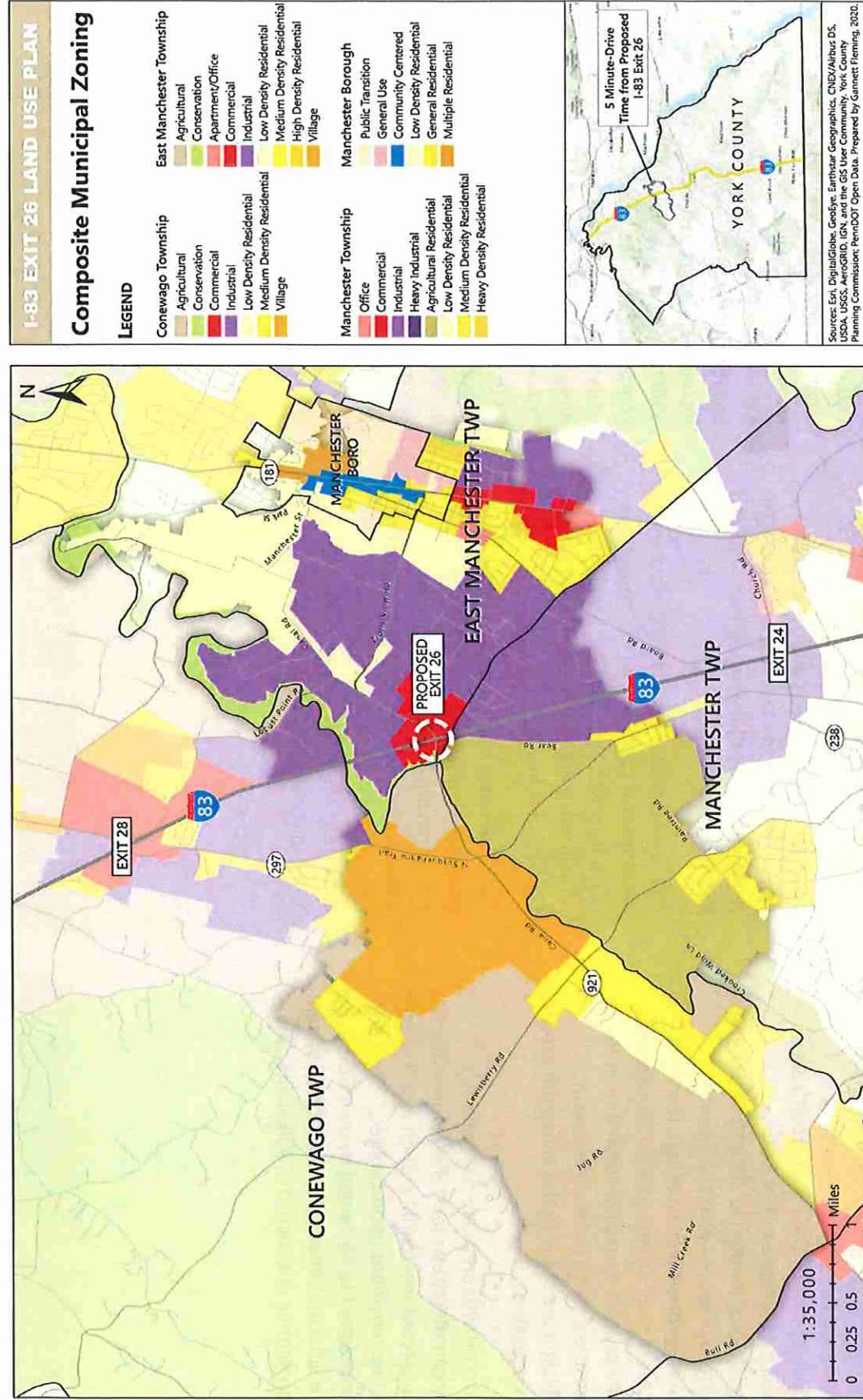
Between this industrial area and North George Street, residential uses are planned in East Manchester Township. North George Street is planned as a commercial corridor with additional industrial lands to the east in East Manchester Township and as a mixed residential, business, and public service corridor in Manchester Borough.

The only land designated for conservation east of I-83 is the Conewago Creek floodplain in East Manchester Township. West of the I-83 corridor, lands are designated for residential, village, and agricultural uses in Conewago and Manchester townships. Zoning districts in Conewago Township, East Manchester Township, and Manchester Borough are generally consistent with York County GMP growth-area boundaries. Some areas designated as Primary and Future Growth Areas in the GMP are zoned Agriculture (Open Space) in Manchester Township's zoning. The following table lists the date of the most recent zoning ordinance update and consistency with County growth areas.

**Figure 20: Municipal Zoning and Growth Area Consistency**

Municipality	Zoning (year of last update)	Growth Area Consistency
Conewago Township	2009	Consistent
East Manchester Township	2017	Consistent
Manchester Township	2018	Some areas designated as Primary and Future Growth Areas are zoned Agricultural (Open Space)
Manchester Borough	2006	Consistent

**Figure 21: Composite Municipal Zoning**



Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNEX/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community. York County Planning Commission; PennDOT Open Data. Prepared by Gannett Fleming, 2020

### **County-Designated Growth Areas**

The York County Growth Management Plan (GMP) designates land areas for community and economic growth to maintain and enhance the viability of existing development. The initial growth areas were developed in 1997 and reviewed/updated in 2008 to determine effectiveness—i.e., is the growth management plan working? The most recent GMP update in 2017 demonstrates the county–municipal commitment to ensure growth is concentrated in designated areas to the maximum extent practicable.

The growth areas are designed to accommodate at least 85% of the County's projected residential growth and "the bulk of employment opportunities." They are envisioned to be served by an efficient and reliable multimodal transportation system promoting connectivity, walkability, and

reduced roadway congestion. Public water and sewer services of sufficient capacity are expected to promote compact development patterns with moderate-to-high-intensity uses. These types of compact development patterns already exist in many of the business and industrial parks and residential developments located in the planning area.

Figure 22 provides descriptions of desired development patterns and the percentage of each growth area (and the remaining rural area) in the Exit 26 planning area. See Figure 23 for locations.

The GMP notes that as municipalities undertake land use planning efforts, YCPC will work with municipal officials to eliminate inconsistencies, assuring that any Growth and Rural Area changes are consistent with the County's GMP.

Municipally adopted zoning boundary

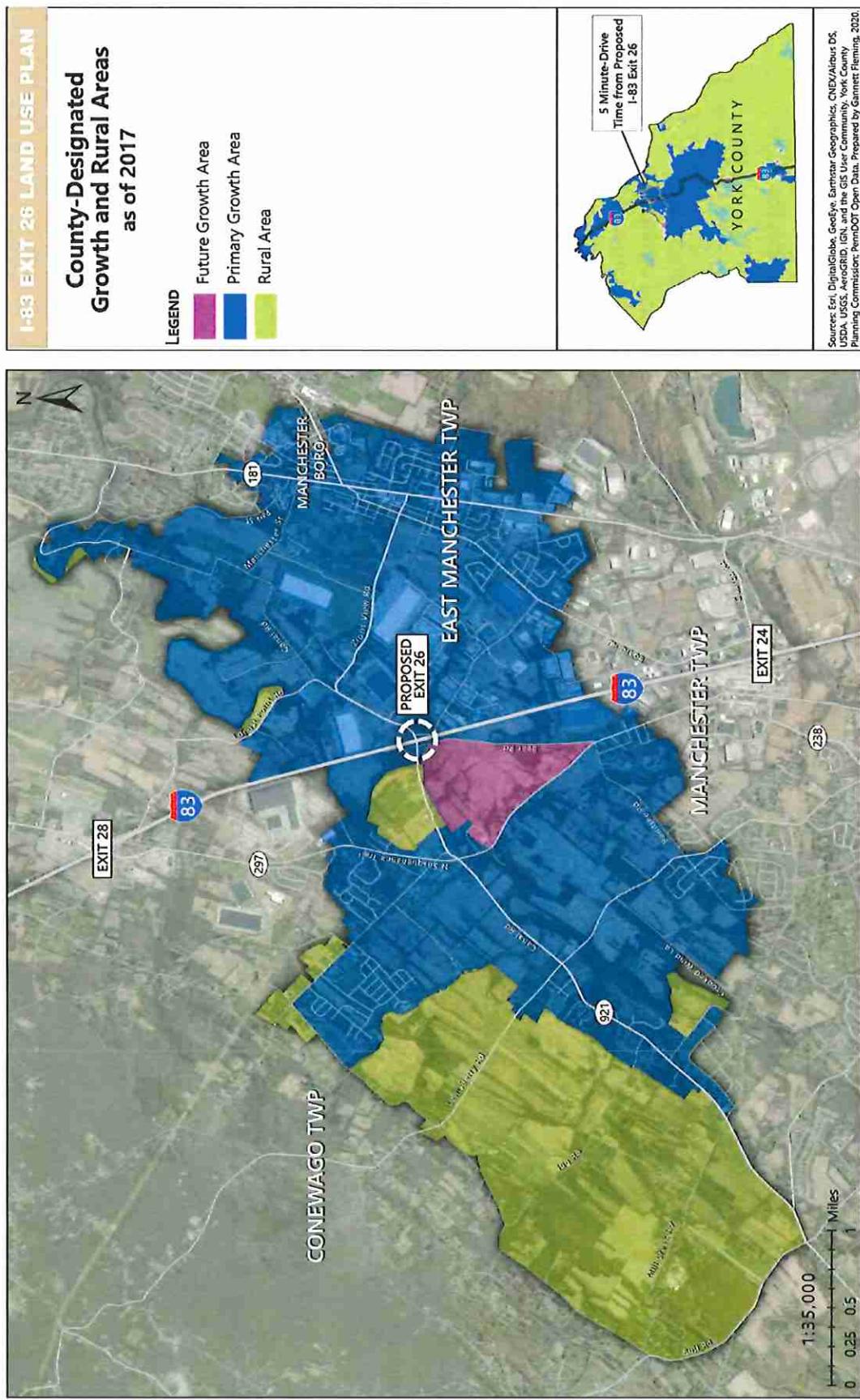
changes will be reflected via a county amendment to the GMP.

As an example, during preparation of the County's 2006 GMP, two areas of inconsistency were identified in East Manchester Township. YCPC and East Manchester Township worked collaboratively to eliminate the inconsistencies as part of the 2017 GMP update. When the 2006 GMP was completed, East Manchester Township updated its comprehensive plan and designated portions of the planning area as Primary Growth Area. These same areas were identified by the County as Future Growth Area. When the GMP was updated in 2017, the County designated these areas as Primary Growth Areas consistent with East Manchester Township's comprehensive plan.

**Figure 22: Growth Area Descriptions**

Growth Area Type	Description	Percentage of Planning Area
<b>Primary Growth Area</b>	Highest development intensity and density, with a full range of land uses, housing types, services, community facilities, and infrastructure. Easy access to major highways and other transportation modes to support commercial/industrial development. Access to frequent transit service; opportunities for walking and bicycling. Future growth ranges from development of vacant/underutilized land to redevelopment of existing developed lands occupied by vacant or obsolete structures.	66.4%
<b>Secondary Growth Area</b>	Situated adjacent, or in proximity, to a Primary Growth Area. While supporting a concentrated mix of land uses served by public water and/or sewer service, residential uses are less dense and commercial and industrial development is less intense. Residents may need to rely on the Primary Growth Area for some services. Direct access to major roadways and transit service is less prevalent. Open space includes parks, trails, and natural areas to protect resources.	0%
<b>Future Growth Area</b>	Land designated for future development should the Primary and Secondary Growth Areas become built-out sooner than anticipated. Located adjacent to Primary and Secondary Growth Areas. Provides for an orderly expansion of development and extension of utilities if, and when additional area is needed to accommodate future population growth and land use demands.	3.2%
<b>Rural Area</b>	Agriculture and natural resource areas designated to protect environmentally sensitive resources, such as woodlands, steep slopes, wetlands, floodplains, and prime soils. Residential development, for the most part, is low density ( $\leq 1$ dwelling unit/acre), clustered in rural centers to minimize fragmentation of natural areas and land use conflicts. Small-scale commercial and service-oriented uses are available in rural centers. Transportation network largely consists of two-lane roads and minimal to no transportation alternatives.	30.4%

Figure 23: County-Designated Growth and Rural Areas, as of 2017



## ENVIRONMENTAL RESOURCES

Environmental and cultural resource data was obtained from existing planning documents such as the I-83 Exits 24-28 Master Plan and County comprehensive plan elements, including the York County Environmental Resources Inventory (2018) and the York County Heritage Preservation Plan (2016). Documents were reviewed to determine the location and extent to which each resource could constrain or could be impacted by changes in land use.

Figure 25 displays environmental resources that may constrain development in the planning area. Each is described below.

### Surface Waters

Surface water identification was conducted as part of the I-83 Exits 24-28 Master Plan with methodology including desktop review with supporting field view. Data sources reviewed for the assessment included:

USGS topographic mapping; PA Department of Environmental Protection (PA DEP) GIS Historic Stream data; PA DEP Chapter 93 (Water Quality Standards) Designations; PA Fish and Boat Commission (PFBC) data for Approved Trout Waters, Class A Wild Trout Streams, and Impaired Waters; the 2016 Final Pennsylvania Integrated Water Quality Monitoring and Assessment Report (to ascertain the water quality); and PFBC's

website (to identify Special Regulation waters). Surface waters were field verified. Two streams are located in the planning area: Little Conewago Creek and Musser Run. Both streams are tributaries to Conewago Creek, which is a tributary of the Susquehanna River.

Development patterns in many portions of the planning area are highly influenced by Little Conewago Creek and its tributaries. Little Conewago Creek traverses the planning area with tributaries crossing under I-83 at eight locations, including Canal Road, and meandering along Susquehanna Trail Road. A tributary traverses Willow Springs Industrial Park and Orchard Business Park with a crossing at Espresso Way and Bartlett Drive. An additional tributary crosses Locust Point Road, north of Canal Road, in several locations.

The entire basin of Little Conewago Creek is listed as Trout Stocking, Migratory Fishes (TSF-MF) and there are no Wild or Approved Trout Waters within this section. Throughout the basin the recreational use assessment determined the streams were impaired due to the presence of pathogens from an unknown source. Several streams are listed as impaired for aquatic life use due to urban runoff and storm sewers,

including 10 unnamed tributaries, 08313 through 08322. The remaining tributaries and the main stem of Little Conewago Creek were assessed to be supportive of aquatic life use.

Musser Run traverses Manchester Borough crossing Zions View Road/Musser Street. The stream and basin are classified as Warm Water Fishes, Migratory Fishes (WWF-MF) and do not contain any Wild or Approved Trout Waters. The water quality of the portion of the Musser Run basin in the planning area shows impairment of aquatic life use due to agricultural and other sources of suspended solids. The planning area streams in the basin, however, are supportive of fish consumption use. The planning area streams in the Musser Run basin were not assessed for other uses.

While Hartman Run is located east of the planning area, its drainage basin encompasses portions of George Street and Musser Street. The stream and basin are classified as WWF-MF with no Wild or Approved Trout Waters within this section. The water quality of the Hartman Run basin is recreationally impaired, due to unknown pathogens. The basin is listed, however, as supporting the aquatic life use. Hartman Run is a tributary of the Susquehanna River.

Any future development would need to consider impact to surface waters. Appropriate environmental review and permitting would be required consistent with local, state, and federal standards.

#### **Wetlands**

Wetlands were assessed as part of the I-83 Exits 24-28 Master Plan through review of U.S. Fish and Wildlife Service (USFWS) National Wetland Inventory (NWI) mapping. Field views were used to generally confirm NWI mapping; however, wetlands were not delineated as part of the assessment.

Figure 24 summarizes wetland classifications per the I-83 Exits 24-28 Master Plan. Approximately 37 acres of wetlands are located within the planning area and are primarily associated with Little

Conewago Creek. They represent both naturally occurring and manmade wetlands. None are associated with a wild trout stream or water listed as Exceptional Value (EV). Nearly all are located within the floodplain.

#### **Floodplains**

Floodplains are areas of land adjacent to a river or stream that may be covered by water during flood events. The Federal Emergency Management Agency (FEMA) delineates areas within the 100-year floodplain (considered at risk for flooding at

least once in every 100 years, i.e., having a 1 percent chance of flooding every year). FEMA floodplain maps for York County were updated in December 2015. Figure 25 shows the extent of 100-year floodplain within the planning area per the York County Environmental Resources Inventory.

Municipalities are required to regulate development within the 100-year floodplain, because development within floodplains poses threat to life and property.

#### **Floodplains**

Any future development would need to consider floodplain impact. Appropriate environmental review and permitting would be required consistent with local, state, and federal standards.

**Figure 24: Wetlands in the Exit 26 Planning Area**

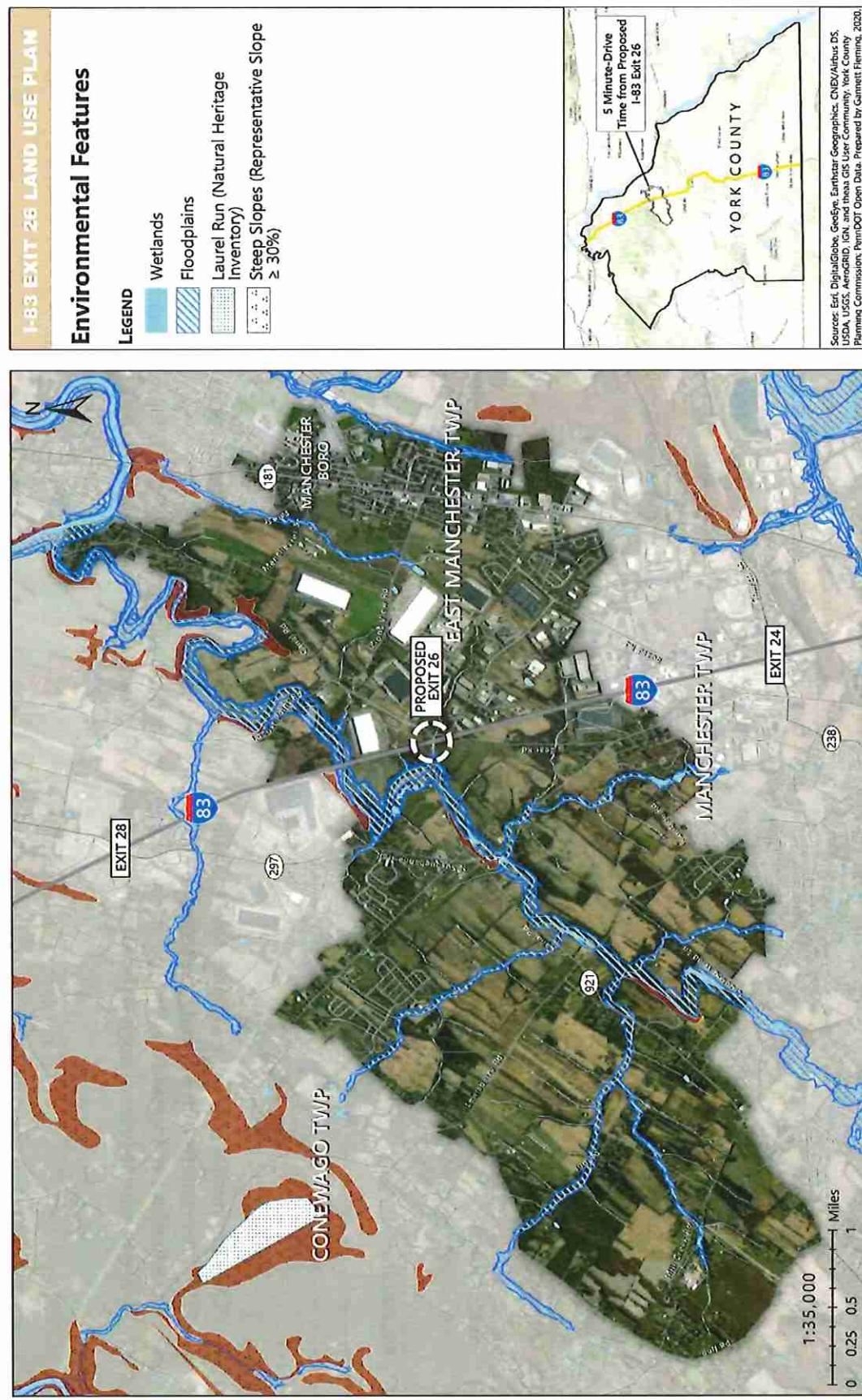
Watershed	USFWS Classification	Description <sup>(1)</sup>	Approximate Area (acres)
Little Conewago Creek	PEM	There are 37 PEM wetlands in the Little Conewago Creek watershed: 22 vegetated stormwater management basins and 15 naturally occurring wetlands. These wetlands are located primarily along I-83, Susquehanna Trail, Zions View Road, Espresso Way, and Locust Point Road.	14.44
Little Conewago Creek	PSS	The PSS wetlands located within the Little Conewago Creek watershed consist of two naturally occurring wetlands. These wetlands are located along I-83 and Canal Road.	0.90
Little Conewago Creek	PFO	The PFO wetlands located within the Little Conewago Creek watershed consist of one vegetated stormwater management basin and 15 naturally occurring wetlands. These wetlands are located primarily along I-83, Susquehanna Trail, Canal Road, and Locust Point Road.	17.74
Little Conewago Creek	POW-1	There is one POW wetland located within the Little Conewago Creek watershed. The open water pond wetland is located along Bartlett Drive.	0.55
Musser Run	PEM	The PEM wetlands located within the Musser Run watershed consist of two naturally occurring wetlands. The wetlands are located adjacent to Musser Street.	2.17
Musser Run	POW	The POW wetland located within the Musser Run watershed consists of one open water pond. The wetland is located adjacent to Musser Street.	0.76
			36.56

Source: I-83 Master Plan, Appendix D, pp. 5 – 6.

**Key**

- PEM – Freshwater emergent wetland; palustrine (inland); including herbaceous marsh, fen, swale, or wet meadow.
- PSS – Freshwater shrub wetland; palustrine (inland) shrub; including shrub bog.
- PFO – Freshwater forested wetland; palustrine (inland) forested; including woody wetlands; forested swamp.
- POW – Palustrine (inland) open water wetland; less than 8 hectares (approximately 20 acres).

Figure 25: Environmental Features



### **Groundwater Resources**

Public and private groundwater wells were identified as part of the I-83 Exits 24-28 Master Plan using the Pennsylvania Groundwater Information System (PAGWIS). PAGWIS is a repository of water well data managed by the PA DCNR, and from eMapPA, a GIS mapping website maintained by PA DEP.

Approximately 45 wells were identified within the project study area. Additionally, one Public Water Supply Service Area (the York Water Company), was identified within the I-83 Exits 24-28 Master Plan study area using eMapPA.

### **are not suitable for development. Refer to Figure 26.**

Local provisions are in place to protect steep slope areas from development, and the associated impacts to water resources, through the land development process.

### **Geologic Resources**

Geologic resources were analyzed as part of the I-83 Exits 24-28 Master Plan using PaGEODE, the Pennsylvania Geologic Data Exploration interactive map maintained by PA DCNR. No outstanding or limiting geologic features were identified within the vicinity of the I-83 Exits 24-28 Master Plan planning area.

### **Steep Slopes**

Soils with steep slopes, greater than 25%, were analyzed at the county level as part of York County's Environmental Resources Inventory. The planning area contains limited areas of soils with slopes >25% that

Review Tool was used to determine that the planning area is within the range of the Indiana Bat (*Myotis sodalis*) and the northern long-eared bat (*Myotis septentrionalis*).

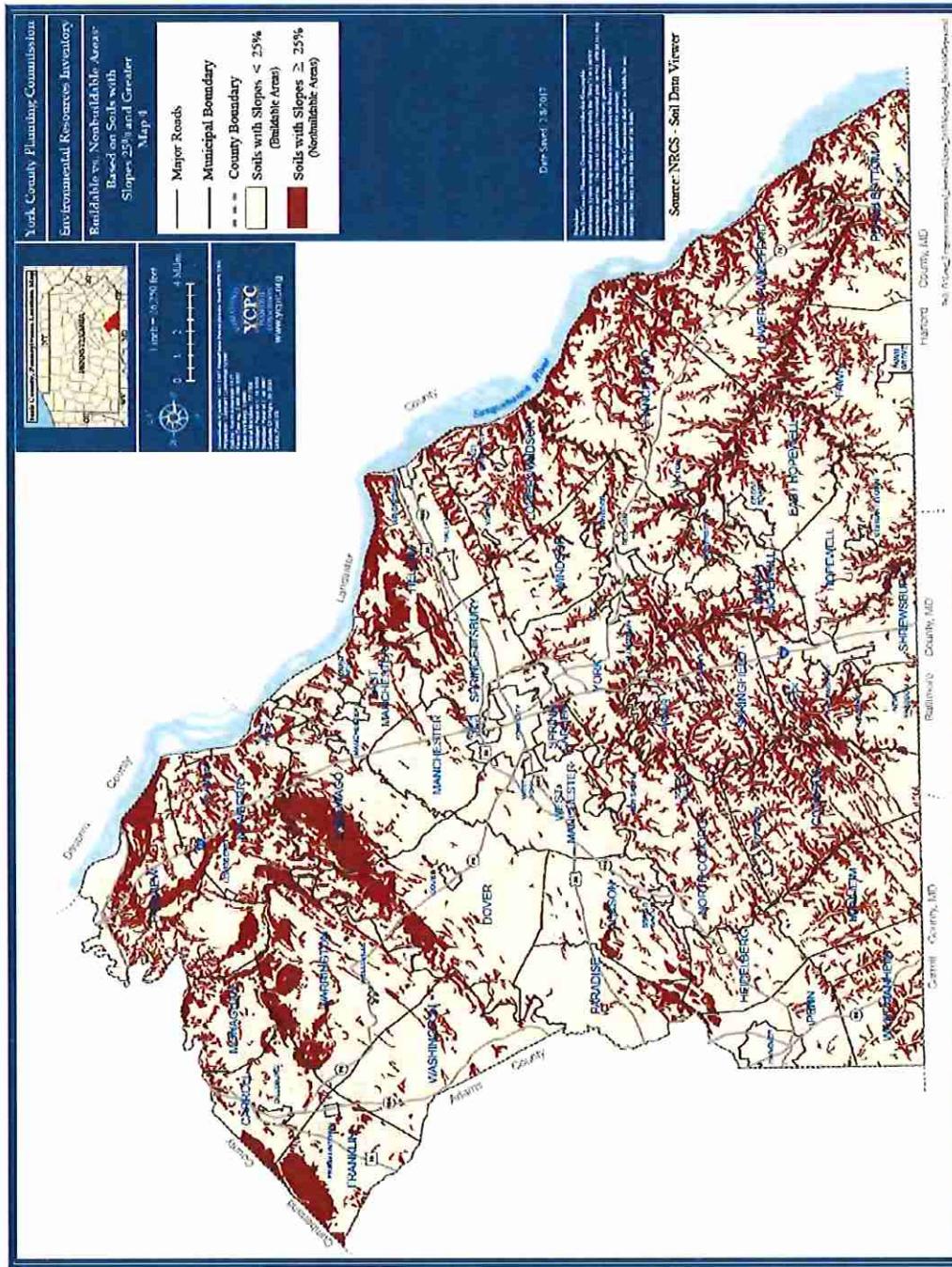
The PNDI review for the I-83 Exits 24-28 Master Plan noted a conservation measure requested by the PA Game Commission (PGC). The PGC defers to the U.S. Fish and Wildlife Service (USFWS) for these federally listed species, and no further coordination would be required. The USFWS provided an Avoidance Measure to minimize impact: Conduct any tree cutting, disturbance, inundation (flooding), and prescribed burning from October 1 to March 31. It is anticipated that the avoidance measure would be required to obtain environmental clearance, although no further coordination with the USFWS would be required per the environmental review conducted.

### **Threatened and Endangered Species**

A preliminary review of threatened and endangered species was conducted as part of the I-83 Exits 24-28 Master Plan. During the review the Pennsylvania Natural Diversity Inventory (PNDI) Environmental

## Appendix A: Existing Conditions

Figure 26: Buildable vs. NonBuildable Areas Based on Soils with Slopes 25 Percent and Greater



Source: YCPG, York County Environmental Resources Inventory. Map 4, p. 11

### Cultural and Historic Resources

Cultural and historic resources signify the people, places, and events that are important to the county's evolving identity. Their preservation ensures that their significance is not forgotten.

Based on review of the York County Heritage Preservation Plan (2016), one

property in the Exit 26 planning area is eligible for listing on the National Register of Historic Places (NRHP). This property is in Manchester Township. See Figure 28. Several NRHP-listed properties are located within the planning-area municipalities (Figure 27); however, none are located in the Exit 26 planning area.

**Figure 27: NRHP Resources Located in Planning-Area Municipalities**

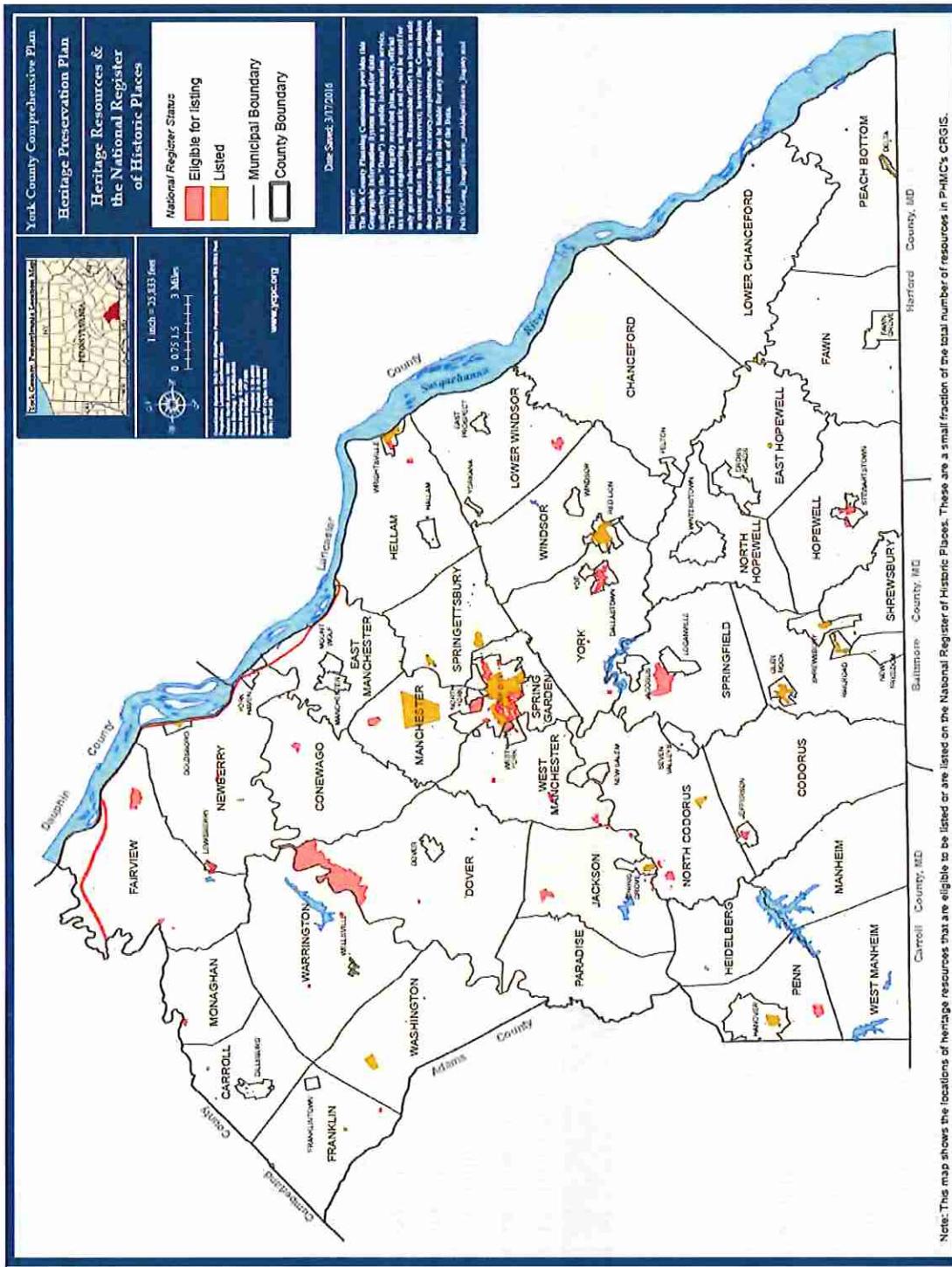
Municipality	Resource Name	Type of Resource	Date Listed
East Manchester Township	Michael & Magdalena Bixler Farmstead	Building	07/27/2000
East Manchester Township	Bridge between East Manchester and Newberry Townships	Structure	06/22/1988
Manchester Township	Sinking Springs Farms	District (49 contributors)	07/27/2000
Manchester Township	Emig Mansion	Building	09/07/1984
Manchester Township	Willis House	Building	04/20/1979

Source: York County Heritage Preservation Plan

Additionally, one county-owned bridge, the Susquehanna Trail Bridge crossing the Little Conewago Creek, is a concrete structure built in 1925. It has been determined the bridge is not eligible for listing on the NRHP. See Figure 29.

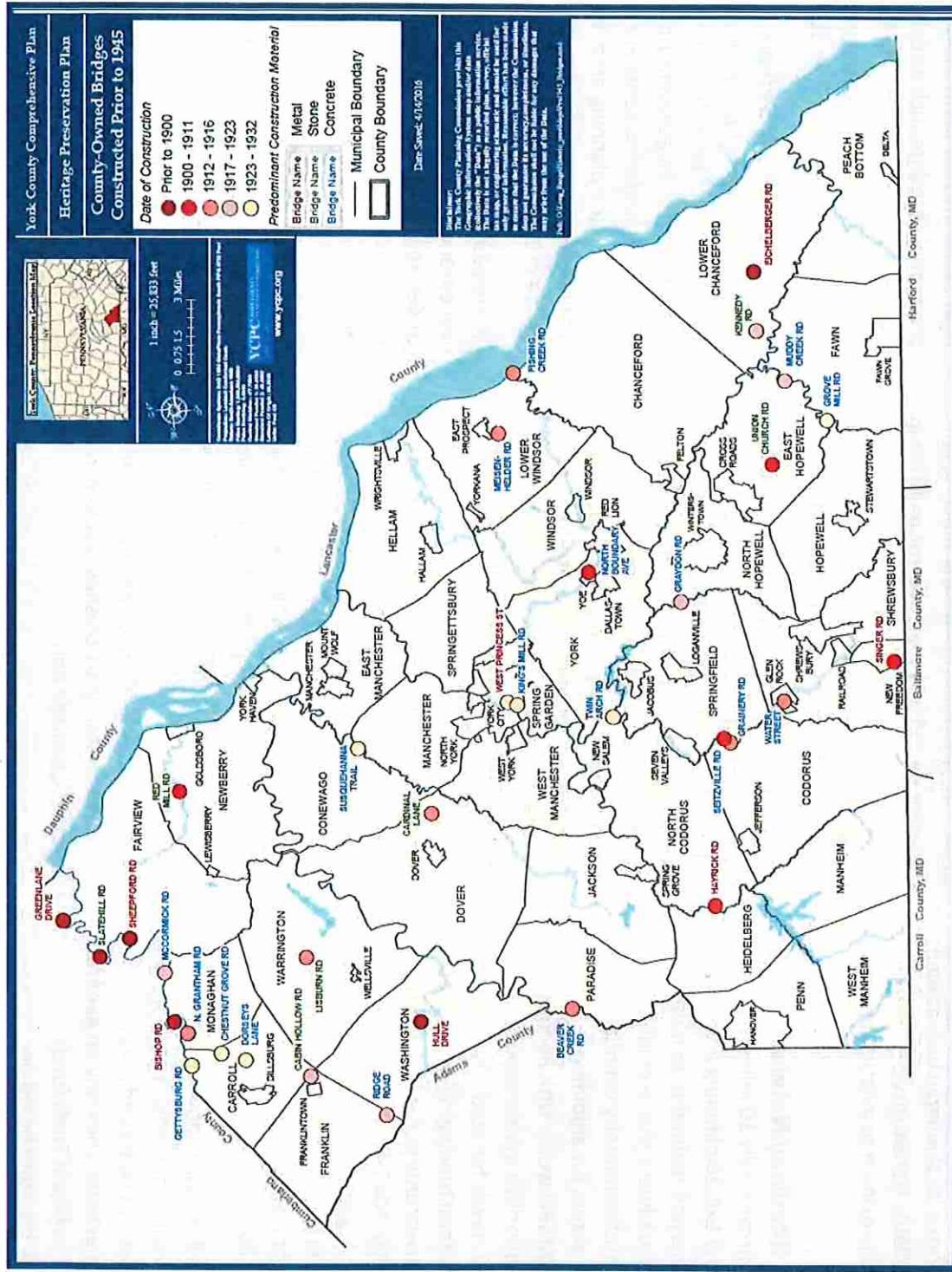
## **Appendix A: Existing Conditions**

**Figure 28: Heritage Resources and Sites on the National Register of Historic Places**



Source: YCPC, York County Heritage Preservation Plan, 2016, p. 38.

Figure 29: County-Owned Bridges Constructed Prior to 1945



## TRANSPORTATION SYSTEM

This section focuses on street and roadway conditions from a local perspective, as well as locally available transit service, bike/ped facilities, and proximity to aviation and rail facilities.

### Street and Roadway Network

There are approximately 30 miles of roadway in the Exit 26 planning area. PennDOT owns and maintains 16 miles of higher-order roadways that provide a network of intercommunity connections and ancillary access for adjoining properties. YAMPO works with PennDOT District 8 to prioritize maintenance and improvement needs for roads that are eligible for federal funding. YAMPO listed several improvements in the I-83 Master Plan in GOYORK 2045, YAMPO's long-range transportation plan. Other improvements (or their priority) have been identified as contingent upon FHWA's decision to approve Exit 26.

The municipalities own and maintain the remaining 14 miles of roadway that provide property access, as well as additional network connections. They rely on general funds as well as Liquid Fuels funds distributed by the state based on population and road mileage.

### Crash History

Crash data drawn from the Pennsylvania Crash Information Tool for the most recent 10-year period was reviewed for patterns in crash locations. Figure 30 shows the locations of the 447 crashes reported in the planning area from 2010 through 2019.

Figure 30 shows that generally, there was a higher concentration of crashes along I-83, SR 181/N. George Street/Main Street, Canal Road, and Susquehanna Trail than on other state and municipal roads. Among municipal roadways, only Willow Springs Lane had any notable concentration of crashes. However, there is no clear pattern of repeated crashes in a single location in the planning area.

Among all crashes in the planning area over the 10-year period, there were seven fatalities. Two fatal crashes occurred at intersections—one at Greenbriar Road at Canal Road and one at Mill Creek at Canal Road. Three occurred among small clusters of crash locations and two occurred in isolated locations.

Most crashes (376) involved human injury without a fatality; 61 crashes resulted in property damage only.

Traffic incidents resulting in injuries are concentrated along frequently travelled roadways such as I-83 and N. George

Street/Main Street—particularly in Manchester Borough as shown on Map 9. Injuries are also common along rural residential corridors such as Canal Road west of I-83 and Susquehanna Trail throughout the planning area, and in industrial areas along Willow Springs Lane.

Property damage incidents are concentrated along I-83 and in Conewago and Manchester townships on Susquehanna Trail generally north of Canal Road. Fatal traffic incidents are not common in the planning area, with three fatalities along Canal Road west of I-83 between 2010 and 2019.

To supplement reported crash data, local law enforcement officials were contacted to determine additional locations where non-reportable crashes and near misses are frequent, or other locations of concern.

Trucks traveling on Board Road into Manchester Borough and turning onto Zions View Road, Musser Street, and Manchester Street present a concern, according to local law enforcement.

One location of frequent near misses was identified in Manchester Borough at the Main Street and Maple Street intersection. Vehicles traveling north on Main Street swerve to the right due to a change in travel lane pattern. This unsafe condition

has resulted in close calls with vehicles traveling south attempting to make a left turn on Maple Street. The number of vehicles than can travel through on one signal cycle is limited, which causes delays for through southbound traffic.

#### **Emergency Response Concerns**

Stakeholders reported that the proposed Exit 26 will improve emergency vehicle access in the area while also improving emergency vehicle access at Exit 24 and Exit 28 by reducing congestion at those interchanges and nearby routes.

stakeholder comments. A general lack of truck parking areas for drivers arriving early to the industrial area or needing to take a rest break in compliance with federal law was also noted, however no locations were identified.

#### **Canal Road Betterment Project**

The Canal Road Betterment Project was initiated by local development partners Kinsley Properties, Hillwood Development Company, DHL, and CRG; PennDOT District 8-0; and East Manchester Township to collaboratively implement transportation improvements on Canal Road.

#### **Local Street and Roadway Concerns**

All state roads and select municipal streets and roads are identified on Figure 31. These locations were identified by municipal representatives and stakeholders as corridors of local concern for facility design or condition, traffic controls (or lack thereof), or unplanned use by trucks navigating by GPS or unguided to the industrial areas due to a lack of directional signage.

Figure 32 characterizes street and roadway conditions, recommended and pending improvements, and municipal and

moving between Exit 28 and the industrial lands east of the interstate along Canal Road and Susquehanna Trail.

The project will be constructed in two phases, funded by PennDOT and development partners.

- Phase 1: Improvements along Locust Point Road, improvements to the Locust Point/Canal Road/Zion's View Road intersection, and Canal Road improvements from the Locust Point Road/Zion's View Road intersection west to I-83. Phase 1 is scheduled to be complete by June 2022.
  - Canal Road and Locust Point Road will be widened to 11-foot travel lanes, increasing shoulder widths to 4 feet (6 feet in curved sections).
  - The bridge on Canal Road crossing Little Connewago Creek will be replaced.
- Phase 2: Canal Road improvements from I-83 west to Susquehanna Trail and reconstruction of the Canal Road/Susquehanna Trail/Copenhagen Road intersection.

Figure 30: Crashes, 2010-2019

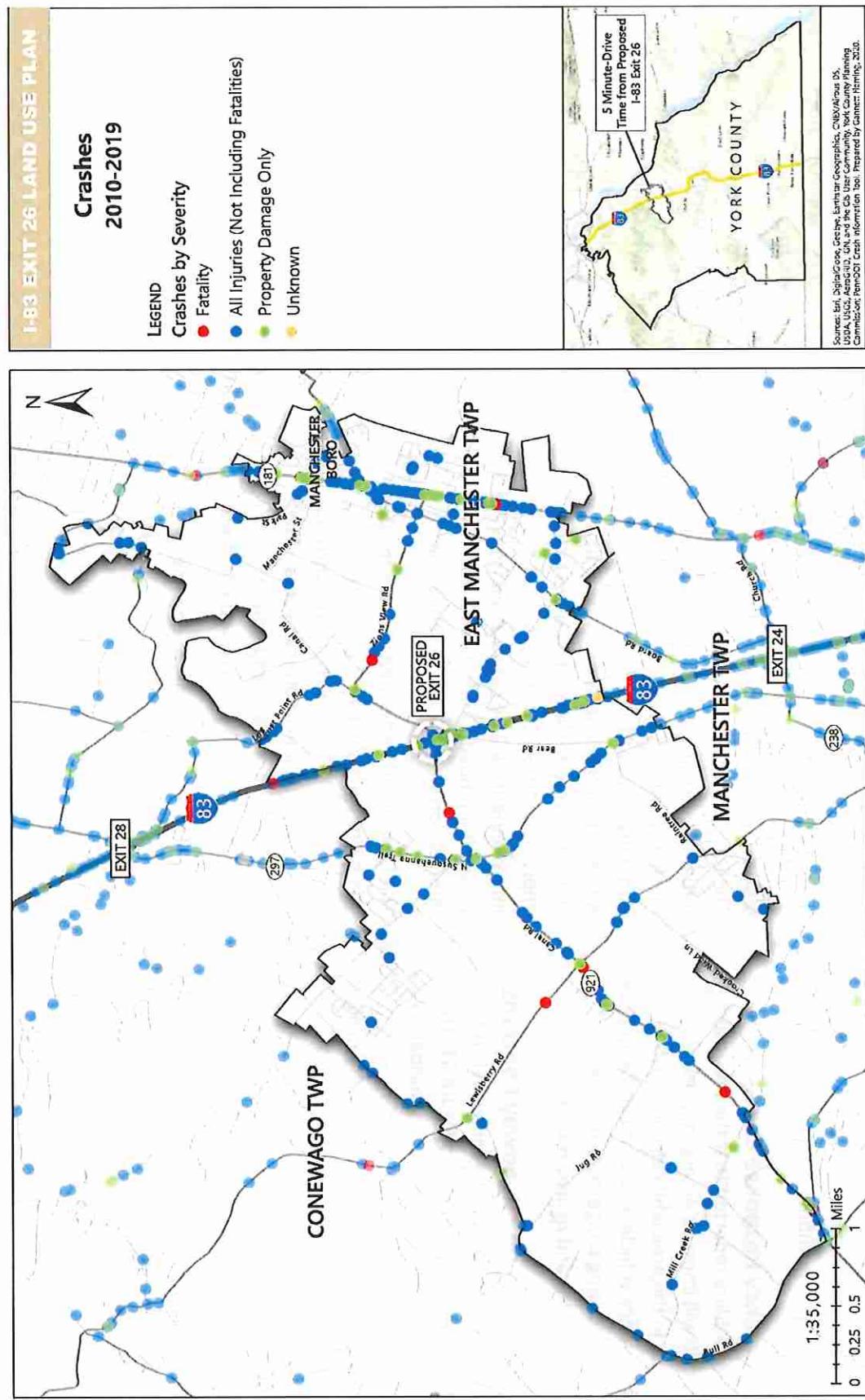
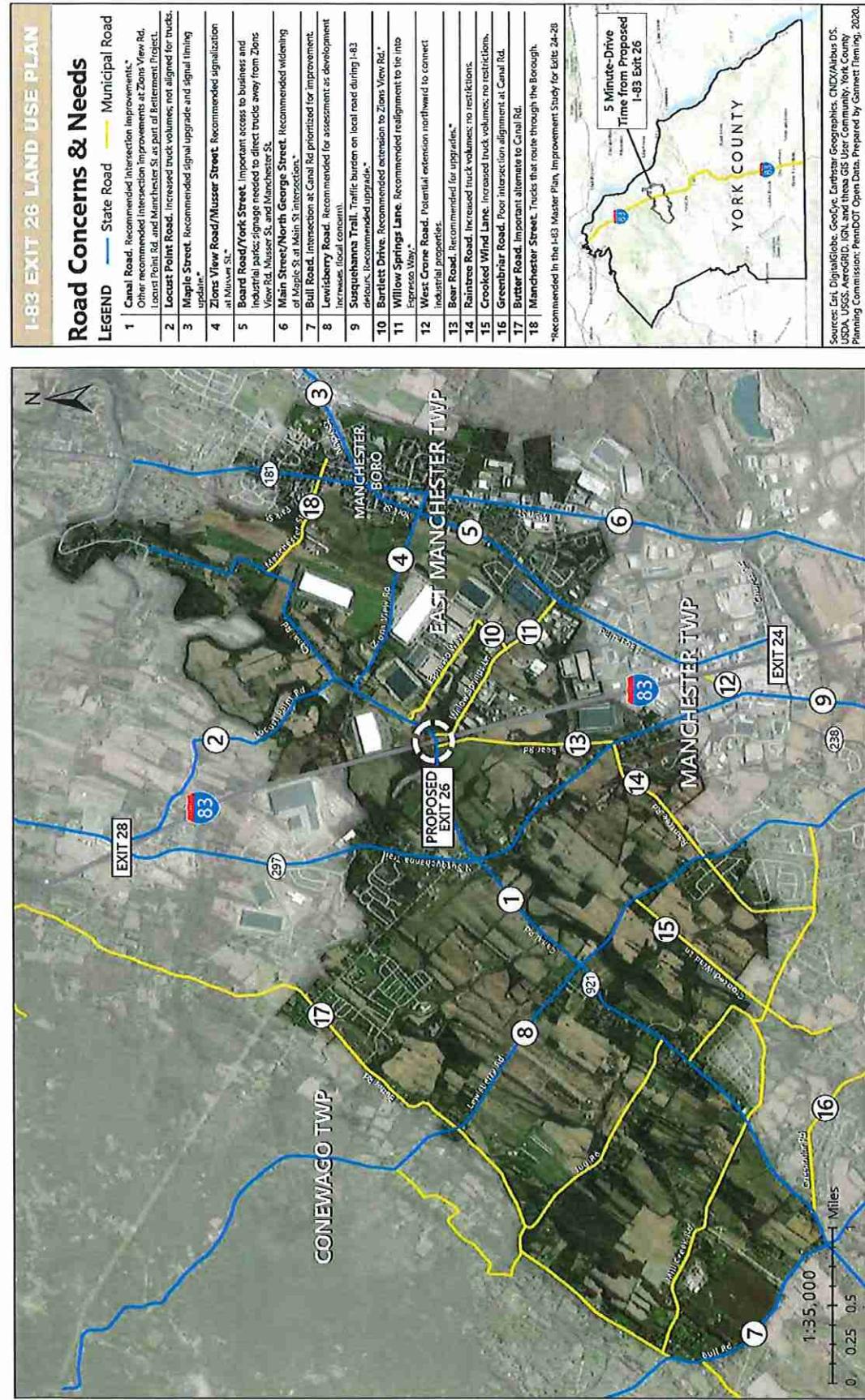


Figure 31: Road Concerns and Needs



**Figure 32: Local Road Conditions with Municipal and Stakeholder Comments**

<b>Local Road (Planning-Area Municipality)</b>	<b>Local Road Description</b>	<b>Municipal and Stakeholder Comments (*I-83 Master Plan Recommendations)</b>
1 Canal Road (Conewago, East Manchester Townships)	East-west major collector crossing under I-83 between Exits 24 and 28	Canal Road Betterment Project: initiated through a public-private partnership to address needed improvements * Intersection improvements
2 Locust Point Road (Conewago, East Manchester Townships)	Two-lane major collector connecting Canal Road to Susquehanna Trail near Exit 28	Increased truck volumes from trucks travelling to/from Exit 28. Increased industrial development near Zions View Road. Winding road not aligned for trucks.
3 Maple Street (Manchester Borough)	Major collector connecting Manchester Borough to Mt. Wolf Borough	Angled connection to Main Street and road lane constraints result in bottlenecks and unsafe conditions. Local officials suggest intersection improvements including changing lane configurations. * Signal upgrade; signal timing update * Widen Maple Street at Main Street intersection
4 Zions View Road/Musser Street (East Manchester Township, Manchester Borough)	Major collector with increasing truck traffic volumes	Local officials recommend widening Zions View Road. Additional development could warrant a traffic signal at Zions View Road/Locust Point Road intersection. * Signalization at Musser Street
5 Board Road/York Street (Manchester, East Manchester Townships)	Major collector connecting Exit 24/Church Street to business and industrial parks	Local officials suggest signage to direct trucks away from Zions View Road, Musser Street, and Manchester Street. Desire to limit truck traffic on York Street.
6 Main Street/North George Street (East Manchester, Manchester Townships; Manchester Borough)	Two-way, north-south minor arterial road currently serving residential and business travelers	Relocate directional signage on Main Street to reduce traffic impacts on local roads.
7 Bull Road (Conewago Township)	Major northwest-southeast collector serving rural residences and farms	Intersection at Canal Road prioritized for improvement; currently controlled by a 4-way stop. Recent private investment near the intersection would preclude construction of a roundabout to control traffic.
8 Lewisberry Road (Conewago, Manchester Townships)	Two-lane, northwest-southeast local road	Recommended for assessment as development increases; particularly Freedom Square proposed in Conewago Township.

## Appendix A: Existing Conditions

Local Road (Planning-Area Municipality)	Local Road Description	Municipal and Stakeholder Comments (* I-83 Master Plan Recommendations)
9 Susquehanna Trail (Conewago, Manchester Townships)	Two-lane, north-south minor arterial roadway, generally parallel to and west of I-83	I-83 detours to Susquehanna Trail cause local traffic burden. Coneyago Township working with PennDOT to return Susquehanna Trail to state ownership. Manchester Township is not considering a turn back of Susquehanna Trail; Township has considered posting truck restrictions.  * Upgrade recommended
10 Bartlett Drive (East Manchester Township)	Two-lane local road connecting Willow Springs Lane with Espresso Way	Local officials recommend connecting to Bartlett Drive between Espresso Way and Zions View Road to divert truck traffic from Manchester Borough.  * Extension to Zions View Road
11 Willow Springs Lane (East Manchester, Manchester Townships)	Two-lane, north-south local road connecting Canal Road and Board Road	If Exit 26 is constructed, East Manchester Township prefers connecting Willow Springs Lane toward the north end of Espresso Way rather than constructing a cul-de-sac to terminate the road.  * Realignment to tie into Espresso Way
12 West Crone Road (Manchester Township)	Two-lane local road serving industrial property directly west of I-83	Manchester Township suggests extending north to connect to industrial properties along Bear Road, diverting truck traffic from Susquehanna Trail.
13 Bear Road (Manchester Township)	Two-lane, north-south local road connecting Canal Road to Susquehanna Trail	Poor roadway surface conditions; inadequate bridge for truck traffic. Manchester Township is not proposing improvements until future land use is known.  * Upgrades recommended
14 Raintree Road (Manchester Township)	Two-lane, east-west local road	Increased truck volumes; not constructed to handle truck traffic. No current restrictions.
15 Crooked Wind Lane (Manchester Township)	Two-lane local road	Increased truck volumes; not constructed to handle truck traffic. No current restrictions.
16 Greenbriar Road (Conewago, Manchester Townships)	Two-lane local road	Skewed alignment at Canal Road results in poor sight distance.
17 Butter Road (Conewago Township)	Two-lane local road traversing from the Township line to I-83	Local, important alternate to Canal Road.
18 Manchester Street (East Manchester Township, Manchester Borough)	Two-lane, east-west local road	Trucks route through Borough; streets not constructed to handle truck traffic.  * Improve the Manchester Street/Canal Road intersection

## Transit Service/Park-and-Ride Facilities

- (Emigsville). Approximately 35 cars use the lot on weekdays, according to York County's long-range transportation plan. The plan also notes that there are several unofficial park-and-ride lots located throughout York County, with the majority located along I-83 and U.S. Route 30. One of these lots is located near Exit 28.
- Existing bus routes and park-and-ride facilities are shown on Figure 33.
- In addition to fixed-route transit service, rabbittransit offers senior-citizen shared-ride programs; employer-subsidized shuttles; paratransit service; and express service to Harrisburg, Gettysburg, and Towson, Maryland.
- Route 33 service begins in York and travels north on I-83 to area business and industrial parks, with four round trips Monday through Friday. The route resulted from a transit/industry partnership to expand employee transit options to and from jobs at third-party logistics provider ES3 in the Susquehanna Business Park in Conewago Township and FedEx in Fairview Township.
- One park-and-ride facility is located in the planning area, in Manchester Township. The lot is at the intersection of Church Street and Board Road near Exit 24.

planning area. On its north-south route from the Maryland border with York County north to the New York border with Bradford County, Route J travels along George Street in East Manchester Township and Main Street in Manchester Borough.

York County also maintains and promotes the use of County Bicycle Routes identified in the County's 2001 Comprehensive Bikeway Plan and Implementation Strategy.

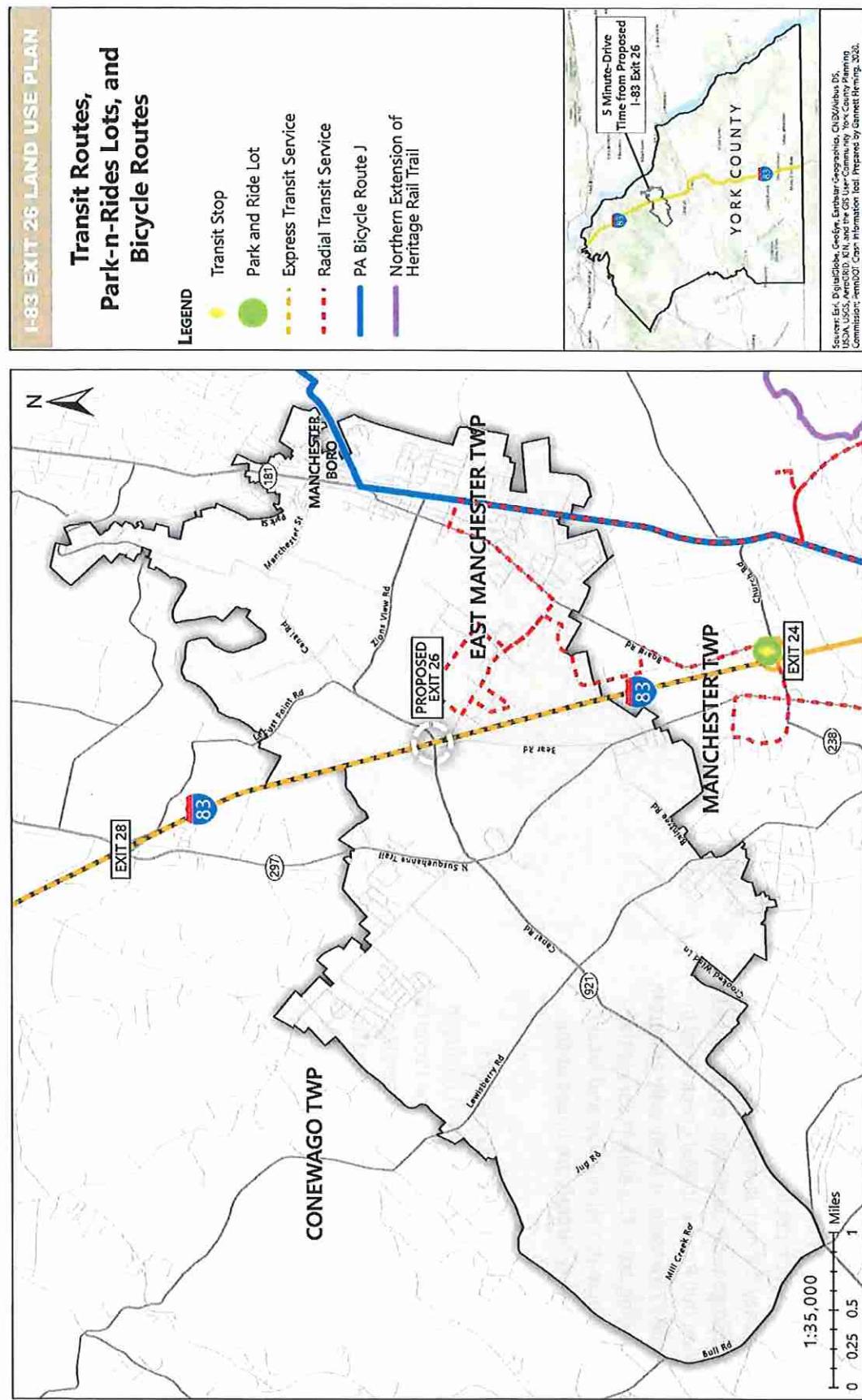
Stakeholders identified a few locations where pedestrian improvements are needed or pedestrian concerns were identified:

- Crosswalks at Main Street and Maple Street – The traffic signals have no pedestrian phase. The adjustment of traffic signals should address the issue.
- Crosswalks near Northeastern High School – Crosswalks near the high school should be evaluated when renovations are made.
- No sidewalks along Susquehanna Trail – Sidewalks are not proposed along Susquehanna Trail and should not be considered if additional truck traffic is permitted.

## Bicycle and Pedestrian Facilities

York County residents have access to several pedestrian and bicycle corridors for transportation and recreation. Of the two BicyclePA routes that traverse York County, only Bicycle Route J passes through the

**Figure 33: Transit Routes, Park-and-Rides, and Bicycle Routes**



## Proximity to Aviation and Rail Facilities

### Aviation

Per the York County Long-Range Transportation Plan, there are several privately owned, public-use airports in the county. Lazy B Ranch is a privately owned public-use general aviation airport located between Bull Road and Mill Creek Road in Conewago Township; it is the only airport in the planning area. The airport serves the needs of recreational aviation and local business. Thirty aircraft are based at the facility.

York Airport (THV), located in Jackson Township, is the largest aviation facility in the county and is classified by the PennDOT Bureau of Aviation as a business service airport. It is home to nearly 100 aircraft. Additional aviation services are available nearby at the Capital City Airport (CXY) in Fairview Township, York County, another business service airport, and the Harrisburg International Airport (HIA) near Middletown, Dauphin County, a commercial service airport.

### Rail Freight

Class 1 railroad Norfolk Southern provides rail freight service to York County.

Although rail service is not provided in the planning area, rail service is available to the Brickyard Industrial Park located just south of the planning area in East Manchester Township.

## **WATER AND WASTEWATER UTILITIES**

The York County Community Facilities Report, a component of the County comprehensive plan updated in 2006, was reviewed to determine the limits of water and wastewater service within the planning area. The data was augmented by information from municipalities and water and sewer authorities.

### **Water**

York Water Company provides public water to the urbanized portion of the planning area; additional lands are chartered for future service. Figure 34 shows the limits of public water service within the planning area.

The remainder of the planning area is served by private wells. The Community Facilities report notes that most private wells in York County have adequate yield for residential water supply. The report further notes that quality of well construction varies and older wells often lack casing to ensure protection from surface water contamination.

### **Wastewater**

Five municipal sewer systems serve the majority of the urbanized portion of the planning area: Conewago Township, Northeastern York County Sewer Authority (serving East Manchester Township and Manchester Borough), and Dover Township, Springettsbury Township, and the City of York (each serving portions of Manchester Township). Each system includes collection, conveyance, and treatment facilities.

Manchester Township conveys its sewage via 99.75 miles of public sewer lines and 10 sewerage pumping stations to one of three treatment facilities. The facilities are operated by Dover Township, Springettsbury Township, and the City of York. The City of York facility is located in Manchester Township. Inter-governmental agreements allow Manchester Township to discharge its sewage into these facilities by paying for the cost of treating the sewage and by paying a proportionate share of the debt for building and maintaining the treatment facilities.

During stakeholder interviews, Manchester Township noted that sewer capacity is

limited. Increased sewer capacity would be required for new development and would be secured by the property owner or developer. New development would require a pumping station.

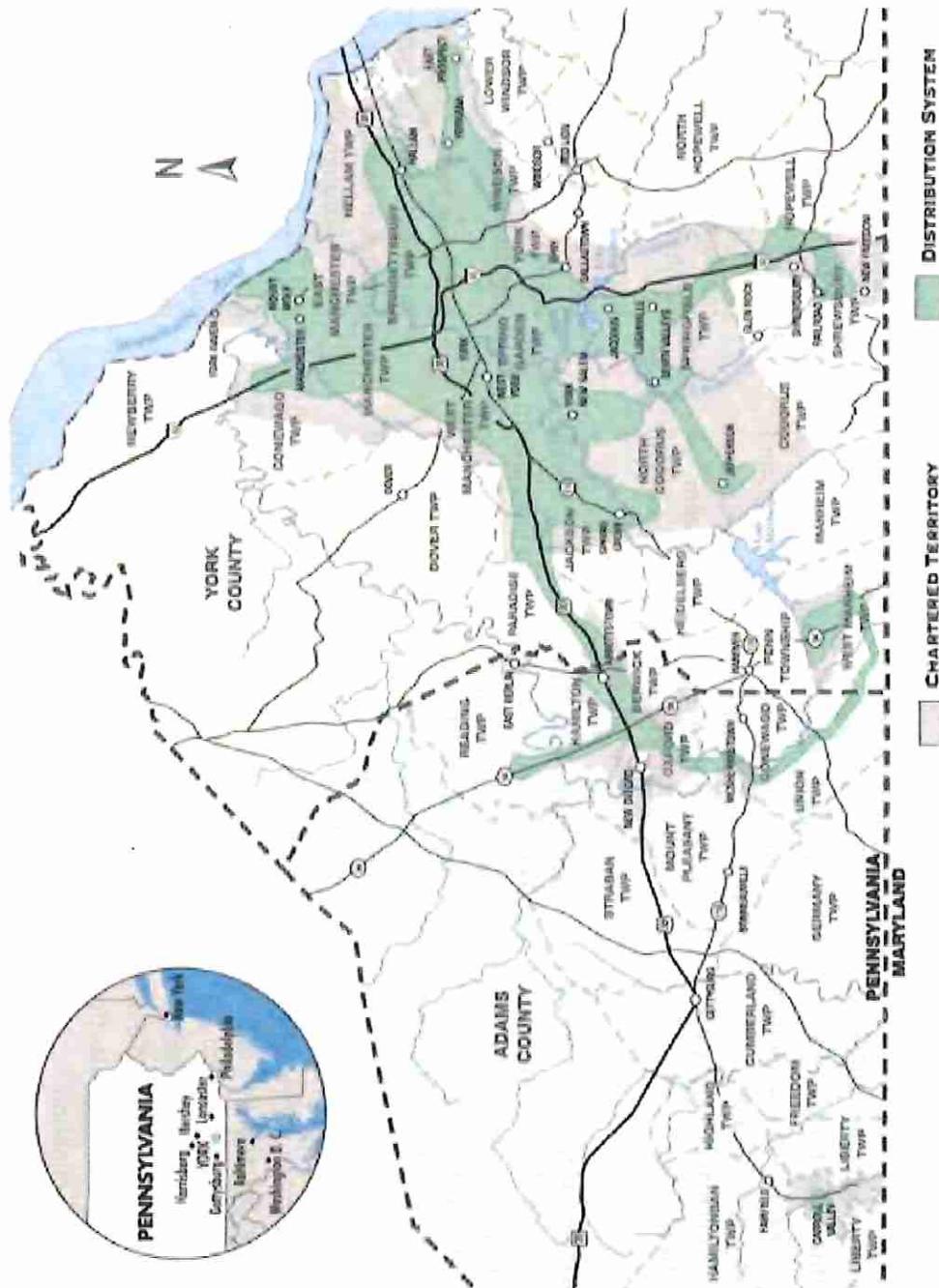
Properties not connected to a public sewer system rely on and are required to maintain an on-lot wastewater treatment system regulated by the Pennsylvania Sewage Facilities Act (Act 537).

Figure 35 lists the wastewater treatment facilities serving the planning area and information regarding average flow and capacity.

According to the County's Community Facilities Report, new wastewater treatment facilities have been approved for Felton Borough, North Codorus Township, and East Manchester Township. East Manchester Township reports a pumping station being constructed by Hillwood Development Company along Locust Point Road. The prospect of extending a sewer main up Locust Point Road has been discussed as a future development but there are no immediate plans.

Figure 34: Map of York Water Company's Chartered Territory and Distribution Service Area

## Map of York Water's chartered territory and service area



**Figure 35: Wastewater Treatment Plant Flow and Capacity**

Treatment Plant	Permitted Flow (MGD)	Avg Flow Received (MGD)	Remaining Flow Capacity (lbs/day)	Equivalent Sewered Population (2)	EDUs Served (3)	Remaining EDU Capacity
Conewago Township	0.5	0.4011	0.0989	4980	1971	485
Conewago Township Sewer Authority (post plant expansion 2023)	0.84	0.4011	0.4389	4980	1971	2162
Dover Township Sewer Department (1)	8.0	4.814	3,186	50,673	14,478	8,380
Northeastern York County Sewer Authority	1.7	1.189	0.511	8,696	3,437	2,244
Springettsbury Township (1)	15.0	12.728	2,272	85,823	33,394	1,381
York City (1)(4)	26	10,088	15,912	100,880	28,822	45,464

(1) Serves Manchester Township; (2) Equivalent Sewered Population= Avg Flow (MGD)/100 (Source: PA DEP);  
 (3) Equivalent Dwelling Unit (EDU)= Avg Flow (MGD)/100/3.5 (Source: PA DEP); (4) York City data presented is 2006; 2019 data not available.

Source: YCPYC York County Community Facilities Report, 2006. Updated with 2019 data provided by municipalities and sewer authorities.

### Natural Gas

Columbia Gas provides natural gas service to homes, businesses, and industries in the urbanized portion of the planning area and works with developers and other industries to extend service to new areas.

### Electric

Met-Ed distributes electric service to properties in the planning area. Two transmission lines traverse the planning area northeast to southwest. One crosses I-83 approximately 0.65 miles south of the

Susquehanna Trail Interchange (Exit 28) then pivots to the northwest. The other crosses 0.10 of a mile south of Canal Road and continues to the southwest. An electric substation is located at southwest corner of Canal Road and Espresso Way.

### Telecommunications

High-speed telecommunications services are expanding in York County. Verizon/Fios has installed fiber optic lines along High Street in the Manchester Borough but local service is not provided.

East Manchester Township recently issued permits for fiber optic installation along Willow Springs Road, Board Road, and Bartlett Road, with Comcast identified as the provider.

No other telecommunication issues or plans were identified during stakeholder interviews.

## COMMUNITY FACILITIES

### **Police**

Two regional police departments provide local law enforcement to the planning area. Both department headquarters are located just beyond the planning area.

The Northeastern Regional Police Department serves East Manchester Township, Manchester Borough, and Mount Wolf and is based at 5570 Board Road, Mount Wolf. Total calls for services across the department totaled 4,345 in 2019—a decrease of 7.47 percent from 2018 and a 10-year annualized average increase of less than one percent. Calls for service in both East Manchester Township and Manchester Borough decreased from 2018 to 2019.

The Northern York County Regional Police Department serves Conewago and Manchester townships as well as nine other municipalities and supplies School Resources Officers to Spring Grove School District, Dover Area School District, and Lincoln Intermediate Unit. Its headquarters is located at 1445 East Canal Road, Dover. Department staff in January 2020 totaled

62. Total calls for services across the department totaled 29,642 in 2019—an increase of 2.17 percent from 2018 and a 10-year annualized average increase of 16 percent. Calls for service in Conewago Township increased less than 3.3 percent and calls for service in Manchester Township increased 2.0 percent from 2018 to 2019.<sup>2</sup>

### **Fire and Emergency Medical Services (EMS)**

Fire protection and other emergency services are provided by volunteer and combination volunteer/paid organizations located within the planning area.

The Strinestown Fire Company operates two stations in Conewago Township. Station 1 is located along Susquehanna Trail outside of the planning area. Station 2 is located along Fisher Drive on property adjacent to the Conewago Township Municipal Building at 490 Copenhafer Road.

Union Fire Company #1 located at 201 York Street, Manchester, serves East Manchester Township and Manchester Borough. The Eagle Fire Company in Mount

Wolf serves the eastern portion of the township.

Northeastern Area EMS provides ambulance service to Conewago Township, East Manchester Township, and Manchester Borough from a facility at 10 Devco Drive in East Manchester Township.

Manchester Township is a municipal member of York Area United Fire & Rescue and is primarily served by the Alert Fire Company #1 located at 3200 Farmtrail Road.

### **Schools**

The planning area is served by two school districts: Central York School District and Northeastern School District.

**Central York School District**  
School-age residents of Manchester Township attend the Central York School District, which also serves the Borough of North York and the greater part of Springettsbury Township. None of Central York School District's buildings are located in the planning area.

March 8, 2021; municipal call increase calculated by Gannett Fleming, Inc.

<sup>2</sup> Northern York County Regional Police Department 2019 Annual Report, accessed

## **Appendix A: Existing Conditions**

<p><u><b>Anticipated Development Impacts</b></u></p> <p>According to Central York School District, significant amounts of new residential development including single-family, but particularly more densely developed townhomes, would impact District enrollment and facility capacity.</p> <p>An increase in residential development could impact Central York Middle School. Current enrollment is 900+ students. Central York High School enrollment is currently 1,760 with capacity for additional students. Neither of the District's elementary schools are at capacity, but additional development could potentially result in redistricting.</p> <p>A current trend identified by the District is multiple-family occupancy in higher density townhome developments. It was reported that this trend occurs when the economy is not strong and is currently occurring with the COVID-19 pandemic. Families are moving in with extended family. The District reports that development of townhomes results in more school-age children than development of single-family residents, because townhomes are higher-density residential areas.</p>	<p>Manchester Township, Manchester Borough, Mount Wolf Borough, Newberry Township, and York Haven Borough.</p> <p>Seven of the eight Northeastern School District buildings are located in the planning area:</p> <ul style="list-style-type: none"><li>• Northeastern High School and its affiliated Northeastern 9th Grade Academy on High Street in Manchester Borough</li><li>• Shallow Brook Intermediate School, Spring Forge Intermediate School, and C. R. Orendorf Elementary School on South Hartman Street in Manchester Borough</li><li>• Conewago Elementary School on Copenhafer Road in Conewago Township</li></ul> <p>Northeastern Middle School and Mount Wolf Elementary School are located in adjacent Mount Wolf Borough; York Haven Elementary School is located to the north of the planning area in York Haven Borough.</p>	<p>are required via ordinance. The renovations aim to improve traffic circulation throughout the District's property and increase the size and efficiency of loading areas.</p> <p><u><b>Anticipated Development Impacts</b></u></p> <p>Northeastern School District notes that, as would be expected, an increase in residential development in the planning area would impact District operations more than an increase in agricultural or industrial land use. The District estimates that on average, each new home represents 1 to 1.5 students. The approximate cost to the District per student is \$12,000/year, with costs for a special education student at \$24,000/year.</p> <p>The District noted that the potential mixed-use development in Conewago Township would likely require the construction of an additional elementary school. The District noted that it has available land on Conewago Elementary School property in Conewago Township to either expand or construct a new building.</p> <p>The District reports available capacity at the intermediate school level, however the middle school is strained in terms of capacity. Currently, 1,000 students attend the high school, where capacity is between 1,200 and 1,300.</p>
<p><b>Northeastern School District</b></p> <p>Northeastern School District serves students from Conewago Township, East</p>		

**Transportation Conditions**

Northeastern School District reports heavy automobile congestion in Manchester Borough in the morning and afternoon, particularly at the intersection of Main Street and Maple Street. The congestion is from morning and afternoon commutes to work and school. The District has been working with local officials to modify signal timing to improve congestion.

Northeastern School District operates 33 public-school buses, two private-school buses, and vans.

- Approximately 24 District school buses, or 60 percent of all District school transportation vehicles, travel on Canal Road.
- Bible Baptist Church on Susquehanna Trail near Canal Road is the central hub point for private-school bus transportation. All private school children are transported back to that point.
- The construction of Exit 26 may slow school buses traveling along Canal Road due to increased truck traffic.

located at 140 Copenhaffer Road. The facility includes three baseball fields and one community building available for rental. Mill Creek Park is located at the corner of Canal Road and Mill Creek Road. A private property across from Mill Creek Park on the north side of Canal Road is used for Olde Tyme Days, an annual outdoor event featuring antique tractors, power equipment, and tractor pulls. Conewago Township is actively seeking additional lands for public parks and anticipates that the proposed Freedom Square development will include public recreation areas.

Manchester Township's park system is large, spanning 180 acres in nine parks. Mountainview Park is in Manchester Township at 3298 Raintree Road, near the intersection of Lewisberry Road (SR 4009) and Raintree Road. The 1.64 acre park includes a pavilion, playground structure, paved walkways, and public restrooms and serves surrounding single-family residential development. The Township does not anticipate the need for additional parks.

**Parks and Recreation Facilities**

A few municipal and school recreation facilities are in the planning area.

Two Conewago Township community parks are located in the planning area. Zion View Athletic Park & Community Center is

York County Rail Trail along its eastern border outside of the planning area. Manchester Borough Park at the Square is a 0.4-acre park located at the intersection of Main and Maple streets. The park's primary facility is a gazebo for community events.

Manchester Community Park is located along Liverpool Street and is maintained by a Joint Recreation Board comprising representatives from Manchester Borough and East Manchester Township. The park includes athletic fields and a recreation building available for rent, and offers a summer playground program. The Manchester Athletic Association also maintains a baseball field at the intersection of Harding Street and Liverpool Street.

Northeastern School District sports and recreation facilities include playgrounds and athletic fields at its sites in Manchester Borough.

Open space and recreation land is proposed within the Wellbourne Reserve development along Susquehanna Trail, with 45 percent of land dedicated to open space and 2.5 acres of recreation space. Manchester Township is also served by the

### Other Community Resources

Several cemeteries and churches are present in the planning area. These properties are noted as being unlikely to change in terms of land use. See Figure 36.

The U.S. Postal Service operates one post office in the planning area, located at the northwest corner of Main Street and Manchester Street in Manchester Borough.

**Figure 36: Planning-Area Cemeteries and Churches by Municipality**

Cemeteries	Churches
<b>Coneago Township</b>	
Along Canal Road at Copenhaffer Road	Mt. Washington United Brethren Church 710 Copenhaffer Road, York, PA 17404
Adjacent to Quicken Lutheran Church	Quicken Lutheran Church 60 E Canal Rd, York, PA 17406
<b>Suburban Memorial Garden</b> 3825 Bull Rd, Dover, PA 17315	Bible Baptist Church 4190 N. Susquehanna Trail, York, PA 17404
<b>Manchester Township</b>	
Intersection of Susquehanna Trail and Bear Road at Aughenbaugh Church	
<b>Manchester Borough</b>	
Manchester Union Cemetery located along Maple Street adjacent to Center Alley	Lutheran Church on south Main Street is considered an historic building
Lutheran Cemetery located along Main Street adjacent to the Borough building	

## Appendix B: Future Conditions

Market conditions describe the supply and demand for different types of land uses. Market trends indicate the stability or variability of those conditions over time, including future trends assuming no major disruptions in market drivers, such as the economy and public policy. This section examines market conditions and future trends for residential, commercial, and industrial uses to forecast demand for the development of these uses in the Exit 26 planning area.

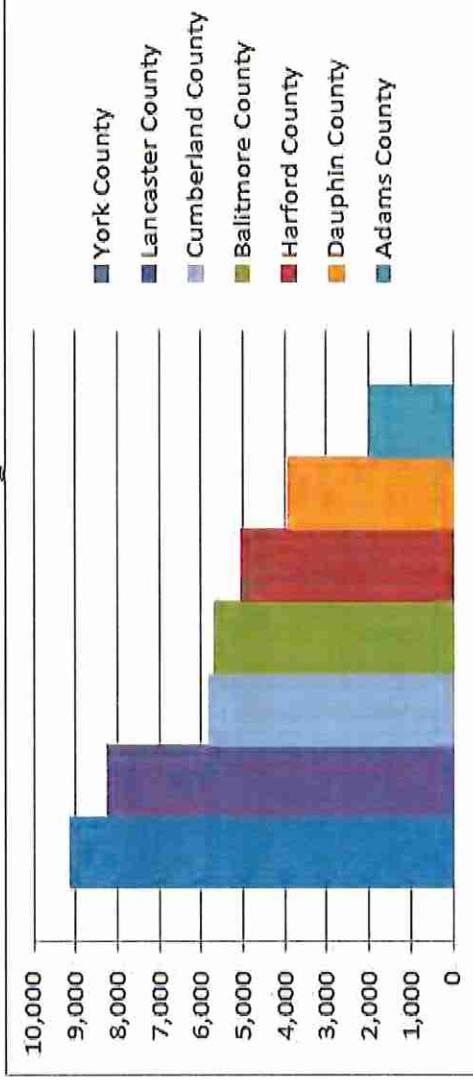
total number of residential building permits issued in York County was more than 9,000, the highest among York and surrounding counties. See Figure 37.

### Municipal Residential Supply and Trends, 2010-2019

Residential building permit activity over the past 10 years was reviewed to

determine the extent to which planning-area municipalities have contributed to the county's growth in new housing units and to develop a forecast for residential development. For the purposes of this analysis, all permits were assumed to represent completed construction.

**Figure 37: Residential Building Permits York County and Surrounding Counties, 2006–2012**



Source: YCPA, YCEA York County Economic Development Plan 2014 Update, p. 23.

From a regional perspective, York County residential growth surpassed that of surrounding Pennsylvania and Maryland counties. Between 2006 and 2012 the

<sup>3</sup> YCEA, Site Selector Profile, August 2020, p. 2.

**Figure 38: Residential Building Permits, 2010–2019**

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Total
Conewago Township	59	39	27	52	33	42	52	39	62	37	442
East Manchester Township	15	18	21	12	35	36	37	28	35	39	276
Manchester Borough	1	0	0	1	0	0	1	0	0	0	3
Manchester Township	35	32	32	31	29	26	26	24	24	21	280
Exit 26 Municipalities	110	89	80	96	97	104	116	91	121	97	1,001
Percent of County	13%	14%	12%	11%	13%	14%	13%	10%	13%	9%	-
York County	815	640	657	901	737	763	877	907	934	1,056	8,287

Source: YCPG

**Figure 39: Residential Building Permits by Type, 2010–2019**

Municipality	Single Family	Mobile/ Modular	Duplex	Townhouse	Condo	Apartment	Total
Conewago Township	266	44	0	132	0	0	442
East Manchester Township	266	10	0	0	0	0	276
Manchester Borough	0	3	0	0	0	0	3
Manchester Township	279	0	0	1	0	0	280
Exit 26 Planning Area	811	57	0	133	0	0	1,001
Percent of Total	81%	6%	0%	13%	0%	0%	0%

Source: YCPG, Gannett Fleming, Inc.

Planning-area municipalities issued a total of 1,001 residential building permits—1.2 percent of York County's total—from 2010 to 2019 (see Figure 38). This represents a yearly average of 100 new home constructions across planning-area municipalities.

Conewago Township experienced the largest increase in new homes (442 units). East Manchester and Manchester townships each approved about 280 housing permits. Manchester Borough approved only three.

### Residential Supply by Type, 2010–2019

The dwelling units constructed reflect uses (or housing unit type), lot sizes, and densities established by municipal zoning ordinances. As shown on Figure 39, of the 1,001 new homes built in the Exit 26 planning area since 2010, single-family

homes comprise 81 percent followed by townhomes at 13 percent, and mobile/modular homes at 6 percent. Numbers of new single-family homes were similar across all three townships. The vast majority of townhomes and mobile/modular homes were built in Conewago Township. No residential building permits were issued for apartments, duplexes, or condominiums within planning-area municipalities between 2010 and 2019.

### **Residential (Housing) Demand Forecast, 2015-2040**

York County's Growth Management Plan (amended 2017) developed housing forecasts for years 2020, 2030, and 2040 as a forecast of housing demand. The forecast was based 2010 census data and on the assumptions that key factors will remain steady: average household size (2.58 persons per household), the percentage of total population living in group quarters (1.9 percent), and housing vacancy rate (5 percent).

The housing unit forecast identified demand for an increase the County's housing unit supply of 36,832, or 20 percent, between 2015 and 2040. Refer to Figure 40. A comparison of 2015-2019 countywide residential building permit activity to YCPG's 2015-2020 residential demand forecast shows that actual residential construction has absorbed about 80 percent of the five-year projected demand, lending confidence to YCPG's housing demand forecast.

**Figure 40: Residential (Supply) Trend for 2020, 2030, and 2040 based on 2010-2019 Trend**

Year	2010	2010-2020	2020-2030	2030-2040	2020-2040	Total Units Increase	Total Units Increase	Total Units Increase
	Count	Increase in Units	Total Units	Increase in Units	Total Units	Increase in Units	Increase in Units	Increase in Units
Coneango Township	2,992	487	3,479	463	3,943	483	3,992	991
East Manchester Township	2,721	303	3,024	573	3,598	844	3,694	1,444
Manchester Borough	1,229	3	1,232	-	1,232	-	1,232	0
Manchester Township	7,110	308	7,418	120	7,538	7	7,538	155
Exit 26 Municipalities	16,062	1,102	17,164	1,154	18,318	1,334	18,464	2,589
Percent of County	9%	13%	9%	10%	9%	9%	9%	7%
York County	178,671	8,287	186,958	11,908	198,866	15,199	214,065	35,394

## Municipal Residential (Housing) Demand Forecast, 2020-2040

The York County housing demand forecast indicates significant future demand countywide (Figure 41). The York County Growth Management Plan encourages the majority of future housing and other intensive uses to be located within the designated growth areas, which includes developable lands within each of the planning-area municipalities, however it does not indicate sub-county distribution of the demand.

Figure 43 shows that the county's demand projection for 2015-2020 was reasonably accurate, assuming building permits in 2020, the final year of the projection, continued at a similar pace; 2020 building permit data was not available at the time of this report. This analysis provided assurance that the county's demand projection could be used as the basis for further analysis.

Residential building permit data was analyzed to determine the percentage of the county's residential development by planning-area municipality for each year, 2015 through 2019. Less than five percent of the county's development was in each of the planning-area townships and less than one percent of the county's development was in Manchester Borough.

**Figure 41: York County Housing Unit Projections**

Time Period	2015–2020	2021–2030	2031–2040	Total
Additional Housing Units	5,646	16,234	14,952	36,832

Source: YCPG, York County Growth Management Plan. 2017.

**Figure 42: Housing Demand Projection vs. Residential Building Permits Trend**

Housing Unit Projection, 2015–2020	5,646
Countywide Residential Building Permits, 2015–2019 (2020 data was unavailable)	4,537
Difference (units)	1,109
Difference (percent)	19.6%

Source: Gannett Fleming, Inc.

These distribution rates were then applied to housing demand forecasts for 2020-2030 and 2030-2040 to proportionally distribute the county's projected housing demand to the planning-area municipalities (Figure 44).

This analysis indicates a housing demand forecast of nearly 4,000 additional housing units for the planning-area municipalities by 2040. The largest residential development increase is expected in Caneago Township (1,842) followed by Manchester Township (1,072) and East Manchester Township (1,040). A small housing demand forecast is indicated for Manchester Borough (12).

## Residential Real Estate Perspective

The residential market in York County was moving faster in 2020 than any time in the county's history. Based on input provided by the REALTORS® Association of York & Adams Counties, Inc. (RAYAC), the county was a seller's market, meaning there is not enough inventory of homes to meet buyers' demand. Homes were on the market for an average of only 7 days, and multiple offers were common. For

context, a balanced market in the county—meaning an equal amount of residential supply and demand with neither the buyer nor the seller having an advantage—is 60 days.

Housing inventory in 2020 was down 47 percent from 2019 and the number of new homes brought to the market each year has been significantly lower than the peak of 3,064 in 2005<sup>4</sup> (Figure 45).

Nationally, and characterized locally by RAYAC, the residential development or supply is influenced by four factors:

- **Land available** for new residential development;
- **Costs of regulatory compliance**, i.e., fulfilling the process and requirements of local and state development regulations, including stormwater management provisions;
- **Cost of lumber**, which is renewable but finite in the short term; and
- **Skilled labor supply**, which has been a challenge for the construction industry. York County builders have construction projects under contract but find it difficult to attract and keep skilled construction workers.

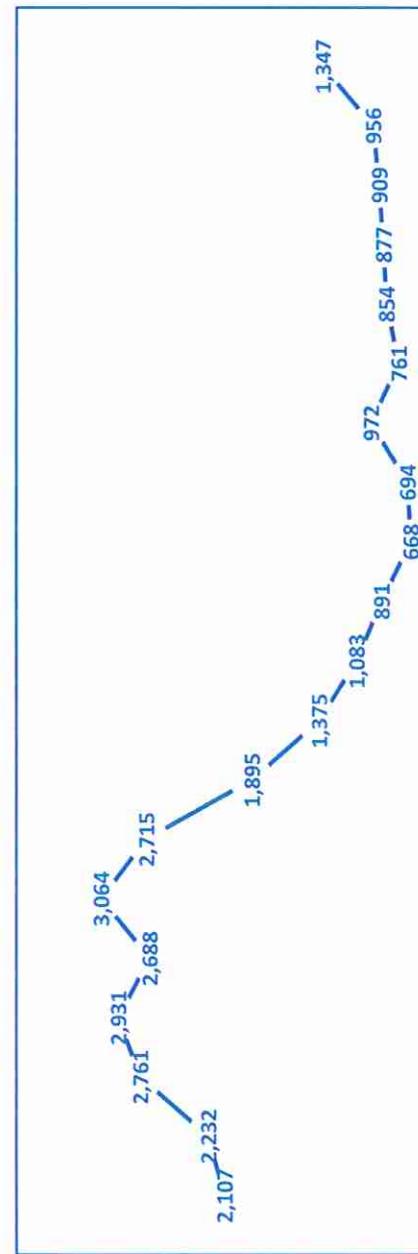
**Figure 44: Projected 2020–2040 Housing Demand by Planning-Area Municipality**

	Municipal Distribution of County Housing Unit Increase	Actual	Projected			Percent Municipal Total
			2015-2019	2020-2030	Total Demand 2020-2040	
York County GMP Housing Unit Projections (2017)		4,537	16,234	14,952	40,549	-
Municipal Distribution of County Housing Unit Increase						
Conewago Township	5%	940	902	1,842	46%	
East Manchester Township	4%	543	497	1,040	26%	
Manchester Borough	0%	6	6	12	0%	
Manchester Township	3%	558	514	1,072	27%	
Planning Area Total	-	2,048	1,919	3,966	-	
% County Total	12%	12%	13%	13%		

Based on a distribution of countywide GMP housing demand per 2015-2019 municipal distribution rates.

Source: YCPG, Gannett Fleming, Inc.

**Figure 45: York County New Residential Housing Unit Permits, 2000 – 2019**



2000 2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016 2017 2018 2019

According to RAYAC, factors that drive the pace of the residential demand include:

- **Interest rates are at historic lows,** resulting in greater demand to purchase and refinance homes.
- Now in their 30s, **Millennials are entering the housing market**, focused on first-time home buying.
- York County is an **affordable housing alternative to the higher-priced Baltimore-Washington metropolitan area**. Buyers know they can purchase more house for their dollar in York County compared to higher-priced housing markets.
- Pennsylvania is a tax-friendly **retirement location** for out-of-state Baby Boomers.
- In the short-term, as a result of the **COVID-19 pandemic**, some homeowners living in denser housing types, such as townhomes or condominiums, are seeking a single-family home where family members have more space, both inside and outside, for remote working and remote schooling, leading to residential pressures on larger lots in suburban or rural locations.

For the foreseeable future and until one or more of the above noted factors shifts, RAYAC believes that York County's residential real estate market will remain highly active. An increase in new home construction would help meet the increased demand.

### **Proposed Residential Development**

The Exit 26 planning area provides a location to satisfy some of the York County's housing demand. Planning-area municipalities identified three residential developments in or near the Exit 26 planning area that were already in the development proposal process.

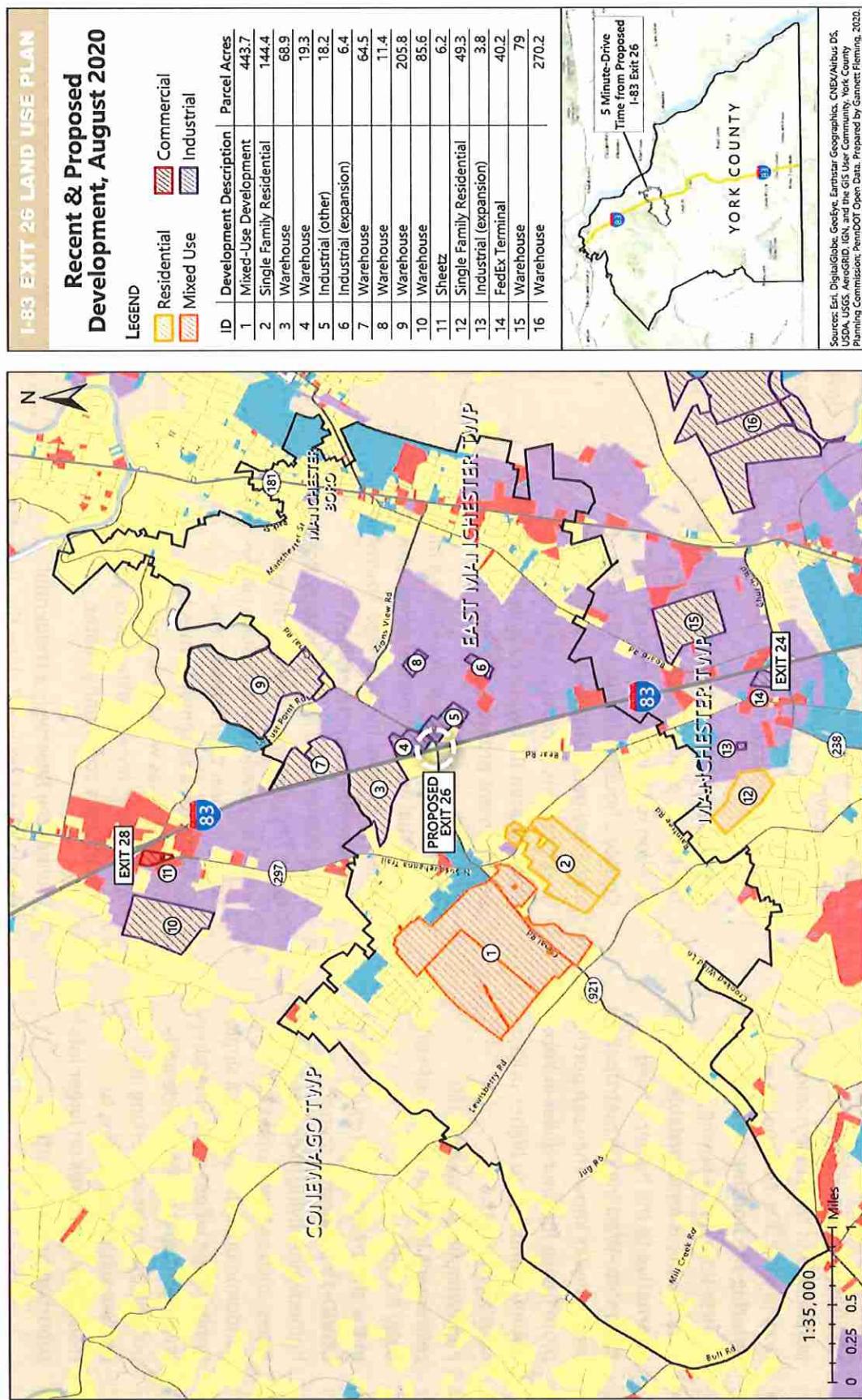
Freedom Square was proposed as a mixed residential and commercial development, generally located in Caneva Township's village zoning district between Copenhafer Road and Lewisberry Road north of Canal Road. The 460-acre site would be developed to include single-family homes, townhomes, and apartments, and senior homes and apartments, as well as commercial and office space, hotels, restaurants, green space, and a community center.

Wellbourne Reserve is a residential development proposal along the west side of North Susquehanna Trail. The 144-acre

site will include 121 single-family homes and 69 acres of open space.

A third, a single family residential development, is located south of the planning area along Farmbrook Road. See Figure 46 for locations.

Figure 46: Recent and Proposed Development, August 2020



## INDUSTRIAL, OFFICE, AND RETAIL MARKETS

### York County Industry Overview

York County has a diverse industry base and is a consistent economic performer in terms of employment business establishments. In the first quarter of 2020, the manufacturing sector ranked 4<sup>th</sup> in the state for employment (32,142 jobs) and 7<sup>th</sup> for establishments (584). With multiple sub-sectors in Advanced

Materials and Diversified Manufacturing (AMDM), including Vehicle/Vehicle Equipment, Metals/Metal Fabrication, and Printing, as well as food production, manufacturing provides a higher percentage of all jobs in York County (18 percent) than in the South Central Workforce Development Area (WDA)(13 percent) or the state (10 percent). See Figure 47.

The Health Care and Social Assistance industry provides 15 percent of all jobs in York County compared to 16 percent at the WDA level and 19 percent at the state level.

The Retail industry rounds out the top three across all three geographic areas, providing 11 percent of all jobs in York County and 10 percent at the WDA and state levels.

Transportation and Warehousing, which includes distribution facilities, is a notable industry among many Pennsylvania counties traversed by Interstates; York County is no exception. Interstate 83

provides north-south access to the capital region and to the Port of Baltimore and I-76 (Pennsylvania Turnpike offers east-west access, making York County a prime location for warehouses and distribution facilities). In the first quarter of 2020, the industry ranked 10<sup>th</sup> statewide for establishments (323) and 11<sup>th</sup> for employment (10,867).

**Figure 47: Top Five Employing Industry Sectors for York County, South Central Workforce Development Area, and Pennsylvania (1<sup>st</sup> Quarter 2020)**

York County Sector	South Central WDA		Pennsylvania	
	Percent Total Employment	Sector	Percent Total Employment	Sector
Manufacturing	18%	Health Care and Social Assistance	16%	Health Care and Social Assistance
Health Care and Social Assistance	15%	Manufacturing	13%	Retail Trade
Retail Trade	11%	Retail Trade	10%	Manufacturing
Accommodation and Food Services	8%	Transportation and Warehousing	9%	Educational Services
Educational Services	7%	Accommodation and Food Services	8%	Accommodation and Food Services

Source: U.S. Department of Labor, Bureau of Labor Statistics, Quarterly Census of Employment and Wages, First Quarter 2020. Accessed via PA Center for Workforce Information & Analysis (CWA).

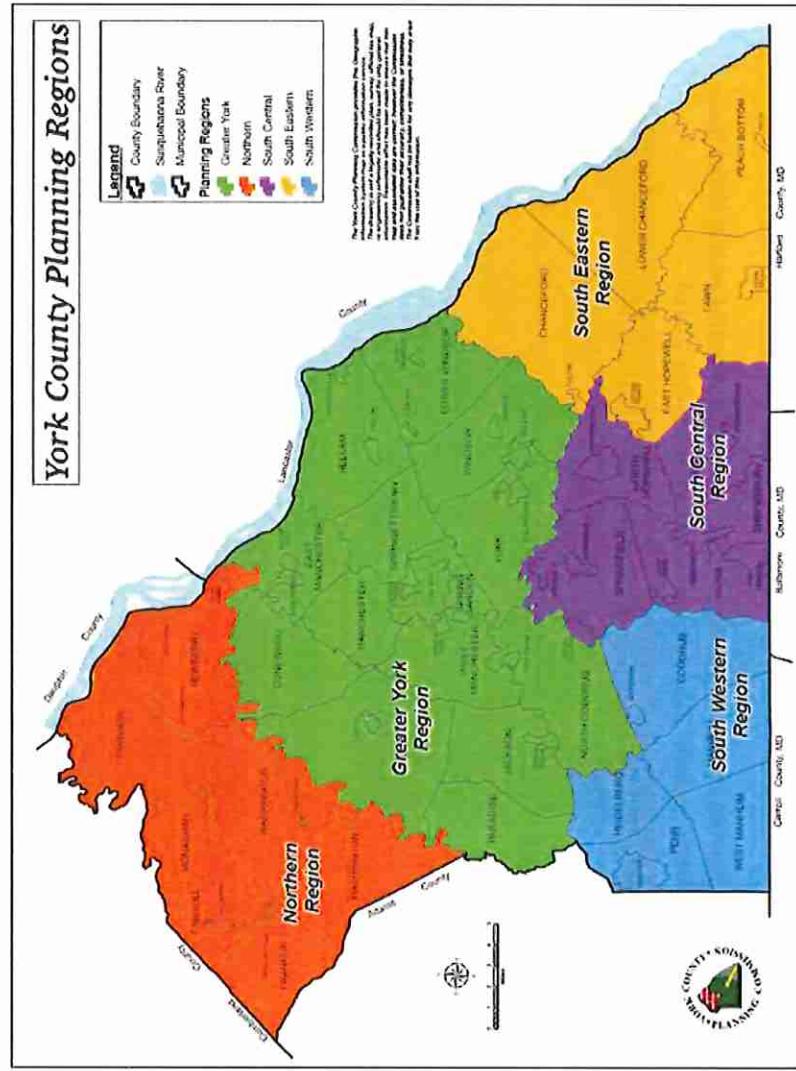
## County Economic Development Vision

The York County Economic Development Plan articulates a countywide vision for continued economic performance, guiding county and partnered investment by location and industry type or sector. The plan supports economic reinvestment in existing buildings, commercial corridors, and business and industrial parks, as well as in areas planned or designated for future economic development. In terms of industry sectors, the plan leans into the county's manufacturing and industrial strength, complemented by retail, agricultural, and service sectors—both public and private/professional.

The countywide plan also presents vision statements for each of the county's planning regions. The Exit 26 planning area lies within the Greater York Planning Region, the largest planning region in the County (Figure 48). Key points of the vision statement for the Greater York Region are listed below:

- Small business retention and expansion where infrastructure supports growth.
- Neighborhood-serving, smaller-scale retail expansion that addresses the daily needs of residents.

**Figure 48: York County Planning Regions**



- Revitalization and infill development (redevelopment).
- Commercial corridor development that is accessible via alternative modes of transportation (e.g., walking, bicycling, and/or bus).
- Development of community/cultural facilities and services (e.g., including a youth center, playground, performing arts center, library, and medical clinic).
- Conservation of rural and scenic areas.

**Figure 49: Industry Cluster Targets and Space Requirements**

Space Type	Current Strengths Strong National Performer, Current Local Specialization	High-Priority Retention Targets Lagging National Performer, Current Local Specialization	Emerging Strengths Strong National Performer, Not a Current Local Specialization
Industrial Space	<ul style="list-style-type: none"> <li>AMDM*: Vehicle/Vehicle Equipment</li> <li>Logistics/Transportation</li> </ul>	<ul style="list-style-type: none"> <li>Energy</li> <li>AMDM: Metals/Metal Fabrication</li> <li>AMDM: Printing</li> <li>Building and Construction</li> <li>Agriculture and Food Production</li> </ul>	<ul style="list-style-type: none"> <li>Bio-Medical</li> </ul>
Office Space		<ul style="list-style-type: none"> <li>Office Space</li> </ul>	<ul style="list-style-type: none"> <li>Health Care</li> <li>Business and Financial Services</li> </ul>
Other Space (e.g., Agricultural and Institutional)		<ul style="list-style-type: none"> <li>Agriculture and Food Production</li> </ul>	<ul style="list-style-type: none"> <li>Health Care</li> </ul>

\*Advanced Materials and Diversified Manufacturing      Source: YCP, YCEA York County Economic Development Plan 2014 Update

### Industry Cluster Targets

The plan also identified 10 industry cluster targets as a focus for industry retention and attraction, as well as to identify and address issues and barriers to economic development. An industry cluster is a geographical concentration of related industries in a defined location, making that location uniquely competitive for investment and job creation. Identifying target clusters helps to focus economic development efforts for a particular area. Figure 49 categorizes these industry targets as current strengths, retention targets, and emerging strengths and

identifies the types of space needed to support each industry target.

### Recent Industrial Development

Based on review of building permit data, 79 non-residential development projects invested nearly \$1.2 billion in York County from 2010 to 2019, with 20 percent invested in Exit 26 planning-area municipalities.

Between 2010 and 2019, 23 industrial projects, or 44 percent of industrial building permits in the county, were issued in Exit 26 planning-area municipalities. This investment represents 52 percent of industrial investment value

in the county. Manchester Township issued 10 industrial building permits; East Manchester Township, 9; and Conewago Township, 4.

Commercial activity in the planning area was slightly lower—a total of 19 permits issued in Exit 26 planning-area municipalities, or 9 percent of all commercial building permits in the county, representing 10 percent of all commercial investment value. Eleven commercial building permits were issued in Manchester Township, 6 in East Manchester Township, and 1 each in Conewago Township and Manchester Borough. See Figure 50.

**Figure 50: Building Permits Issued by Type & Value, 2010–2019**

Geography	Exit 26 Municipalities	Percent of County	Greater York Region	Percent of County	York County
Number of Building Permits	Commercial	19	9%	131	59%
	Industrial	23	44%	39	75%
	Public	4	15%	14	52%
	Total	1,047	12%	3741	44%
Value of Building Permits	Commercial	\$43,681,501	10%	\$336,353,963	76%
	Industrial	\$179,340,238	52%	\$215,067,776	62%
	Public	\$17,155,832	4%	\$125,339,018	31%
	Total	\$403,054,795	16%	\$1,285,710,331	49%

Source: YCPG, Gannett Fleming, Inc.

**Figure 51: York County Industrial Market Trends**

Total Inventory	Vacancy Rate	Average Lease Rate	New Inventory
• 80.6 MSF	<ul style="list-style-type: none"> <li>• 4.13%</li> <li>• Trending downward</li> <li>• National average - 5.2%</li> </ul>	<ul style="list-style-type: none"> <li>• \$5.26/SF</li> </ul>	<ul style="list-style-type: none"> <li>• 8.45 MSF proposed/under construction</li> </ul>

Source: ROCK 2nd Quarter 2020 Market Reports.

**2020 Industrial Market Conditions**

York County's current industrial market conditions in terms of space, vacancy, lease rates, and inventory are summarized in Figure 51.

**Industry Cluster Targets**

In 2020, York County's industrial space needs were driven primarily by warehouse distribution and manufacturing of various types. Factors driving growth in each industry cluster are summarized below.

Note that not all industry clusters are identified, and the list of factors is not exhaustive.

Warehouse Distribution  
(Logistics/Transportation)

- Nationally, e-commerce and online shopping have been increasing

## Appendix B: Future Conditions

- demand for warehouse distribution space. Consumers are requiring faster turnaround times on orders, including pharmaceuticals from local producers such as Pfizer and Bayer. Goods storage and distribution locations proximate to population is key to quick delivery. The COVID-19 pandemic expanded the demand from dry warehouse space to cold storage space for foods, driven by increased home delivery of groceries.
- York County's **location**, within a four-hour drive of more than 42 million people, including the Port of Baltimore, Port of New York and New Jersey, and PhilaPort, makes it a good location for import/export businesses.
- The **I-83 corridor** makes York County attractive for warehouse distribution space. Available land along the I-83 corridor becomes increasingly attractive as sites along the I-81 corridor are developed.

- York County is known for a **highly skilled, dependable workforce**. According to YCEA's most recent site-selector profile, businesses expanding and locating in York County identified workforce as one of the county's key attributes and noted a "strong

- workforce" and "low labor costs" as advantages over other markets. Stakeholders to the County's Economic Development Plan (2014 update) "commended York County's labor force for its strong work ethic."<sup>5</sup>
- **Available and site-ready sewer, water, broadband, and electricity** are requirements for any type of development. Electricity is a priority need for warehouse distribution facilities. Increased automation as well as cold storage require more power—sometimes double or triple the typical industrial electrical requirement. YCEA noted that upfront partnerships between the electric utility (MetEd) and real estate developers and tenants is required to ensure cold storage warehouse space is delivered efficiently.

### Vehicle/Vehicle Equipment Manufacturing

- For decades, the manufacturing sector has been the backbone for York County's industrial growth. YCEA notes that vehicle/vehicle equipment manufacturing continues to contribute to the county's manufacturing strength. Factors influencing the sector include:

- Vehicle/vehicle equipment manufacturing companies rely on the **strong supply chain network** in York County. According to YCEA, Harley-Davidson recently relocated some manufacturing from Kansas City back to York County to be closer to parts manufacturers. BAE Systems, a manufacturer specializing in the rehabilitation and construction of military vehicles for the U.S. Department of Defense, also relies on the automotive supply chain available in York County.
- The skill sets and work ethic of the **workforce** continue to make York County attractive to manufacturers. However, YCEA reports that finding additional skilled labor is an increasing challenge, especially during the global pandemic.

### Agriculture and Food Production

- York County is known as a location for food production with companies including Utz, Snyder's of Hanover, and Starbucks.
- As noted above, available utilities are requirements of any manufacturer. Food production relies heavily on **water** for processing and

<sup>5</sup> *Ibid.*, p. 30.

- corresponding wastewater treatment capacity for production effluent discharge. When YCEA receives requests to site food processing facilities in York County, site search is generally limited to existing, underutilized food processing facilities or to sites within the sewer service areas of Springettsbury Township or York City where capacity is available to handle large effluent discharge.

#### Energy: Solar

Across Pennsylvania, renewable energy generation companies have been seeking locations to site solar farms. In York County, a proposed solar farm in Conewago Township—Strinestown Solar Farm—would be a \$75 million investment by Dakota Power Partners.<sup>6</sup> Several factors influence the increased interest in solar.

- Solar installations have sought to fill capacity in Pennsylvania's transmission infrastructure left vacant by declining power generation from coal.

- Solar farms are compatible with agriculture; the combined land uses are known as agrivoltaics. Farmland offers open, flat, dry land on which to build solar arrays. Dakota Power Partners, the solar developer proposing installation in Conewago Township, is designing a solar project in southern New Jersey that will collocate solar with sheep.<sup>7</sup> The sheep will graze the land beneath the solar arrays, minimizing the need for mowing. Blue Wave Solar in Boston is working on several projects combining solar arrays with vegetable farming.<sup>8</sup>

- In addition, if farmland is at least 25 acres in size and located within two miles of an electric substation, it meets minimum requirements to efficiently deliver power to market via the electric grid.

Building and Construction  
With the increased demand for warehouse space, the building and construction industry is active in York County. York County-based contractors, such as Kinsley,

- Solar farms are actively building contract and speculative warehouses.
- As noted with both the warehouse distribution and manufacturing sectors, the availability of a skilled workforce benefits the building and construction industry as well. Skilled workers from all trades are needed for contractors to keep pace with construction project demands.

#### Industrial Real Estate Potential

Due to the presence of I-83 and existing industrial growth that has already occurred, is planned, or is under construction, the Exit 26 planning area is viable for continued industrial growth. The exact location and acceptable amounts of industrial growth are dependent on variables such as local zoning and utility availability and capacity, as well as housing and transportation conditions.

<sup>6</sup> York Daily Record. State's largest solar farm might land in York County, \$75 Million project could power 13,000 homes. March 15, 2019. Accessed 10/15/20 at: <https://www.ydr.com/story/news/2019/03/15/states-largest-solar-farm-might-land-york-county-75-m-project/3160617002/>.

<sup>7</sup> NPR, How to Have Your Solar Farm and Keep Your Regular Farm, Too. October 9, 2020. Accessed 10/15/20 at: <https://www.npr.org/2020/10/09/919225272/how-to-have-your-solar-farm-and-keep-your-regular-farm-too>.

<sup>8</sup> Ibid.

## Proposed Industrial Development

Planning-area municipalities identified seven industrial developments that have been recently constructed or proposed within the Exit 26 planning area and another five nearby. Within the planning area, four are recently completed: two in East Manchester Township's commercial zoning district along Canal Road and two in its industrial zoning district. Two proposed industrial developments are located in Conewago Township and one is in East Manchester Township, all in industrial zoning districts. Outside the planning area, recently completed and proposed industrial development has located in industrial zoning districts in all three townships and has proposed expansion of lands used by industry in Conewago Township.

See Map 13: Recent and Proposed Development for locations.

## Office Market

York County's current office market conditions in terms of space, vacancy, lease rates, and inventory are summarized in Figure 52. The office market in York County and Central Pennsylvania is in a better competitive position as compared to office markets in major metropolitan areas. The

**Figure 52: York County Office Market Trends**

Total Inventory	Vacancy Rate	Average Lease Rate
• 13.17 MSF	<ul style="list-style-type: none"> <li>• 5.66%</li> <li>• Trending downward, shifting little</li> <li>• National average: 13.7%</li> </ul>	<ul style="list-style-type: none"> <li>• \$12.76/SF</li> <li>• Upward trending</li> <li>• Decrease in amount of space leased</li> </ul>

Source: ROCK 2nd Quarter 2020 Market Reports

office vacancy rate nationally is 13.7 percent while York County's office vacancy rate is 5.66 percent.

### Factors Affecting the Office Market

Factors influencing the County's office space market include:

- Although office space demand is traditionally determined by the growth in office-based businesses, the impact of the **COVID-19 pandemic** has yet to be fully realized. The county economic development plan estimated average new office space demand of 91,650 SF per year with annual office space growth of 1.8 percent. The impact of the pandemic and rapid shift to remote working for many office employees will likely decrease demand for office space for some industry sectors. Larger
- Companies may downsize office space as employees choose to work from home regularly. Smaller companies may upsize to make more room for social distancing.
- **Health Care** is an industry resilient to economic fluctuations; new office space will likely be needed to serve York County's growing population. Continued expansion of WellSpan has resulted in increased specialty medical services and facilities. Medical office space needed for urgent care and family practitioners is growing consistent with population growth. ROCK Real Estate notes that a physician's office requires an average of 5,000 SF and health care administrative offices require an average of 10,000 SF.
- Future office space for sectors such as **Business and Financial Services** will

most likely be influenced by the impact of the current global pandemic. If the need for office space decreases as more office-based employees continue to work from home, the existing office space inventory may prove adequate to meet future demand.

#### Office Real Estate Potential

The Exit 26 planning area provides the opportunity to locate small community-scale medical office space to serve the needs of current and future residents.

With population in Exit 26 planning-area municipalities projected to grow by 25 percent—to 51,405—by 2040, additional medical office space would serve the needs of residents.

#### Proposed Commercial Office Development

No commercial office development was identified as recently completed or proposed in the planning area.

#### Retail Market

York County's current retail market conditions in terms of inventory, vacancy, and lease rates are summarized in Figure 53.

**Figure 53: York County Retail Market Trends**

Total Inventory	Vacancy Rate	Absorption	Average Lease Rate
• 28.86 MSF	<ul style="list-style-type: none"> <li>• 7.97%</li> <li>• Upward trending</li> <li>• National average - 6.8%</li> </ul>	<ul style="list-style-type: none"> <li>• Negative plus increasing vacancy - suggests supply outpacing demand</li> </ul>	<ul style="list-style-type: none"> <li>• \$10.89/SF</li> <li>• Declining</li> <li>• Reflecting leases in convenience &amp; street retail compared to large shopping centers</li> </ul>

Source: ROCK 2nd Quarter 2020 Market Reports.

Demand for retail space is closely tied to growth in households. The County Economic Development Plan compared retail space to households to project retail demand. Projected average retail space demand per year was 91,797 SF with an annual growth rate of 2.3 percent. This is contrary to 2020 conditions that reflect increasing vacancy and suggest that retail supply is outpacing demand.

#### Factors Affecting the Retail Market

Factors influencing retail space across the nation and in York County include:

- Increased e-commerce and online shopping have significantly impacted

<sup>9</sup> Coresight predicts-record-25000-retail-stores-will-close-in-2020.html

- In addition to service retail meeting day-to-day food and household needs, retail spaces that offer unique shopping experiences targeted toward niche consumer needs are

<sup>9</sup> Coresight predicts-record-25000-retail-stores-will-close-in-2020.html

- thriving. Retailers are continuing to strengthen their businesses by identifying the optimal balance of e-commerce and brick-and-mortar.<sup>10</sup>
- As a result of the above, the forecast for traditional shopping malls and strip malls has been rapidly shifting. Some large retail spaces are being repurposed into warehouse distribution facilities, medical facilities, and all-in-one lifestyle centers. While this is not occurring in York County, CBRE Group identified 24 projects since 2016 in which developers turned closed malls and shopping centers into logistics properties.<sup>11</sup> In York County, the former Sears store at the York Galleria is being repurposed for gaming. Hollywood Casino York is scheduled to open in 2021.<sup>12</sup> YCEA reports interest in locating call centers in York Galleria. Two floors of open space combined with ample parking meets requirements for such facilities.
- The full impact of the COVID-19 pandemic on the already declining retail industry is not fully realized;

however, it has resulted in several significant retail trends. While larger retailers like Walmart, Lowes, and grocery stores are increasing profitability, smaller retailers relying on foot traffic are being impacted. A 50 percent loss in foot traffic caused national chains Dunkin' Donuts and Starbucks to close many locations, focusing on drive-through stores. U.S. travel spending is 44 percent lower than in 2019 due to the global pandemic. This has resulted in the loss of \$396 billion for the U.S. travel industry and the loss of \$50.9 billion in federal, state, and local tax revenue from March through September 2020.<sup>13</sup>

- Deloitte/NAR, Expectations & Market Realities in Real Estate 2020, p. 40.
- Marcus & Millichap, Amazon to Convert Another Dead Mall into a Fulfillment Center, July 24, 2019. Accessed 10/15/20 at: <http://www.iaconoretailgroup.com/amazon-to-convert-another-dead-mall-into-a-fulfillment-center/>.
- York Daily Record. Mini-casino at the York Galleria: Opening date has been pushed back. August 20, 2020. Accessed 10/15/20 at: <https://www.ydr.com/story/news/2020/08/20/mini-casino-york-galleria-opening-pushed-back-until-later-2021/5616191002/>.
- ROCK Commercial Real Estate. October 7, 2020.

general merchandise, personal services, and fuel.

#### **Proposed Retail Development**

Planning-area municipalities identified only one commercial development, Sheetz near Exit 28, that was recently constructed within the Exit 26 planning area. See Map 13: Recent and Proposed Development for location.

#### **Public Use Outlook**

The need for public facility development, such as schools, parks and recreational areas, public safety and emergency services, and waste management, is driven in large part by residential and economic growth.

When asked if projected growth would require the expansion of existing public facilities or the development of new ones, municipal representatives indicated no current needs or plans for public facilities. However, both Central York and Northeastern School Districts reported that additional residential development would increase enrollment, only some of

<sup>10</sup>Deloitte/NAR, Expectations & Market Realities in Real Estate 2020, p. 40.

<sup>11</sup> Marcus & Millichap, Amazon to Convert Another Dead Mall into a Fulfillment Center, July 24, 2019. Accessed 10/15/20 at: <http://www.iaconoretailgroup.com/amazon-to-convert-another-dead-mall-into-a-fulfillment-center/>.

<sup>12</sup> York Daily Record. Mini-casino at the York Galleria: Opening date has been pushed back. August 20, 2020. Accessed 10/15/20 at: <https://www.ydr.com/story/news/2020/08/20/mini-casino-york-galleria-opening-pushed-back-until-later-2021/5616191002/>.

<sup>13</sup> ROCK Commercial Real Estate. October 7, 2020.

which could be accommodated without the addition of new facilities.

### **Municipal**

Municipal comprehensive plans provide documentation of community needs and public policy to address land use management and other community and economic conditions. The comprehensive plans of the planning-area municipalities were adopted 8 to 16 years ago. Though dated, they are the most recent comprehensive municipal policy documents.

Key community needs and policy statements are summarized in the following tables as a listing of potentially still relevant needs.

HOUSING	Needs	Policy & Recommendations
<b>Conewago Township 2008 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Recognizes residential development pressure due to township's easy access to employment centers, availability of sewer and water, and a high quality of life.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage infill and expansion of settled areas when public water and sewer facilities of adequate capacity and functionality are available.</li> <li>Encourage new mixed-use neighborhoods.</li> </ul>
<b>East Manchester Township 2005 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Determined the township has an adequate amount of housing and areas to accommodate housing growth through 2025.</li> </ul>	<ul style="list-style-type: none"> <li>Implement a combination of the apartment/office and high-density residential (R-3) residential zoning districts and evaluate the possibility of revising or incorporating the village and commercial districts.</li> </ul>
<b>Manchester Township 2004 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Found a housing shortage.</li> <li>Noted that the township offers housing with more amenities at a lower price than other locations.</li> <li>Recognized that different households need different types of housing. Lower-income households cannot always afford to purchase a home and seek affordable rental housing options instead. Older citizens seek low-maintenance housing options such as apartments, condominiums, or assisted living centers.</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>
<b>Manchester Borough 2012 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Identified a need for 1,013 units (20.7% increase) to meet the projected 2030 housing need.</li> </ul>	<ul style="list-style-type: none"> <li>Identifies infill of single-family homes on vacant parcels in residential neighborhoods and the adaptive reuse of vacant and underutilized commercial buildings into housing in the downtown. The Borough also specifies strategies for home occupations and live-work housing and employment options while maintaining the Borough's historic character.</li> </ul>
<b>York County Growth Management Plan: Envision 2040 (2017)</b>	<ul style="list-style-type: none"> <li>Identified the need to increase York County's housing units by 20% (an additional 36,832 housing units), between 2015 and 2040.</li> <li>Assumptions based on average household size at remaining consistent at 2.58 persons per household (year 2010), the percentage of total population living in</li> </ul>	<ul style="list-style-type: none"> <li>Recommends continued use of growth management areas (Established Growth and Rural Areas) to guide growth.</li> <li>Recommends implementing the YES 2040 preferred Resource Protection Scenario, which plans for projected growth based on maximizing the protection of natural and historic resources.</li> </ul>

HOUSING	Needs	Policy & Recommendations
	group quarters remains consistent 2010 at 1.9% (year 2010), and a housing vacancy rate of 5%.	<p>Eliminating resource impact and focusing importance on public transit and centralizing development to areas where infrastructure, jobs, and services are available.</p> <ul style="list-style-type: none"> <li>Establishes that a residential development consisting of 50 or more lots or units is considered a Proposed Development of Regional Significance and Impact, requiring the host municipality to carefully review the proposed development for needed services and mitigate any possible adverse impacts.</li> <li>Provide for a diversity of dwelling types, at varying densities, for people of all incomes, ages, and abilities, especially in Established Growth Areas.</li> <li>Established policy to: Improve existing housing stock through the County's Weatherization and Home Improvement Programs; provide assistance and support to first time homebuyers through the York Homebuyer Assistance Program; create new affordable housing opportunities within Established Growth Areas through the County's HOME funds; provide administration for the York County Continuum of Care to address homelessness throughout the County, including administration of the County's ESG funds to provide funds for emergency housing to assist the homeless and administration of the County's Homeless Management Information System (HMIS).</li> </ul>

## Appendix B: Future Conditions

UTILITIES	Water/Sewer Needs	Water/Sewer Policy & Recommendations
<b>Conewago Township 2008 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Identified that York Water Company has future capacity to meet the township's needs for the next 20 years.</li> </ul>	<ul style="list-style-type: none"> <li>Identified an upgrade to the Conewago Township Wastewater Treatment Plant to be complete in 2023 that will raise residential supply from 485 to 2,162.</li> <li>Provide necessary community facilities and services to township residents in an efficient, cost-effective, and quality manner within the financial resources of the township.</li> <li>Coordinating land use and sewer and water planning to ensure the extension of public sewer and water facilities is consistent with land use and other goals and objectives.</li> <li>Recommended no improvements.</li> </ul>
<b>East Manchester Twp 2005 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Determined that water and sewer service is adequate.</li> </ul>	<ul style="list-style-type: none"> <li>Recommended that central water service be extended to all areas of the township as land is developed; work with York Water Company, residents, and developers of adjacent land to bring central water service to concentrations of development currently dependent upon individual wells.</li> <li>Recommended adequate sewage services to lands southwest of the new interchange of I-83, if the interchange moves forward.</li> <li>Identified working with sewage service providers to make sure adequate treatment and transmission capacity will be available to serve future growth.</li> <li>Recommended encouraging maintenance and upgrades to the sewer system.</li> </ul>
<b>Manchester Township 2004 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Identified a need to extend central water service along Westwind Lane, which extends from Greenbriar Road to Mill Creek Road.</li> <li>Noted that if development occurs west of I-83 along Bear Road, the Township will need to arrange for sewage service from the York or Springettsbury sewer systems or Northeastern York County Sewage Authority.</li> </ul>	
<b>Manchester Borough 2012 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Identified the need to continue to support the Northeastern York County Sewer Authority.</li> </ul>	

UTILITIES	Water/Sewer Needs	Water/Sewer Policy & Recommendations
<b>York County Growth Management Plan: Envision 2040 (2017)</b>	<ul style="list-style-type: none"> <li>• Identified the need to separate areas appropriate for more intensive residential, commercial, and industrial uses, and the extension of services and utilities, from areas intended for rural uses and resource protection.</li> <li>• Recognized the coordination of the development and maintenance of sewage disposal systems and potable water supply systems with comprehensive land use planning as essential for assuring safe and adequate wastewater treatment and long term, reliable potable water supplies.</li> </ul>	<ul style="list-style-type: none"> <li>• Recommended that Future Growth Areas provide for an orderly progression of development and extension of utilities if, and when, additional area is needed to accommodate future population growth and land use demand.</li> <li>• Established policy to support and advocate the extension of public utilities throughout the Established Growth Areas</li> <li>• Established policy to limit public water and sewer services to Established Growth Areas, unless necessary to address a health and safety issue in an Established Rural Area.</li> <li>• Established policy to partner with local providers (schools, health care, emergency services) to plan for future needs by sharing data (demographics, land use, utilities, proposed development).</li> <li>• Established policy to work with municipalities and utilities to develop and maintain comprehensive GIS mapping of water and sewer lines and stormwater infrastructure.</li> </ul>

PUBLIC/COMMUNITY FACILITIES & SERVICES	Needs	Policy & Recommendations
<b>Conewago Township 2008 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Stated there are three schools in Northeastern School District over 90% capacity and plans to build a new middle school were in process.</li> <li>Noted that as township population increases, the need for open space and recreation facilities increases.</li> </ul>	<ul style="list-style-type: none"> <li>Identify the need for additional community, cultural, and social facilities and services for all age groups in the township, and encourage provision of those facilities and services.</li> <li>Establish the responsibility of developers for providing social and cultural facilities.</li> <li>Identify community facilities and services that can help attract and support desired economic development.</li> </ul>
<b>East Manchester Township 2005 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Identified that major new residential developments may require future utilization of existing buildings or require the construction of new buildings in the Northeastern School District.</li> <li>Noted that residents use township as well as York County park and recreation facilities.</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen partnerships with parks and recreation facility owners and operators for use by East Manchester Township residents.</li> </ul>
<b>Manchester Township 2004 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>As population in Manchester Township continues to grow there may be a need to construct a new school in the township.</li> <li>Identified the need to maximize the use of existing recreation facilities, particularly at public schools.</li> </ul>	<ul style="list-style-type: none"> <li>Identified the consideration of opportunities for additional parks such as a passive park along the Little Connewago Creek.</li> </ul>
<b>Manchester Borough 2012 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Identified that smaller communities like the borough benefit from cooperative public facilities and services.</li> </ul>	<ul style="list-style-type: none"> <li>Identified a comprehensive plan strategy to coordinate with East Manchester Township and Mount Wolf Borough on future recreation facilities and open space planning.</li> </ul>
<b>York County Growth Management Plan: Envision 2040 (2017)</b>	<ul style="list-style-type: none"> <li>Identified that Growth Areas build upon and help maintain the viability of existing developed areas and that a full mixture of land uses, including a complete range of housing choices for owners and renters and ample community facilities and services, will</li> </ul>	<ul style="list-style-type: none"> <li>Established policy to direct investment of York County housing and community development funding to improve accessibility to community facilities (ADA).</li> </ul>

- be available for all generations, income levels, and abilities.
- Recognizes that Primary Growth Areas have a full range of land uses, housing types, services, community facilities, and infrastructure.

LOCAL TRANSPORTATION	Needs	Policy & Recommendations
<b>Conewago Township 2008 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Noted the township faces the lack of a convenient and dependable east/west transportation route.</li> </ul>	<ul style="list-style-type: none"> <li>Transportation improvements identified included the Exit 26 interchange, reconfiguration of the Canal Road/Susquehanna Trail/Copenhaffner Road intersection, and several projects to address alignment, sight distance, and signalization.</li> </ul>
<b>East Manchester Township 2005 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Identified that a new I-83 interchange was the top issue identified in the comprehensive plan.</li> </ul>	<ul style="list-style-type: none"> <li>Roads and locations within the planning area identified for improvement included:           <ul style="list-style-type: none"> <li>New I-83 Interchange</li> <li>Canal Road/Susquehanna Trail</li> <li>Susquehanna Trail Extension of West Crone Road – connection between Bear Road and Susquehanna Trail</li> <li>Recommended improving pedestrian and bicycle access and safety, including seeking wider shoulders on main roads where alternative routes are not available.</li> <li>Encouraged increased use of public transit and carpooling, including providing additional park-and-ride lots, including the provision of a carpool lot at the proposed new Canal Road interchange.</li> </ul> </li> </ul>
<b>Manchester Township 2004 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Identified 32 transportation projects.</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>
<b>Manchester Borough 2012 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Identified several transportation needs to improve vehicular and bicycle and pedestrian transportation.           <ul style="list-style-type: none"> <li>Consider traffic calming techniques like curb extensions or bulb-outs, gateway entrance treatments, on-street parking, and textured crosswalks for easing the impact of traffic through the borough.</li> <li>Encourage pedestrian access to Northeastern School District Facilities.</li> </ul> </li> </ul>	

LOCAL TRANSPORTATION	Needs	Policy & Recommendations
<b>2017-2040 York Area MPO Metropolitan Transportation Plan</b> <ul style="list-style-type: none"> <li>• Re-timing of traffic signal systems based on congestion and proximity to other signals</li> <li>• Repair or replacement of state bridges over eight feet in length, local bridges over 20 feet in length, and all county bridges generally based on age of the structure.</li> <li>• Capacity increases at congested intersections and interchanges.</li> <li>• Install missing sidewalks near schools.</li> <li>• Implement streetscapes within commercial or mixed-use areas within Boroughs.</li> <li>• Identify needs for the other areas of the enhancement category.</li> <li>• Maintain state-owned and local road pavement.</li> <li>• Maintain roadside signage.</li> <li>• Complete various safety studies to identify needs.</li> </ul>	<ul style="list-style-type: none"> <li>○ Consider streetscape amenities in downtown revitalization efforts.</li> <li>○ Support Commuter Services of PA to reduce daily vehicle trips by residents.</li> </ul>	<ul style="list-style-type: none"> <li>• Address signal timing optimization for traffic signals identified through the Congestion Management Process</li> <li>• Advance priority congested segments, intersections, and interchanges to a future MTP/TIP update.</li> <li>• Improve bus stops to meet requirements of the Americans with Disabilities Act and enhance use.</li> <li>• Maintain state-owned and local road pavement and roadside signage.</li> </ul>

LAND & RESOURCE PROTECTION	Needs	Policy & Recommendations
<b>Cowenago Township 2008 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>Identified the need to preserve existing productive farmland for agricultural use and support agricultural and agricultural support operations.</li> </ul>	<ul style="list-style-type: none"> <li>Protecting groundwater and surface water resources.</li> <li>Protecting woodlands.</li> <li>Protecting important Natural Areas identified in the York County Natural Areas Inventory.</li> <li>Preserving watershed, stream corridors, floodplains, wetlands, and recharge areas.</li> <li>Protecting steep slopes.</li> <li>Preserving natural wildlife habitats.</li> <li>Preventing air quality deterioration.</li> </ul>
<b>East Manchester Township 2005 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>States that East Manchester Township is not a Priority Preservation Township per YCP.</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>
<b>Manchester Township 2004 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>None</li> </ul>	<ul style="list-style-type: none"> <li>Seek to maintain agricultural activities in portions of the township.</li> <li>Encourage the designation of additional agricultural security areas.</li> <li>Continue to promote use of agricultural easements to preserve farmland.</li> <li>Take full advantage of other funding sources for land preservation, including connecting interested landowners with available resources and publicizing tax benefits.</li> <li>Permit a range of farm-based businesses.</li> <li>Preserve areas along major creeks in as natural a condition as possible.</li> <li>Protect the amounts and quantity of groundwater and creek waters. Stress recharge of stormwater into the ground to maintain groundwater supplies and reduce stormwater runoff.</li> <li>Carefully minimize sinkhole threats in limestone areas.</li> </ul>

LAND & RESOURCE PROTECTION	Needs	Policy & Recommendations
		<ul style="list-style-type: none"> <li>• Make sure that any changes to suspected wetlands comply with state and federal regulations.</li> <li>• Minimize development on steeply sloped lands.</li> <li>• Carefully manage wooded areas and avoid clear-cutting.</li> <li>• Carefully control large-scale withdrawals of groundwater and spring water.</li> <li>• Seek extensions of central water and sewage systems where needed and cost-effective.</li> <li>• None</li> </ul>
<b>Manchester Borough 2012 Comprehensive Plan</b>	<ul style="list-style-type: none"> <li>• None</li> </ul>	<ul style="list-style-type: none"> <li>• Established policy to: protect significant natural resources, especially in Established Rural Areas, protect prime and productive agricultural land in Established Rural Areas, protect heritage resources.</li> <li>• Established policy to provide training and technical assistance to municipalities on the use of planning tools for: natural resource protection such as zoning overlays, effective agricultural protection zoning, acquisition of flood prone areas, and source water protection plans; historic preservation such as overlay zones, ordinance provisions, and the process to have National Register "eligible" properties become "listed".</li> <li>• Identified the need to provide more guidance on how to maintain Growth and Rural Areas to protect resources, and manage growth and resources in a positive way to meet the needs of the present generation without compromising the ability to meet the needs of future generations.</li> <li>• Identified a Vision for the Future where a balance is achieved between: promoting economic growth and prosperity; protecting or preserving important historic, cultural, and natural resources; maintaining the esteemed quality of life that residents cherish.</li> <li>• Identified a goal to protect and conserve the County's important natural resources and a goal to protect and conserve the County's important cultural and historic resources.</li> </ul>

## Appendix C: Land Use Alternatives Evaluated

Alternatives are different approaches to a goal that may have different impacts or outcomes. Exploring alternatives allows the varied outcomes to be evaluated, typically by the same criteria, providing comparable results and supporting the selection of a preferred approach. In some cases, the best outcomes can be reached with a hybrid approach blending the best of two or more alternatives.

Three future land use alternatives for 2050 were developed to illustrate potential land use patterns in the Exit 26 planning area. The alternative patterns emphasize varied amounts and locations for land uses in the planning area. They do not represent development proposals of any kind or for any specific location or to any illustrated boundary. Development of any property occurs only by the landowner's decision to add or change land use per municipal zoning regulations and in compliance with lot size and site design requirements (setbacks, screening, landscaping, etc.).

All three alternatives were based on the following assumptions:

1. Recently approved and recently submitted development proposals will have been approved, constructed, and occupied by 2050. These conditions are mapped in Figure 54 and land use acreages are summarized in Figure 55.
2. New development proposals will have been submitted, approved, built, and occupied by 2050.
3. Market demand for industrial (warehousing and distribution centers) and residential uses will persist and commercial retail demand will increase to serve existing and future residents and businesses.
4. There will be no significant redevelopment (i.e., no change in residential, commercial, industrial, or public/community land uses) in the townships, however, home-based businesses may increase. Re-use and redevelopment in the borough may occur but is not expected to fulfill market demand.
5. Lands within two miles of the proposed interchange—particularly lands west of I-83 not currently
6. Lands along Canal Road will be targeted for future developed uses.
7. Public/community uses, such as health care and education facilities as well as recreation spaces, will need to expand proportionally to residential and non-residential development.
8. No additional farmland will be preserved through the York County Agricultural Land Preservation Program.
9. Some portion of the planning area will remain as open space and other low-impact uses, such as agriculture (or other resource production and associated sales) and woodlands.
10. State and municipal regulatory protections for floodplains, wetlands, steep slopes, and other resources and resource conditions will effectively result in open space.

**Figure 54: Assumed Baseline for Future Land Use Alternatives**

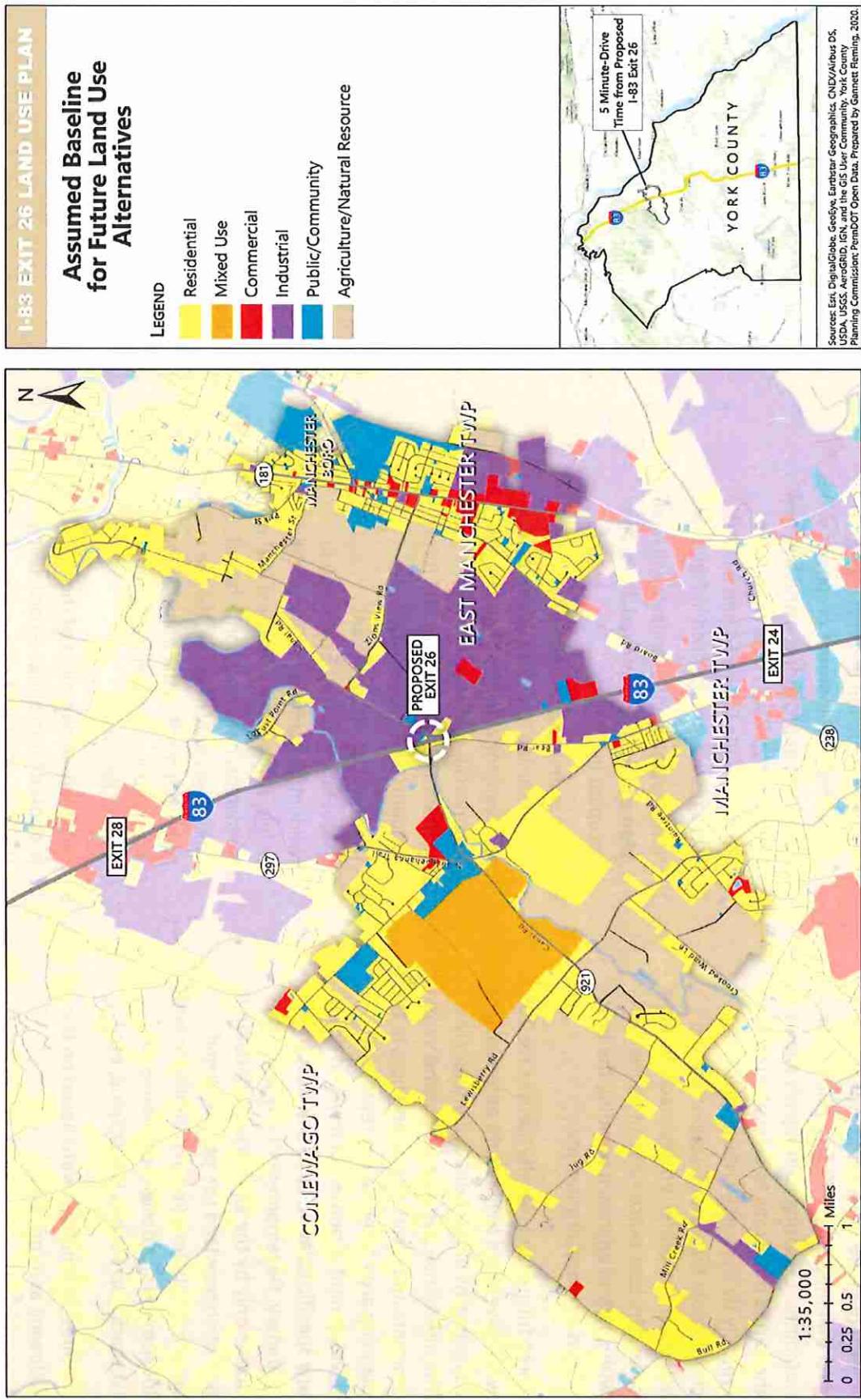


Figure 55: Baseline Land Uses (Acres)

Land Use	Acres
Agricultural and Natural Resource Uses, including preserved parcels	3,828
Residential Uses	2,150
Mixed Uses	444
Commercial Uses	160
Industrial Uses	1,503

## ALTERNATIVE 1

Alternative 1 (Figure 57) illustrates a future land use pattern of industrial uses along and east of the I-83 corridor and continued agricultural/resource uses west of the corridor. A small amount of residential development occurs in each municipality and a zone of mixed residential-commercial use buffers residential areas along North George Street from the industrial area.

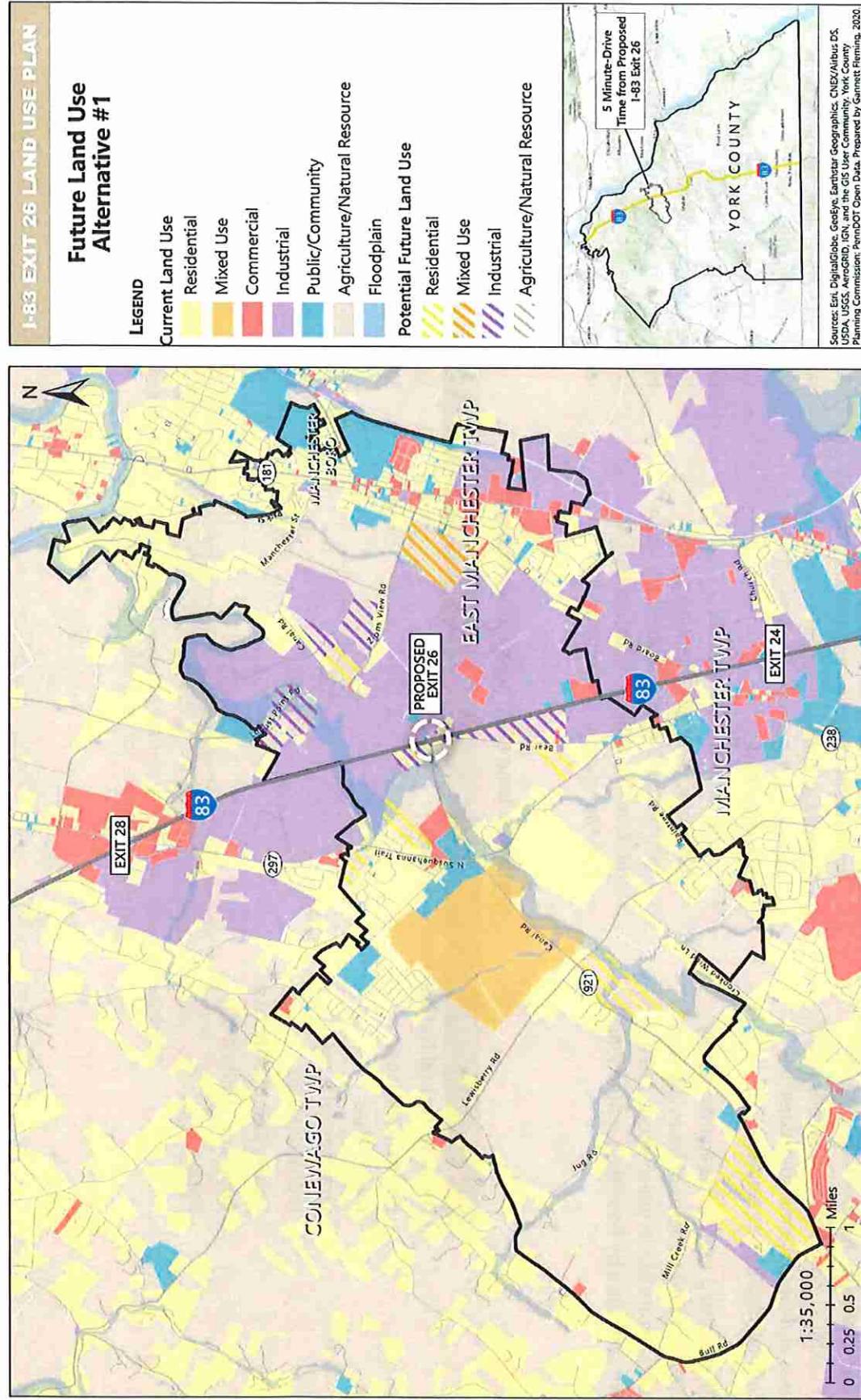
- Alternative 1 represents approximately 660 additional acres of future intensive land uses (Figure 56) of which about 60 acres are restricted by floodplain protections. Changes to the baseline land use pattern include:
  - Future Residential Uses along Canal Road at Locust Point Road, at Hickory Ridge, and at Bull Road, and along Susquehanna Trail north of Canal Road and north of its Bear Road intersection.
- Future lands for Mixed Uses (Commercial and Residential) between Starbucks Distribution Center in East Manchester and a primarily residential area of Manchester Borough.
  - No future Commercial Uses.

**Figure 56: Land Use Change, Alternative 1**

Land Use	Baseline Acres	Change in Acres	Total Acres	Distribution
Agricultural and Natural Resource Uses	3,828	-660	3,168	37%
Residential Uses	2,150	+370	2,520	29%
Mixed Uses (Commercial and Residential)	444	+80	523	6%
Commercial Uses	160	-	160	2%
Industrial Uses	1,503	+210	1,713	20%
Public/Community Uses	236	*	236*	3%
Road and Utility ROW	255	*	255*	3%
<b>Total</b>	<b>8,576</b>		<b>8,576</b>	<b>100.00%</b>

\* Changes in public/community uses are assumed to be proportional to changes in intensive uses but are not estimated in amount or location.

**Figure 57: Future Land Use Alternative 1**



## ALTERNATIVE 2

Alternative 2 (Figure 59) illustrates a future land use pattern that expands residential, commercial, and industrial uses and employs mixed residential-commercial uses as a buffer.

Alternative 2 represents approximately 2,570 additional acres of intensive land uses (Figure 58) of which about 115 acres are restricted by floodplain protections.

Changes to the baseline land use pattern include:

- Future Residential Uses along Canal Road west of Susquehanna Trail in Conewago and Manchester Townships and north of the Zions View Road Industrial Park.
- Future lands for Mixed Uses (Commercial and Residential) on the northside of Zions View Road between the Zions View Road Industrial Park in East Manchester and a primarily

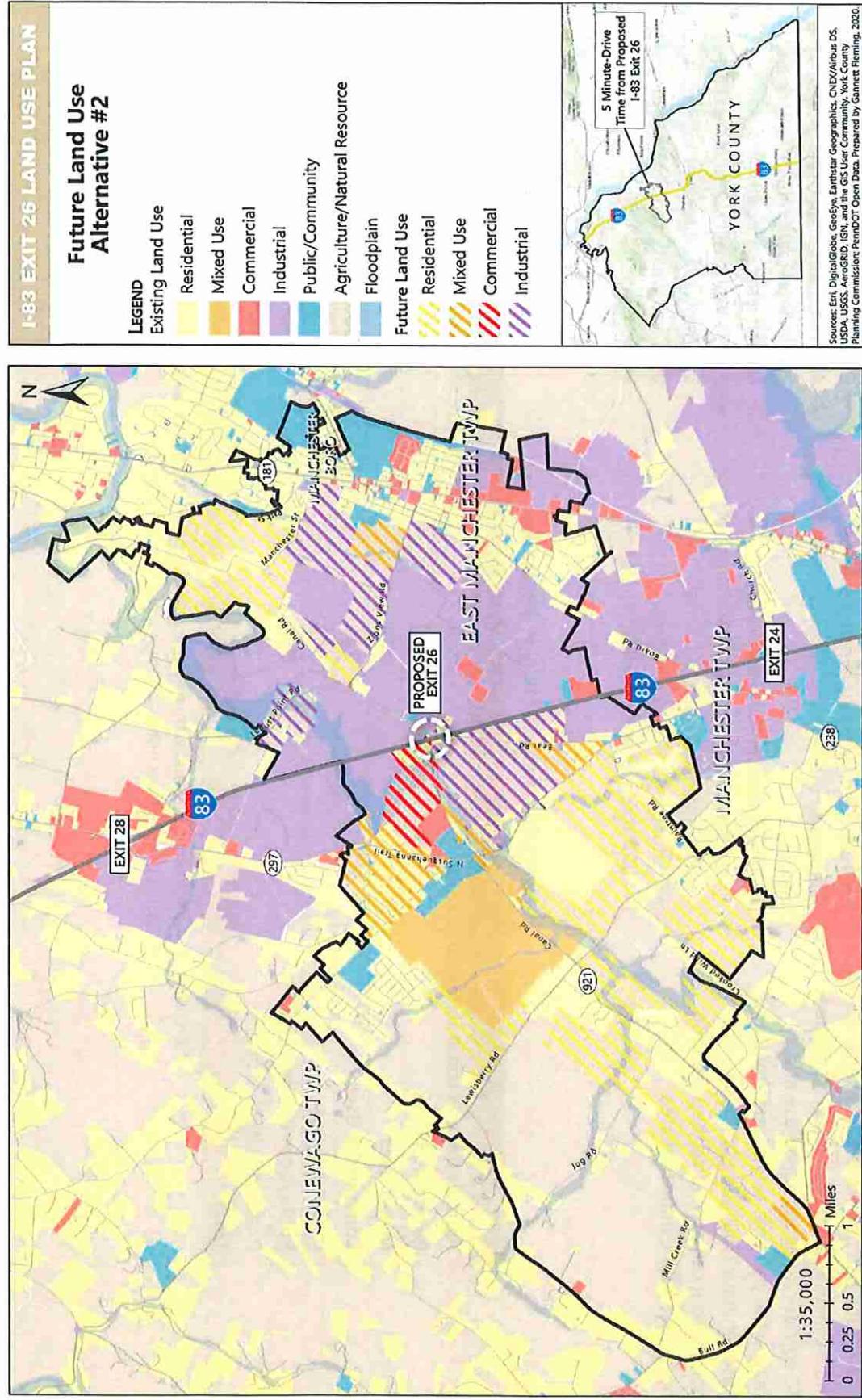
- residential area of Manchester Borough, between the Copenhaffer and Susquehanna Trail corridors in Conewago Township, and along Susquehanna Trail north of its Bear Road intersection.
- Future Commercial Uses west of the proposed interchange.
- Future Industrial Uses limited to locations already zoned for industrial uses and west of the proposed interchange.

**Figure 58: Land Use Change, Alternative 2**

Land Use	Baseline	Change in Acres	Total Acres	Distribution
Agricultural and Natural Resource Uses	3,828	-2,570	1,258	15%
Residential Uses	2,150	+1,470	3,620	42%
Mixed Uses	444	+340	784	9%
Commercial Uses	160	+110	270	3%
Industrial Uses	1,503	+650	2,153	25%
Public/Community Uses	236	*	236*	3%
Road and Utility ROW	255	*	255*	3%
<b>Total</b>	<b>8,576</b>		<b>8,576</b>	<b>100.00%</b>

\* Changes in public/community uses are assumed to be proportional to changes in intensive uses but are not estimated in amount or location.

Figure 59: Future Land Use Alternative 2



### ALTERNATIVE 3

Alternative 3 (Figure 61) illustrates a future land use pattern that expands industrial uses both east and west of the I-83 corridor, expands mixed-use and residential patterns along Canal Road and Susquehanna Trail, and employs a commercial use as a buffer between the borough and the industrial area.

- Alternative 3 represents approximately 2,930 additional acres of intensive land uses (Figure 60), of which about 120 acres are restricted by floodplain protections.
- Changes to the baseline land use pattern include:
  - Future Residential Uses along crossroads to Canal Road and north of the Zions View Road Industrial Park.
  - Future lands for Mixed Uses (Commercial and Residential) along

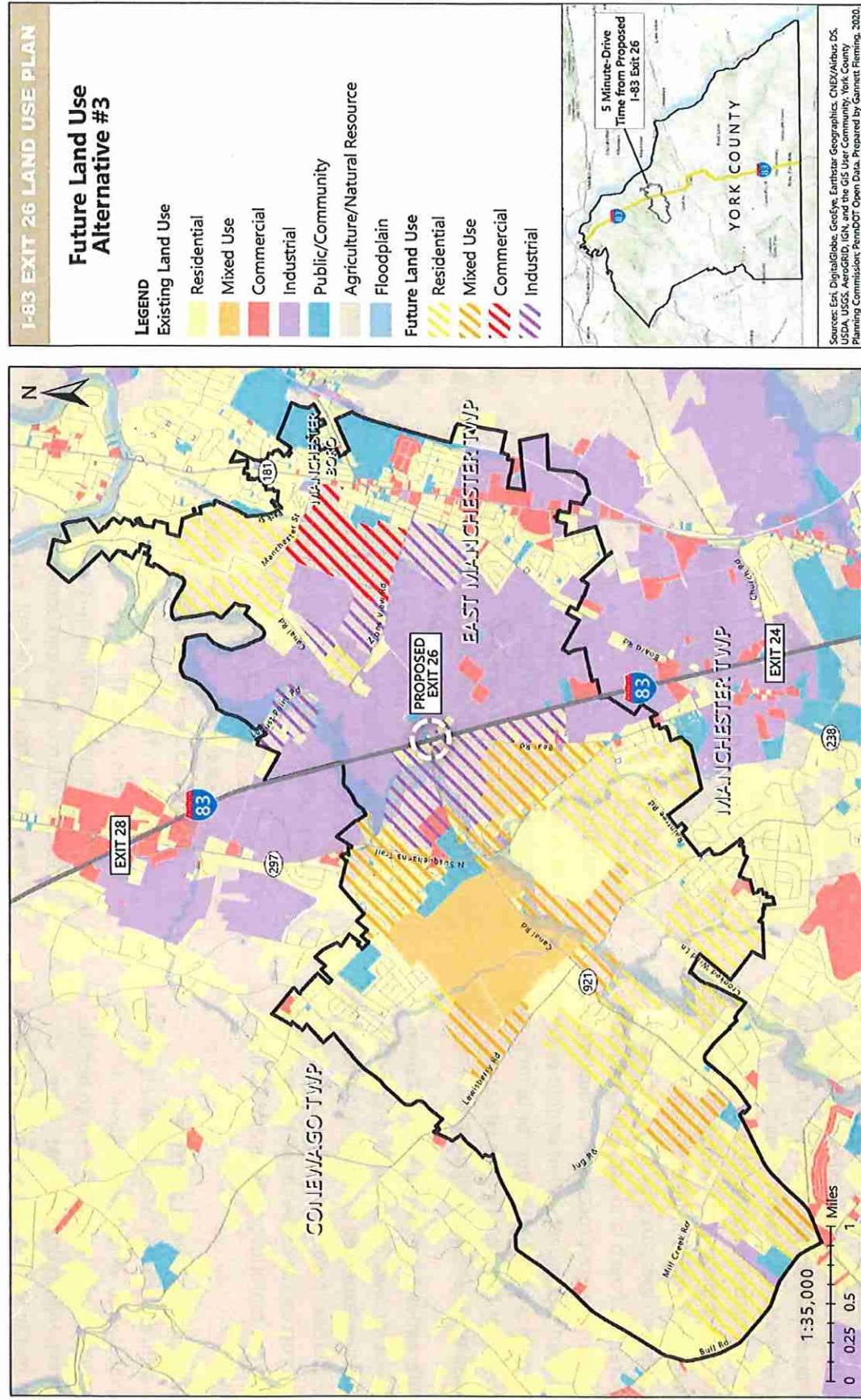
- Canal Road and Susquehanna Trail in the vicinity of activity and service hubs, namely Dottie's Family Market, Mill Creek Park, and Freedom Square.
- Future Commercial Uses between the Zions View Road Industrial Park and Manchester Borough.
- Future Industrial Uses limited to locations already zoned for industrial uses and west of the proposed interchange.

**Figure 60: Land Use Change, Alternative 3**

Land Use	Baseline	Change in Acres	Total Acres	Distribution
Agricultural and Natural Resource Uses	3,828	-2,930	898	10%
Residential Uses	2,150	+1,500	3,650	43%
Mixed Uses	444	+730	1,174	14%
Commercial Uses	160	+ 200	360	4%
Industrial Uses	1,503	+500	2,003	23%
Public/Community Uses	236	*	236*	3%
Road and Utility ROW	255	*	255*	3%
<b>Total</b>	<b>8,576</b>		<b>8,576</b>	<b>100.00%</b>

\* Changes in public/community uses are assumed to be proportional to changes in intensive uses but are not estimated in amount or location.

**Figure 61: Future Land Use Alternative 3**



## EVALUATION OF ALTERNATIVES

Evaluation criteria were selected from the priority topics noted from public, stakeholder, and municipal perspectives. These included demands for future land uses, potential positive impacts (benefits) from future development, and potential adverse impacts (costs). Priority land uses were residential, industrial, and open space and measured by the percentage increase of each land use, while benefits and costs were expressed as a qualitative estimate of impact, either benefit or cost. A composite impact rating for benefits and costs was assigned to each alternative. Results are shown in Figure 62.

Alternative 1 presented the most open space (or least intensive development) and was expected to result in few benefits and costs. It was discussed as a feasible alternative for a 10-year planning horizon but not realistic for a 30-year planning horizon.

Alternatives 2 and 3 presented significantly more intensive development, expected to yield desired jobs and services, thus resulting in a high benefit rating. High ratings for costs were primarily associated with large increases in residential development that would require additional school facilities and a

larger impact on the environment in terms of lost natural areas for wildlife, increased vehicle emissions, etc.

## SELECTION AND REFINEMENT OF PREFERRED FUTURE LAND USE PATTERN

Alternatives 2 and 3 were combined into a preferred future land use pattern, incorporating the following elements, from west to east:

- Retain agricultural and natural resource uses north of the airstrip between Bull Road and Mill Creek Road and north of Quickele Road between Mill Creek Road and Lewisberry Road in Conewago Township (from Alternative 2).

- Retain mixed use along Canal Road near Bull Road in Conewago Township (from Alternative 3).
- Add mixed use to the southwest corner of Canal Road at Lewisberry Road in Conewago Township (new).
- Reduce residential land uses north of Freedom Square along Lewisberry Road in Conewago Township (from Alternatives 2 and 3).

- Retain residential use for most existing residential areas between Copenhaffer Road and Susquehanna Trail, e.g., Hunter Creek subdivision. This would limit future commercial uses to the

parcels fronting these roads in Conewago Township (from Alternative 1).

- Retain residential uses for smaller and existing residential parcels along Locust Point Road in Conewago Township (new).
- Retain residential uses between the industrial parks in East Manchester Township and Manchester Borough (current zoning).

How the preferred future land use for 2050 was illustrated was also modified:

1. Existing public/community uses, which are typically permitted in most zoning districts, were replaced by an adjoining land use type.
2. Non-residential uses in Manchester Borough were merged into a mixed-use land use type.

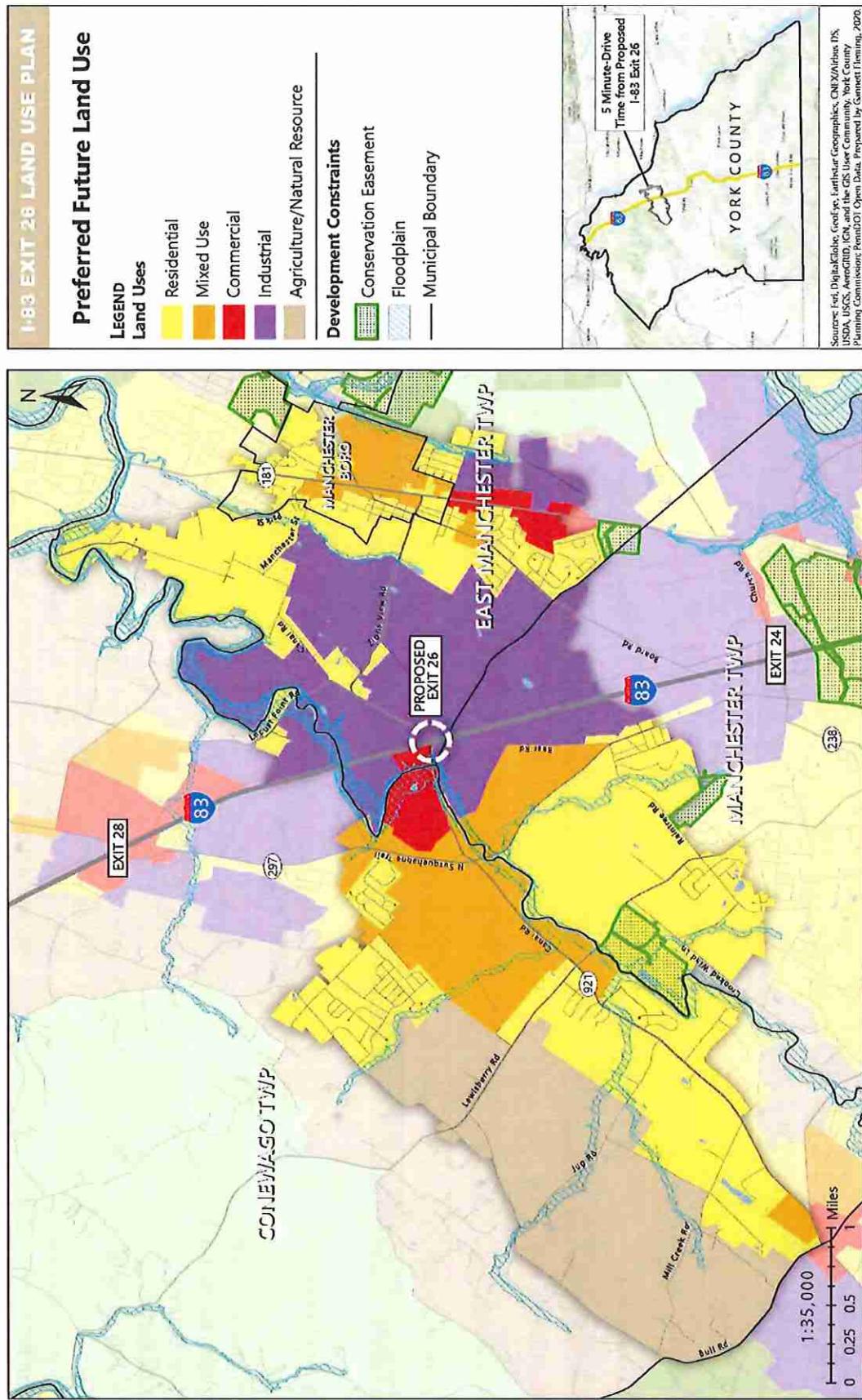
3. Isolated commercial uses were merged into adjoining land use types; these would typically be regulated as pre-existing uses, allowed to continue with limited potential to expand, if Exit 26 is approved and zoning is amended.

Figure 63 presents the Preferred Future Land Use pattern for the Exit 26 planning area. Quantities of future land use change area shown in Figure 64. Evaluation of the Preferred Future Land Use pattern per the criteria used to evaluate the alternatives is shown in Figure 65.

**Figure 62: Alternatives Evaluation Matrix**

Priority Topics	Public Stakeholder	Municipal	Future Land Use Alternative 1	Future Land Use Alternative 2	Future Land Use Alternative 3
<b>DEMANDS</b>					
Industry	X		14% increase in industrial	43% increase in industrial	33% increase in industrial
Housing	X		17% increase in residential use + mixed use	68% increase in residential use + mixed use	70% increase in residential use + mixed use
Open Space	X		Most open parcels retained	Some open parcels retained	Least open parcels retained
<b>BENEFITS</b>					
Better Road Network	X		Very few new connections	Few new connections	Some new connections
Local Jobs	X	X	14% increase in industrial + mixed use	43% increase in industrial + 68% commercial + mixed use	33% increase in industrial + 70% commercial + mixed use
Service Retail	X	X	Portion of 80 ac mixed use	Portion of 340 ac mixed use	Portion of 730 ac mixed use
<b>COSTS (Adverse Impacts)</b>					
School Taxes	X		17% increase in residential use (most in Conewago and NESD); minimal impact from mixed use	68% increase in residential use (3 townships, 2 school districts); minimal impact from mixed use	70% increase in residential use (Conewago and Manchester, 2 school districts), limited impact from mixed use
Environmental (light, noise, etc.)	X		Fewest new conflicts	Some new conflicts	Most new conflicts
Trip Delay / Congestion	X	X	Lowest trip increase	High trip increase	High trip increase
Roads of Local Concern		X	6 local roads of concern adjacent to Future Land Use areas	9 local roads of concern adjacent to Future Land Use areas	9 local roads of concern adjacent to Future Land Use areas
Municipal Fiscal Impact		X	Commercial/Industrial 1: Residential 1.5	Commercial/Industrial 1: Residential 1.6	Commercial/Industrial 1: Residential 1.4
<b>COMPOSITE IMPACT RATING</b>			Low Benefit, Low Cost	High Benefit, High Cost	High Benefit, Moderate Cost

Figure 63: Preferred Future Land Use



**Figure 64: Land Use Change, Preferred Land Use Pattern, 2050**

Preferred Land Use Pattern	Baseline	Change in acres, 2020-2050	Total Acres	Distribution
Agricultural and Natural Resource Uses, including preserved parcels	3,828	-3,086	1,670	19%
Residential Uses	2,150	1,225	3,231	38%
Mixed Uses	444	979	979	11%
Commercial Uses	160	44	204	2%
Industrial Uses	1,503	661	1,824	21%
Public/Community Uses	236	44*	280	3%
Road and Utility ROW/Waterways	255	133**	388	5%
<b>Total</b>	<b>8,576</b>	<b>-</b>	<b>8,576</b>	<b>100%</b>

\* A small increase in public/community uses is assumed for additional public/community facilities, e.g., one or more school facilities.

\*\*A larger increase is assumed for road and utility rights-of-way.

**Figure 65: Evaluation of the Preferred Future Land Use Alternative**

Priority Topics	Public Stakeholder	Municipal Stakeholder	Preferred Future Land Use
<b>DEMANDS</b>			
Industry	X		21% increase in industrial use
Housing	X		50% increase in residential use + mixed use
Open Space	X		Some open parcels retained
<b>BENEFITS</b>			
Better Road Network	X		Potential for several new road connections in the network
Local Jobs	X	X	21% increase in industrial + mixed use
Service Retail		X	Portion of 535 ac mixed use
<b>COSTS (Adverse Impacts)</b>			
School Taxes	X		50 % increase in residential use (SD); low impact from mixed use
Environmental (light, noise, etc.)	X		Few new conflicts from future industrial uses; some new conflicts from commercial uses and commercial portions of mixed use
Trip Delay / Congestion	X	X	Moderate to high trip increase, primarily from residential uses
Roads of Local Concern		X	9 roads of local concern adjacent to Future Land Use areas
Municipal Fiscal Impact		X	Commercial/Industrial 1: Residential 1.5
<b>COMPOSITE IMPACT RATING</b>			<b>High Benefit, Moderate Cost</b>

## Appendix D: Public Outreach and Stakeholder Involvement

### PUBLIC OUTREACH

The public involvement program was designed to inform the public about the land use planning effort and solicit public input on land use policy and associated public infrastructure and service needs.

#### Project Website

The York County Planning Commission established a website, [www.I83Exit26.com](http://I83Exit26.com), to provide information on the status of the I-83 Master Plan's implementation. The website featured information about the I-83 Exit 26 Land Use Plan as its initial content. Maps, meeting notices, recorded meetings, survey links, and outreach summary reports were posted. Future content is expected to address the approval, funding, and construction status of the interchange itself. See Figure 3 in Section 2.

an average of seven post per month during the development phase of the land use plan from September 2020 through March 2021. Posts generated numerous comments and shares from the public. See Figure 66.

#### Public Meetings and Surveys

Public outreach was conducted in three phases. Each phase included a virtual public meeting and a public survey. Public meetings were conducted virtually via Zoom due to public health restrictions on social gathering during the COVID-19

pandemic. Each meeting devoted time to questions from participants. Public meetings were recorded and made available on [www.I83Exit26.com](http://www.I83Exit26.com). Public surveys were administered via MetroQuest. A two-page report was prepared for each outreach phase and posted to the website, [www.I83Exit26.com](http://www.I83Exit26.com).

#### Outreach 1

The first public meeting was held on September 23, 2020, and introduced the need to identify a land use pattern to be

**Figure 66: Facebook Activity for the Land Use Plan**

	Posts	Comments	Shares
September	2020	7	31
October	2020	9	6
November	2020	7	10
Development	2020	7	1
January	2021	9	25
February	2021	5	30
March	2021	5	0
Drafting	April—June 2021	0	0
Review and Adoption	July-August 2021	1	0
	September-December	TBD	
	50	103	278

### Social Media

The York County Planning Commission also promoted the planning effort on its Facebook page. Content was prepared by the planning team to inform the Facebook audience of upcoming public meetings and surveys and website updates. YCPG made

served by the proposed Exit 26 in light of the proposed interchanges and development pressures on the planning area. The planning team overviewed existing land use and related conditions and introduced Survey 1, which asked respondents for their perspectives on the need for future developed land uses and open spaces.

The Outreach 1 summary report is located at the end of this appendix.

#### **Outreach 2**

The second public meeting was held on November 18, 2020, and presented summary stakeholder perspectives on major land use markets—agriculture, residential, commercial, and industrial—and three future land use alternatives. The planning team also introduced Survey 2, which asked responses to rate listed benefits and adverse impacts of growth in the planning area and to rate each of the three alternatives.

The Outreach 2 summary report is located at the end of this appendix.

#### **Outreach 3**

The third public meeting was held on January 27, 2021, and presented the Preferred Future Land Use Pattern (map), which was a hybrid of the three

**Figure 67: Public Outreach Participation**

	Meeting Attendees	Survey Respondents
Outreach 1	66	253
Outreach 2	27 (needs verified)	155
Outreach 3	63	76
Total	156	484

Key themes identified through the public meetings and surveys included the following:

- Farms and natural areas, both public and private, should occupy a portion of the planning area in the future.
- An improved and more connected road network, particularly along the Canal Road corridor, would be needed to support the Preferred Future Land Use Pattern. Road design, condition, and safety are of greatest concern.
- The land use pattern should balance job opportunities with green space.
- More commercial and public services are desired in the planning area.
- Lower-density/intensity development is preferred in suburban and rural patterns.
- Additional residential development would result in increased school taxes and adverse impacts on the environment.

#### **Public Outreach Results**

Survey participants were primarily residents and workers and students of the planning area.

Survey 3 received the highest response from planning-area residents (92 percent of respondents) and a similar response from the planning area's workforce and student population (72 percent of respondents).

## STAKEHOLDER INVOLVEMENT

Stakeholders representing planning-area farmland and business property owners, school districts, residential and industrial real estate and development organizations, and county planning were interviewed for their perspective on current and future land use conditions in the planning area. Stakeholders were asked:

- How would a future Exit 26 interchange impact land use in the planning area? What land uses would be attracted to the area?
- How would a future Exit 26 interchange impact transportation infrastructure? What improvement projects would be needed?
- What kinds of utility issues exist (water/sewer/electricity/natural gas/communications)?
- What other local needs—such as commercial retail and services, public safety facilities, bus service, and bicycle and pedestrian facilities—should be addressed or coordinated through future development?
- Are there underutilized properties that should be considered for alternative uses and redevelopment?
- Are there additional studies, reports, or data the planning team should review?

## Stakeholder Involvement Results

Key themes identified by stakeholders included the following:

- The opportune time for preservation of traditional agriculture to be effective in this planning area has passed. However, farm-based businesses are replacing some farms and expanding their operations. These businesses may help to protect large tracts from development in the near term.
- More jobs and places to work are needed to provide employment opportunities for the next generation to live in the planning area.
- Industrial demand is strong, supported by York County's quality labor force and location in the Mid-Atlantic region.
- Demand for distribution centers is influenced e-commerce, which was accelerated by the COVID-19 pandemic.
- Truck parking is needed for drivers arriving early to their destinations and for federally-required rest breaks.
- There is excess commercial-retail space in York County, which is concentrated along Routes 30 and 462 south of the planning area. Additional retail space in the planning area would be convenient.
- Demand for housing (residential uses) in York County exceeds current supply.

## MUNICIPAL INVOLVEMENT

- Additional residential uses in the planning area will require school districts to re-distribute students among existing facilities and may require construction of new facilities, resulting in higher school taxes.
- Future development of any type in the planning area will increase traffic on the road network and congestion at intersections.

## MUNICIPAL INVOLVEMENT

In addition to their participation in Steering Committee meetings, Committee representatives from Conewago, East Manchester, and Manchester townships and Manchester Borough were interviewed as a municipal focus group at the beginning of the planning effort and upon review of the Preferred Land Use Pattern. Municipal representatives were challenged to consider the land use needs of the planning area over a 30-year planning horizon, since community conditions are dynamic.

### Municipal Participation Results

- Municipal officials and staff are generally comfortable with current municipal zoning—uses, amounts, and locations, particularly at the edges of the planning area. Modification to accommodate some commercial retail in the planning area is acceptable to desirable.
- More development of any type will increase traffic volumes and congestion. Depending on the actual use, industrial development may generate a significant amount or a nominal amount of truck traffic. Residential development will generate both daily household trips and e-commerce deliveries. Any traffic increase use of local roads and may worsen already poor conditions.

- Increased residential land use will have the most significant impact on municipal service demands such as police, fire protection, and EMS; trash and recycling; recreation; and code enforcement.

**Figure 68: Local Participation Priorities**

Priority Topics	Public	Stakeholder	Municipal
DEMANDS (Needs)			
Industry		X	
Housing	X		
Open Space	X		
BENEFITS			
Better Road Network	X		
Local Jobs	X	X	
Service Retail		X	X
COSTS (Adverse impacts)			
School Taxes	X		
Environmental (light, noise, etc.)	X		
Trip Delay / Congestion		X	
Local Roads	X		
Municipal Fiscal Impact			

### LOCAL PRIORITIES

Public, stakeholder, and municipal involvement yielded priorities from each group for needs, benefits, and adverse impacts associated with future land use and development. See Figure 68. These priorities were used as the framework for the land use alternatives evaluation, presented in Appendix C.