



Springettsbury Town Center Plan



Prepared for:
Springettsbury Township

Prepared by:
URS
and Swiger Associates

Plan Adopted:
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Springettsbury Town Center Plan

1. INTRODUCTION & PLANNING PROCESS

Springettsbury Township adopted a new Comprehensive Plan in June 2006. In 2007, it updated its Zoning and Subdivision Ordinances to be consistent with the Comprehensive Plan. With zoning and subdivision updates complete, the Township moved to its next Comprehensive Plan priority – the development of a Town Center Plan to provide the tools needed to maintain and enhance the physical character and economic vitality of Springettsbury Township’s commercial districts.

The Town Center Plan is organized into five sections:

- Introduction and Planning process
- Economic Analysis
- Study Area Overview, Vision and Goals
- Recommendations
- Implementation Strategy

The Springettsbury Township Board of Supervisors commissioned URS Corporation together with Swiger Associates to complete a town center planning process in approximately 15 months. It was of the utmost importance in the planning process to involve the public, including business owners, developers, residents and all property owners to ensure that their ideas and concerns for the future were incorporated in the plan document.

A Town Center Steering Committee made up of residents, business owners, elected officials and members of Township boards and commissions was appointed by the Board of Supervisors to guide the planning process. Technical and administrative support was provided by the consulting team, Township staff and the York County Planning Commission. The Committee met regularly in open public meetings during the planning process to review information, develop goals and objectives and, ultimately, set the policies and strategies presented in this document. In addition to the Steering Committee meetings, community input was sought through stakeholder interviews and community workshops.

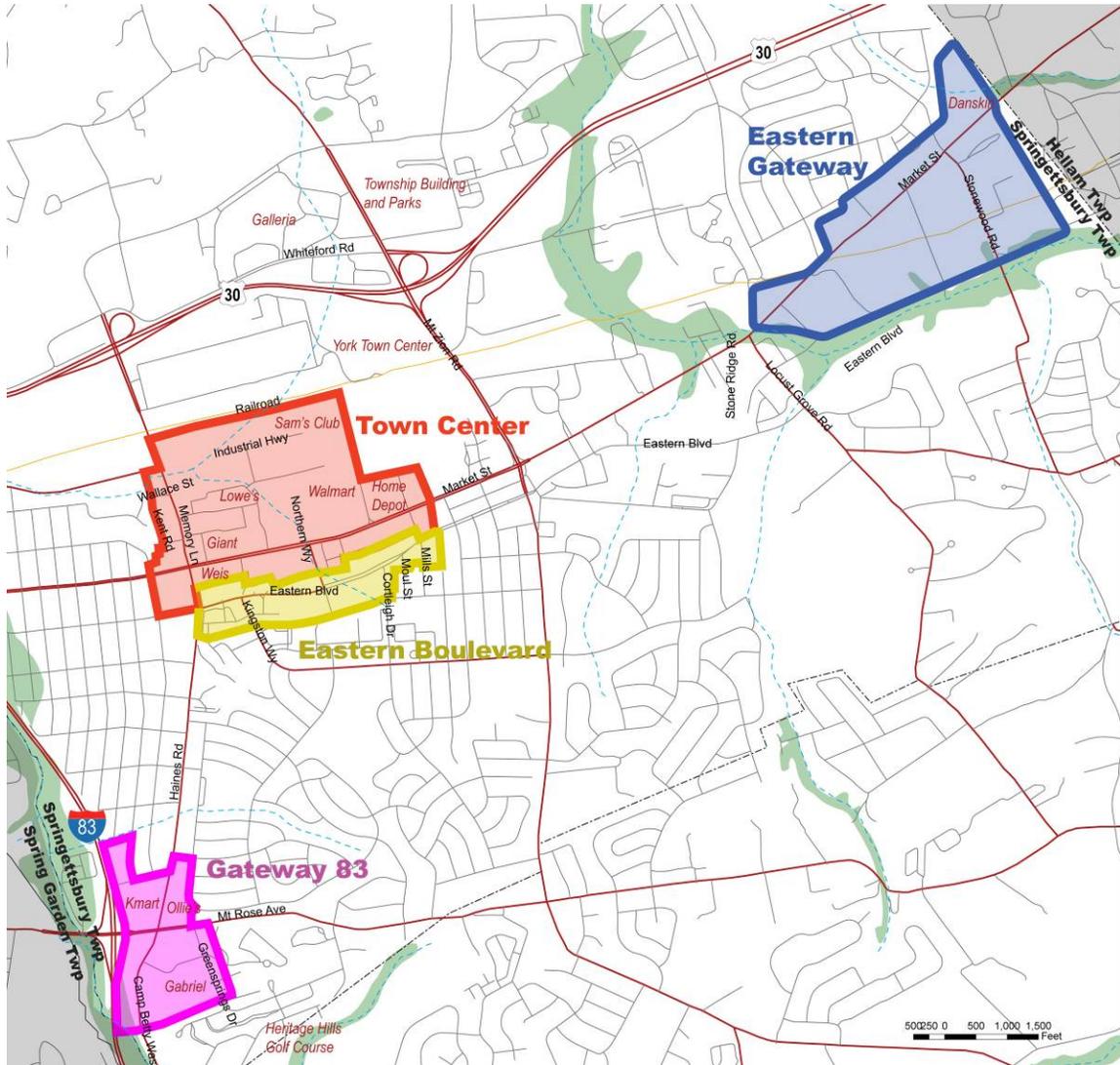
The town center planning initiative has examined the distinct features of The Township’s commercial districts and residential neighborhoods that contribute to Springettsbury’s unique character. Community feedback during the comprehensive planning process strongly favored enhancing community identity and character through improvements to the commercial landscape. Residents are very proud of the Township’s history, beautiful neighborhoods and strong sense of community, but worry that much of the commercial environment, including the main commercial corridors, poorly reflects all that the Township has to offer.

The Town Center Steering Committee identified four areas for specific attention under the Town Center Plan:

- East Market Street & Memory Lane corridors roughly from Mills Street to Haines Road and Haines Rd. to the Norfolk Southern rail line, respectively
- Eastern Boulevard, roughly between Haines Road and Mills Street
- I-83 exit 18 gateway into Springettsbury Township

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- East Market Street gateway into Springettsbury Township from about Stony Brook Road to Campbell Road



The Plan identifies the East Market Street/Memory Lane corridors as Springettsbury's "Town Center" and proposes physical improvements that will enhance the area's visual appeal and strengthen its value as a commercial location. Though immediately adjacent to the Town Center, Eastern Boulevard is addressed separately, recognizing its significantly smaller scale of development and different market niche.

The I-83 exit 18 area has been identified as an important gateway into Springettsbury Township. Dubbing it "Gateway 83," the Plan describes physical changes needed to make this an appealing entryway into the Township and sets local priorities for improvements during implementation of PennDOT's exit 18 reconstruction project and Mount Rose Avenue widening.

The Plan approaches the East Market Street area near the Township's eastern boundary with a combined economic development and design approach. While some recommendations for

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streetscape and other physical improvements are appropriate for this area, the primary need is to redevelop the vacant and underutilized commercial and industrial sites in this area.

2. ECONOMIC ANALYSIS

An important goal of the town center planning initiative is to maintain and strengthen the Township's position as a commercial destination for eastern York and western Lancaster County. As such, this section updates the economic analysis from the Comprehensive Plan and uses the findings to identify opportunities for future development in the Town Center Plan study areas.

Location & Demographics

Springettsbury Township is located in York County, Pennsylvania to the east of the City of York and has a land area of 16.7 square miles. The Township is also bounded to the east by HELLAM Township, to the north by East Manchester Township, to the west by Spring Garden Township and to the south by Windsor and York Townships. Interstate 83 is a major north-south artery located to the west of the Township, while U.S. Route 30 serves as a major east-west route. East Market Street, which is Pennsylvania Route 462, is The Township's major commercial corridor, while State Route 24 is a significant north-south route. The map below, from ESRI Business Information Solutions (ESRI BSI) shows these features.



Source: ESRI Business Information Solutions

The area to the north of U.S. route 30 is primarily residential in nature, while the area to the south contains the majority of the Township's industrial, retail and office areas and significant residential development. The Township has easy access to the City of York as well as to Harrisburg and

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Maryland via I-83. The Township was once a major manufacturing center, and retains a high percentage of manufacturing operations. However, as the economy has shifted over the last 30 years, Springettsbury Township has emerged as a retail and logistics center with the redevelopment of many of the former industrial sites.

The population has grown from 23,883 according to the 2000 Census to an ESRI estimate of 25,534 in 2008. Growth is projected to continue with ESRI estimating the 2013 population at 26,970, a 13 percent increase between 2000 and 2013. Table 1 below compares the 2000 population cohorts of the Township with those of the County, the Commonwealth and the nation. What is striking about the figures is the relatively small percentage of youth and young adults. The median age of the Township population is significantly higher than that of the Commonwealth, as is the percentage of persons 65 and older. ESRI projects that the median age will increase to 45.7 by 2013. The 2000 population data also indicated a high percentage of persons who classified themselves as white and low percentages of persons in other races, as well as a low percentage of Hispanic persons.

Table 1: Age by Cohort

Cohort	Springettsbury %	York Co. %	PA %	US %
<5	4.2	6.1	5.9	6.8
5-9	5.7	7.1	6.7	7.3
10-14	6.3	7.3	7.0	7.3
15-19	6.0	6.6	6.9	7.2
20-24	4.7	5.1	6.1	6.7
25-34	11.9	13.1	12.7	14.2
35-44	16.1	17.2	15.9	16.0
45-54	14.6	14.6	13.9	13.4
55-59	5.4	5.3	5.0	4.8
60-64	4.5	4.1	4.2	3.8
65-74	10.0	7.1	7.9	6.5
75-84	7.6	4.8	5.8	4.4
85+	2.9	1.6	1.9	1.5
% 18 +	80.1	75.4	76.2	74.3
% 21 +	76.6	71.8	72.0	70.0
% 65+	20.5	13.5	15.6	12.4
Median Age	42.1	37.8	38.0	35.3

Source: U.S. Census, 2000

The population appears to be stable in that 59 percent of persons lived in the same residence in 2000 as they did in 1995, but Springettsbury is also a destination for persons moving within the County, as almost 27 percent of persons moved to the Township from elsewhere within the County during the same time period. The Township has a high percentage of persons living in group quarters, but this is due primarily to the presence of the York County Jail, an Immigration and Naturalization Services (INS) facility and a number of nursing homes.

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Average household size in Springettsbury (2.36 persons) is lower than the Pennsylvania or U.S. figures (2.59 and 2.48 respectively), but this is to be expected, given the higher percentage of older persons in the Township. ESRI projects that the average household size will decline to 2.3 persons per household by 2013. Educational attainment levels are high. Township housing stock is largely owner-occupied, and overall occupancy is high relative to national figures. Housing values are slightly below the national average though rents are slightly above the national norm. It should be noted that the percentage of persons who are cost burdened for housing is below the national figure, reflecting the relative economic strength and well-being of the Township's population, as described below.

In 2000, the Township population aged 16 and over was 17,760, and the workforce size was 11,488. The labor force participation rate was 58.1 percent, a figure almost 6 percentage points lower than the national rate. The low participation rate is influenced by the high number of senior citizens living in Springettsbury Township, which indicates that there are many retirees among the population, and the number of persons in group quarters (jail, immigration detention center, nursing homes) reduces the percentage as well. Table 2 shows the occupations and industries of the Township's population in 2000.

Table 2: Occupations and Industries

Occupation	Springettsbury %	York Co %	PA %	US %
Management/Prof Service	38.6	28.4	32.6	33.6
Sales and Office	10.1	12.5	14.8	14.9
Farming, etc.	28.5	26.2	27.0	26.7
Construction	0.1	0.4	0.5	0.7
Production & Transport	5.9	9.9	8.9	9.4
Industry	16.7	22.7	16.3	14.6
Industry	Springettsbury %	York Co %	PA %	US %
Agriculture	0.5	1.1	1.3	1.9
Construction	3.9	7.2	6.0	6.8
Manufacturing	22.1	23.9	16.0	14.1
Wholesale	5.5	4.3	3.6	3.6
Retail	13.8	12.4	12.1	11.7
Transportation	5.0	5.2	5.4	5.2
Information	2.5	2.3	2.6	3.1
FIRE	7.2	5.3	6.6	6.9
Prof. & Management	8.2	7.0	8.5	9.3
Education & Health	19.2	16.7	21.9	19.9
Arts, Entertainment & Recreation	5.0	6.0	7.0	7.9
Other Services	4.5	4.6	4.8	4.9
Public Admin.	2.5	4.0	4.2	4.8

Source: U.S. Census, 2000

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The Township has a very high percentage of professional and management workers, and a relatively low percentage of service and construction workers. Sales and office occupations are higher than national or Commonwealth figures. Though the percentage of production workers is higher than the national figure, it is well below the York County figure.

The percentage of workers in the manufacturing sector is well above the national average. The combination of a high percentage of management and professional workers and high participation in the manufacturing sector indicates that residents who work in manufacturing tend to be in management, not production. U.S. Economic Census figures (2002) show 38 manufacturing establishments in the Township with 5,947 employees and an annual payroll of \$260,000,000 – by far the largest part of the economy. It also appears that a substantial number of the manufacturing establishments in the Township are high-skill or high tech operations.

The retail trade employs the second highest number of residents in 183 establishments, but has an annual payroll of only \$82,000,000, less than one-third of the manufacturing figure. Dun and Bradstreet data show that retail establishments, notably Bon-Ton, Wal-Mart, Sears and Lowe's, are the largest employers. The Township has a significant percentage of workers in health care and education, but these are also most likely professionals or managers. These numbers reflect the higher educational level of the population.

Current unemployment figures for the Township are not available. Unemployment figures for York County, which are impacted by the high unemployment rate in the City of York, indicate that County unemployment rates were lower than the Commonwealth's 8.1 percent unemployment in February of 2009. Manufacturing jobs have held steady over time, and retail jobs have decreased somewhat. Overall job growth has been modest, but official projections indicate that the area will have job growth well ahead of the Commonwealth as a whole.

The table below shows the projected employment growth through the year 2014 for the **South Central Workforce Investment Area**, which includes Adams, Cumberland, Dauphin, Franklin, Juniata, Lebanon, Perry and York Counties. This table, based upon the Pennsylvania Center for Workforce Information statistics, ranks the occupations in terms of the employment projections for 2014. Though not specific to Springettsbury, the table provides insight into the types jobs that may be expected. Please note that the highlighted occupations are subsets of broader categories.

SOC Code	Occupational Title	Employment			Average Annual Openings		
		Estimated 2004	Projected 2014	Percent Change	Due to Growth	Due to Replace. 1/	Total 2/
00-0000	Total, All Occupations	681,420	759,620	11.5	7,820	15,908	23,728
43-0000	Office & Administrative Support Occupations	112,730	119,150	5.7	642	2,546	3,188
53-0000	Transportation & Material Moving Occupations	64,820	74,800	15.4	998	1,389	2,387
41-0000	Sales & Related Occupations	64,110	70,140	9.4	603	2,157	2,760
51-0000	Production Occupations	63,400	61,510	-3.0	-189	1,512	1,323
11-0000	Management Occupations	52,850	59,520	12.6	667	911	1,578
35-0000	Food Preparation & Serving Related Occupations	48,850	57,600	17.9	875	1,986	2,861
41-2000	Retail Sales Workers	38,930	42,100	8.1	317	1,616	1,933
53-7000	Material Moving Workers	34,420	38,930	13.1	451	891	1,342
25-0000	Education, Training, & Library Occupations	33,660	38,480	14.3	482	697	1,179
29-0000	Healthcare Practitioners & Technical Occupations	31,530	37,270	18.2	574	601	1,175
47-0000	Construction & Extraction Occupations	30,020	33,180	10.5	316	601	917
49-0000	Installation, Maintenance, & Repair Occupations	29,550	32,570	10.2	302	672	974
53-3000	Motor Vehicle Operators	26,870	31,860	18.6	499	406	905
13-0000	Business & Financial Operations Occupations	27,070	30,770	13.7	370	484	854
35-3000	Food & Beverage Serving Workers	25,310	29,590	16.9	428	1,239	1,667
37-0000	Building & Grounds Cleaning & Maintenance Occupations	21,920	25,520	16.4	360	405	765
11-9000	Other Management Occupations	23,300	25,490	9.4	219	375	594
47-2000	Construction Trades Workers	22,780	25,020	9.8	224	426	650

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Office and Administrative Support remains the largest category, in part because of the inclusion of government positions in Harrisburg in this Workforce Investment Area. Though there is significant growth in lower paying jobs in categories such as Food Service and Building and Grounds Services, there is balance through increases in occupations in Management, Health Care Practitioners, and Education. Though there is an anticipated loss of almost 200 Production jobs per year, employment in this category decreases by only one percent over the ten-year period. Thus, in general terms, the area and the Township can anticipate continued and balanced job growth. The Area's 11.5 percent rate of job growth is well ahead of the Commonwealth's 6.4 percent growth over the same period.

The current economic recession has affected the Township, though not as strongly as it has affected other areas of the Commonwealth and nation. Indeed, within the past year, the Township has seen the development of two hotels (bringing 200 new jobs), two new industrial operations (creating another 200 new jobs), and the opening of a new restaurant and a drug store, as well as the construction of a new elementary school. The total impact of this development was the creation of about 500 jobs, not counting the construction employment.

However, overall unemployment has increased, and the pace of development, in terms of new projects submitted to the Planning Commission, has decreased steadily over the past year. The amount of vacant retail and office space has also increased, but not overwhelmingly. Though there is retail space among smaller units, the area of key concern is in leasing the empty units of 30,000 square feet or more created by the demise of some of the larger retailers, such as Circuit City.

Given the higher percentages of management and professional occupations, as well as higher paying production occupations, the income figures for the Township are relatively high. Table 3 below presents these figures from the 2000 Census.

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Table 3: Household Income

Income	Springettsbury %	York Co %	PA %	US %
<\$10,000	4.7	6.0	9.7	9.5
\$10,000-14,999	3.7	5.3	7.0	6.3
\$15,000-24,999	12.3	12.1	13.8	12.8
\$25,000-34,999	12.9	13.4	13.3	12.8
\$35,000-49,999	17.2	19.0	16.9	16.5
\$50,000-74,999	25.7	24.7	19.5	19.5
\$75,000-99,999	12.2	10.8	9.6	10.2
\$100,000-149,999	6.9	6.1	6.6	7.7
\$150,000-199,999	2.0	1.3	1.8	2.2
\$200,000 or more	2.4	1.3	1.9	2.4
Median HH Income	\$49,176	\$45,268	\$40,106	\$41,994
Per Capita Income	\$24,608	\$21,068	\$20,880	\$21,587
% Persons < Poverty	4.5	6.7	11.0	12.4

Source: U.S. Census, 2000

The largest percentage (more than 25%) of households earn between \$50,000 and \$75,000 annually, and the percentages of households earning less than \$15,000 are well below the national averages. Median household income is 14.6 percent higher than the U.S. median and poverty levels in 2000 were very low compared to national figures. ESRI estimates that the median household income will rise to \$66,927 by 2013, an increase that easily exceeds projected inflation for the same period.

Market data obtained from ESRI Business Information Solutions indicates that five income and lifestyle segments comprise 70 percent of the households in Springettsbury Township. While these are generalizations, they help to understand Township residents' market interests for goods and services. The five are described below and the percentage of each noted.

Prosperous Empty-Nesters not surprisingly constitute the largest group with 22.5 percent of households. This segment is identified typically as educated married couples with no children living at home and a high median age (48.7 years). These households travel, take an active interest in community affairs and work to maintain and improve their homes.

Rustbelt Retirees are the second largest group at 17.3 percent of households. This group also is older, and typical households have no children living at home, though members of this segment are more apt to be persons living alone. More than 40 percent of these households receive Social Security benefits. They are proud of their homes and are often active in social and community affairs and events. They are, however, less likely than the empty nesters to travel for vacations or to move.

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Exurbanites is the name given to this group of relatively affluent households that comprise 12.6 percent of Township households. Though many are empty nesters, almost one-third of these households do have children at home. They invest in a range of financial products. Member of these households engage in more active leisure activities, but spend time and resources on their homes, lawns and gardens. They are members of civic groups and participate in community affairs.

Main Street, USA is the fourth largest group in the Township at 9.2 percent of households. This group includes a range of persons and families, but overall it is a younger group than those described above and are more likely to have children. Most members of this group are employed, often in professional or management positions. They live in smaller, older homes and undertake remodeling and expansion projects without assistance from contractors. They do not travel much or far when they do travel, but enjoy dining out at mid-range restaurants.

The last group in the top five segments is the **Old and Newcomers** group, comprising 8.7 percent of households. This group is comprised primarily of renters, and includes both younger, single persons and older persons living alone. The younger members tend to be employed in manufacturing, healthcare or retail jobs. Members of this group may move often, but do not take vacations frequently. They enjoy reading, television and videos, and because of their smaller household size, tend to own compact cars.

The common threads among these groups are that they are 1) older, 2) more settled, and 3) somewhat more affluent than other demographic groups.

From an economic development perspective Springettsbury Township offers a number of attractive features for employers. It benefits from an educated workforce with a strong bias toward both manufacturing and management. Though the labor force appears to be limited in size and lacks younger workers, these disadvantages can be overcome by drawing labor from the immediate area, though the skill level of the larger pool is not as high as that of the Township. Because of the relative wealth of its households, the Township continues to be a good location for a wide range of retail establishments. Housing prices are competitive and make relocation from a more expensive area appealing. The age of the housing stock is a drawback, and there are anecdotal expressions of concern about affordability. The Township is weathering the recession well in terms of unemployment and available retail and office space.

Summary of Opportunities

Springettsbury Township offers a number of advantages for economic development, even in the midst of the current economic downturn. The labor force is well educated and experienced, and there are sites and buildings available. The area in general has good highway access and the cost of living and housing are reasonable. The Township appears to be a place of choice for relocation among York County residents and moderate growth is projected. Springettsbury maintains a strong manufacturing base, a characteristic of York County as a whole, but has transitioned many of the former industrial sites into retail venues, which provide a wide range of consumer goods and services for local and regional markets. The population is relatively affluent and demands this range of products and services. The recession has affected the Township's real estate and employment markets, but not as severely as it has affected other parts of the Commonwealth.

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This economic development analysis focused on the four Town Center Plan study areas. Given the nature of the four areas, this analysis focuses on retail operations and professional and personal service establishments. The Township is a regional retail center, so it has much more retail capacity than Springettsbury itself could support. The success of the Township's retail venues is based upon attracting customers from the surrounding Townships and the City of York. This strong and diverse retail base means that most market needs are already being met, though research indicates that there are opportunities for computer and electronic sales and service establishments, home products, gasoline stations and recreational types of vehicles, such as ATVs.

The Township has a significant number of professional service offices, especially along Eastern Boulevard. The Township can attract more of these types of businesses to that area, and the available sites on the eastern end of Eastern Boulevard area afford the opportunity to develop an office complex. This same area could also serve as the location for personal service establishments such as day spas and salons or for financial service and insurance offices.

The Gabriel Shopping Center emerged as an area of interest in the course of research and analysis. Though the center currently appears to have a low vacancy rate, it contains a mix of uses, suggesting that the initial retail focus may not be the best overall use. The presence of a data processing operation as well as a gym and a church suggests that the center could phase into a broader mixed-use facility including more office and service operations and less retail. This would still capitalize upon the site's excellent location, highway access and available public transportation.

It was noted in the course of research, that the Township does not have any theaters. The Gabriel site could be considered for this use in light of its access and space for both a new building and the requisite parking. Such a theater complex could be complemented by eating and other entertainment facilities and enjoy the same regional market that the Township's retail outlets serve.

This analysis also identified several other issues that, while not specifically economic development topics, are of importance to the economic well-being of the subject areas. The Eastern Market Street Gateway area would benefit from improved gateway signage, landscaping, and façade improvements in a number of areas. While many of the industrial establishments are neat and well groomed, some of them and some of the retail and service establishments would benefit from a face-lift and/or screening from the roadway. The addition of sidewalks and street improvements would both improve the appearance of the area and improve access, especially for bicycle and pedestrian traffic.

In the Town Center and Eastern Boulevard areas, there is a need for improved street signage and wayfinding mechanisms. Current signage is small and difficult to find for out-of-town motorists, who need it the most. Though access from the streets to the shopping areas is well handled for the most part, the off-street flow within several developments is difficult for autos and dangerous for pedestrians. The development of the several shopping areas over time by different developers created the situation, but cooperation among the owners and the Township can likely improve both access and internal flows in both the Eastern Boulevard and Town Center study areas. Gateway 83 would also benefit from improved directional signage.

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Finally, the parking standards used in developing the shopping areas across the Township have resulted in the creation of expansive parking areas, portions of which are apparently seldom used. Standards were revised during the 2007 Zoning Ordinance update. The new standards should help to reduce pavement over time, perhaps permitting more intense development of some parcels, depending upon the use, access and site configuration. Such development could result in providing more and more diverse offerings as well as an increased number of tax ratables and jobs.

In summary, the town center and gateway study areas provide new economic opportunities for Springettsbury Township. These opportunities include additional retail establishments to complement the existing wide range of establishments, additional professional and personal services and the possibility of developing an entertainment complex. .

3. STUDY AREA OVERVIEW, VISION AND GOALS

As described in the introduction, the Town Center Plan addresses four important commercial nodes and gateway locations in Springettsbury Township:

- East Market Street and Memory Lane corridors roughly from Mills Street to Haines Road and Haines Road. to the Norfolk Southern rail line, respectively
- Eastern Boulevard, roughly between Haines Rd. and Mills Street
- I-83 exit 18 gateway into Springettsbury Township
- East Market Street gateway into Springettsbury Township from about Stony Brook Road to Campbell Road

These areas are important to the Township economically and make up important elements of Springettsbury's community character. East Market Street and Memory Lane corridors together with Eastern Boulevard form the core of The Township's retail services and professional office space. Enhancements to these areas will create a stronger sense of place for the Township and increase their long-term marketability. While the two areas are connected, the Plan treats them as separate but interrelated places. The East Market Street and Memory Lane corridors have been defined as the "Town Center," reflecting their visibility and commercial vitality. Eastern Boulevard, containing relatively small-scale commercial uses and forming a buffer from East Market Street activity for adjacent residential uses, has been designated a neighborhood commercial district.

The I-83 exit 18 area and East Market Street at the Hellam border are key points of entry into the Township. Improvements to these areas will create a stronger first impression for visitors, shoppers and residents and will strengthen the commercial and employment market potential for these important gateway areas.

This section evaluates existing conditions for each of the four study areas, suggests potential new uses and economic opportunities and identifies a future vision and goals for each study area. Specific recommendations to implement the vision and goals are included in Section 4 of the Plan.

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TOWN CENTER – EAST MARKET STREET AND MEMORY LANE

Description

This irregularly shaped area is bounded on the north by the Norfolk Southern rail line, and on the south it merges with the Eastern Boulevard study area described below. To the west, Memory Lane is the primary boundary. On the east, the area is bounded by the Wal-Mart and Home Depot buildings, which are roughly in line with Mills Street. The map below highlights the area in red.



This area is built out for the most part, and many of the retail areas have been redeveloped from older retail and former industrial sites. Indeed, the Town Center is bounded by active industrial uses on the north and east. While, the area is active and economically healthy, there were more vacant spaces in spring 2009 than when the project began in 2008 and the number of vacancies has increased among all types of space because of the economic downturn. The mix of establishments in the Town Center ranges from big box outlets such as Wal-Mart and Lowe's, to grocery stores coffee shops, tanning salons, eating establishments and a self-storage facility. The vacant filling station at the western edge of the area along East Market Street is planned to be redeveloped by another business and returned to service in the near future.

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Redevelopment of the Town Center area has occurred in stages over time and comprises a patchwork of projects that do not easily or clearly link one to another. The parking standards in effect at the time of development have created a dispersed development pattern with some large parking lots. In addition, the connections between the various developments are sometimes unclear. Access into the sites, however, has been well thought out, and though there is congestion along East Market Street, the various access points and use of traffic control devices minimizes traffic problems.

Initial Observations & Economic Opportunities

The first concern for the Town Center has to be maintaining the strength of its existing economy. This would include attempting to fill the newly vacant storefronts with businesses such as computer retail and service establishments, home product outlets, gyms or salons, and health and fitness establishments.

The idea of a movie theater complex has been broached, and there is no such facility in the Township. However, this area does not appear to have a site large enough to support the multiplex facilities now favored and the necessary parking. A relaxation of the parking standards or structured parking might provide the means to make better use of some of the outlying areas in the current developments, but it is doubtful that enough area could be found to create a theater.

Property owners should be encouraged to work with the Township to develop a better flow of traffic among the developments. As noted, getting from one area to another is nearly impossible by foot and is often difficult in an auto. The recommendations section outlines and illustrates proposed improvements in traffic patterns and presents recommendations for pedestrian improvements. Addressing these traffic and pedestrian issues, as well as creating a more pedestrian-friendly plaza environment with more stores and restaurants within walking distance will enhance the appearance and economic vitality of the area now and into the future.

Town Center Vision 2030

The Town Center is bustling with business. It is a unique place with a mix of small shops, large retailers and offices. Landscaped areas, shop windows and creative signage characterize the streetscape. Sidewalks are wide with areas for bicycles, transit stops and pedestrians. Flower containers and banners identify the area as Springettsbury's Town Center. Restaurants have outdoor seating. Plazas and green spaces are integrated into the area and allow for farmers markets, small events, play areas and public art.

Adjacent residents enjoy walking to the Town Center and bringing out-of-town guests to the area. Directional signage makes it clear where to park and where major retailers and attractions are located. Parking is provided and most people park in one spot and walk to various stores. Traffic moves through the Town Center at a reasonable pace, in part because new street connections have allowed local traffic to disperse through a defined street network within the Town Center. Pedestrians and bicyclists can safely move from the York Galleria to the Town Center via trail connections.

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Goals

- Ensure the long term strength of the Township's retail market
- Enhance the existing retail success with amenities, streetscape and design improvements that improve the appearance of the commercial core
- Provide multi-modal transportation facilities throughout the Town Center including transit facilities, sidewalks and trail connections
- Encourage a mix of uses with a focus on shopping and retail with community uses, such as parks and plazas
- Connect adjacent neighborhoods to the Town Center shopping area

EASTERN BOULEVARD

Description

This area runs from Mills Street on the east to Haines Road in the west, and it abuts the Town Center area to the north and residential properties to the south. The map below highlights the area in yellow. A school and some housing are found at the intersection with Mills Street, but much of the remaining property on both sides of the street is used for small-scale shops or professional offices. The Township has few large office buildings, and many professionals (doctors, financial advisers, insurance agents and attorneys) have established offices along Eastern Boulevard.



The Boulevard functions as a greenway for a portion of its length with a landscaped median. Parking standards at the time of development have led to the development of sites that feature much impervious coverage in the form of surface parking. The commercial activity on the north side of the Boulevard is characterized by numerous entry points to the various businesses, especially in the area closest to Haines Road. The residential neighborhood is well buffered from this commercial activity for the most part.

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Initial Observations & Economic Opportunities

The area is economically healthy and active, and there are relatively few vacant buildings or sites available. In the current economy, the first objective is to maintain successful businesses and to keep the current supply of retail and office space filled to the extent possible.

The area does offer the advantage of being within easy walking distance of a large residential area, and the development of retail and service entities that can capitalize upon this should be encouraged. Examples of the types of businesses that can take advantage of this proximity are ice cream and smaller-scale eating establishments, beauty and nail salons, health and fitness operations and travel establishments. Providing adequate connections to the neighborhoods with sidewalks, bike paths, and landscaping will facilitate this type of growth. These businesses could also take advantage of visibility and street access to attract automobile traffic.

Professional service operations can also be attracted to the area, capitalizing upon reasonable rents, adequate parking and proximity to amenities. The presence of a range of these services and professionals should serve as encouragement to developers as the economy improves. A small office building in the area near Mills Street could serve the needs of a number of small businesses of this type, especially financial services and insurance establishments.

Two development issues emerge from an examination of the physical environment. First, past parking standards have led to the creation of a series of widely separated buildings and business establishments in this area; though it may be possible create a more compact development of the area under the 2007 Zoning Ordinance parking standards. This will require some innovative design, but it could result in a more walkable and engaging business district. The current configuration favors the use of autos, and the distance between establishments is somewhat daunting for pedestrians on the eastern and western edges of the area. More compact development could increase the number of businesses to create more shopping alternatives and additional tax ratables while still buffering adjacent residential development from the more intense development on East Market Street

The second issue is that in some locations the development pattern has created a patchwork of buildings and businesses, some of which can be reached by driving a convoluted path among the parcels, and some not. The recommendations section outlines access management improvements to develop a better flow among parcels that will enhance safe and convenient access to Eastern Boulevard businesses.

Eastern Boulevard Vision 2030

Eastern Boulevard is lined with small-scale shops and offices. The Boulevard is a continuous "green parkway" across the Township with landscaped medians and streetscape. The commercial buildings that are adjacent to neighborhoods have architectural details that reflect the context of the surrounding neighborhood. Landscaping and high-quality architectural materials buffer adjacent residential neighborhoods from commercial development.

Goals:

- Encourage the development of professional office and neighborhood serving retail uses that are compatible with surrounding residential development

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- Make Eastern Boulevard a continuous green parkway with street trees, landscaped medians, banners, and bike lanes
- Connect Eastern Boulevard to the adjacent neighborhoods through sidewalks, architectural details and landscaped buffers

GATEWAY 83

Description

The Gateway 83 area is bounded by Interstate 83 to the west, Eastwood and Greenspring Drives to the east, Washington Road to the north and the southern boundary of the Gabriel Shopping Center to the south, including a stretch of Camp Betty Washington Road south of Mount Rose Avenue. The map below highlights the study area in pink. There are four distinct sub-areas; the Gabriel Shopping Center, the restaurants and motel along Camp Betty Washington Road, the shopping center area that includes the K-Mart, thrift store and bank to the west of Haines Road and the shopping area to the east of Haines Road centered around the Ollie's store.



Gateway 83 has excellent access to the Interstate highway and north and east into the Township along Haines Road and Mount Rose Avenue. It is very active and economically healthy with very few vacant buildings. The one currently vacant site at the intersection of Mount Rose and Camp Betty Washington has been approved for the development of a new Dunkin' Donuts. There is considerable apartment development along Greensprings Drive and just off Haines Road.

Area streets are congested much of the day. In response to this, PennDOT has plans to improve the I-83 interchange and to widen Mount Rose Avenue to the east to better accommodate traffic

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flows. The PennDOT interchange project is still in the design phase. The final design of the interchange will have some impact upon the land parcels in the Gateway 83 area, depending upon how much property needs to be acquired and the traffic patterns that result from the changes.

Observations and Recommendations

The commercial strip along Camp Betty Washington, anchored by the motel and supported by several restaurants and small offices on the west side of the street appear to be viable, with little opportunity for expansion of any of these establishments.

Much the same is to be said for the Ollie's shopping plaza. The center appears to be very active and to have no vacancies. The level of activity has been high each time the site was visited. Abutting a residential neighborhood to the rear, there is no opportunity here for growth or expansion. Facades and signage are overall in good shape.

The K-Mart shopping area on the west side of Haines Road is also busy and fully occupied. Though the parking lot in front of the K-Mart is large, it remains to be seen how the interchange improvements will affect the site. If the roadway improvements do not require much of the property, there may be room for additional development on the site, though exiting the site for persons seeking to go north on Haines Road is quite difficult even now.

The Gabriel Shopping Center, though apparently very close to 100 percent leased, contains a mix of establishments, ranging from a pizzeria to a church to the discount store that gives the center its name. It also includes a data service establishment that occupies one of the larger spaces. It should be noted that while the area has good access from both Camp Betty Washington and Greensprings Drive, it does not have good visibility – an important element of a successful retail location. The property is zoned mixed-use, and in the long run, it may be better suited to serve as an office center than as a retail center. Other uses could include a branch library, satellite classrooms for area colleges or space for arts groups. Proximity to residential neighborhoods and access to public transportation make these uses all the more attractive and viable.

As described in the economic analysis, the idea of a theater or entertainment complex also merits consideration for this site. With a number of large buildings, ample parking, and access to the I-83 and local thoroughfares, the site could conceivably house a multiplex theater, dining establishments and entertainment venues, such as a Dave and Buster's, serving the local and regional markets. A project of this nature will require clarification about the nature and location of the I-83 highway interchange improvements and careful consideration of site access issues and wayfinding signage.

Gateway 83 Vision 2030

Gateway 83 is a welcoming entrance to Springettsbury Township. It is marked with clear wayfinding signage to the Springettsbury Town Center, County Government complex, and other regional attractions. Attractive gateway signage with landscaping is visible to drivers coming from I-83. Redevelopment of underutilized lots includes condominiums, townhouses, retail and office uses. New development builds off the theme of the new housing that is there today and the regional draw of the Heritage Hills Golf Resort.

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Traffic moves through the newly constructed interchange quickly, and speeds slow as cars enter the Township. Pedestrians and transit riders are accommodated with sidewalks and bus shelters and street trees line the streets.

Goals:

- Create a prominent, high-quality gateway for Springettsbury Township
- Direct visitors, business owners, residents and other traffic to Township facilities and attractions
- Encourage redevelopment with high-quality, multi-family housing, retail, and office uses
- Make physical, transportation connections to the adjacent residential neighborhoods

EAST MARKET GATEWAY

Description

This area stretches along East Market Street from the Springettsbury Township boundary with Hellam Township to Locust Grove Road. The map below highlights the area of interest in blue. The East Market Gateway includes a number of industrial and commercial tracts as well as a small number of multifamily residential units. Overall, the area is economically healthy, but there are concerns about appearance, especially at the former Danskin property. Though many of the commercial and light industrial uses are set back from the street, only a few have landscaping and professional signage. There is need for improved signage, landscaping, sidewalks, façade improvements and redevelopment of underutilized parcels. The now vacant site of the York Valley Inn offers an opportunity for redevelopment activity.



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Initial Observations & Economic Opportunities

The former York Valley Inn site offers the clearest opportunity for new activity. Though the street is commercial and industrial in this location, the site abuts a residential neighborhood, which is located to the north. Investment in the York Valley Inn property could encourage reinvestment in the adjacent residential neighborhood that is itself in need of some reinvestment. A preliminary proposal to develop affordable or subsidized housing on the site is a reasonable and realistic option for use of the site.

The volume of traffic along East Market Street offers the possibility of retail development on the site. However, this idea is mitigated first by the distance of the site from other retail and commercial outlets in the Township and by the predominantly industrial character of much of the area immediately surrounding the site.

A concern in the East Market Gateway is the former Danskin site on the north side of the street at the Hellam border. The YMCA, a childcare center and two industrial operations now occupy this large area that includes several large industrial buildings and a parking lot. The larger industrial facility, Klinge Corporation, is a firm specializing in manufacturing air conditioning and generating equipment and employs an estimated 150 people. Though the manufacturing facility to the rear of the site is well maintained, the structures facing the street are deteriorating, as the accompanying photograph shows. Also, the large parking lot in the front of the building is increasingly becoming the home to parked trailers, boats and automobiles. Indeed, one portion of the lot appears to have been fenced off to provide more secure parking for such vehicles and equipment.



The Township is focusing code enforcement efforts in the area to limit the number of parked vehicles on the lot and to attempt to enhance the appearance of the façade of the structure facing the street. To supplement with these efforts, The recommendations section outlines and illustrates gateway signage and improved landscaping along the street to improve the appearance of the site and reduce visibility into the parking lot, which slopes away from the roadway.

The bowling alley and the Stony Brook Shopette areas appear to both be viable enterprises, and should be encouraged to make façade and signage improvements to enhance the overall appearance of the area. The now vacant auto repair facility at the western end of the area is likely best suited for a similar operation but needs some improvements to the exterior of the structure to enhance the overall look of the area.

East Market Gateway Vision 2030

The eastern gateway into Springettsbury Township on East Market Street is an attractive entrance with gateway signage and landscaping. Light industrial, multi-family housing and commercial uses are set back slightly from the street with lawns, other plantings and professional signage. Sidewalks, street trees and wayfinding signage characterize the streetscape.

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Goals:

- Redevelop underutilized parcels with light industrial, commercial, and multi-family uses
- Create a 'green' gateway with street trees, lawns and monument-style landscaped signage
- Ensure pedestrian and transit access along the gateway corridor

4. RECOMMENDATIONS

The vision and goals for each study area capture the community's desire for changing and enhancing its Town Center and gateway areas. How to achieve the vision is described in the recommendations below. Some of the recommendations apply to all of the study areas, and other recommendations are specific to one or more areas.

OVERARCHING RECOMMENDATIONS

Establishing Community Identity

A wayfinding signage program will establish a theme that clearly identifies community gateways, resources and attractions. Eye-catching and well designed signage is important for highlighting attractions and identifying access points. The wayfinding design plan will be consistent with the Lancaster York Heritage Region and county-wide wayfinding programs and should include several levels of signs:

- Gateway signs to announce the entrance to the community or Town Center area
- Signs to direct motorists to major districts or attractions within the Township
- Town Center and Eastern Boulevard directories or kiosks and / or building markers
- Parking lot wayfinding
- Township Building, Police Department, Parks, Fire Departments and Library
- Parks
- Banners for special events
- Greenways, pedestrian and bike paths



York County Heritage logo

Wayfinding signage will be provided at key decision making locations throughout the gateway and Town Center areas. Signage will have a consistent theme and be suitably sized and located to provide easily readable information for all visitors, including pedestrians, bicyclists and drivers of motor vehicles. The wayfinding signage program will coordinate with PennDOT, York County and

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the Lancaster York Heritage Region to ensure consistency throughout the Township and other regional signage initiatives.



Example of a full suite of wayfinding signage and community identity elements

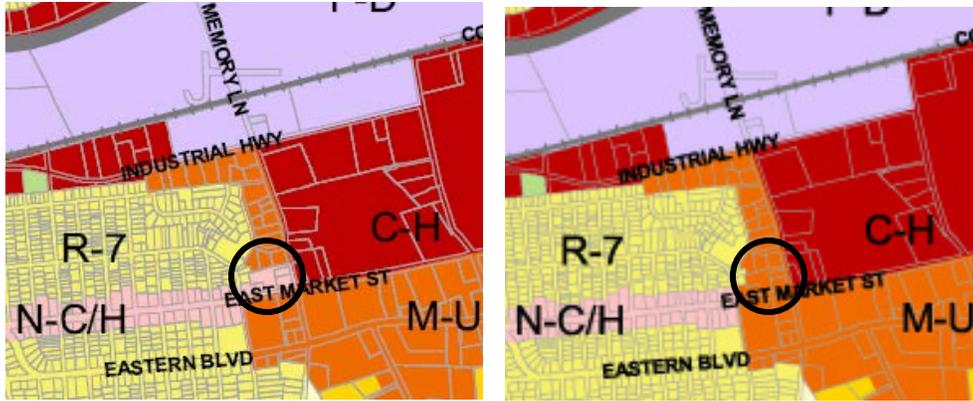
Updating Zoning and Subdivision and Land Development Ordinances

The 2007 Zoning and Subdivision updates were written with the upcoming Town Center Plan in mind, so the changes needed are relatively minor and focus mostly on design and access issues. However, a few changes to zoning districts and permitted uses within the Town Center or gateway areas should be considered. Most zoning or subdivision changes will be implemented through the creation of a "Town Center Overlay." The Overlay will address specific use and design factors needed to implement Town Center and gateway improvements over time.

Proposed District Change

The Town Center is currently and is intended to remain the most intensely developed of the four Town Center Plan study areas. For the most part existing zoning is consistent with this objective. All except for the southwestern corner of the designated Town Center area is zoned Commercial-Highway (C-H) or Mixed-Use (M-U); however, this area, located on the north side of East Market Street between Memory Lane and North Royal Street, is zoned Neighborhood Commercial/Historic (N-C/H). M-U would be a more appropriate zoning designation for this area to encourage the new investment needed to enhance the overall appearance of Springettsbury's core commercial center.

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The map on the left shows the existing zoning, and the map on the right shows proposed zoning district change from N-C/H to M-U along East Market Street.

C-H Permitted Uses

The Township's C-H zoning district is its most permissive commercial zoning designation. As such it allows for a wide range of uses at relatively high intensities, including some, such as automobile and trailer sales, that conflict with Town Center goals of supporting a good pedestrian environment. The Town Center Zoning Overlay should consider whether to restrict or eliminate some or all of the auto-oriented uses such as:

- Automobile or trailer sales
- Automobile service and repair
- Mobile home sales
- Gasoline service stations and car washes
- Mini-storage facilities
- Drive-thru lanes

The Overlay does not necessarily need to prohibit any of these uses in the Town Center area. It could instead set design or other standards to make them more compatible with a healthy pedestrian environment.

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Example of pedestrian friendly site design for an auto dealership

Other Use Considerations

The Town Center Overlay should include language that expressly permits outdoor dining and outdoor display of certain goods, such as flowers, and sets standards related to these uses in the Town Center and Eastern Boulevard areas.

C-H Development Standards

The C-H development standards were developed to encourage designs that accommodate access by automobile, sometimes at the expense of pedestrian, bike or transit. The Town Center Overlay should include changes that better balance the needs of auto and alternative mode access. Some changes that could be considered include:

- Increased building coverage to accommodate the potential for structured parking to make better use of a parcel. The maximum building coverage is currently 50%, versus 75% in the M-U district.
- More detailed landscaping standards that provide more guidance on placement and design needed to create a cohesive design for the Town Center area.
- Decreased minimum lot width to encourage more building articulation through a variety of building types. The minimum lot width is currently 100 feet at the setback line and 80 feet at the street right-of-way.

M-U Development Standards

The M-U development standards were written to encourage a moderate-intensity mixed-use pedestrian-friendly environment. The Town Center Overlay should consider minimal changes to the existing standards including:

- More detailed landscaping standards that provide more guidance on detail on placement and design needed to create a cohesive design for the Town Center area.
- Decreased minimum lot width to encourage more building articulation through smaller individual buildings. The minimum lot width is currently 80 at the street right-of-way.

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Design Guidelines

In addition to the above development standards, the Town Center Overlay should consider design guidelines to encourage attractive, cohesive development styles in the Town Center, Eastern Boulevard and Gateway 83 areas. Specific issues to consider include:

- Materials
- Building orientation
- Façade articulation
- Signage as described in the "Area Specific Recommendations" below
- Designs that reflect local assets or architectural styles



Examples of how a variety of building materials and colors can enhance façade articulation and improve the general appearance of buildings



Examples of typical site and building design, and examples of alternative designs that orient the building toward the street and utilize local building materials in the façade.

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Encourage Green Development

The Town Center Overlay should consider tools to provide zoning and subdivision incentives for green development including alternative energy sources (e.g. geothermal, solar, etc.) and LEED certification. This initiative should include an examination of relevant obstacles, incentives, and potential regulations to provide for more sustainable development practices and an identification of strategies to undertake. Depending on the desired level of effort this could include removal of regulatory obstacles to green development, creation of incentives to encourage it or even development of regulations that would require certain green practices in development. For example for improved stormwater management and water conservation, a strategy to remove obstacles to best practices could be to permit rain gardens, drainage swales and similar facilities by right in the Township's Zoning and Stormwater Ordinance. An incentive could be providing extra landscaping credit for rain gardens. A regulation could be to require a certain portion of stormwater to be managed using drainage swales, rain gardens or other facilities that mimic natural systems.

Parking Standards

The Town Center vision will be implemented through redevelopment over time. A limiting factor to redevelopment capacity is expected to be land required for parking development. As such, the Town Center Overlay should consider parking standards and parking lot design criteria that meet the parking, design and access needs of area development over time. This will include an examination of the amount of parking required, parking lot landscaping and pedestrian access routes. The parking required for retail and office uses were reduced considerably in the 2007 zoning update; however, there may still be opportunities to fine tune parking ratios to increase development capacity in the Town Center and along Eastern Boulevard.

Additionally, the Overlay needs to create flexibility for addressing the Zoning Ordinance requirement to add landscaped islands to parking lots in redevelopment. Current standards are difficult to meet, so many simply get a variance. The addition of guidelines for give and take on this issue could result in better design of parking lots, while still encouraging more intense development. Finally, standards for pedestrian access through the parking lot from parked cars, the street and adjacent businesses should be considered in the Overlay.

Town Center and Gateway Street Network

Figure 1 illustrates proposed new street and trail connections. Red lines show proposed street connections. Design standards for the street connections are described on the pages following Figure 1. Green lines show proposed multi-use path connections, which depending on their location may be off-road trails or on-street facilities. The design of the proposed multi-use path along East Market Street is described in the "Area Specific Recommendations" below. The new multi-use path network shown in Figure 1 is a concerted effort to provide access for pedestrians and bicyclists throughout the Town Center. The network extends to connect with adjacent neighborhoods and retail and employment centers, such as the Butterfly Site, Galleria Mall, and Springettsbury Park.

Springettsbury Town Center Plan

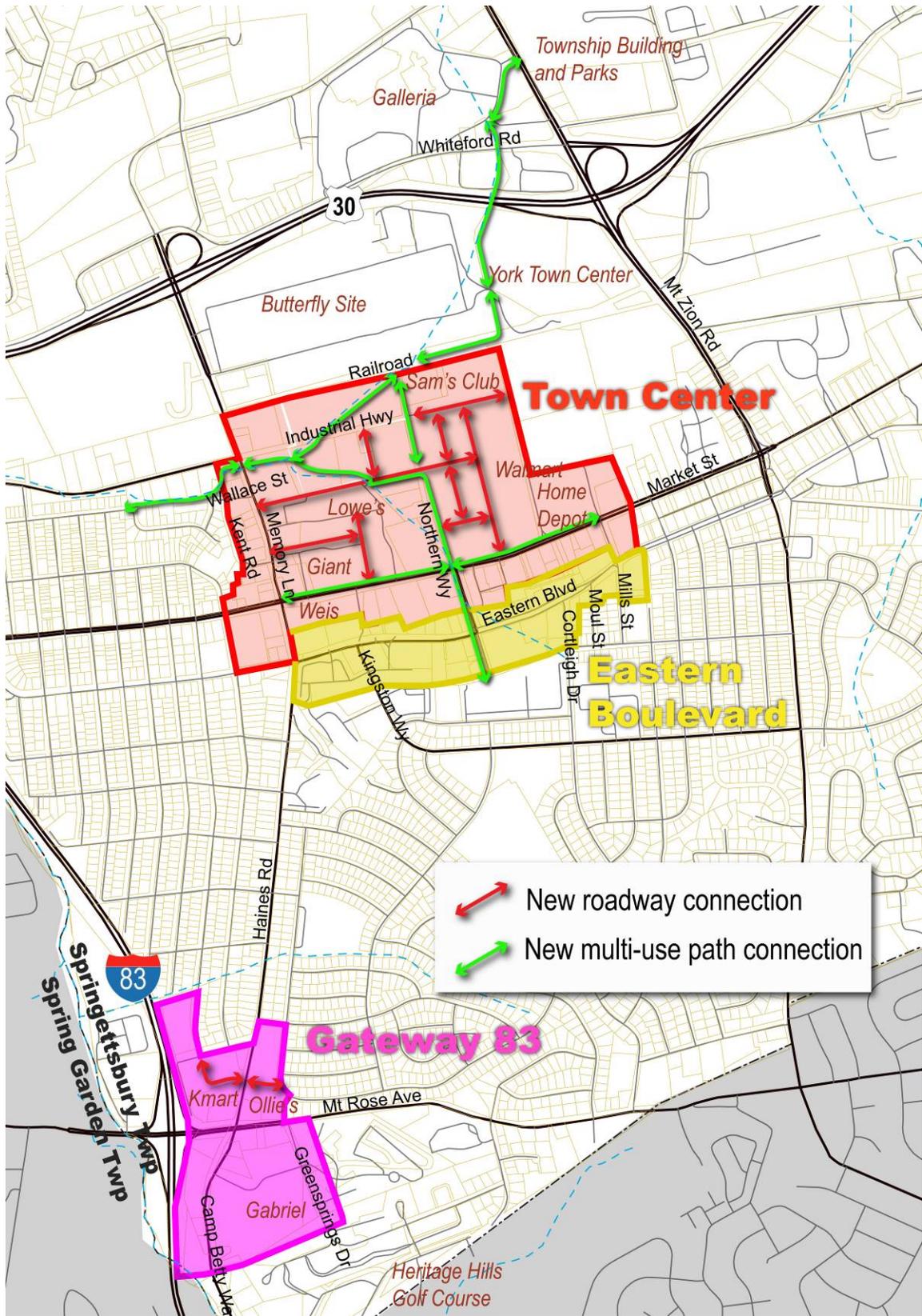


Figure 1: Proposed new roadway and multi-use path connections

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Streetscape Design Elements

The Town Center Overlay should recommend specific standards for each of the streetscape elements illustrated in Figure 2. Standards will include appropriate locations for each element.

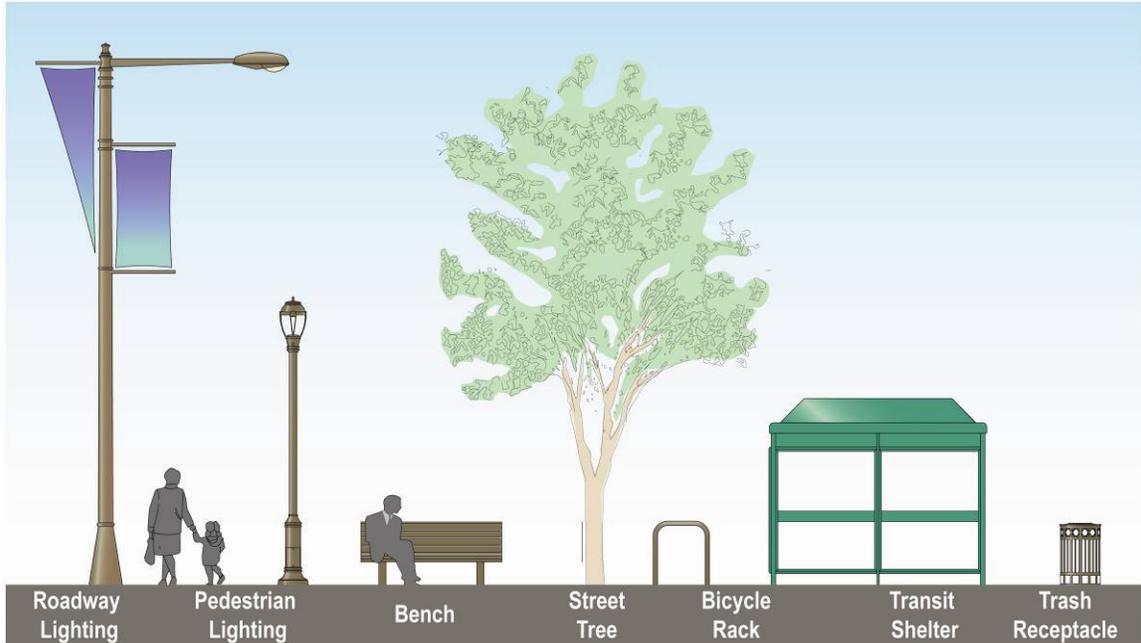


Figure 2: Streetscape Elements

Design Standards for New Roadway Connections

New roadway connections shown in Figure 1 should have minimum design standards to accommodate cars, pedestrians, and non-motorized traffic. Figure 3 illustrates proposed standards for new connections. The cross section includes two options for parking: parallel and diagonal. It proposes sidewalk widths of eight to 15 feet, a planting strip of four to eight feet with street trees, eight-foot parking lanes and eleven-foot driving lanes. It is assumed that the new connections would remain in private ownership

Springettsbury Town Center Plan

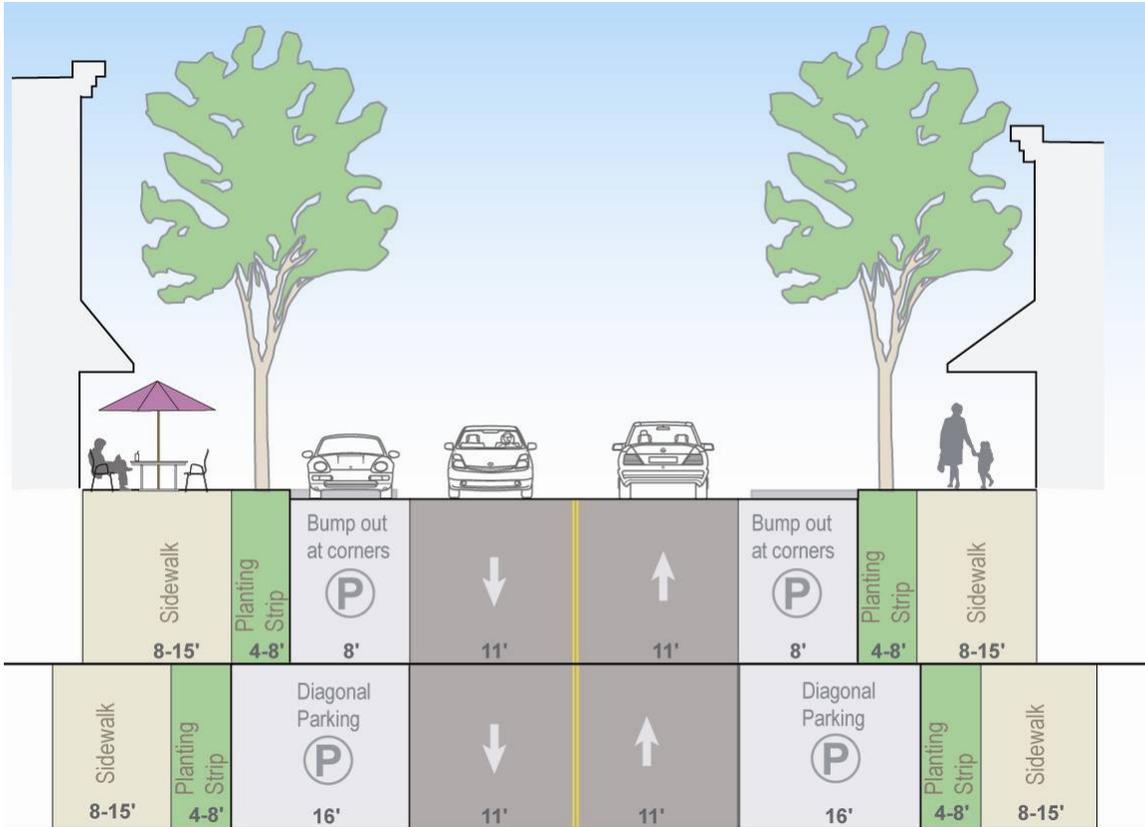


Figure 3: Cross section for new connections through the Town Center.

AREA SPECIFIC RECOMMENDATIONS

Town Center – East Market Street & Memory Lane

The following recommendations seek to connect the Town Center with adjacent residential and commercial areas and enhance the appearance of the area by encouraging high-quality redevelopment. Minimum design standards, combined with more detailed but optional design guidelines as described in the “Overarching Recommendations” above, will protect the high-quality investments of property owners and developers by ensuring that future development will always meet the same or better standards. Redevelopment will also be encouraged through regulations that allow a wide variety of uses and development patterns that encourage walking. These regulations will discourage development that is spread out and lacks the focus of a cohesive Town Center.

Concept Plan for Integrating New Development into the Town Center

New development and redevelopment will need to be oriented to roadways that connect with existing uses and provide pedestrian and vehicular access. The concept plan shown in Figure 4, envisions a retail environment where people exit their cars and walk from shop to shop.

Springettsbury Town Center Plan

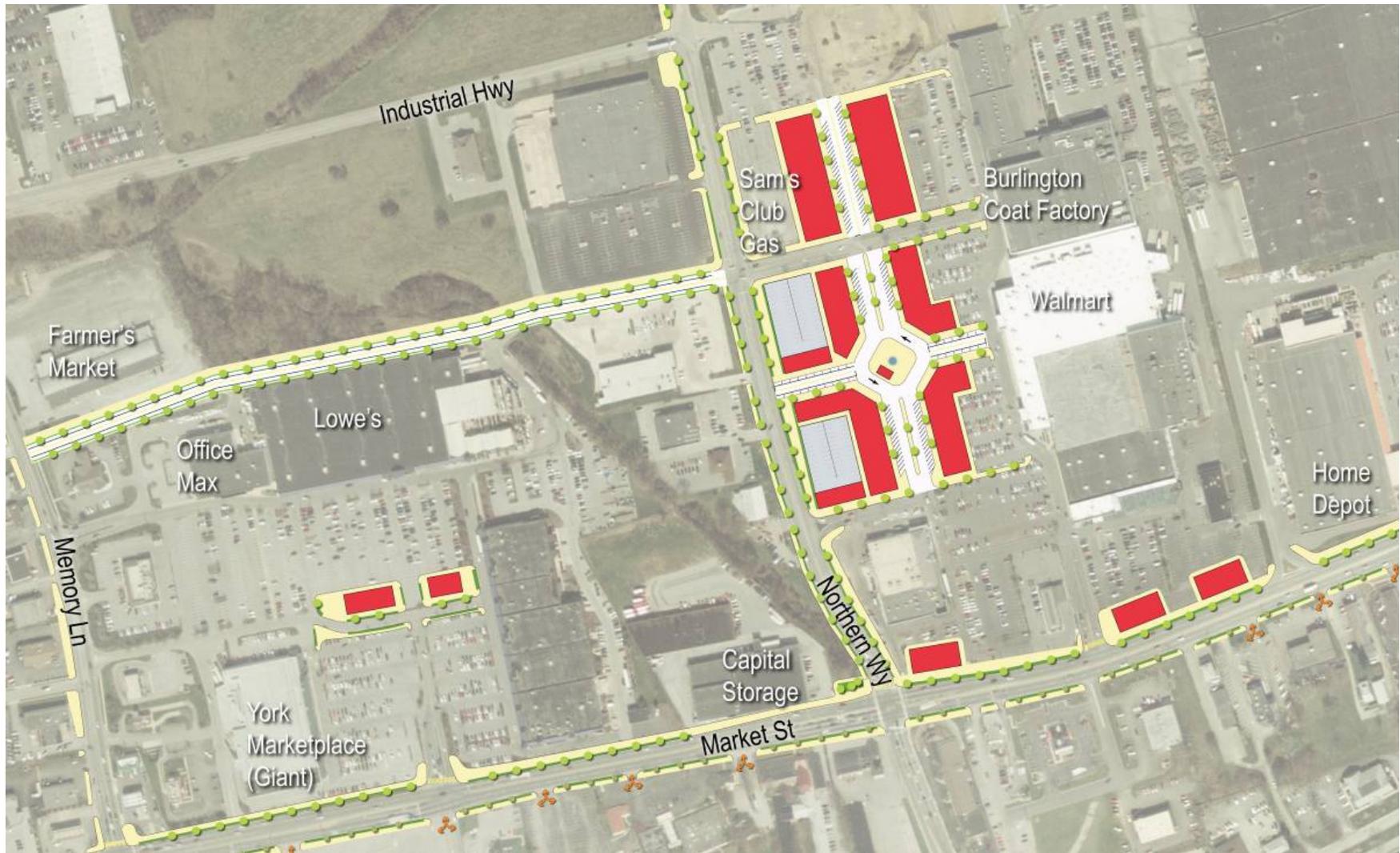


Figure 4: Concept Plan to integrate new development into the Town Center.

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Town Center Focal Point

A center square slows traffic and provides a space for a café and outdoor plaza for socializing. There are a variety of amenities that can enliven the plaza, such as a play area, splash fountain, outdoor fireplace, fountain, small amphitheater or other public spaces. The plaza can be an area where events are held such as a visit from Santa or a spring flower sale.



Example of town center focal point with amphitheater, gazebo, and splash fountain



Example of a town center plaza with gazebo, lawn area, and fountain

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Mix of Uses and Configuration

The concept plan primarily consists of smaller scale retail, but it can also include larger retail or entertainment anchors such as a movie theater or a home furnishing store. Entertainment and restaurant uses should be intermixed with retail to add vitality to the area and extend the amount of time a shopper stays in the Town Center. Outdoor dining and an attractive streetscape should make strolling enjoyable. Blocks should be designed to be a maximum of 600 feet long, which is an urban design standard to encourage walking.



Outdoor dining

Uses can be mixed by providing one or more levels of office or other commercial uses above the ground floor retail. These uses provide more activity on the street. Adding levels to the development also creates a more diverse development program that can spread the development risk and assist in financing some of the structured parking that would be needed to add this intensity of development to the Town Center area.

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Example of town center development with retail on the ground floor and residential above



Example of town center development with two story retail spaces

Parking

Seemingly small details in the concept plan are important to making this a viable retail environment, such as “teaser parking” or on-street parking which facilitates convenience shopping

Springettsbury Town Center Plan

and provides the shopper with a sense of convenient parking. The most costly element of the plan, which might be difficult to provide due to construction costs, is structured parking; however it will be necessary to provide enough parking to support the existing uses and new retail and entertainment uses.



Diagonal on-street parking provides convenient, 'teaser' parking

East Market Street Streetscape Improvement Plan

Figure 5 illustrates proposed design standards for East Market Street. The cross section includes a relatively narrow five-foot sidewalk with five-foot planting strip on the south side of the street with a 12-foot multi-use path and eight-foot planting strip on the north side. Such a configuration will support pedestrian access on both sides of the street and include a high-quality pedestrian and bike facility. The proposed design includes both vehicle- and pedestrian-oriented lighting with opportunities to include banners as a part of the broader community signage program. Figure 6 shows a before and after photo simulation of the East Market Street multi-use path and streetscape improvements.

On the south side of the street the above-ground utilities necessitate planting smaller, ornamental trees in the planting strip. The utility poles can be used to affix pedestrian light fixtures to, thereby reducing the number of poles along the street edge.

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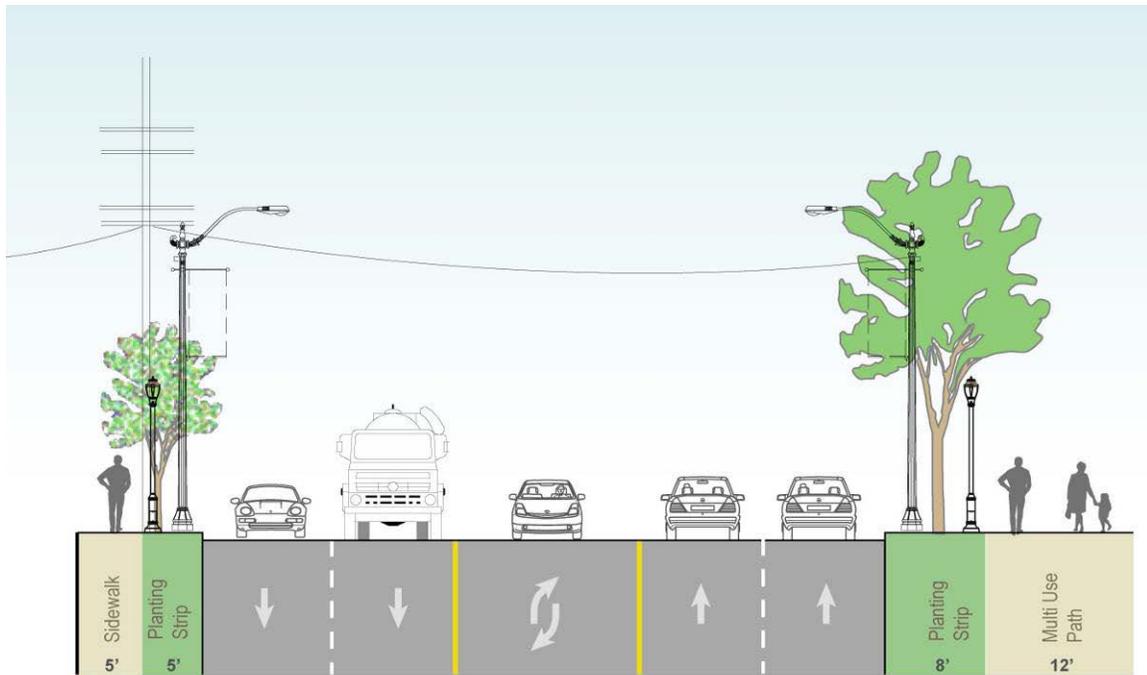


Figure 5: Proposed cross section for East Market Street with street lights, planting strip, and a multi-use path on the north side of the street.

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Figure 6: Before and after photo simulation of the proposed multi-use path along East Market Street.

While the footprint and design of the existing traffic lanes would remain unchanged, the streetscape plan for East Market Street should attempt to combine curb cuts along the south side of the street, as shown in the drawings below (Figure 7).

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Figure 7: Combining curb cuts for driveways along the south side of East Market Street could be incorporated into a streetscape plan.

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Figure 8 illustrates a potential phasing strategy for the Town Center streetscape improvements.

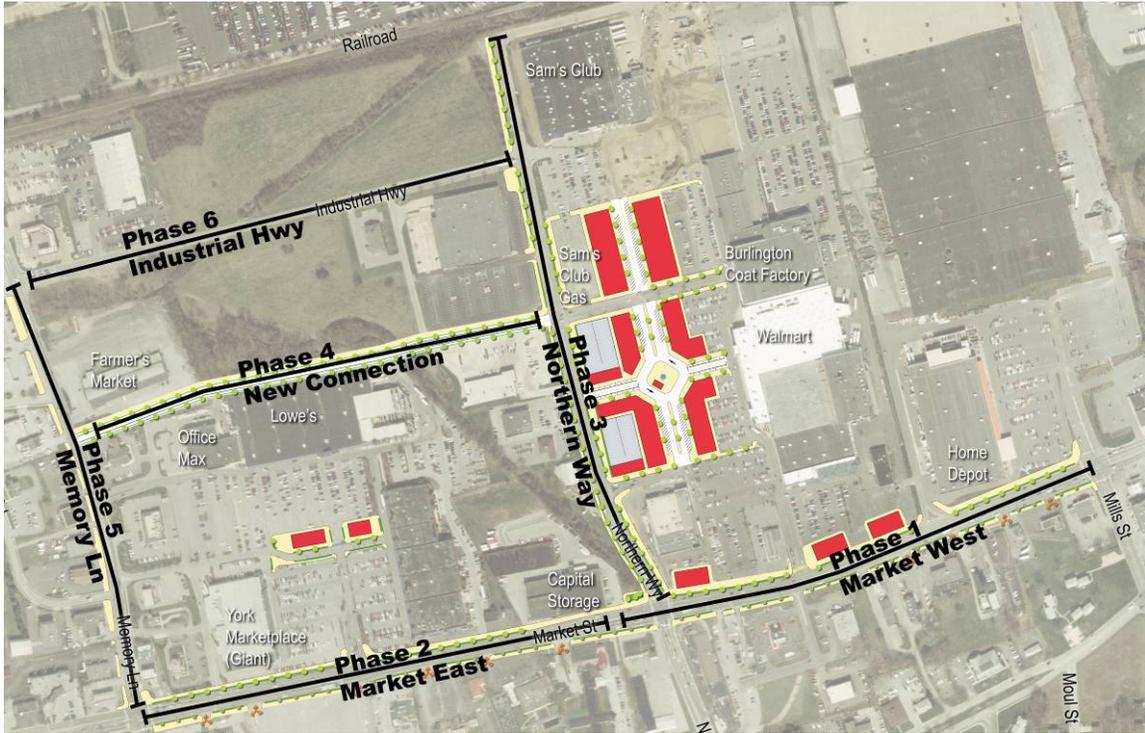


Figure 8: Streetscape phasing plan for the Town Center

East Market Street is proposed for the most comprehensive improvements. Due to the comprehensive nature and associated expense, implementation of East Market Street improvements have been split into two phases as shown in Figure 8.

The third phase of streetscape improvements is proposed along Northern Way and includes a continuous planting strip and multi-use path on the east side of the street. This link would encourage pedestrian access from East Market Street into the Town Center. In future phases, or if funding is available for a longer multi-use path project, the path along Northern Way could be extended across the railroad tracks and provide access to the Butterfly site and the retail development off of Mount Zion Road. The path could extend farther, under Route 30 and connect to the Galleria Mall, to provide pedestrian access from the Town Center to the Mall and through the Mall to the Township Building and Springettsbury Park. Figure 9 shows the potential alignment of the multi-use path from Eastern Boulevard to the Township Park.

Springettsbury Town Center Plan

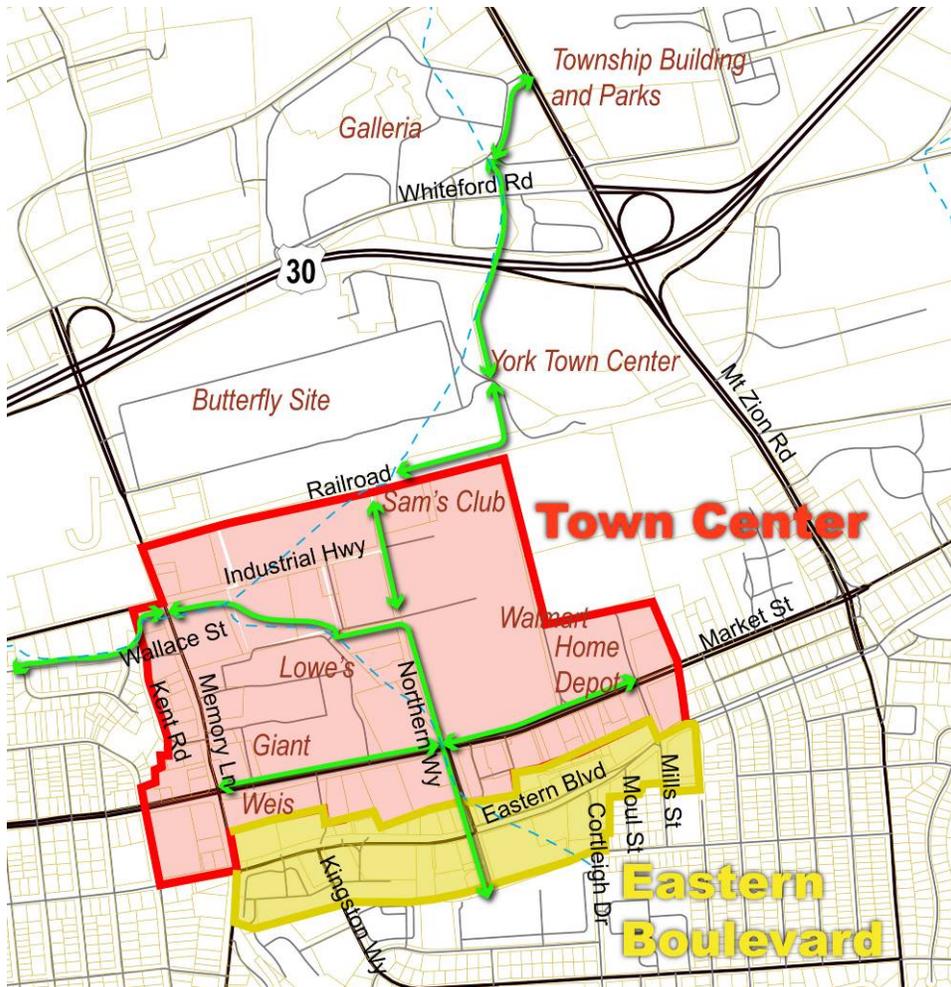


Figure 9: Potential multi-use path connections

The fourth phase is a new connector street from Northern Way to Memory Lane between East Market Street and Industrial Highway. Like East Market Street, this will be a significant undertaking, but will dramatically increase access to and internal circulation for the Town Center. This project will require easements from property owners and potentially a new bridge over the creek. The roadway design would conform to the standards for new connections illustrated in Figure 3; however, the parking lane is optional. The sidewalks and planting strip would be continuous to encourage pedestrians and bikes to use this route.

Memory Lane improvements constitute the fifth phase. Improvements along Memory Lane include pedestrian lighting, banners and the completion of a few sections of discontinuous curb and sidewalk. The sidewalk and planting strip are continuous along most parts of Memory Lane, but sections where the curb and sidewalk do not align should be fixed and ADA compliant ramps should be installed.

The final phase is Industrial Highway. The Industrial Highway is on the periphery of the Town Center and it is flanked by developable land. When development occurs in this area, the developer should improve the streetscape by following the standards provided in Figure 3. If, after other

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phases are complete, and development has still not occurred, the Township could consider making the streetscape improvements to encourage development.

Refine Access Management Standards

As development has occurred over time, access to property has not been thoroughly considered in relation to adjacent properties and providing access to all modes of transportation. For example, as Figure 6 shows, the number of driveways on the south side of East Market Street could be reduced to improve the function of East Market Street. New development and any existing development that is looking to expand or reconfigure its parking area should be required to link to adjacent parking areas and combine driveways, if possible.

Require a Pedestrian Plan for All New Developments or Improvements

The Town Center Overlay should include standards for pedestrian connections within the Town Center area including a requirement that future development must submit a pedestrian plan that shows the path for pedestrians to access the site and building entrance from each direction from each public right of way, as well as from adjacent properties.

In the parking areas of shopping centers in the Town Center area, there are few sidewalks connecting from public streets or sidewalks connecting parking areas to stores. Future development must show how it will meet the requirements for interconnecting parking areas and how those interconnections will be designed to accommodate pedestrians. An example of a pedestrian circulation plan is provided in Figure 10.



Figure 10: Example of a pedestrian circulation plan.

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Sign Regulations

The Township substantially rewrote its sign ordinance in the 2007 zoning update; however, sign standards for the C-H Zoning district focus strongly on an auto-oriented environment. The Town Center Overlay should consider a few changes to sign regulations on parcels zoned C-H to encourage a more human-scaled built environment, including:

- Consider limiting free standing signage along East Market Street and Memory Lane to monument signs that do not obstruct sight triangles. In the current sign ordinance, monument signs can be a maximum of 12 inches off of the ground. The Overlay should consider whether this is an appropriate limitation for East Market Street, or whether some other design criteria can better meet the needs of business visibility for drivers and people arriving by foot or by bike.
- Consider size and placement regulations for signage on buildings. It may not be appropriate to limit size sign on East Market Street, but it could be considered for Memory Lane and future development along new street connections (as shown on Figure 1) as they are made over time.
- Prohibit changing message boards.
- Encourage the use of projecting signs because they provide visual excitement and can accentuate the pedestrian character of an area.
- Prohibit internally lit box signs, though internally lit letter signs would be permitted.



Internally lit box sign



Internally lit letter sign

Eastern Boulevard

Eastern Boulevard functions as a low to moderate intensity commercial district, with neighborhood serving businesses and professional offices. The zoning in the Eastern Boulevard study area is predominately M-U, with a small section of N-C at its southeastern boundary, which is generally supportive of Town Center Plan goals for the area. The following proposed enhancements for the Eastern Boulevard area will further support the development of a community-centered mixed-use development node.

Eastern Boulevard Enhancements

Figure 11 illustrates the current cross section of Eastern Boulevard. The 24-foot median and landscaped yards contribute significantly to the area's visual appeal; however, narrow sidewalks

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built without a planting strip or other barrier from traffic create an uncomfortable pedestrian environment.

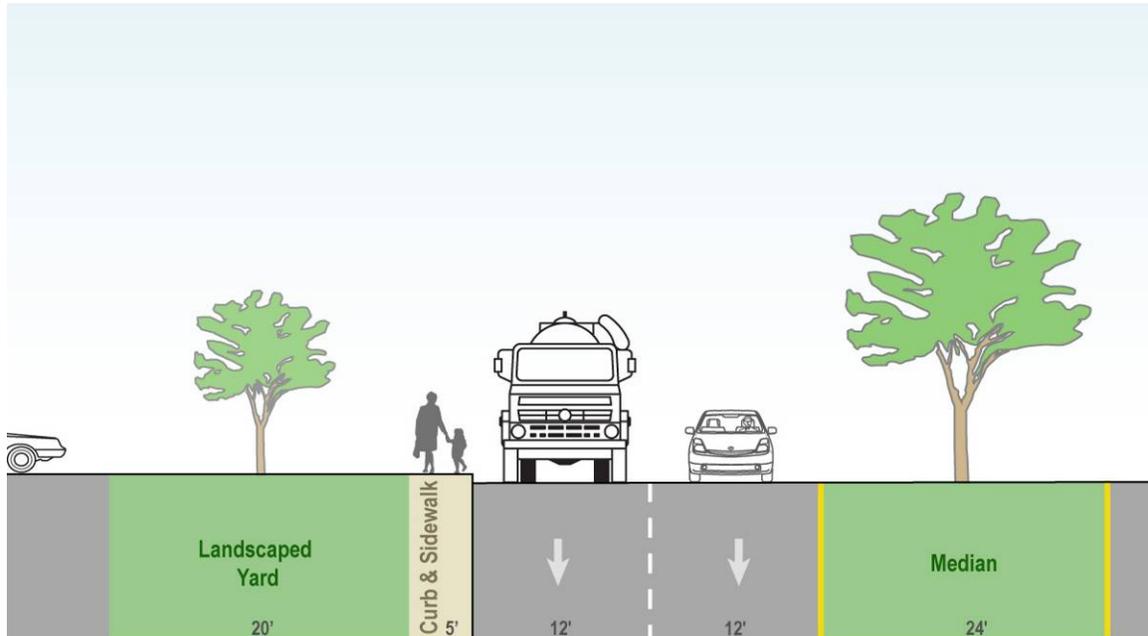


Figure 11: Existing cross section of Eastern Boulevard

Figure 12 shows proposed changes to Eastern Boulevard that will preserve its “green street” ambiance while providing a better pedestrian access and a consistent street design. In addition to a landscaped yard, it includes an eight-foot sidewalk, plus an eight-foot planting strip with trees and pedestrian-oriented street lighting. Figure 13 shows a before and after photo simulation of pedestrian improvements at intersections along Eastern Boulevard.

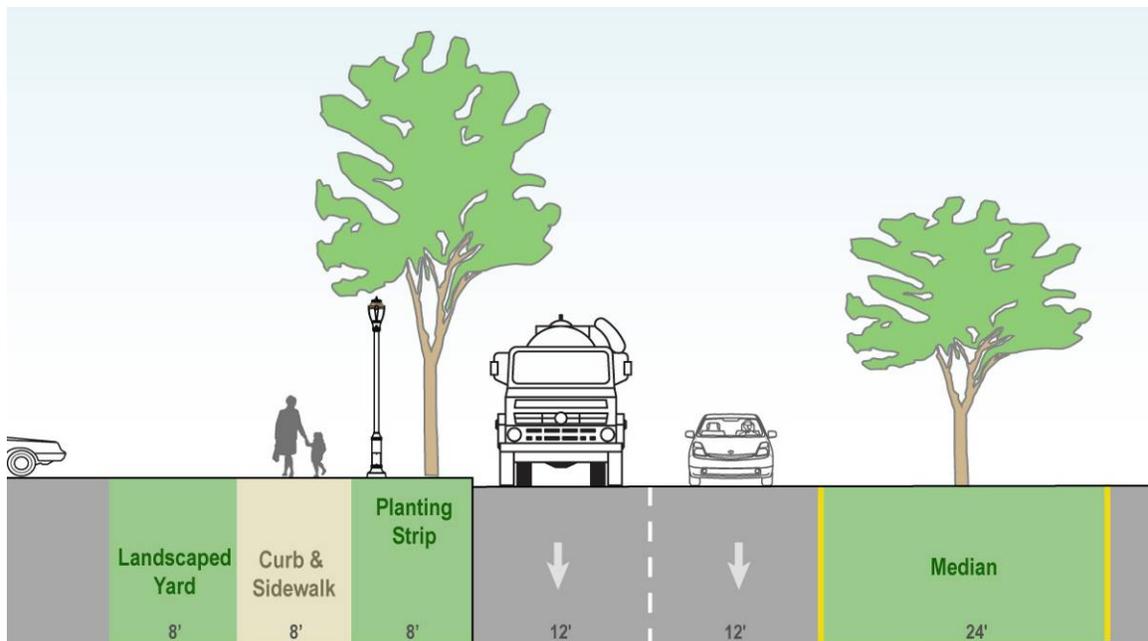


Figure 12: Alternative cross section of Eastern Boulevard with planting strip and sidewalk

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Figure 13: Before and after photo simulation of proposed improvements to Eastern Boulevard

Consider the Creation of a Bikeway on Eastern Boulevard.

There has been some discussion during the town center planning process of making Eastern Boulevard the primary bicycle access route, taking this pressure off of East Market Street. Figure 12 illustrates a potential concept for a bike route on Eastern Boulevard. Adding a bike lane to Eastern Boulevard within the current curb line would result in the loss of a vehicle travel lane. The proposed cross section in Figure 14 shows an 11-foot travel lane, five-foot bike lane and 8-foot parking lane. It would be possible to combine both directions of bike traffic onto one side of the

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street, which would preserve two vehicle lanes on one side of the street. The two-way bike lane would be 12 feet wide, leaving room for one 12-foot travel lane.

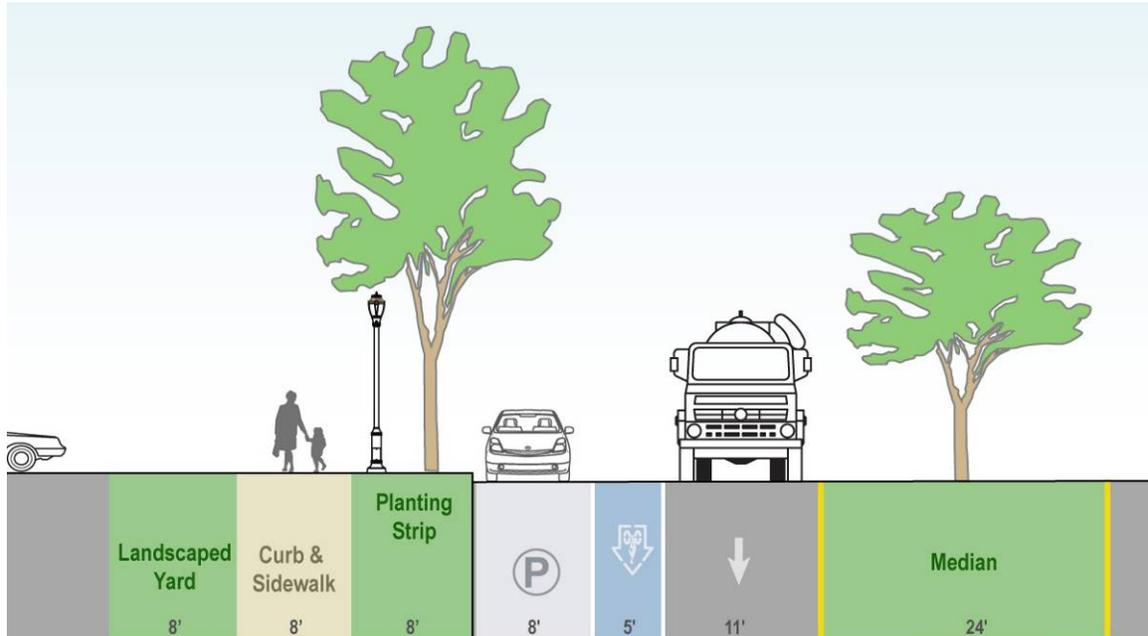


Figure 14: Alternative cross section of Eastern Boulevard with parking lane and bike lane

Sign Regulations

Sign regulations for the M-U and N-C zoning districts found in the Eastern Boulevard study area are generally consistent with Town Center goals. Two changes to consider in the Town Center Overlay include:

- Prohibiting changing message boards.
- Prohibiting internally lit box signs, though internally lit letter signs would be permitted signs
- Encourage the use of projecting signs areas because they provide visual excitement and can accentuate the pedestrian character of an area.

Gateway 83

Gateway 83 is an important entrance into Springettsbury Township. Though economically active, its appearance does not create a welcoming gateway. A PennDOT project to redesign the exit 18 interchange will alter the area. The recommendations below seek to encourage high-quality redevelopment and a supportive streetscape that is consistent with the Heritage Hills Golf Course, adjacent multi-family development and provides convenient access to Interstate 83, creating a clear entrance to Springettsbury Township.

Development Standards

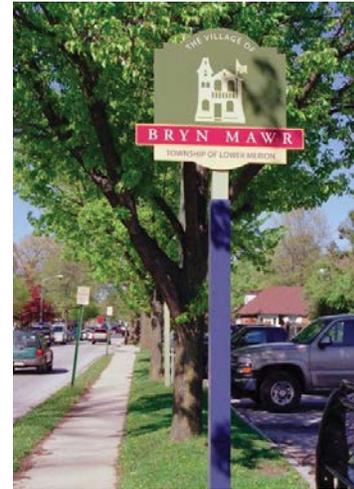
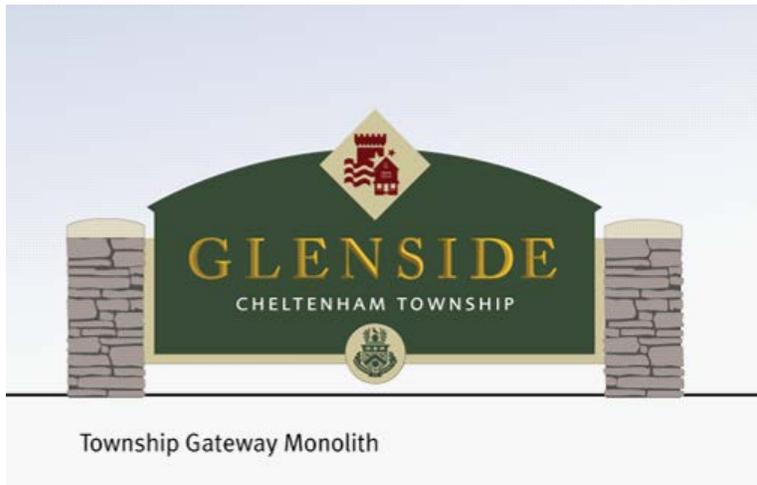
Gateway 83 is zoned M-U and multi-family residential (R-1). The use and development standards for these zoning designations are generally consistent with its role as a community gateway. The Town Center Overlay should consider changes that could enhance the areas redevelopment potential, including:

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- Increasing maximum building height from 45 feet to 65 feet to permit five story commercial development
- Reducing front yard setbacks along Haines Road and Mount Rose Avenue from 30 feet to 20 feet
- Permitting some low-impact commercial uses in the R-1 zoned land along Mount Rose Avenue (similar to those permitted in the N-C district)

Gateway Enhancements

Gateway 83 is a major gateway to Springettsbury Township. Gateway signage should be provided on Mount Rose after the interchange with I-83.



Examples of gateway signage

Streetscape and sidewalk improvements along Mount Rose Avenue between the interchange and Eagle's Nest will be incorporated into the Route 124 widening project. It will be important to provide continuous sidewalks throughout the area. Street trees and a planting strip should be installed where grades permit. Figure 15 shows proposed gateway signage and streetscape improvements.

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Figure 15: Before and after photo simulation of proposed gateway and streetscape improvements to Gateway 83 on Mount Rose Avenue

East Market Gateway

The East Market Gateway is an economically healthy, but, in some places, a physically unattractive entrance to the Township. The recommendations below focus on creating a high-quality gateway to Springettsbury through redevelopment, signage, and landscaping signaling the arrival into the Township.

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Gateway Enhancements

While this section of East Market Street is a significant entrance into the Township, there is no indication through signage or otherwise that one has entered Springettsbury Township. A combination of gateway signage and landscaping could be installed on the north side of the road, visible to people traveling into the Township. Two examples are provided below of gateway signage. One is a low wall sign with landscaping and the other is a pole sign, which is useful where there is limited area to install a sign.



Examples of gateway signage

Streetscape & Landscape Improvements

In addition to signage at the gateway, streetscape improvements along East Market Street would beautify this commercial corridor and provide a better impression of Springettsbury Township. New sidewalks, street trees, and transit shelters could be part of a streetscape project. Banners could be installed on existing poles to provide a consistent identity to this commercial corridor. These improvements could enhance property values and encourage businesses to locate here. Figure 16 shows a before and after photo simulation of proposed gateway and streetscape improvements along East Market Street.



Example of how banners extend the impact of gateway signage

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Figure 16: Before and after photo simulation of proposed gateway and streetscape improvements along East Market Street

Work with Business Owners

In addition to the physical improvements in the area, the Township and its Economic Development Authority should reach out to the businesses located in the Eastern Market Gateway area to understand their business facility and location needs. As appropriate, the Township should work with the businesses to enhance their physical facilities or, if their current location is not serving them well, to help them find other suitable locations for the business in the Township.

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Code Enforcement

The Township should ensure that existing code standards are met, particularly related to property maintenance and outdoor storage.

5. IMPLEMENTATION STRATEGY

Based on feedback from the Steering Committee, Township staff, Planning Commission and Board of Supervisors, this section identifies specific projects to undertake to implement the Town Center Plan and proposes timeframes for completion. The projects are prioritized based on potential funding capacity, the project's potential impact on Town Center and Gateway appearance and potential to support desired change.

Currently, little private funding is available and even state and federal sources are more limited than has been the case over the past decade; therefore, much of the early implementation of projects identified below is assumed to come from the Township with some support from the Pennsylvania Commonwealth. As the private market turns around, it will be possible to use economic incentives, along with the increased densities allowed under recent and proposed zoning changes, to leverage additional private investment.

In the short term, the Township should focus on outreach to business and property owners to demonstrate the increased development capacity for many of the properties in the Town Center and Gateway areas that has resulted from this Plan and the 2007 zoning update. Such outreach alone is not likely to result in immediate investment, but can set the stage for future opportunities as the private lending market recovers.

SHORT TERM PROJECTS (0-5 YEARS)

Zoning and Subdivision Revisions

The Plan identifies a number of zoning and subdivision changes to implement changes over time as reinvestment and redevelopment occur in the Town Center and Gateway areas. By early 2010, the Township should draft and adopt most of the zoning recommendations, with the possible exception of the 'green' building requirements and incentives, which can be accomplished more effectively on a Township-wide basis, and will require more detailed study to implement effectively.

Community Identity Logo and Design Theme

Before the construction of gateway and wayfinding signage can begin, The Township will need to retain a marketing and/or signage firm to design a logo with a color scheme and identify prominent community materials and themes. This design process should inform other design decisions that the Township makes. Once the logo and palette of fonts, colors and materials has been determined, they can be used throughout the Township on signage gateway, and streetscape projects. The wayfinding design plan should be coordinated with the Lancaster York Heritage Region and county-wide wayfinding programs.

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Wayfinding and Gateway Signage Design and Construction (Phase 1: Gateway Areas and Township Complex)

Gateway landscaping and signage with some banners at Gateway 83 and East Market along with wayfinding signage at the Route 30 interchange with Mount Zion Road should be the first priorities for physical design and construction. Creating a sense of arrival in Springettsbury will improve the Township's image. This project should also include the first phase of wayfinding signage in the Township, focusing on providing signage at the gateways and Route 30 to direct people to Springettsbury Park, shopping areas and other attractions. Design plans should be coordinated and incorporated with PennDOT's interchange plans for I-83 exit 18. The Township should request that PennDOT make the appropriate streetscape improvements in the area of the interchange to include sidewalks and pedestrian lighting. Any banners, signage, and landscaping that are installed will need to have a maintenance and replacement plan. The Township will most likely be responsible for installing and maintaining these items, including replacing banners prior to them becoming faded or outdated.

Economic Development: Property Owner Outreach

As the Township makes progress on the above projects, it is important to provide information to property owners about the Town Center initiative and potential benefits and opportunities for business and property owners. The Township should communicate with property owners about the planned improvements to gateway areas and the Town Center. Zoning changes will be especially important to property owners. In addition to the public process to modify zoning, the Township should consult with key property owners about the potential for redevelopment of their properties. The Township could provide conceptual sketch plans of property to illustrate how much new development is possible. The Township could also provide information about the range of incentives that could be available to assist property owners in redevelopment projects.

Final Streetscape Design and Engineering for East Market Street Phases 1&2

East Market Street's high traffic volumes of 24,000 vehicles per day make it a very visible and desirable place for retail. To attract high quality retail, better site design and improve the market for other commercial development, the Township should implement the streetscape recommendations for East Market Street. This project will not only improve the appearance of East Market Street it will improve the safety of pedestrians, cyclists, and transit riders. And, the access management components will improve the efficiency of the roadway. In addition to final design, engineering and bid documents, this project should also identify any property owner easements that will be necessary. Further, the project should determine which property owners are willing to consolidate their driveways at this time to become compliant with the Township's SALDO access management regulations.

Alignment Study and Design for Multi-Use Path Connection to Township Complex

Route 30 is an incredible barrier for pedestrians in the Township that cuts off most of the Township's residential neighborhoods from pedestrian access to the Township's main park and the Galleria Mall. There are opportunities to add pedestrian access across Route 30, but these opportunities need to be further studied for feasibility. For example, an existing culvert under Route 30 west of Mount Zion Road in the Meadowbrook Shopping Center could perhaps be

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enhanced to accommodate pedestrians. Alternatively, it might be possible to design a solution by changing the existing interchange of Route 30 and Mount Zion Road. PennDOT should be included in this feasibility analysis, as well as Norfolk Southern because a new connection might need to cross the railroad. The result of this study should be a preferred alternative concept design and cost estimate for final design and construction of the preferred alignment.

LONG TERM PROJECTS (5-10 YEARS)

Construction of East Market Street Streetscape & East Market Street Multi-Use Path (Phases 1 & 2)

The construction of the East Market Street streetscape improvements will take a significant amount of time and coordination with property owners, State agencies, local utility companies and County agencies. Prior to beginning construction, the appropriate permits and easements must be obtained from public agencies and property owners. Once the design has been completed as described in the short term projects, the Township can begin holding funds for development improvements in escrow to be applied to construction of the streetscape improvements. While a portion of the total construction cost can be paid for through funds held in escrow, the Township will need to consider a bond or other tools to finance its portion of the costs of the improvements.

Final Design and Construction of Multi-Use Path Connection to Township Complex

The concept design and alignment project should yield a preferred alternative for the alignment of a path to connect the Township Complex and the Town Center. This project would be to design, bid and build a multi-use path connection to the Township complex.

Economic Development Tools

Spurring private development through public investments can be accomplished in a variety of ways. Purchasing vacant, dilapidated property and releasing a request for proposal for developers to provide a certain type of development is one simple way to jump-start redevelopment. Certain property owners might be willing to gift their vacant property to the Township or Authority for the tax benefit. Offering tax abatements for new development and redevelopment is another way to motivate property owners to make improvements. Façade and property improvement grants or low/no-interest loans can motivate property owners too.

Keystone Opportunity Zones and Local Economic Revitalization Tax Assistance can be established to abate taxes for up to 10 years. The State also provides tax credits for redevelopment projects in established Enterprise Zones. Tax increment financing¹ is another option to utilize future tax revenues from property improvements to fund a redevelopment project. Although TIF can be a difficult program to implement for a variety of reasons, one of which is achieving agreement from all taxing bodies (School District, Township and County) to forego a percentage of the tax increment. There are grant programs through the Pennsylvania Department of Community and Economic

¹ Tax increment financing (TIF) is a financing program in which future, incremental increases in tax revenues from a specific property or properties are allocated and pledged by the taxing bodies (county, school district and local municipality) for a limited time (not to exceed 20 years) to secure and pay bonds, the proceeds of which are used to fund costs of a development project or public improvements related to a project.

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Development that fund redevelopment project feasibility analyses, specifically the Community Action Team: Pre-development Grant to Loan Program.

FUTURE PROJECTS (10-20 YEARS)

Final Design and Construction of Northern Way Streetscape Improvements (Phase 3) and New Connection (Phase 4)

Utilizing the streetscape themes and elements from the Town Center Plan and the East Market Street streetscape project, this project would include design, bidding and construction of the Northern Way Streetscape Improvements and the new connection from Lowe's to Walmart.

Wayfinding and Identity Signage (Phase 2: Town Center/Eastern Boulevard) Design and Construction

After significant progress has been made on the streetscape improvements in the Town Center, the second phase of wayfinding and identity signage can be undertaken to direct visitors to the Town Center and other attractions within the Township. At this time, the first phase of wayfinding and identity signage can be revisited and updated. This project should identify design themes for the Town Center and Eastern Boulevard areas and update the existing themes at the gateway locations. The Township could also use this project as an opportunity to update the Township's logo.

FUNDING SOURCES

The projects described in the Implementation Strategy will require public funding, in addition to the Township's general budget and debt capacity. Most of the public funding sources for the types of projects this Plan describes are available through various departments of the Pennsylvania Commonwealth. These public funding programs fluctuate with budget cycles, and at the time this plan was written, Pennsylvania was debating the budget with significant reductions to some of the programs listed below. In addition, some of the funding programs listed below will be useful for a portion of a project, but not the entire project.

Pennsylvania's Department of Community and Economic Development (DCED) has a variety of incentive programs to support redevelopment of vacant or underutilized sites throughout the area. Many of the DCED funding programs have a streamlined application process called the "Single Application for Assistance." When the Township submits a project through the Single Application for Assistance process, DCED will determine which of their programs are best suited to fund the project. DCED could be approached for funding for the design and construction of East Market Street, redevelopment feasibility planning (property owner outreach) and community identity programs.

Pennsylvania Infrastructure Bank (PIB), which is managed by PENNDOT, provides very low interest loans to municipal governments for infrastructure related projects. The design and construction of the traffic safety and streetscape improvements on East Market Street would be a candidate for the PIB.

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PENNDOT Hometown Streets Program is a potential source of funding for the safety and streetscape improvements along East Market Street. This program focuses on providing funding for projects that enhance “Main Street” style communities and improve pedestrian safety.

Pennsylvania’s Department of Conservation and Natural Resources (DCNR) has funded trail construction through its Community Conservation Partnership Program (C2P2). The funding for this program has not been secured for next year; however, it is expected to be funded again this year.

TreeVitalize is a program through DCNR and it is expanding to York County in fall 2009. The mission of TreeVitalize is to increase urban tree canopy for a variety of environmental and social reasons. TreeVitalize provides grants for purchasing and planting street trees. DCNR identifies the East Market Street and Eastern Boulevard areas as having only 1-10% tree canopy cover, which is the lowest designation besides zero. An application for street tree funding in these areas would likely be well-received.

The America Recovery and Reinvestment Act (ARRA) (or other future federal stimulus funding program) funding might be available for acquisition, redevelopment, and public infrastructure improvements through a future federal stimulus program. These funds are typically channeled through a State agency or department for application and processing. The ARRA funds were directed to a diverse number of purposes, including stormwater management, broadband service, energy conservation and ‘green’ job creation. The Township’s projects should consider these areas of emphasis when designing infrastructure projects.

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SUMMARY TABLE OF IMPLEMENTATION PROJECTS

	Project Name	Timeframe	Cost Estimate*	Funding Sources
Short Term Projects (2009-14)	Zoning and Subdivision Revisions	2009-2010	\$25,000	Township
	Community Identity Logo and Theme Design	2010-2011	\$30,000	Township
	Wayfinding and Gateway Signage Design and Construction (Phase 1: Gateway Areas and Township Complex)	2010-2012	\$90,000	Township, DCED
	Economic Development: Property Owner Outreach	2011-2012	\$15,000	Township, DCED
	Final Streetscape Design and Engineering for East Market Street Phase 1&2 (including obtaining easements)	2012-2014	\$200,000	Township, DCED, PENNDOT
	Alignment Study and Design for Multi-Use Path Connection to Township Complex	2012-2014	\$70,000	Township, PENNDOT, DCNR
Long Term Projects (2014-19)	Construction of East Market Street Streetscape & East Market Street Multi-Use Path	2015-2017	\$2,500,000	Township, PENNDOT, DCNR
	Final Design and Construction of Multi-Use Path Connection to Township Complex	2015-2017	TBD in Alignment Study	Township, PENNDOT, DCNR
	Economic Development Tools	As market improves	TBD	Township, DCED
Future Projects (2019-2024)	Final Design on Northern Way Streetscape (Phase 3) and New Connection (Phase 4)	2019-2020	TBD	Township, PENNDOT, DCED
	Construction of Northern Way Streetscape Improvements (Phase 3) and New Connection (Phase 4)	TBD	TBD	Township, PENNDOT, DCED, Developers
	Wayfinding and Identity Signage Program Design and Construction	2019-2020	Design: \$25,000 Construction: TBD	Township, DCED

* Cost estimates are in 2009 dollars. The estimates are approximations for Township budgeting and general project scoping purposes only.