

# Carroll Township & Dillsburg Borough

Multi-Municipal Comprehensive Plan Update

## CARROLL TOWNSHIP BOARD OF SUPERVISORS MEETING #1 MAY 13, 2024

### Board of Supervisors

- Brent A. Sailhamer, Chairman
- Tim D. Kelly, Vice-Chairman
- Dave Bush
- Libby Loudenslager
- Kelly S. Wall

# Meeting Agenda

- Introduction
- Project Team and Experience
- Introduction to the Comprehensive Plan
- Building on Existing Plans
- Project Schedule and Scope
- Public Opinion Survey – Results to Date
- Planning Approach
- Demographics
- Zoning Map and Current Developments
- 2005 Comprehensive Plan Vision, Goals and Objectives
- Questions for Consideration
- Discussion and Next Steps



# Introduction

## Steering Committee

- Phillip Brath, Carroll Township Engineer
- Laura Klinefelter, Dillsburg Borough Manager
- Libby Loudenslager, Carroll Township Supervisor
- Chad Reed, Carroll Township Planning Commission Chair
- Brent Sailhamer, Carroll Township Board of Supervisors Chair
- Frank Setlak, Carroll Township Zoning Hearing Board Secretary
- Brandon Slatt, Carroll Township Manager



# Introduction

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## Professional Team

- Peter Simone, RLA, FASLA, Principal
- Pankaj Jobanputra, AICP, Project Manager
- Tim Adams, Planner
- Robert Nuss, KCI, PE, PTOE – Quality Control Manager
- Chad Martin, KCI, PE, PTOE
- Ian Preston, KCI, PE

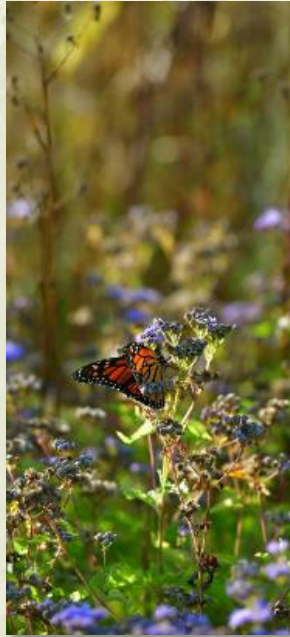


# Simone Collins Philosophy

Simone Collins Landscape Architecture is a planning and design firm committed to creating an ecologically enduring society.



**Conduct**  
careful research.



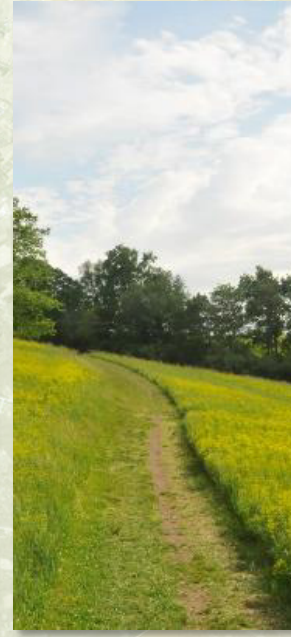
**Respect**  
ecological  
context and  
limits of each  
site.



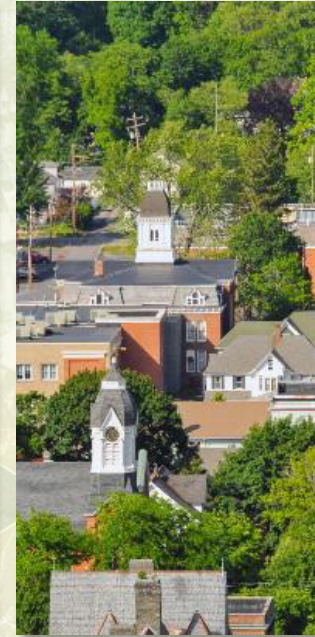
**Build**  
on sustainable  
practices of the  
past.



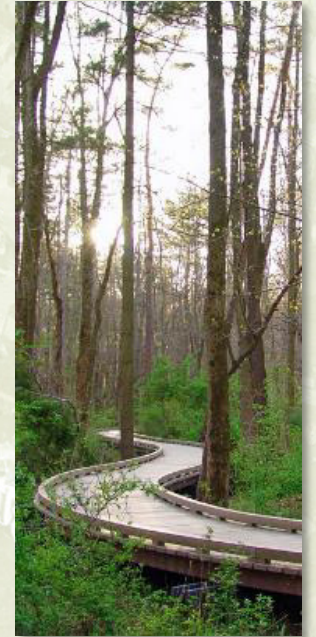
**Employ**  
new methods  
prudently.



**Conserve**  
materials and  
energy.



**Support**  
local economies.



**Design**  
biologically &  
culturally diverse  
communities.

# Components of a Comprehensive Plan

- **Planning Context**
  - Goals and Objectives
  - Demographics
  - Existing Conditions & Analysis
  - Compatibility with Surrounding Municipal Plans
- **Implementation Strategy**
  - Implementation Priorities
  - Action Strategy (short / long term)
  - Potential Funding Sources
- **Recommendations**
  - Future Land Use
  - Housing Plan
  - Transportation Plan
  - Community Facilities Plan
  - Open Space & Recreation Plan
  - Protection of Natural and Historic Resources
  - Energy and Resource Conservation Plan



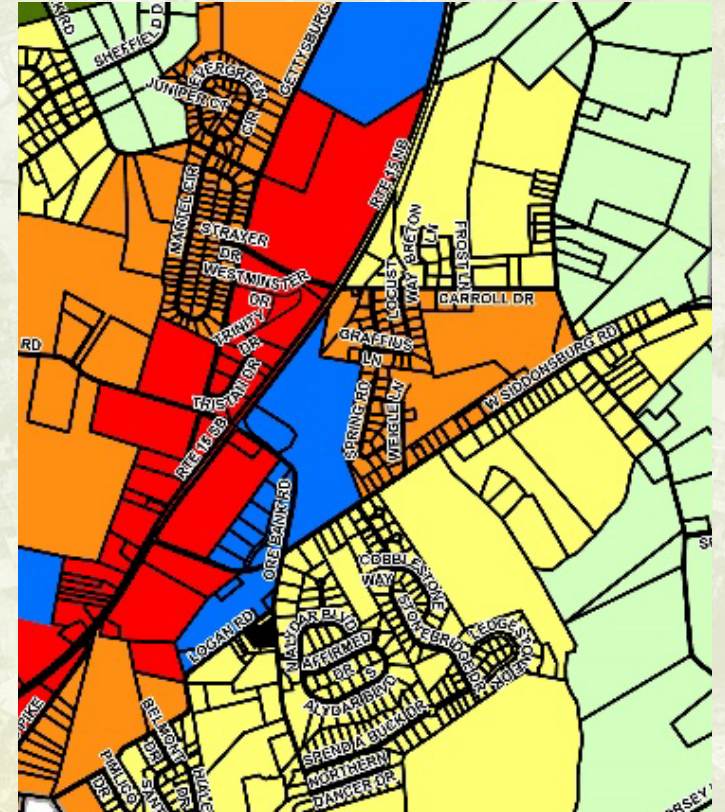
# Why Prepare a Comprehensive Plan?

- It's a guide that presents the long-term vision for a community
- Legal/planning basis for changes to Zoning
- Provides a template for future growth and development
- Allows a community to be proactive, rather than reactive, to internal changes
- Identifies elements that can shape a community and how these influences can be balanced
- Identifies opportunities for local, regional and statewide partnerships and funding
- Unifies the ideas and commitments of residents, businesses and elected officials as a guide for decision-making
- PA Municipalities Planning Code (MPC) states comprehensive plans shall be reviewed at least every 10 years



# What is Zoning?

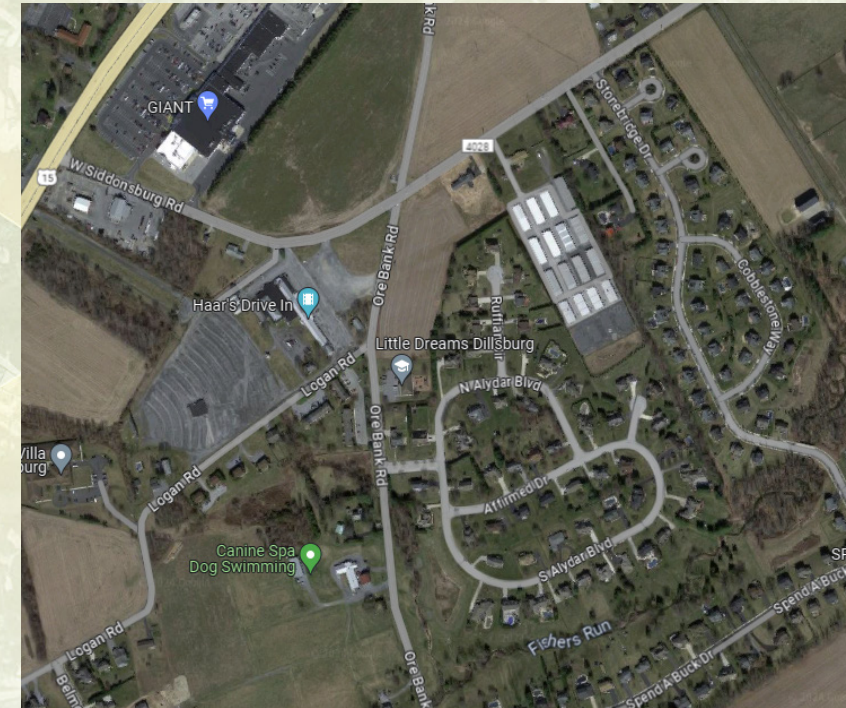
- Zoning Ordinance
  - Uses of land
  - Each municipality **MUST** provide for all uses
  - Size, height & bulk of structures
  - Intensity of uses
  - Protection of natural resources
  - Provide for: Flexibility, Economy and Ingenuity
  - Changes to Zoning via:
    - Text amendments
    - New ordinances
    - Special exceptions or variances (Zoning Hearing Board)
- Conditional uses must meet certain conditions (Board of Supervisors/Borough Council)





# What is SALDO?

- Subdivision and Land Development Ordinance (SALDO)
  - Subdivision – Dividing or redividing parcels
  - Land Development – Improvement of lots, with 2 or more buildings or a single nonresidential building, and the division of land for streets, common areas, etc. / Subdivision of land
  - Procedures for development process
    - How to submit land development plans
    - Timing of review, approval or denial
    - Provisions for changes (waivers)
  - Design Standards
    - Width of roads / Landscaping / What must have lighting
    - Architectural design standards (conditional use)



# What is an Official Map?

- As permitted by the PA Municipal Planning Code, the Official Map is a combined map and ordinance designed to implement the goals and community vision set forth in the Comprehensive Plan.
- The Official Map shows the locations of planned future public lands and facilities such as **transportation, recreational parks and trails, and open space.**
- The Official Map expresses a municipality's interest in acquiring these lands for public purposes at some future time.

— PENNSYLVANIA. BUILT TO ADVANCE. —

## Pennsylvania Municipalities Planning Code

Act of 1968, P.L.805, No.247 as reenacted and amended



PA pennsylvania  
GOVERNOR'S CENTER FOR  
LOCAL GOVERNMENT SERVICES

# Official Map - Benefits

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- Helps to focus limited financial resources on projects that meet and advance community goals.
- Helps to make improvements such as the street network improvements, intersection improvements, protecting natural areas, providing more green space, recreation facilities, trails, and sidewalks.
- Saves time and money by informing property owners and developers of municipal goals and intentions in advance of land development plans.
- Effective negotiation tool for municipalities, helping to ensure development is compatible with and supportive of public goals.
- Gives municipalities advantage in securing grants.

# Official Map – Carroll Township



SCALE IN FEET: 1" = 150'

Adopted this day \_\_\_\_\_ of \_\_\_\_\_ 2009

BY RESOLUTION OF THE BOARD OF SUPERVISORS

Chairman \_\_\_\_\_

Member \_\_\_\_\_

Member \_\_\_\_\_

Member \_\_\_\_\_

Member \_\_\_\_\_

Township Boundary

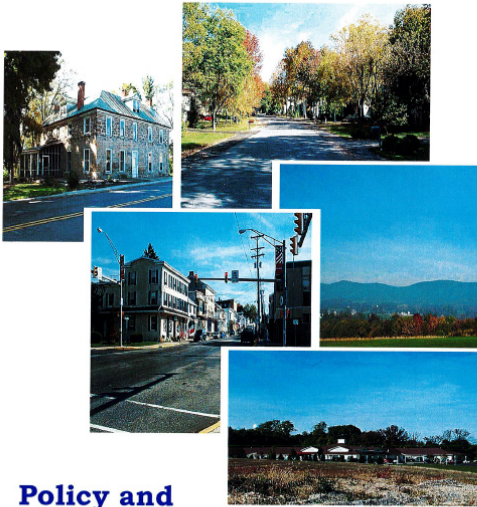


## Official Map of Carroll Township for Golf Course Road Extended 'EXHIBIT B'



# Building on Existing Plans

## The Northern York County Region Comprehensive Plan



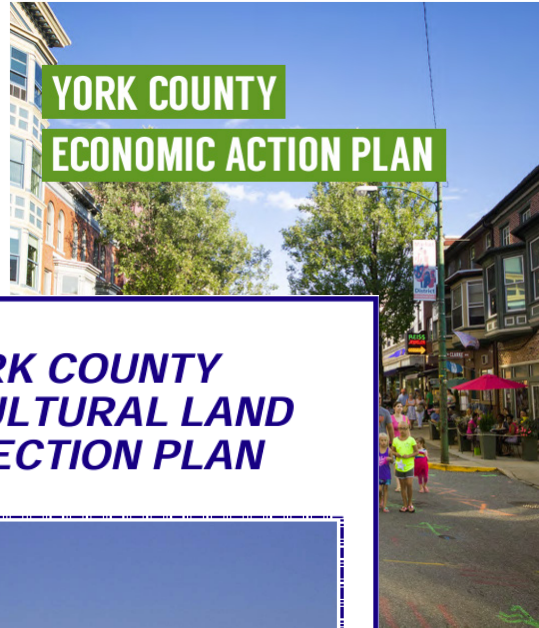
### Policy and Action Plan

January 2005

## YORK COUNTY AGRICULTURAL LAND PROTECTION PLAN



## YORK COUNTY ECONOMIC ACTION PLAN



prehensive Plan

### YORK COUNTY ECONOMIC ACTION PLAN

## York County Growth Management Plan

Envision 2040

A Component of the York County Comprehensive Plan



## GOYORK 2045 THE 2021 - 2045 METROPOLITAN TRANSPORTATION PLAN FOR YORK COUNTY

York County Planning Commission  
28 E. Market Street, York, PA 17401  
www.ycpc.org

Adopted:  
June 24, 2021 by the York Area Metropolitan Planning Organization Coordinating Committee

## YORK COUNTY OPEN SPACE & GREENWAYS



## YORK COUNTY HOUSING & COMMUNITY DEVELOPMENT PLAN

York County Planning Commission  
28 E. Market Street, York, PA 17401  
www.ycpc.org

February 24, 2010  
Amended - December 16, 2020

# Project Schedule



	Meeting Title	Meeting Date	Meeting Time
<b>2024</b>	Steering Committee Meeting #1	Tuesday, March 26	7PM-9PM
	Public Meeting #1 - Open House (2 Sessions)	Thursday, April 4	4PM-6PM, 7PM-9PM
	Carroll Board of Supervisors Meeting #1 - Plans, Goals and Issues	Monday, May 13	6:30PM-8:30PM
	Dillsburg Borough Council Meeting #1 - Plans, Goals and Issues	Tuesday, June 11	6:00PM-8:00PM
	Steering Committee Meeting #2	Tuesday, June 25	7PM-9PM
	Steering Committee Meeting #3	Wednesday, October 2	7PM-9PM
	Public Meeting #2 - Draft Plan	Thursday, December 5	7PM-9PM
<b>2025</b>	Steering Committee Meeting #4	Thursday, January 30	7PM-9PM
	Public Meeting #3 - Final Plan	Thursday, February 13	7PM-9PM
	Carroll Board of Supervisors Meeting #2 - Public Hearing (can also be Adoption)	Monday, March 10	6:30PM-8:30PM
	Dillsburg Borough Council Meeting #2 - Public Hearing (can also be Adoption)	Tuesday, March 11	6:00PM-8:00PM
	Township and Borough Staff Meetings	As needed	
	Key Person Interviews (6)	TBD	TBD
	Meeting with York County Planning Commission	During Draft Plan Review	
	Web Based Survey - write and administer	April 2024-November 2024	Online

# Project Scope

- **Data Collection and Review**
  - Review existing plans and ordinances
  - Site reconnaissance
- **Trends Analysis**
  - Evaluation of socio-economic factors, demographics and growth trends
  - Analysis of housing (profile of existing housing stock, needs and anticipated market demand by type i.e. single-family, multi-family, age-restricted)
  - Land use trends, areas available for development and desired for preservation
- **Reports, Writing, Data Assembly, Mapping, Graphics**
  - Narrative for Comprehensive Plan
  - Presentations for meetings
  - Mapping and graphics
  - Executive summary
  - Draft Plan and 2-month review period
  - Final Plan



# Public Participation

- Four (4) Steering Committee Meetings
- Three (3) Public Meetings
- Two (2) Carroll Township Board of Supervisors Meetings
- Two (2) Dillsburg Borough Council Meetings
- Township and Borough Staff Meetings (as needed)
- Six (6) Key Person Interviews
- York County Planning Commission Meeting
- Web-based Public Opinion Survey





# Public Opinion Survey

- The public opinion survey is a tool to take the pulse of the community. It is not a vote.
- Please take the survey and share the information with your family and friends. Remember, this is your plan for your community!



<https://qrco.de/CarrollDillsburgPlan>

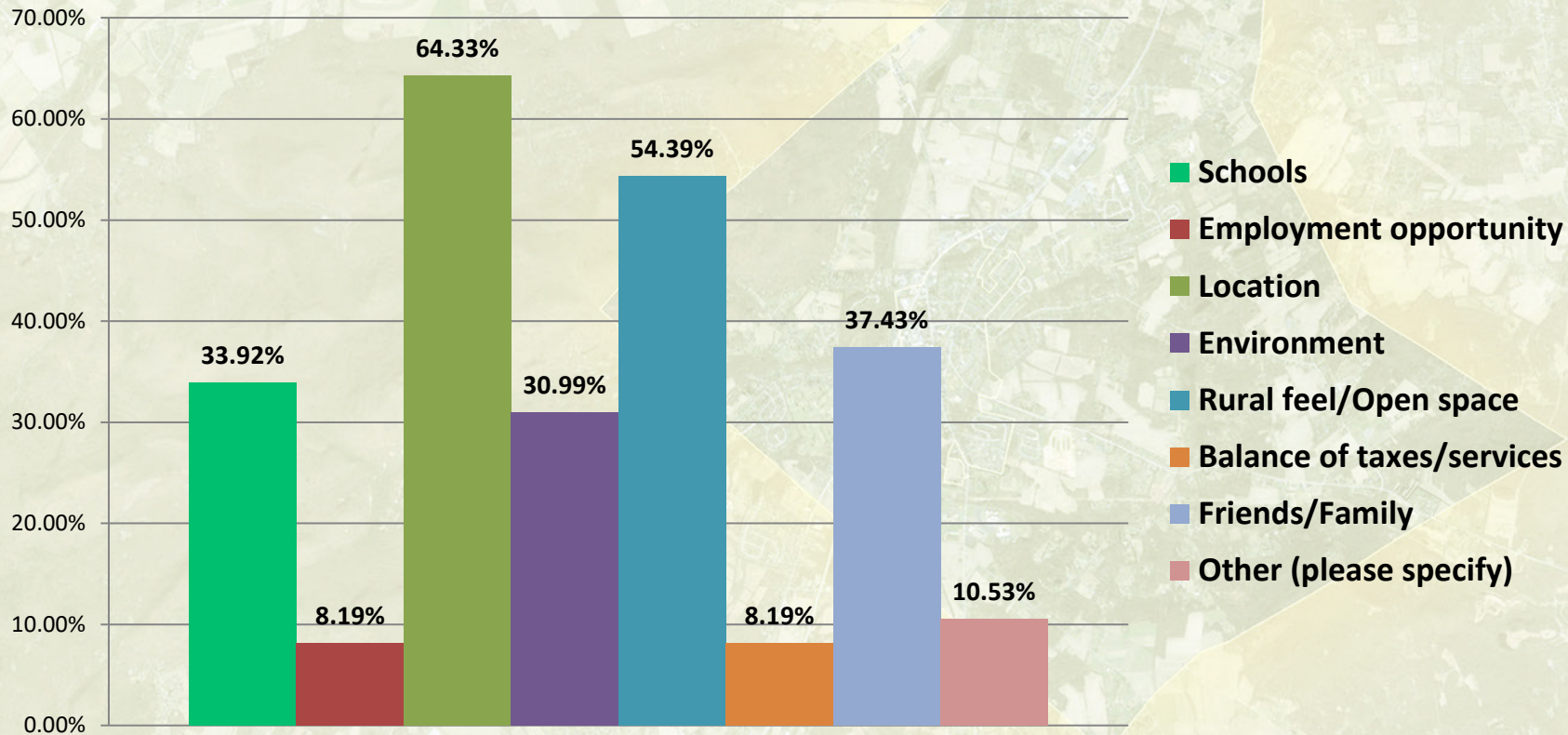
# Public Opinion Survey

- **213** responses to date
  - 174 from Carroll Township and Dillsburg Borough
  - Other locations
    - 13 – Franklin Township
    - 7 – Monaghan Township
    - 4 – Warrington Township
    - 3 – Monroe Township; Upper Allen Township
    - 1 – Washington Twp; Newberry Twp; Lower Allen Twp; Latimore Twp; Mechanicsburg; York Springs; Franklinton; Shiremanstown; Unknown
- **44%** of respondents are between the ages of 25-44; **41%** are between 45-64
- **34%** live in 4-person households; **25%** live in 2-person households
- **33%** have lived in Carrol/Dillsburg for at least 21 years; **26%** for 11-20 years
- **4%** own rental or commercial real estate in Carroll/Dillsburg; **7%** own a business (**57%** have owned it for 1-4 years)



# Public Opinion Survey

If you are a resident of Carroll Township or Dillsburg Borough, which of these influenced your decision to move here? (Please check all that apply.)

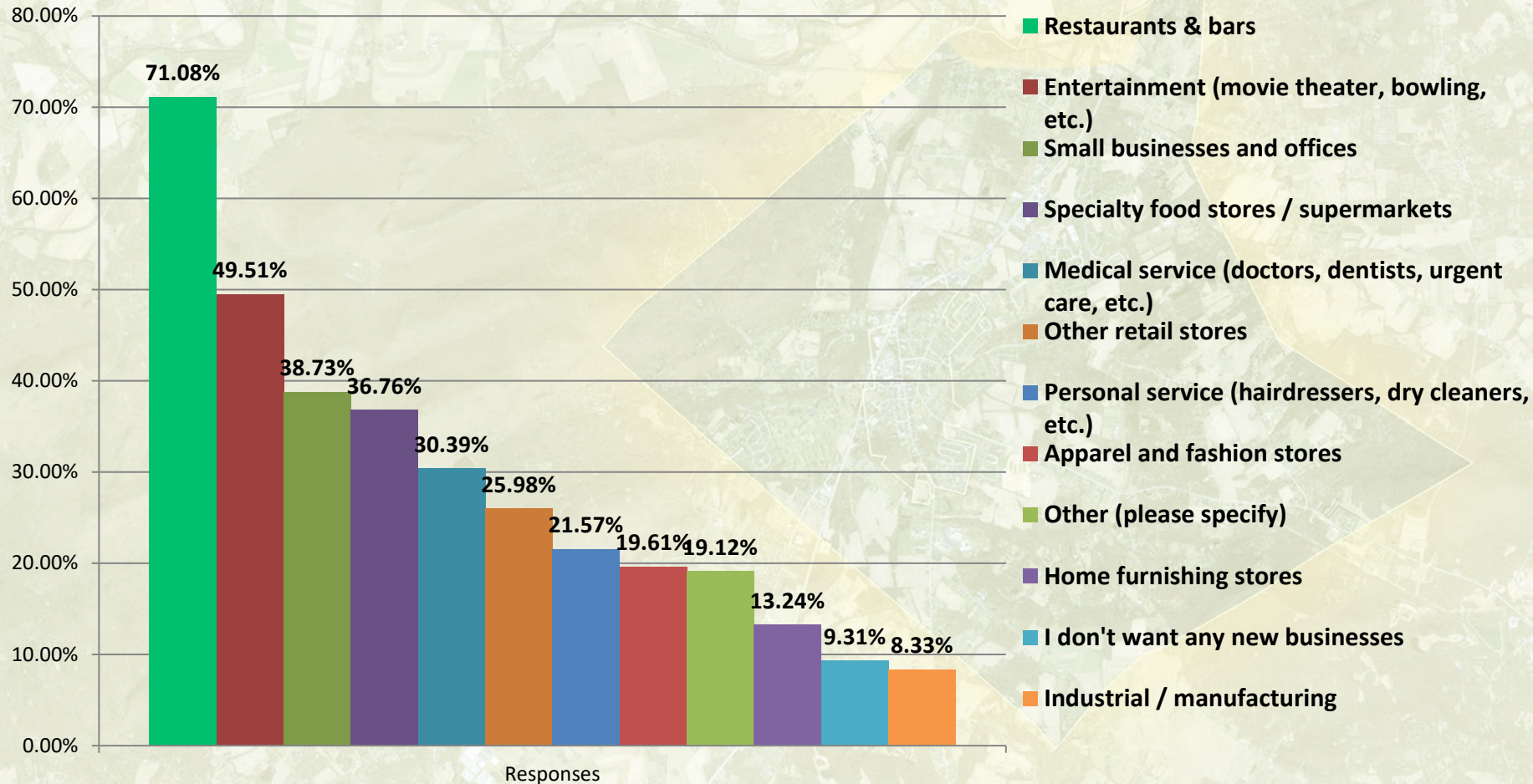


***“Other” includes:***

- *Affordability*
- *Hometown*
- *Natural features*
- *Sense of community*

# Public Opinion Survey

What types of new businesses should Carroll Township and Dillsburg Borough seek to attract? (please check all that apply)

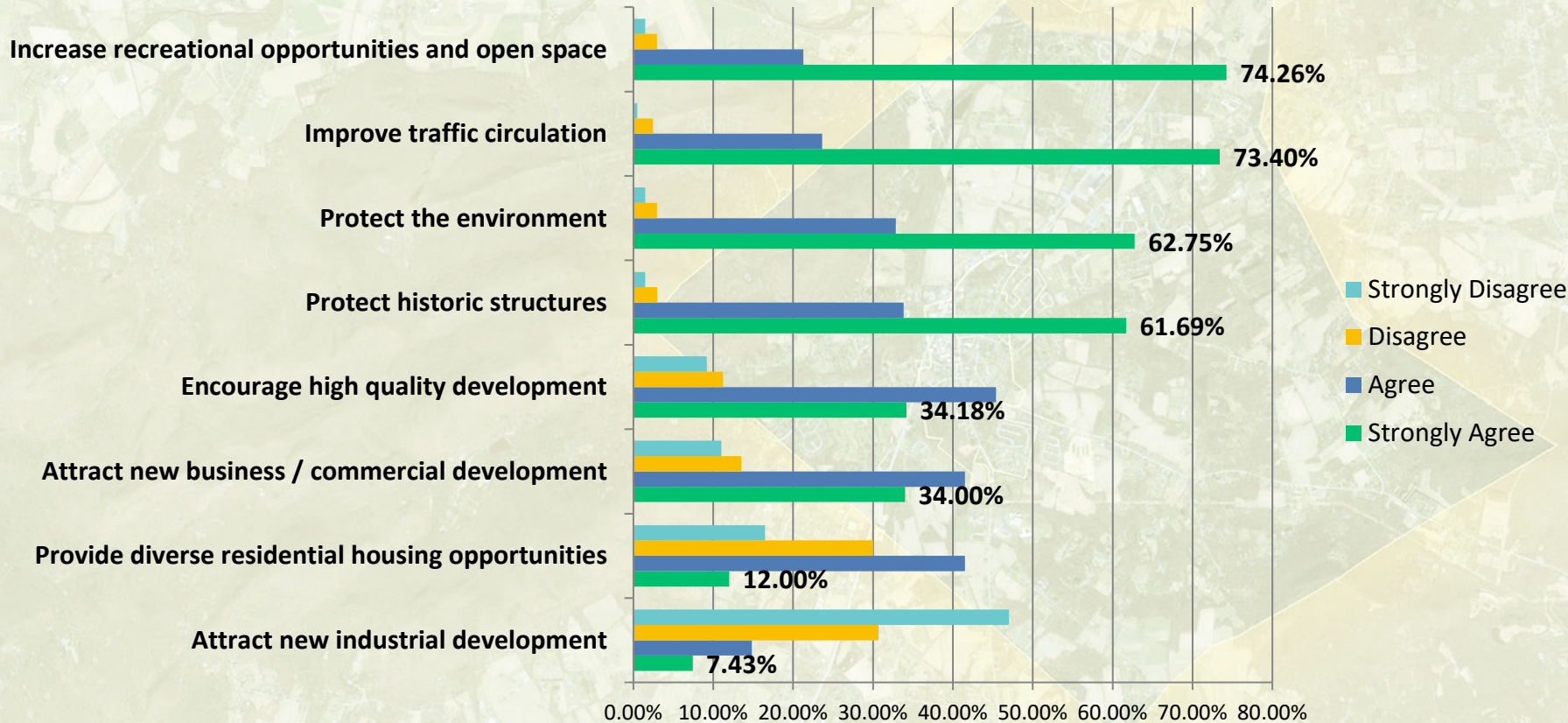


## ***“Other” includes:***

- *YMCA (15+ responses)*
- *Hotel*
- *Brewery*
- *Pet store*
- *Home improvement*
- *Small businesses*

# Public Opinion Survey

Over the next 10 years, Carroll Township and Dillsburg Borough should try to:



Sorted by “Strongly Agree”

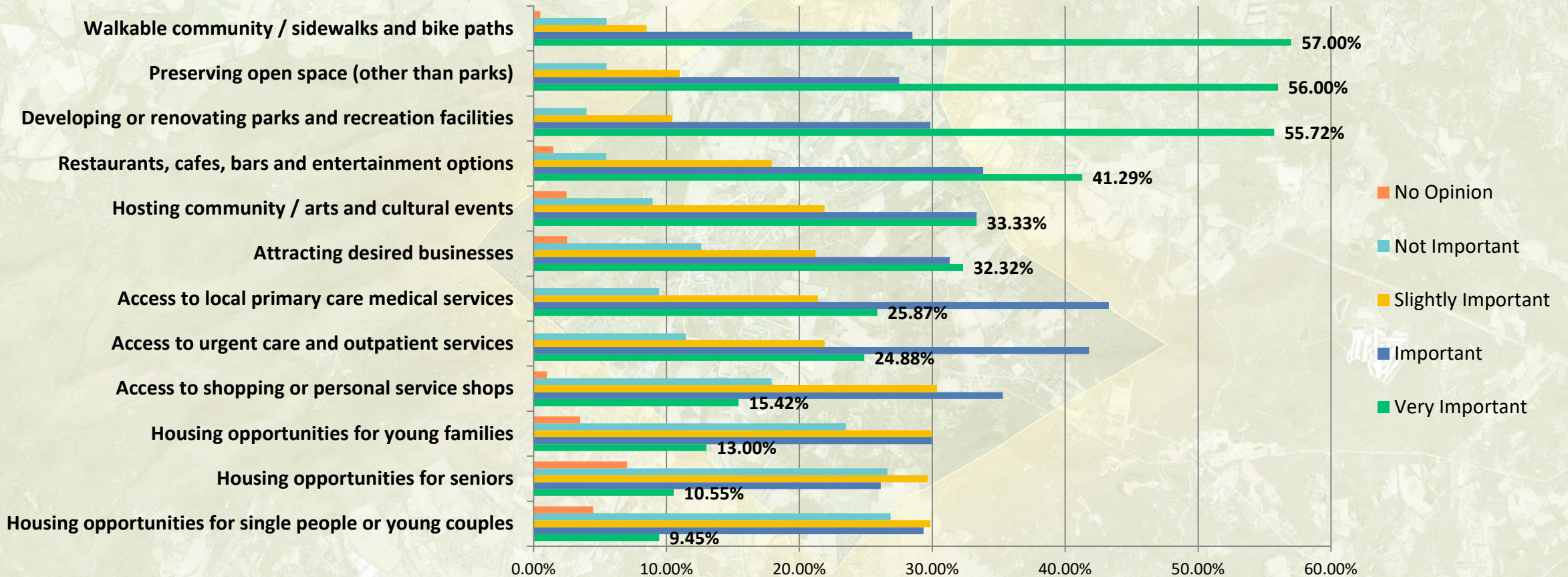
## Comments:

- *More bike and pedestrian connections*
- *Human-scale development*
- *Pursue Safe Streets for All grant*
- *55+ communities and smaller homes*
- *Improve intersections*
- *Discourage development*
- *Protect natural resources / farmland*

# Public Opinion Survey

*Sorted by "Very Important"*

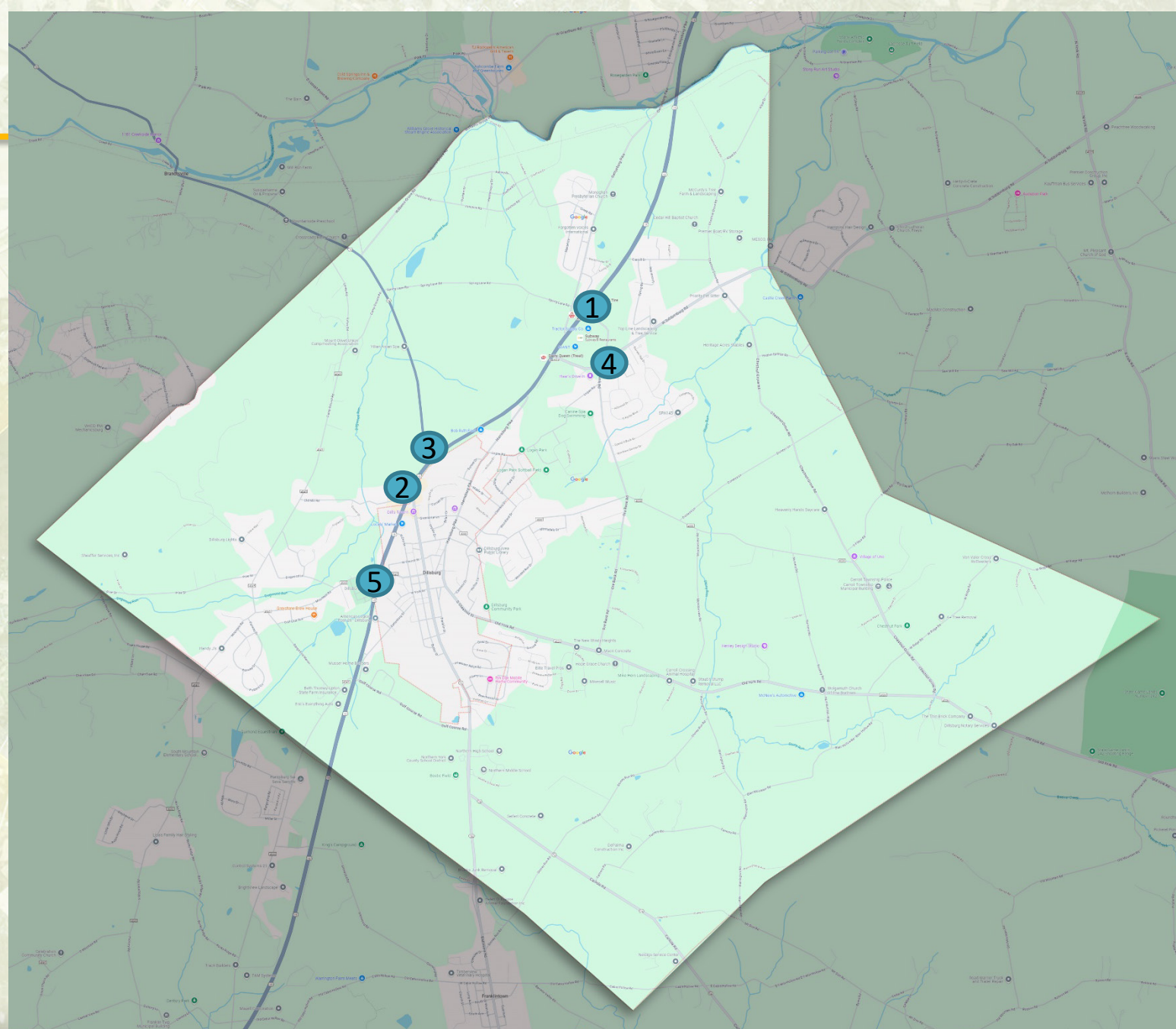
Thinking about quality of life and amenities in Carroll Township and Dillsburg Borough, how important to you is each of the following issues?



# Public Opinion Survey

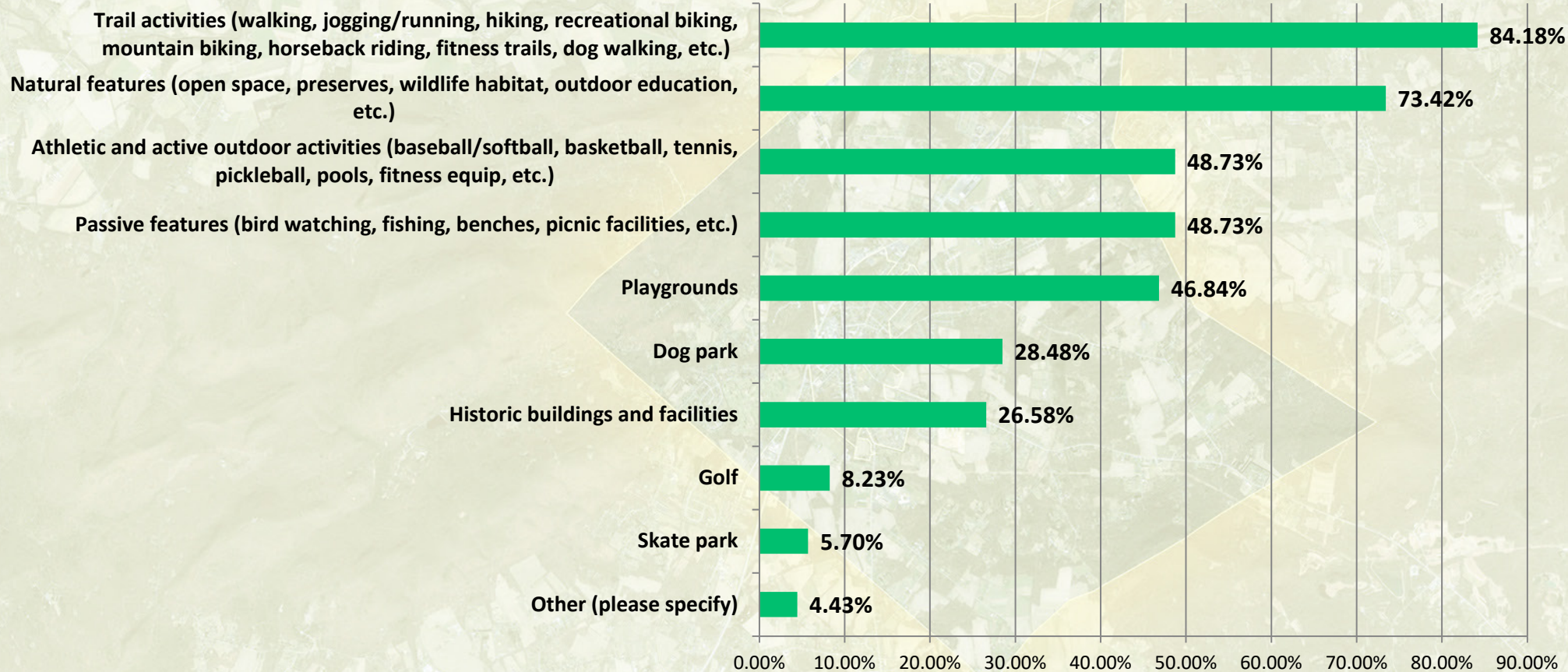
## Top 5 Most Congested or Problematic Intersections

1. **Route 15 and Spring Lane Rd. / Ore Bank Rd.**
2. **Route 15 and N. Baltimore St. / Old Mill Rd.**
3. **Route 15 and York Rd. (Route 74)**
4. **Siddonsburg Rd. and Ore Bank Rd.**
5. **Route 15 and Mountain Rd. / E. Harrisburg St.**



# Public Opinion Survey

What are your favorite types of park features? (Please check all that apply)

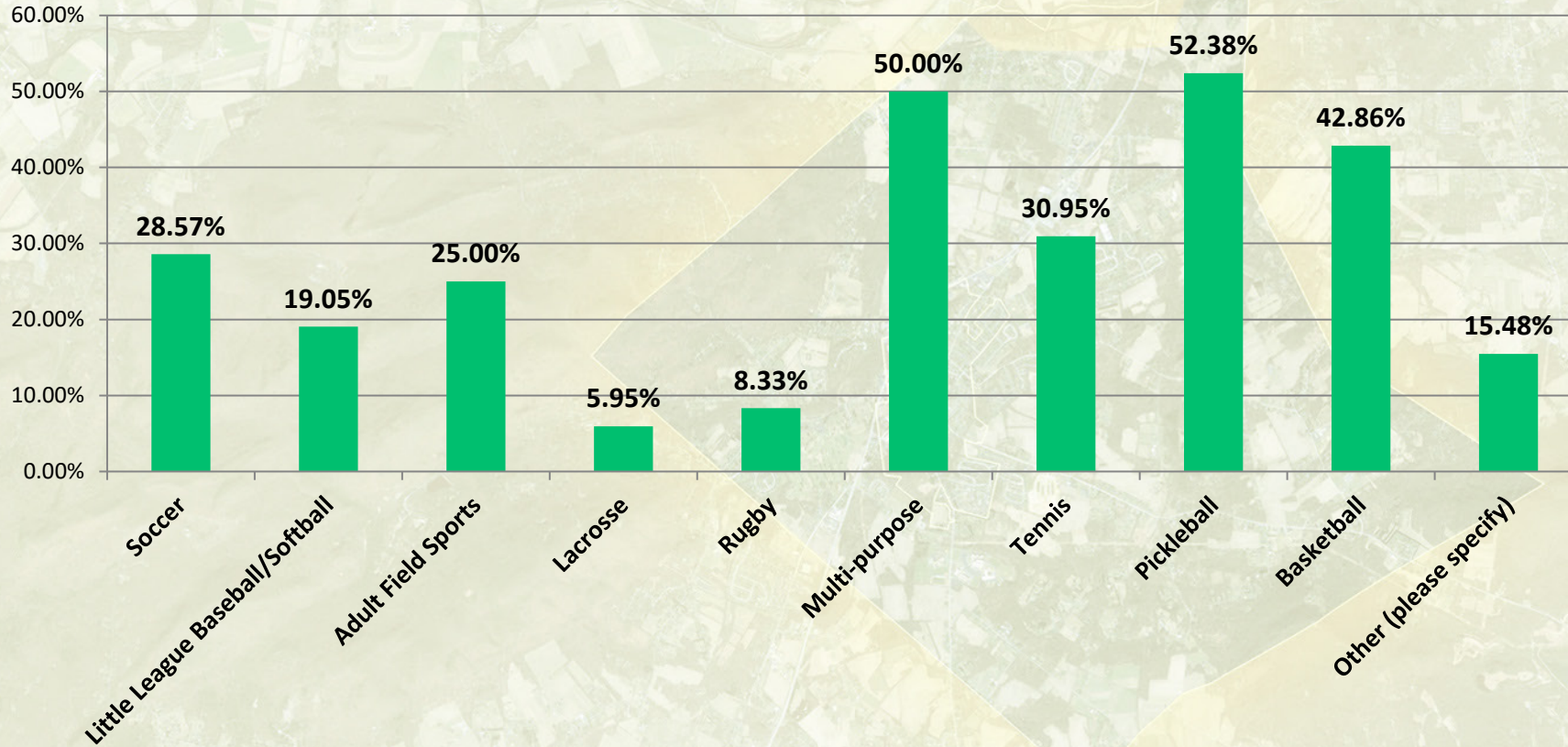


- “Other” includes:*
- Woodlands
  - Swimming pool
  - Restrooms
  - Nature trail



# Public Opinion Survey

Which sports do you feel are in need of fields or courts? (Please check all that apply)



**45% of respondents feel Carroll / Dillsburg needs more sports fields or courts**

**“Other” includes:**

- Swimming pool
- Football
- Indoor recreation
- YMCA
- Fishing, hunting, farming
- Volleyball

# Planning Approach

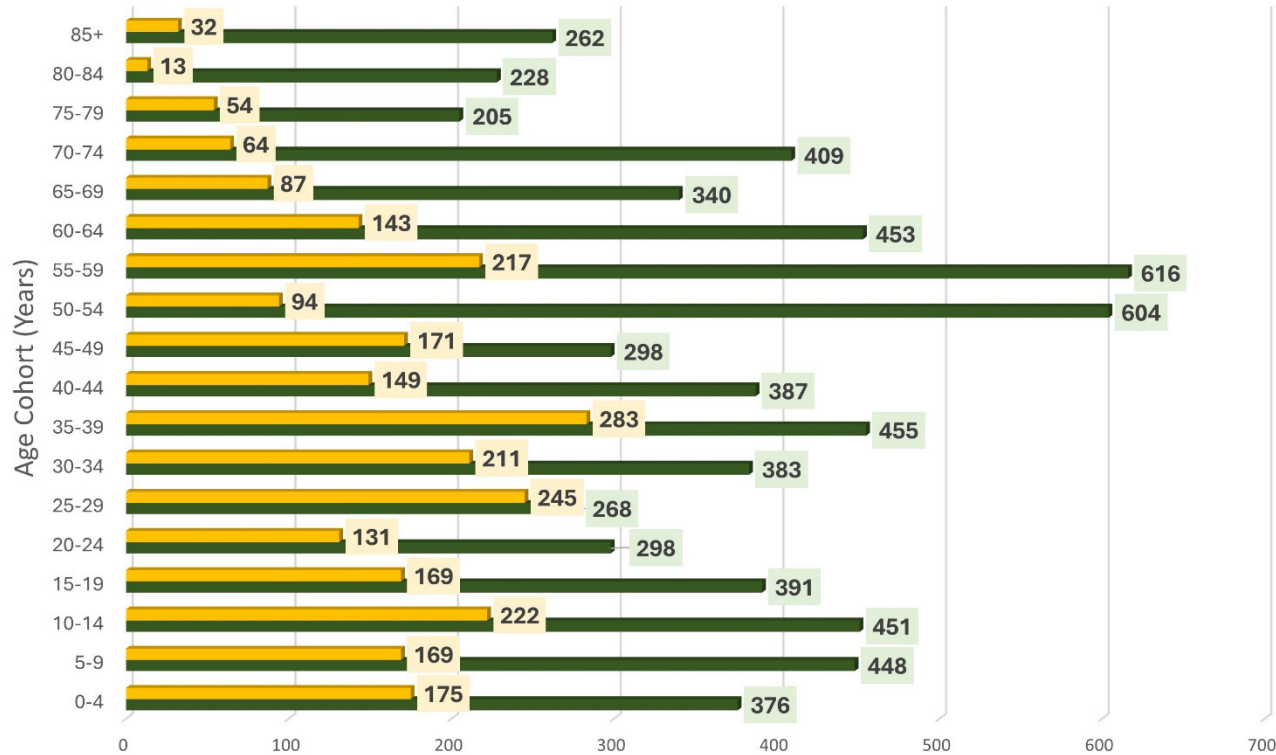
## Anticipate for Ongoing Changes

- Retail trends
- Warehousing / Distribution trends
- Increasing work from home patterns
- Peak hour traffic pattern changes
- Aging in place accommodations
- Planning for changing demographics
- Climate / flooding effects
- Modifications to zoning ordinance related to updated uses, size requirements, pervious/impervious coverage and parking standards



# Demographics

Population by Age, 2022



	0-4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74	75-79	80-84	85+
■ Dillsburg	175	169	222	169	131	245	211	283	149	171	94	217	143	87	64	54	13	32
■ Carroll	376	448	451	391	298	268	383	455	387	298	604	616	453	340	409	205	228	262

Population

*The largest age group in Carroll Township is people between 50-59 years of age.*

*The largest age group in Dillsburg Borough is people between 35-39 years of age followed by people between 25-29 years of age.*

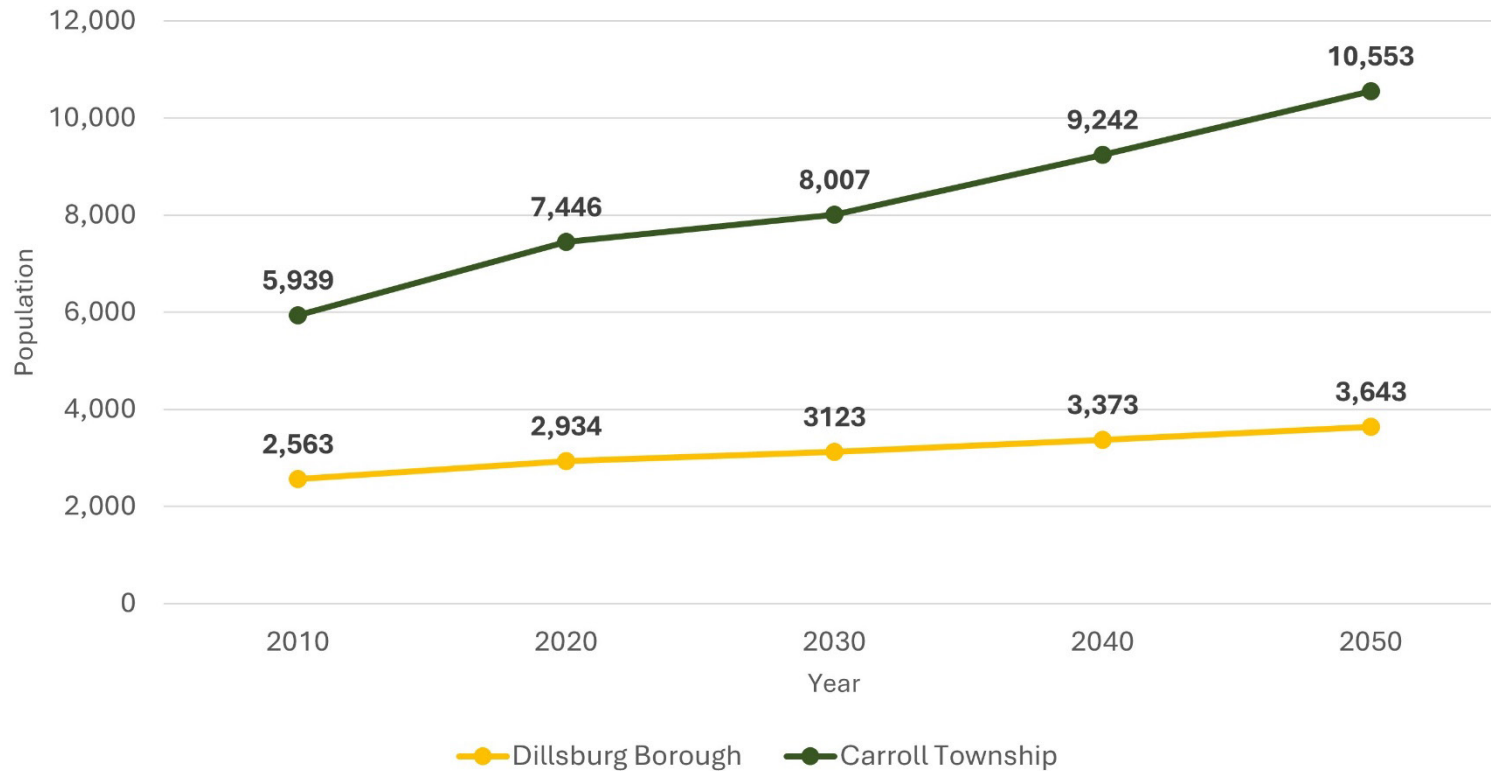
*Important to plan for young couples and families, as well as older residents if they want to age in place.*

## Median Age – 2022

- Carroll Township – 44.8
- Dillsburg Borough – 34.3

# Demographics

Population Projections 2030-2050  
York County Planning Commission



*York County Planning Commission projects the population of Carroll Township to grow by 42% between 2020-2050.*

*The population of Dillsburg Borough is expected to grow by 24% between 2020-2050.*

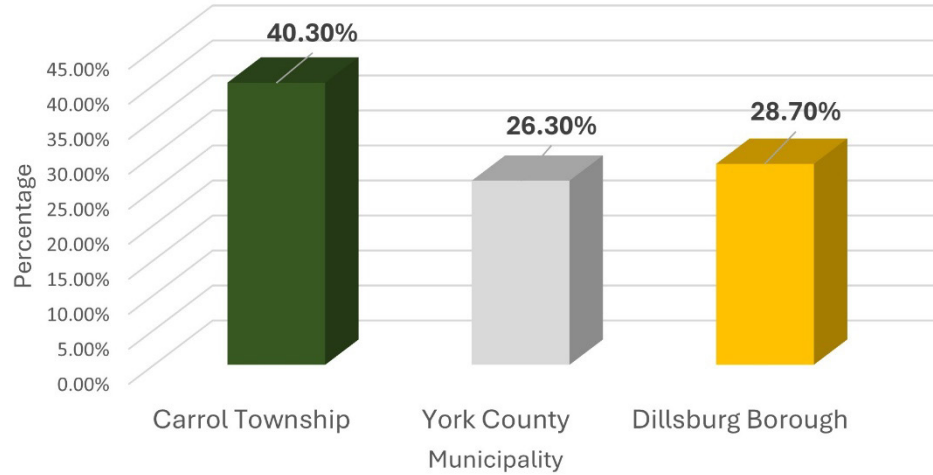
*Is there enough housing inventory and service capacity to meet the needs of the growing population?*

## Population Estimates – 2022/2050

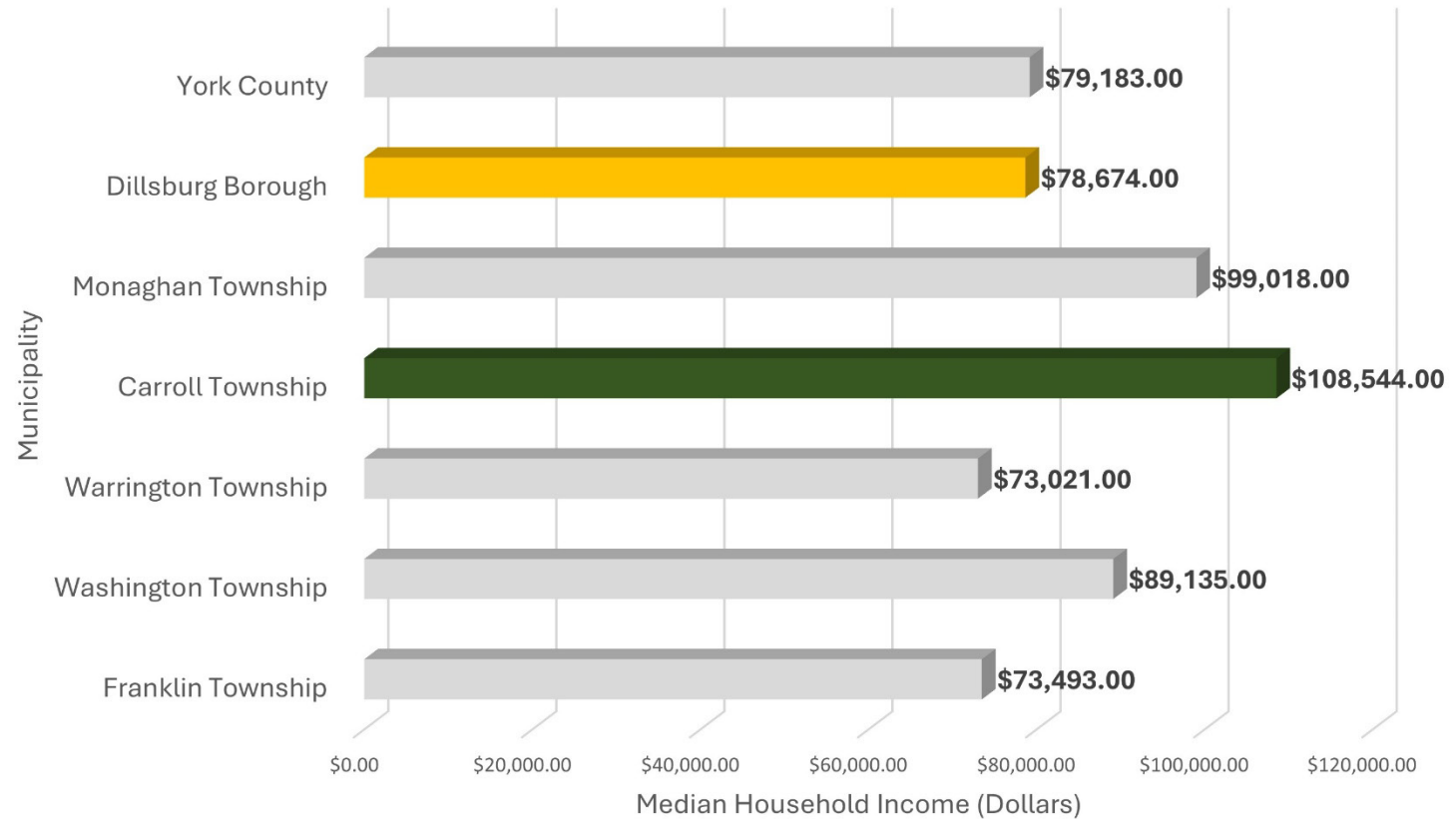
- Carroll Township – 6,872/10,553
- Dillsburg Borough – 2,629/3,643

# Demographics

Residents Over 25 Years of Age with at least a Bachelor's Degree, 2022



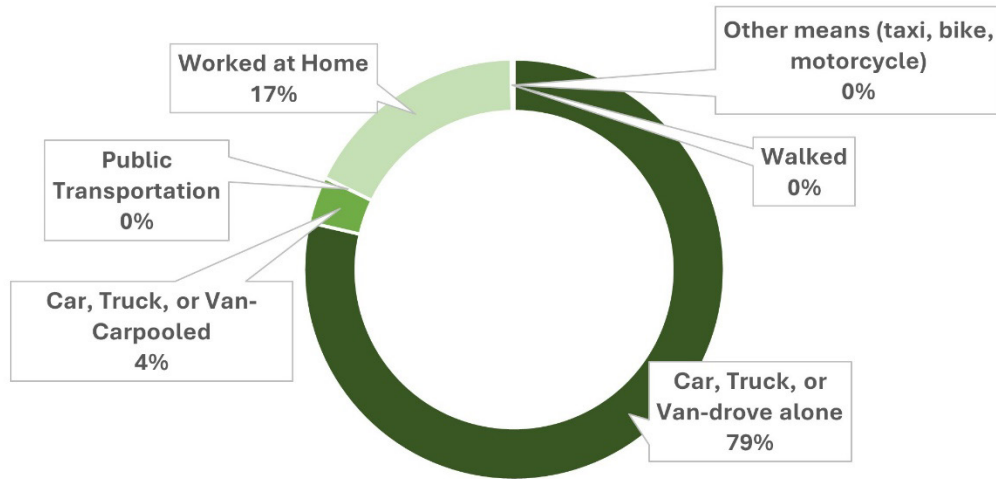
Median Household Income, 2022



*The higher levels of educational attainment of Carroll Township and Dillsburg Borough vs. York County as whole correlate to higher median household incomes.*

# Demographics

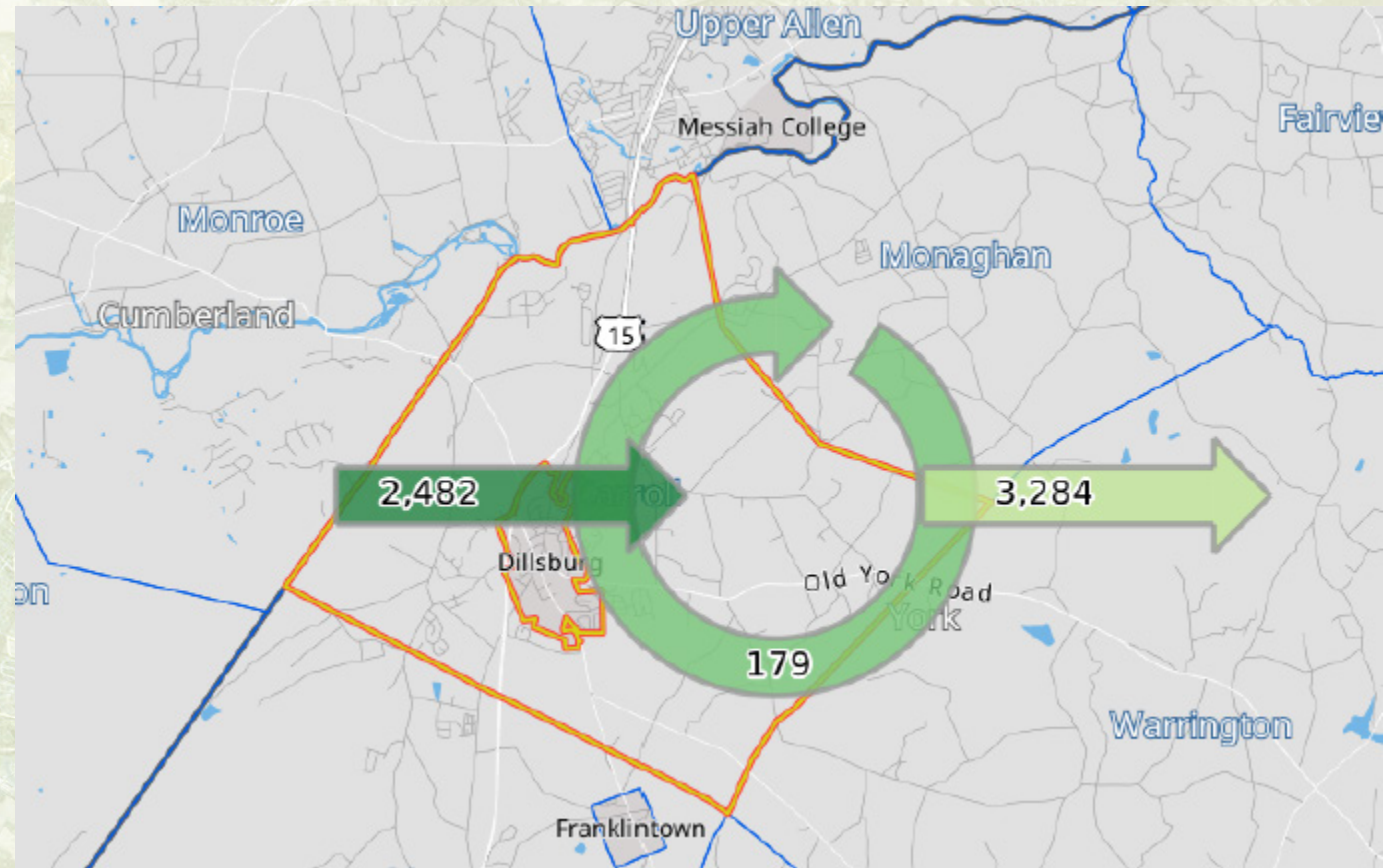
Commuting Method  
Carroll Township



*While most Carroll Twp residents drive to work alone, 17% work at home.*

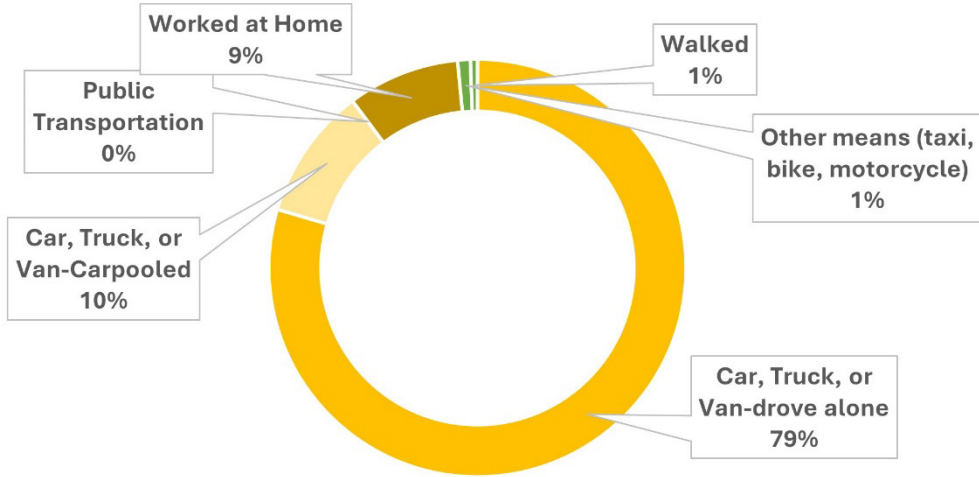
*2,482 people commute into Carroll Twp, and 179 people live and work in the Twp.*

*3,284 residents work outside of the Twp.*



# Demographics

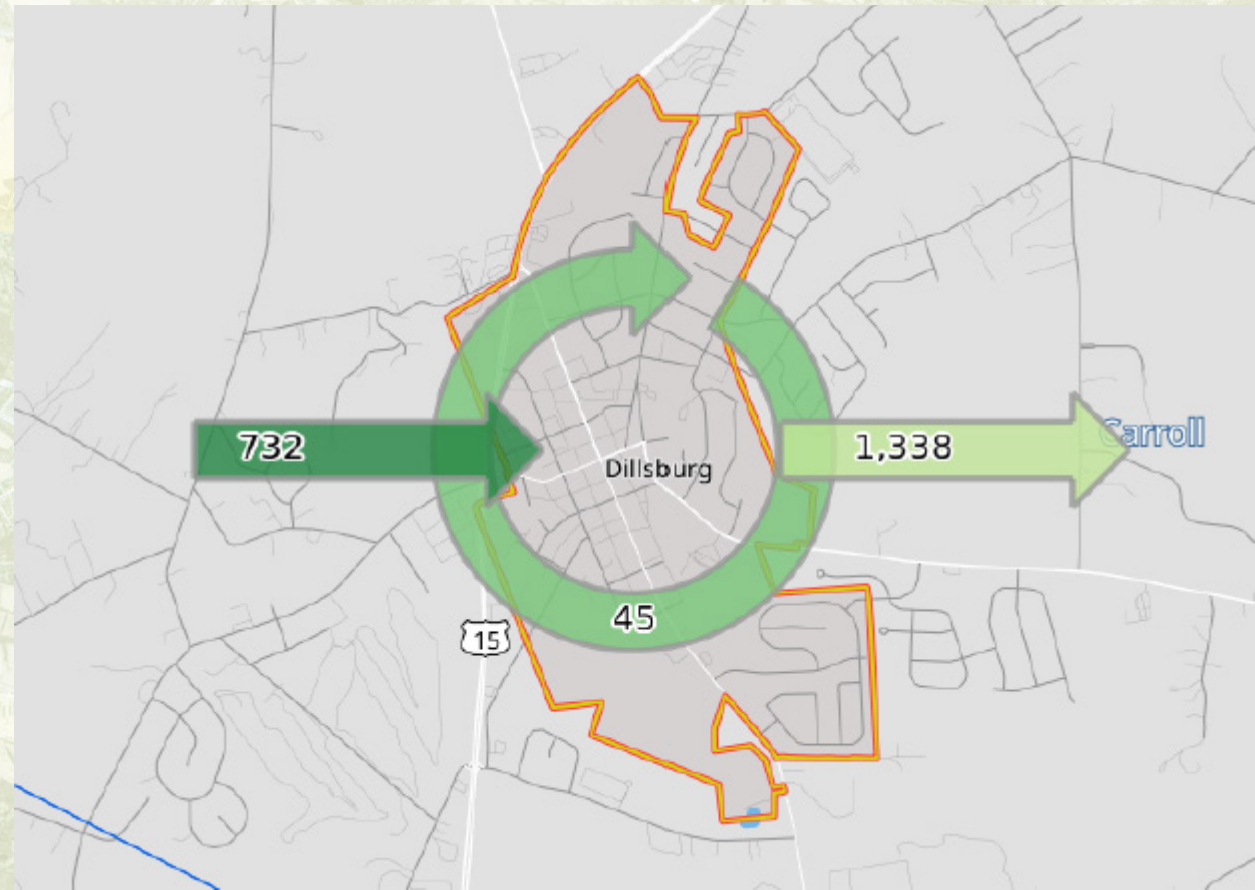
Commuting Method  
Dillsburg Borough



**10% of Dillsburg residents carpool to work and 9% work from home.**

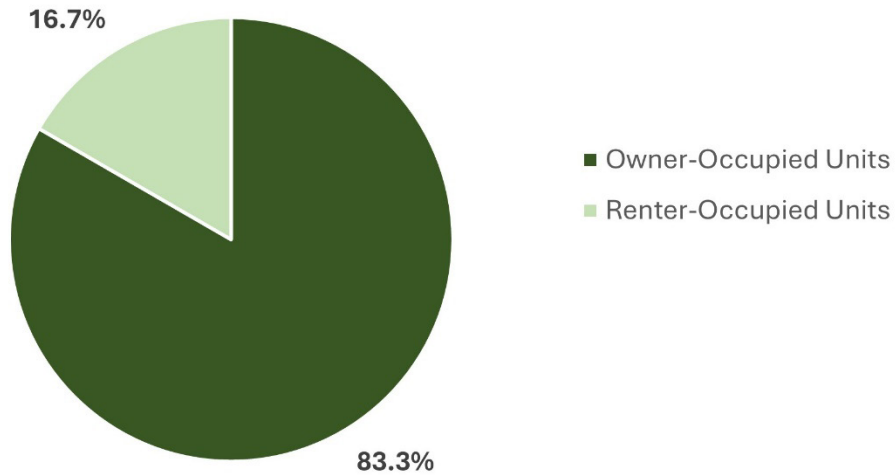
**732 people commute into Dillsburg, and 45 people live and work in the Borough.**

**1,338 residents work outside of the Borough.**

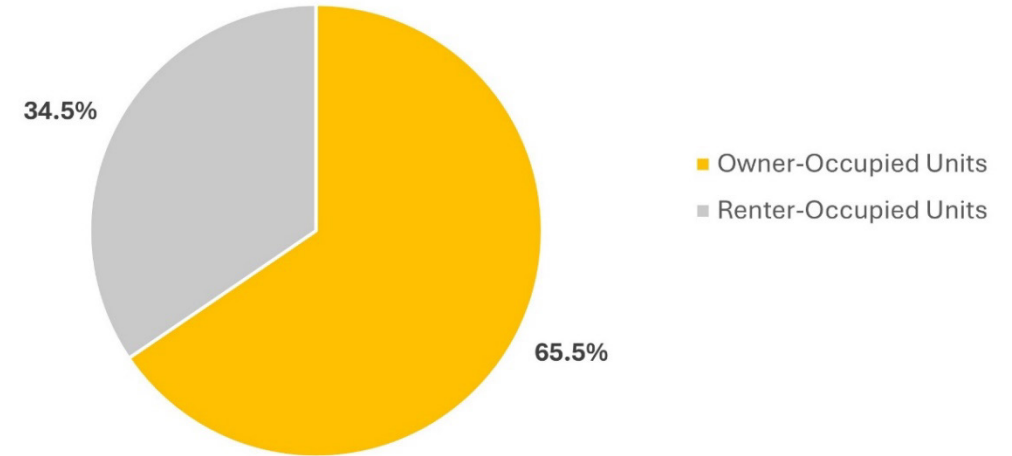


# Demographics

Owner vs. Renter Occupied Housing Units  
Carroll Township, 2022



Owner vs. Renter Occupied Housing Units  
Dillsburg Borough, 2022



***83% of households in Carroll Township are owner-occupied while 17% are renter-occupied. On average, the typical owner/renter split is 70/30.***

***65% of households in Dillsburg Borough are owner-occupied while 35% are renter-occupied. This is closer to the national average.***

***Several new housing developments are planned, approved or under construction in the Township and Borough.***



# Demographics



*Housing costs as a % of household income for the Township and Borough are lower than the 30% threshold that is deemed affordable while transportation costs are higher than the 15% threshold that is deemed affordable.*

*The high number of renters, who typically don't have substantial housing expenses, may contribute to the lower-than-average housing costs*

## HOUSING AND TRANSPORTATION AFFORDABILITY INDEX (H+T)

THE H+T INDEX AFFORDABILITY INDEX IS A MEASURE THAT PROVIDES AN UNDERSTANDING OF THE AFFORDABILITY OF A PLACE BY SHOWING HOW MUCH OF A BURDEN BOTH HOUSING AND TRANSPORTATION COSTS PLACE ON A HOUSEHOLD.

- HOUSING COSTS (MORTGAGE, TAXES, UTILITIES, INSURANCE, FEES) ARE DEEMED AFFORDABLE AT 30% OF A HOUSEHOLD'S INCOME.
- TRANSPORTATION COSTS (AUTO OWNERSHIP, AUTO USAGE, PUBLIC TRANSIT USAGE) ARE AFFORDABLE AT 15% OF A HOUSEHOLD'S INCOME.
- THE H+T INDEX SETS THE BENCHMARK FOR HOUSING AND TRANSPORTATION COSTS AT NO MORE THAN 45% OF HOUSEHOLD INCOME.

THE H+T INDEX USES 2019 CENSUS DATA.

## CARROLL TOWNSHIP AND DILLSBURG BOROUGH H+T INDEX

	Population	% of Population
< 24%	0	0%
24 - 36%	0	0%
36 - 45%	2,580	28.8%
45 - 54%	1,471	16.4%
54 - 66%	4,908	54.8%
66 - 78%	0	0%
78 - 87%	0	0%
87% +	0	0%
<b>Total</b>	<b>8,959</b>	<b>100%</b>

**AVERAGE HOUSING COSTS AS A % OF HOUSEHOLD INCOME 27%**

**AVERAGE TRANSPORTATION COSTS AS A % OF HOUSEHOLD INCOME 24%**

**AVERAGE HOUSING + TRANSPORTATION COSTS AS A % OF HOUSEHOLD INCOME 51%**

# Carroll Township Zoning Map

## Zoning District Legend

- Agricultural-Conservation Zone - AC
  - Residential Agricultural - RA
  - Residential Suburban - 1 - RS-1
  - Residential Suburban - 2 - RS-2
  - Residential Suburban - 3 - RS-3
  - Mixed-Use 1 Zone - MU-1
  - Mixed-Use 2 Zone - MU-2
  - Commercial - C
  - Industrial - I
- Parcel Boundary  
 County/Township Boundary

MONROE

MONAGHAN



## Zoning District Legend

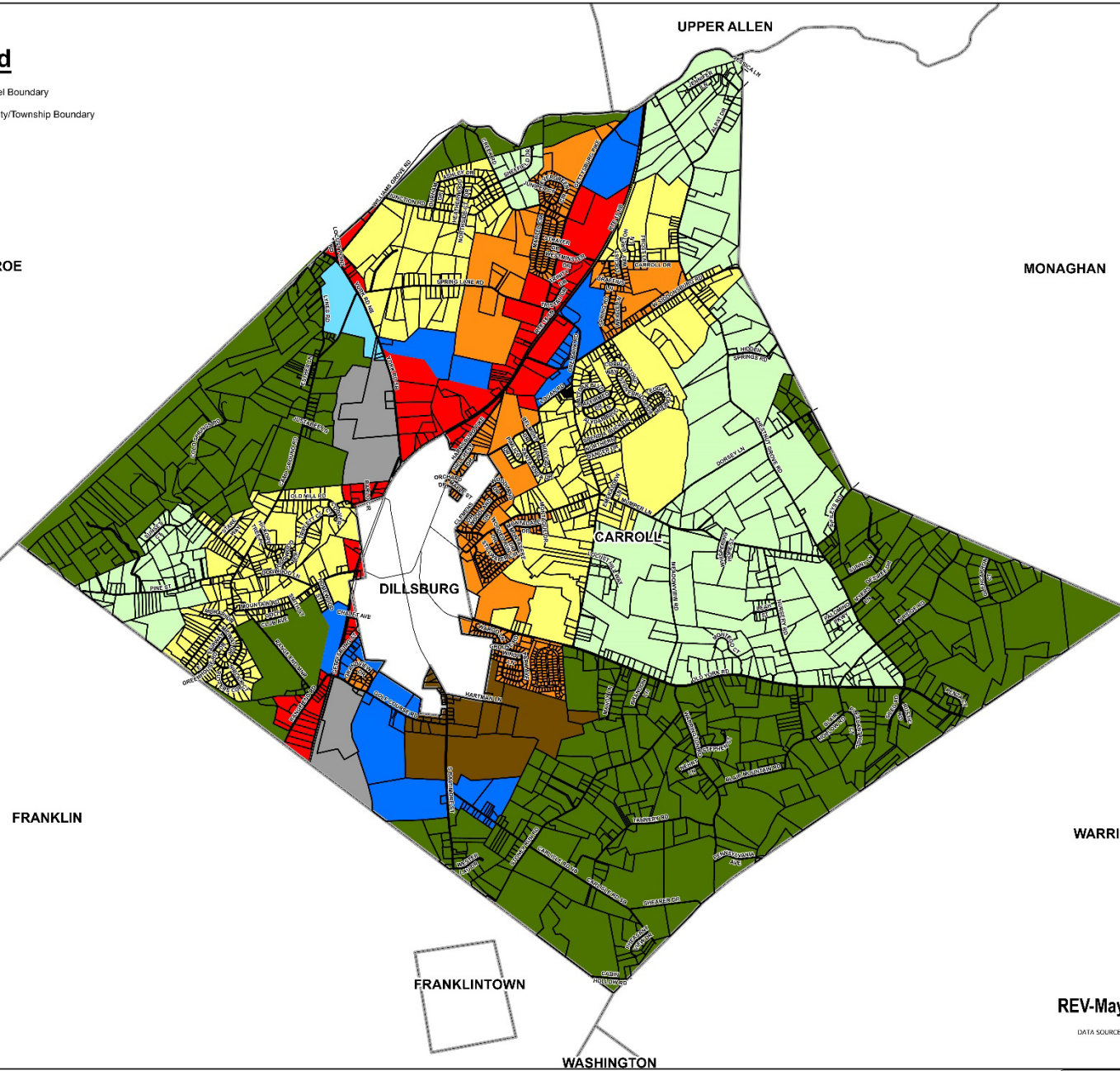
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  - Commercial - C
  - Industrial - I
- Parcel Boundary  
 County/Township Boundary

FRANKLIN

WARRINGTON

FRANKLINTOWN

WASHINGTON



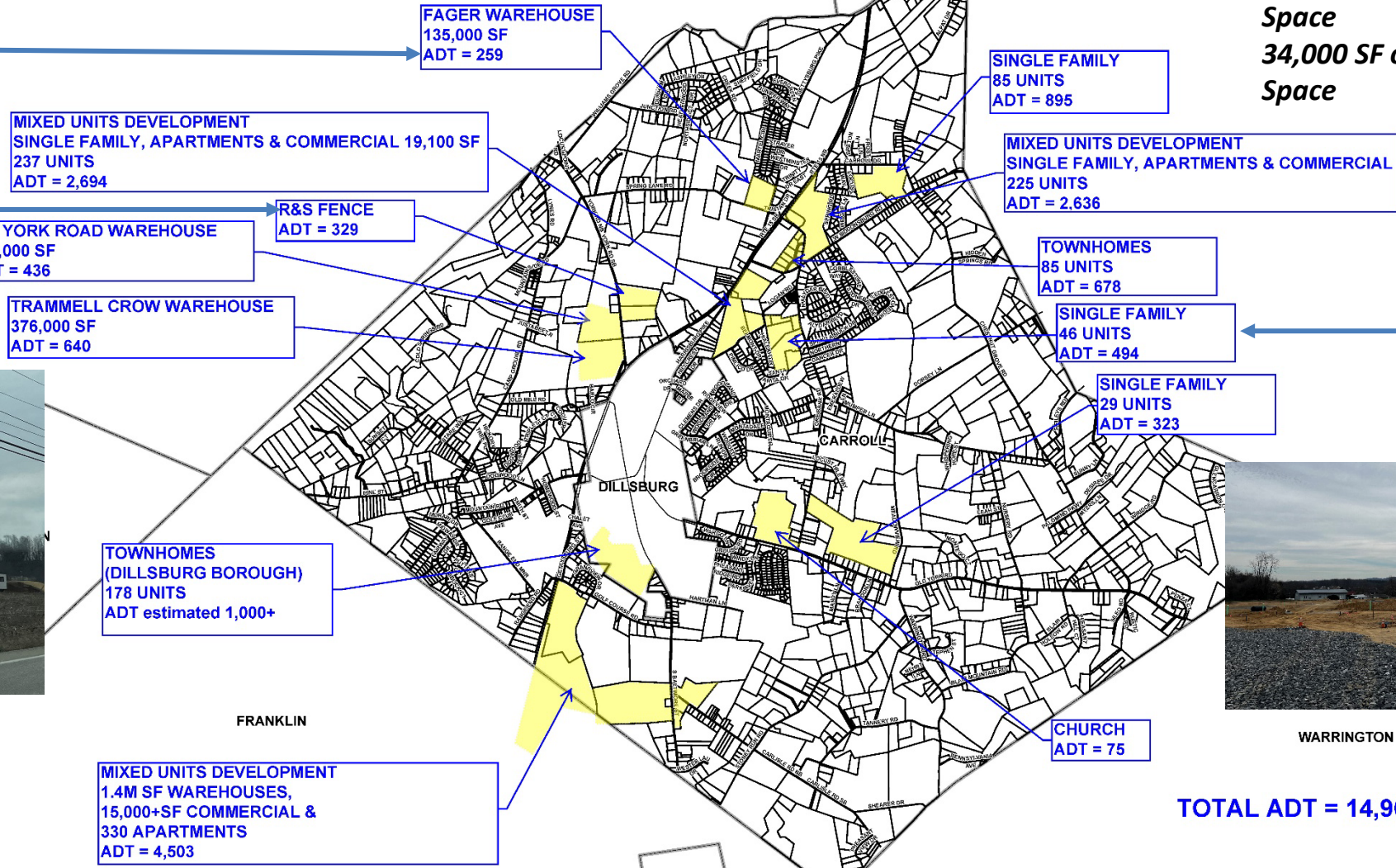
REV-May 2021 from March PC Meeting

DATA SOURCES: PARCEL & ZONING DATA - YORK COUNTY PLANNING COMMISSION (ACCESSSED SEPTEMBER, 2020)

**CURRENT DEVELOPMENTS  
IN PLANNING OR APPROVED**

□ Parcel Boundary  
▭ County/Township Boundary

**1,215 Residential Units  
2.2 Million SF of Warehouse  
Space  
34,000 SF of Commercial  
Space**



**TOTAL ADT = 14,962**

**Current  
Developments**

DATA SOURCES: PARCELS & ZONING DATA - YORK COUNTY PLANNING COMMISSION (ACCESSED SEPTEMBER 2020)  
Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community  
04-17-2023

# 2005 Comprehensive Plan – Vision, Goals and Objectives

## Summary

- **Balanced Land Use, Not Suburban Sprawl**
  - Discourage sprawl development
  - Develop a growth management strategy
  - Clarify the specific categories of use
  - Support the growth management strategy with land use regulations
- **People Oriented Neighborhoods**
  - Design and enhance with a pedestrian focus
- **Abundant Rural Open Space, Green Space and Recreation Areas**
  - Develop both passive and active recreational opportunities
  - Regional approach to recreation
  - Identify high priority open space areas for preservation or conservation



# 2005 Comprehensive Plan – Vision, Goals and Objectives

## Summary

- **Protected, Sensitive Environmental Resources**
  - Protect the region's most valuable resources
- **Clean Air, Quality Water and Dark Skies**
  - Conserve water resources, protect the quality of important water supply and air and to prevent light pollution
- **Better and Safer Transportation Network**
  - Provide a transportation system that addresses Route 15 corridor improvements, public transportation and bicycle and pedestrian friendly streets
- **Strong Local Economy**
  - Sustain livable-wage jobs and provide opportunities for job training and education and social supports to meet the needs of the labor force



# 2005 Comprehensive Plan – Vision, Goals and Objectives

## Summary

- **Respected Historic and Cultural Resources**
  - Preserve local landmarks, buildings, cultures and traditions
- **A Vibrant Downtown**
  - Enhance the region's urban core (downtown Dillsburg)
- **Engaged Community and Responsive Government**
  - Provide opportunities for continued citizen involvement
- **Quality Facilities and Services**
  - Provide high quality education at all levels



# Questions for Consideration

- **Transportation**

- What does the overall Township/Borough road system need?
- How can pedestrian and bicycle safety be improved?
- Where can multi-modal (bicycle and pedestrian) improvements be introduced?

- **Housing**

- Do the Township/Borough seek a variety of residential housing types?
- Is there demand for more age-restricted or age-targeted housing?



# Questions for Consideration

- **Land Use**

- What modifications to current zoning would be appropriate?
- What areas should be developed? What areas should be conserved?

- **Community Facilities**

- Does the Police department need facility or equipment upgrades?
- What are the School District expansion plans? What are student enrollment projections?
- Does the library have any expansion plans for facilities or programming?





# Questions for Consideration

- **Economic Development**

- Is continued economic growth important?
- Where are the sites where new businesses can be located?

- **Open Space and Recreation**

- What improvements should happen in existing parks?
- Where can new connections between destinations be made?
- What parcels can we explore for open space preservation?



# Questions for Consideration

## GOALS

**Goals for the project** — Initially broad, then specific

**Facts** - Approx. 9,500 residents, Located in Northern York County

## FACTS

## CONCEPTS

**Ideas for attaining project goals** – Opportunities for improvement

**Partners** - Groups, Businesses, Institutions to create a partnership with

## PARTNERS

# Next Steps

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- Continue to invite residents to take the public opinion survey – live until November 15<sup>th</sup>
- Continue data gathering and analysis
- Continue analysis mapping
- Meeting with Dillsburg Borough Council – June 11<sup>th</sup>
- Next Committee Meeting – June 25<sup>th</sup>
- Public Meeting #2 – Dec 5<sup>th</sup>



# Thank you!

**Please feel free to contact us anytime**

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