

# 2022 Comprehensive Plan Update



MARCH 2022

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**SOUTH MIDDLETON TOWNSHIP  
CUMBERLAND COUNTY, PA**



**SOUTH MIDDLETON TOWNSHIP  
BOARD OF SUPERVISORS**

**RESOLUTION NO. 2022-12**

WHEREAS, the South Middleton Township Planning Department has prepared, received and forwarded to the Supervisors a proposed comprehensive plan update dated April 28, 2022, and

WHEREAS, after due notice, a public hearing has been held thereon as required by law, and

WHEREAS, after due consideration, the Supervisors believe that it is in the best interest of the public to adopt said proposed plan,

UPON motion duly made and seconded, it is unanimously;

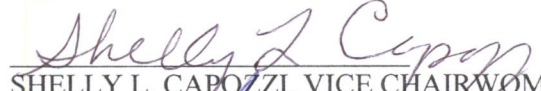
RESOLVED, that the proposed comprehensive plan update for South Middleton Township, as prepared by the Planning Department, consisting of a proposed zoning district and boundary map, together with related charts and text, be and hereby is adopted as the Official Comprehensive Plan of South Middleton Township, dated April 28, 2022; provided however, that the Board of Supervisors reserves the right to amend or modify said plan or the standards set forth therein by the enactment of appropriate amendments or zoning ordinances hereafter.

ATTEST:

  
CORY S. ADAMS, ASST. SECRETARY

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## **Acknowledgements**

The Board of Supervisors wish to thank the following people who contributed to the process of developing this plan. Their time, knowledge, and insight made the plan a success.

### **Comprehensive Plan Update Steering Committee**

Ronald Hamilton, Board of Supervisors  
Dr. Shelly Capozzi, Board of Supervisors  
John Greenbaum, SMSD Representative/Parks & Recreation Board  
Michelle Crowley, Zoning Hearing Board  
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<sup>1</sup> <http://smiddleton.com/DocumentCenter/View/274/Comprehensive-Plan-PDF>

<sup>2</sup> <http://smiddleton.com/DocumentCenter/View/2355/Boiling-Springs-Livable-Communities-Plan---PDF>

<sup>3</sup> <http://smiddleton.com/2181/Act-537-Plan>

<sup>4</sup> <https://www.smiddleton.com/DocumentCenter/View/1014/Spring-Meadows-Master-Plan-Final-Redesign-Executive-Summary-PDF>

<sup>5</sup> <http://smiddleton.com/DocumentCenter/View/273/Official-Map-PDF?bidId=>

<sup>6</sup> <http://smiddleton.com/DocumentCenter/View/2354/Walnut-Bottom-Master-Plan-Study-PDF>

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## **1. Introduction**

South Middleton Township last updated its Comprehensive Plan in 2007. The 2008 Subprime Mortgage Crisis and subsequent “Great Recession” came right after the plan was finalized. As a result, many of the projections contained within that document never came to fruition. For instance, the increase in number of housing units and associated population growth did not occur at the rates anticipated. Also, in response to the Great Recession, the Pennsylvania General Assembly enacted the *Permit Extension Act in 2010* (Act 46 of 2010); which effectively suspended the expiration of building permits and subdivision & land development approvals between January 1, 2009 and July 2, 2016.

The economic conditions, and the government-initiated extension brought about by Act 46, have drastically slowed commercial and residential development statewide, including in South Middleton Township. As a result, many of the assumptions concerning future development outlined in the 2007 Plan have remained relatively unchanged.

That being said, there have been some changes and notable emerging trends that affect land use and require inclusion in a Comprehensive Plan. Changes brought about by the aforementioned economic turndown, advances in technology, generational housing preferences, and emerging impacts resulting from the COVID-19 pandemic have all transformed what have traditionally been considered desirable and achievable land uses. Therefore, the Township has determined that a review of its land use and related policies and strategies was appropriate in order to provide future guidance not only to the Board of Supervisors and Township staff, but also property owners and future developers. It was also decided to examine the results of the implementation of prior strategies from previous planning efforts, as well as those actions undertaken since the last Comprehensive Plan’s approval.

Much of the foundational information and background data contained in prior planning efforts remain the same (i.e. soils, geology, floodplains, existing land uses, etc.). Because of this, it was decided to limit the scope of this planning effort to specific areas of the Township where changes to the type of land use would have the most meaningful impact. After the assessment of the Township’s policies and strategies, and taking into account the Township’s latest vision and goals, the best and most appropriate uses in those areas of the Township can be determined.

Since the scope of this plan is limited to specific areas, and much of the information contained in the 2007 Plan remains valid, it was determined the most appropriate method of updating the Township’s goals and objectives was through a Comprehensive Plan *Update*, as opposed to revising the entire Plan. As such, the Township is departing from the traditional comprehensive plan approach and will embrace the concept of an “implementable plan,” a concept introduced by the Pennsylvania Department of Community and Economic Development. This approach emphasizes focusing on real and relevant issues, and providing practical and workable recommendations, instead of reiteration of data.

Concurrent to this planning process, the nation is dealing with the COVID-19 pandemic. It is uncertain at this time what the long-term effect that crisis will have on the economy and land development. As the nation and Township emerge from the pandemic, it appears that development opportunities continue and housing demand remains strong, but how people work and play has been transformed, such as greater reliance on telecommuting and working from home. Long-term, the impact from COVID-19 on the Township's land use planning efforts and guiding future development is unknown.

## 2. Background

### A. Comprehensive Planning and Act 247 of 1968 – The Pennsylvania Municipalities Planning Code

Act 247 of 1968 instituted the Pennsylvania Municipalities Planning Code (MPC). The MPC empowers Pennsylvania municipalities to plan their development and govern the same by zoning and subdivision ordinances, as well as the preparation of comprehensive plans.

**The Comprehensive Plan is a document that examines existing and future land use trends and plans an orderly course of action for future development.** While labeled as “comprehensive,” its scope is traditionally limited to land use characteristics, and it is not intended as an all-inclusive examination of Township operations. While some of the functions performed by the Township are affected by land use – such as emergency services, police protection, and recreational facilities, as well as the associated budgetary impacts, examination of those issues are limited to those associated with land use decisions. **Essentially, the comprehensive plan becomes a framework for a municipality’s Future Land Use Map, zoning ordinance, and other codes that regulate land use; such as the Official Map and Subdivision and Land Development Ordinance (SALDO).** It is not intended to include a long-term capital improvements plan, or detailed recreation or emergency services planning. Though, again, the former can influence the latter.

### B. Summary of Previous Planning Efforts

**1969 Comprehensive Plan** - The Township’s initial planning efforts began in 1969 with its first Comprehensive Plan, produced by consultant Clifton E. Rodgers & Associates. That plan anticipated “gradual” growth and development according to “sound” land use planning. It called for guiding development to handle the increasing population from people moving out of the urban areas of Harrisburg and the Borough of Carlisle in an “orderly manner.” It also anticipated a natural increase in population and anticipated the effect of in-migration as playing only “a minor role.”

It was projected that the population of South Middleton Township would reach 20,000 residents by 1990, with the Township’s rate of increase greater than the overall growth rate of Cumberland County and neighboring municipalities. The actual 1990 Census population was 10,340.

The plan also anticipated that South Middleton Township’s economic prosperity would “depend to a great extent on the economic prosperity of Carlisle, Cumberland County, and the Harrisburg Standard Metropolitan Statistical Area of which it is part.” Manufacturing was a key component to that prosperity. 85.2 percent of the population worked within Cumberland County.

Due to its rural character and historic annexations by the Borough of Carlisle, which limited commercial and industrial opportunities for employment, the plan stated that the Township needed to “rely on the surrounding region to provide

employment and other economic opportunities.” The retail trade for the Township was located in the urban centers of Carlisle and Harrisburg.

Future land use objectives included:

1. **Preserve prime agricultural land**
2. **Encourage the location and consolidation of residential development into the developing areas adjacent to Carlisle, Boiling Springs, and Mount Holly Springs – where public services are available**
3. **Provide zoning for industrial park areas**
4. Utilize natural, scenic, and historic resources to further development of the “tourist attraction industry”
5. **Implement policies to conserve streams, forest areas, steep slopes, springs, and wells**
6. Implement policies for the sound development of roadways – including access management and traffic circulation
7. Implement a capital improvement plan

For zoning purposes, the Township was divided into five Residential districts – *Suburban* (two to four families per acre), *Agricultural* (two/acre), *Forest* (one/acre), *Village* (Four/acre), and *Apartment-Office* (flexible).

In addition to the *Residential* districts, there were limited commercially-zoned districts at various transportation junctions. For instance, several large areas were designated for industrial parks at areas near exits to I-81, and between Carlisle and Mount Holly Springs along the former Penn Central Railroad.

**The heavy allowance of residentially zoned areas produced a capacity for 71,013 persons, or 3.5 times the projected population of 1990.** At the time, 75.9 percent of the population was under 45 years of age, indicating “a fairly young population with potential for future growth.” By 2010, that segment of the population had dropped to 49 percent.

Specific recommendations from the 1969 Plan also called for stream/drainageway protection, transportation improvements (mostly on state highways), reserving land for future Township and South Middleton School District needs, and recreational facilities.

**1974 Comprehensive Development Plan Update** - The Board of Supervisor’s authorized a “Comprehensive Development Plan Update – Growth Impact Study” in 1974, completed by the Local Government Research Corporation. This update was based upon Census data from 1970 along with emerging guidance for the new (at the time) concept of municipal planning.

Essentially, it examined five different development models based upon varying density of housing types. **Several of the models assumed that *all* developable land would be developed at the *highest* possible density. The projected populations of the models were as follows:**

- **Model 1 (Upzoning) – 102,000**
- **Model 2 (Existing Policy) – 130,000**

- **Model 3 (Open Space Option) – 130,000**
- **Model 4 (Open Space Option Plus Low-Density PRD) – 133,890**
- **Model 5 (Open Space Option Plus Medium-Density PRD) – 144,000**

Given the significant population projections, the Plan introduced the concepts of open space preservation, the clustering of new homes, planned residential developments, a new flood plain zoning district, and varying housing density by zoning district. **All of these concepts were intended to direct the “general location and intensity” of development into appropriate areas where services were available, while attempting to preserve natural resources.** The recommendations were to be implemented via the Township’s Zoning Ordinance. In addition, the recommendations from the previous Plan, regarding community needs, were reiterated.

**1988 Updated Comprehensive Plan** - A 1988 plan update was prepared by Statler and Lahr, Inc., and adopted by the Board of Supervisors on February 25, 1988.

As per standard requirements for comprehensive plan elements under the MPC, the Plan’s updates analyzed the Township’s natural features (e.g., soils, topography, and flood hazard areas), existing and projected population characteristics, prevailing land use, development patterns, and public utilities.

Despite a population growth rate in Cumberland County of 13.6 percent, and no increase in the growth rate of Pennsylvania as a whole, the population in South Middleton Township increased a remarkable 39 percent between 1970 and 1980.

**Taking into account the accelerated growth in the Township, this updated plan emphasized that mathematical population projections based on fertility rates should not be the sole indicator of municipal population growth.** The plan correctly projected that **South Middleton Township would feel significant growth pressures due to the regional accessibility to I-81, availability of public sewer and water, suitable undeveloped land, natural features, and well administered local government and School District.** The plan estimated a population of 14,500 in the year 2000. It actually took the Township ten more years to reach that projection, as the population was 14,663 at the 2010 Census, but only 12,939 in the 2000 census.

The plan demonstrated that growth had already occurred due to in-migration rather than natural population increases. Some of this growth, it was noted, was even located outside the areas where no utility service existed. The predominant housing style associated with this growth was single-family homes. Noted in the plan was a “development strategy” to acquire large tracts and to “layout the site into one- to three-acre parcels.”

The areas of growth centered along the I-81 exits (residential and commercial), as well as near the Village of Boiling Springs and Borough of Mount Holly Springs (residential).

While noting the various townhome and apartment complexes that had been built, this development was characterized as “smaller dwellings with less maintenance

responsibilities” and a desired “feature of the older, smaller family composition,” seemingly in low demand.

The plan also observed that “retail and service-related commercial uses to serve the growing residential base in the Township have not as yet emerged.”

Several concepts arose as goals and objectives from the 1988 Plan; and some long-standing strategies were established.

**The Plan embraced single-family detached dwellings as the “predominant housing styles and their neighborhoods should be preserved without intrusion by other housing alternatives.”** The subsequent zoning regulations were geared toward creating single-family detached dwelling subdivisions and locating more moderate density dwellings to “areas where more or less self-contained complexes result without intrusion on established neighborhoods.” Although calling for flexibility in housing types and activities to “complement the complexes,” mixed use type developments were to be promoted for the “in-filling of land village identity” only.

**The concepts of *Agricultural* and *Woodland-Conservation* zoning were introduced into the Zoning Ordinance, but corresponding to the emphasis on single-family detached dwellings, its subsequent provisions simply called for larger lot sizes in those zoning districts, instead of clustering or other agricultural protection zoning.**

Commercial and industrial activities were located along regional traffic routes so as to “limit their intrusion upon other land uses.” Also, the concept of *Retail-Office* zoning was introduced to encourage dedicated, professional office facilities.

The Plan also called for the establishment of a storm water management plan, as well as building and fire codes.

**1992 Planning Strategy -** The Township’s planning efforts were taken up again in 1992 with the creation of “A Planning Strategy for South Middleton Township,” a report produced by George Fasic, AICP, and George Ward, AICP of Fox Hollow Associates. **The wide scope of the report was generated for the Board of Supervisors, whose members at the time were “concerned with guiding the future of the Township” given the “rapid pace of development experienced in the 1980’s” that had “generated renewed concerns over how to manage growth while conserving the open character of the Township.”**

A Strategic Task Force was established, consisting of 39 members from various Township Boards and Commissions, as well as interested citizens. It was charged with developing a planning strategy to guide future development in light of the referenced concerns stated above. After discussions with area stakeholders, including Township residents, there were several conclusions reached, as follows:

- The amount of development has changed the character of South Middleton Township

- Development was having an adverse effect on the “quality of life” desired by most residents
- Public services and facilities, as well as the capacity of the road network, was not keeping pace with the rate of development
- Existing planning documents were not producing the expected and desired results

The Strategic Plan was created as a compilation of suggested actions and activities the Township was tasked with completing to bring about these community objectives. A resident survey was distributed in the Summer of 1992 via the Township Newsletter to further identify the community’s objectives. More than 400 responses were received and are summarized in an Appendix of the Plan. **They were used to create a vision for the Board of Supervisors “to conserve the open character of the Township while providing opportunities for managed growth.”**

The Plan discussed almost every function of local government, and was quite broad in scope, but only provided general recommendations. In order to implement the vision, it called for the application of several strategies, including numerous changes to both the Zoning and Subdivision and Land Development Ordinances as follows:

- **Inventories/Strategies called for** – Steep slopes, ridge line and drainage basin limits, scenic resources, wetland resources, woodlands and unique vegetative communities, open spaces, geologic formations, land use surveys, population projections, existing businesses and industries, marketing strategies, highway improvement program, impact fees, Township-wide inventory of talents and volunteer interests, and an updated Township recreation plan.
- **Zoning Ordinance** – Steep slope overlay district, ridgeline standards, modify flood plain district, proximity to wetlands standards, woodlands disturbance, landscaping provisions, cluster design standards, wellhead protection standards, Boiling Springs design standards, environmental performance standards, commercial lot area requirements, implement sliding scale zoning and adjust tract size in the agricultural areas, strengthen Historic District standards, and transfer of development rights (TDRs).
- **Subdivision and Land Development Ordinance (SALDO)** – Public street grades and steep slope controls, driveway and private driveway grade controls, establish a site analysis plan, shade tree provisions, hedgerow protection, scenic roads protection, open space criteria, conservation easements, access management, and better pedestrian circulation.

**1999 Comprehensive Plan** - While changes to the Zoning Ordinance and SALDO were already being made based on the recommendations from the 1992 Planning Strategy, the land use policies were summarized in a revised Comprehensive Plan (adopted by the Board on December 14, 1999).

This plan, as well as some other concurrent planning efforts (i.e., wellhead protection study and related ordinance, access management study) resulted in

revisions to the Zoning Ordinance and SALDO which incorporated many of the recommendations from the Planning Strategy.

As with previous plans, this Plan also analyzed the Township's natural features (soils, steep slopes, topography, geology, hydrology, and scenic rivers), existing and projected population characteristics, existing land use and development patterns, and public utilities.

The 2010 population projections were between 10,957 and 15,173 (actual 2010 Census population was 14,633).

Based upon those aspects, the major highlights of its goals were as follows:

- **Preserve agriculture and conserve open rural spaces**
- Prevent urban sprawl
- Minimize infrastructure costs to the Township
- **Place a higher priority on commercial and industrial development than on residential development, for a more balanced economic base**
- Flexibility should exist in the distinction of alternative housing to meet the varied needs of the population of the Township
- **Encourage neighborhood retail, office accommodations, and varied housing styles**
- Preserve wooded, steeply sloping areas of the Township
- **Designate areas for industrial activities, major distribution facilities, and regional commercial centers located along or near major regional traffic routes**
- **Sprawling development strips along existing roadways should be discouraged and incentives established to promote clustered land uses**
- Preserve open space along watercourses and other natural areas deemed unsuited for development.

The final plan further defined and delineated the areas from previous plans into areas intended for residential, commercial, and industrial development. As per the 1992 Planning Strategy and Comprehensive Plan recommendations, updates to the Zoning Ordinance and SALDO were also completed. The concepts of sliding scale agricultural protection, TDRs, wellhead protection standards, and other measures were incorporated into them.

The *Neighborhood* zoning district was introduced to create areas of mixed-use development around "Neighborhood Centers" identified in the Comprehensive Plan.

**1999 Land Use and Traffic Impact Study - Interstate I-81 - Exit 12** - This study was initiated by the Central Cumberland Task Force to address a "high level of development pressure" emerging around the Allen Road exit of I-81 (formerly Exit 12, now Exit 44). The Task Force determined that joint municipal planning was necessary in light of the anticipated high demand for warehousing/distribution in the area due to its proximity to I-81 and the PA Turnpike, as well as the availability of nearby undeveloped land.

The document was fundamentally an area-wide, multi-municipal traffic impact analysis. It focused on existing land uses, prevailing traffic patterns, zoning, and projected traffic growth, and resulted in a recommendation on proposed traffic improvements to accommodate anticipated future development.

However, the final recommendation on proposed traffic improvements did not include the ultimate build out of the area. Nor did it account for municipalities rezoning large tracts of land for warehouse development after the improvements were completed outside the study area.

**The capacity of the transportation network needs to be monitored as the area continues to develop beyond the assumptions that the improvements were based upon.**

**2004 Industrial District Changes** - The Township had received a proposal to develop a warehouse within the *Industrial* zoning district located at Exit 48/49. Though the application was eventually denied, the Board of Supervisors realized, during discussions of traffic impacts and compatibility to nearby residential districts, that the use was not appropriate in that location. The solution was to separate the Township's single *Industrial* district into three separate types. The *Industrial* zone located in the northwest portion of the Township was designated as the "*Transportation District*," and would allow warehousing and distribution centers; being appropriately planned for by the 1999 Land Use and Traffic Impact study. The area located just to the northeast of Mount Holly Springs, home to Land O' Lakes and Vitro Glass, was appropriately designated the "*Manufacturing District*." Finally, the zone located in the northeast area of the Township, just to the east of Exits 48/49, and in close proximity to several residential districts, was designated "*Light Industrial*," lower-intensity activities considered more compatible to being located nearer to residential neighborhoods.

**2005 Open Space Referendum** - In the November election of 2005, the Board of Supervisors placed a question on the ballot proposing the imposition of an additional Earned Income Tax at the rate of .25 percent to be used for financing the acquisition of open space, acquiring forest and agricultural conservation easements, property development rights, and recreation or historical lands. **The referendum did not pass.**

**2007 Comprehensive Plan** - This version of the Comprehensive Plan was essentially just an update of the 1999 plan, accounting for the change in population projection and land development that had occurred over the past eight years. The impetus for the 2007 Comprehensive Plan update was the result of conversations with several developers about potential projects and requests for rezoning along with the perceived need to update outdated zoning concepts. Four major changes occurred as a result of this update.

First, the *Neighborhood* zoning district was eliminated and several areas were rezoned, either as *Village*, or in a newly created district called *Village-Commercial*.

The area along Eastgate Drive was changed to *Village-Commercial*, a district with more stringent design criteria to create a “traditional neighborhood” atmosphere. Such criteria included reduced building setbacks to bring structures closer to the street and to incorporate exterior building façade standards.

The ultimate development of this area was in accordance with a newly created concept that came out of the 2007 Comprehensive Plan called “Innovative Design.” This approach allowed a village-like mixed used design concept. It was applied to only one area of the Township, near Walnut Bottom Road. However, it was later rezoned to *Residential-High Density*, and a small portion of the *Commercial* zone to more accurately depict the actual development of the area. This eventually saw the building of the Summerbridge Apartments, a high-density apartment complex with a small commercial section.

Another area, north of Mount Holly Springs, was also changed from *Neighborhood* to *Village* in 2007, but then rezoned as *Suburban-Commercial* in 2015 when the *Village* District was limited in use for the Village of Boiling Springs. In 2010, under the *Village* District designation, the area was developed as townhouses off of a cul-de-sac, known as Holly Hills (Laurel Estates).

In the area to the south of Walnut Bottom Road, west of the Stonehedge Shopping Center, was another area that was zoned *Neighborhood*. It also was eventually rezoned; the majority of the property to the south becoming *Residential-High Density* and the frontage along Walnut Bottom Road rezoned *Commercial-Light*.

Second, as noted above, the Innovative Design development alternative was introduced in the 2007 Comprehensive Plan. It has only been used once, as mentioned for the development of Summerbridge Apartments. The alternative is offered as a conditional use in all zones except in the *Agricultural Conservation* and *Woodland Conservation* districts.

Third, the *Commercial* Zoning District was broken into two districts, *General* and *Light*. Additional areas were rezoned to *Commercial-Light* along York Road and Forge Road, south of Lindsay Road.

Finally, about 25 acres of the Smith Farm property, bordering Carlisle Borough off of South Spring Garden Street was rezoned from *Residential* to *Village* to be more compatible with the area’s transportation network. More will be discussed on this property shortly. This was also eventually rezoned to *Suburban-Commercial* in 2016 when the *Village* Zone designation was limited to the area of Village of Boiling Springs.

## C. Planning Efforts since last Comprehensive Plan Update

**2008 Village of Boiling Springs Livable Communities Plan** - The 2007 Comprehensive Plan indicated that special studies or further analysis may be needed for certain areas of the Township. In September 2008, the Boiling Springs Civic Association tasked RETTTEW Associates to examine and plan for infilling and preservation development within the Village of Boiling Springs.

As a result of that planning effort, several goals/strategies were identified for implementation, as follows:

**1. Transportation Improvement Strategies**

- Improve traffic management, including traffic calming for interior and through-streets
- Enhance parking (on- and off-street)
- Enhance walking and biking safety and opportunities
- Develop a greenway/trail connection to surrounding neighborhoods and attractions (Boiling Springs Pool, Children’s Lake, etc.)

**2. Heritage Conservation Strategies**

- Identify significant historic/architectural resources
- Plan for preserving/enhancing historic/architectural resources
- Identify other historic resources
- Plan for interpretive signage and wayside markers

**3. Housing/Community Development and Land Use Strategies**

- Enhance/preserve Traditional Neighborhood Design elements
- Create guidelines for development along alleys
- Plan for future land uses within the Village and their relationship to existing uses

**The Township has implemented policies/regulations and planned several projects to address a number of the strategies identified in the Livable Communities Plan, and continues to work towards implementation the remaining uncompleted items.**

In regard to Item No. 1 (Transportation Improvement Strategies), in 2019 the Township received a \$500,000 Multimodal Transportation Fund (MTF) grant to complete street-scaping and pedestrian improvements along First Street, and grants of \$432,330 and \$275,00, HATS Regional Transportation Plan and MTF, respectively for similar improvements to Front Street. The Township has completed a one-mile trail connecting Boiling Springs to the existing Spring Meadows/South Middleton Park trail network.

To address Item No. 2 (Heritage Conservation Strategies), the Township received a grant in 2021 to inventory the historic structures in Boiling Springs. The Township also received a grant to purchase and install identification/welcome signs on the approaches to Boiling Springs.

For information regarding how the Township addressed Items No. 3 (Housing/Community Development and Land Use Strategies), see the 2015 *Village District/Suburban Commercial District Zoning Ordinance Amendment* discussion below.

**2011 Act 537 Plan Update** - The 2011 Act 537 Plan Update was completed by South Middleton Township in anticipation of improvements to the South Middleton Township Municipal Authority Wastewater Treatment Plant (WWTP). An upgrade to the plant was required to comply with stricter pollution control requirements

being imposed by the Pennsylvania Department of Environmental Protection (PaDEP) as part of the Chesapeake Bay Tributary Strategy.

Since the Township's sewage plan had not been updated since 1992, sewage planning lagged behind land use planning and did not designate adequate sewer service areas for uses that are typically served by public sewer (e.g., higher density residential, commercial, and industrial users). This plan updated the designated service areas in order to be more consistent with the Comprehensive Plan and Zoning Ordinance in effect at the time. Additionally, it also examined those areas regarding available and future capacity available to service those needs in the future. **Based upon a build-out analysis of the existing zoning districts, it was determined that the WWTP capacity should be upgraded from 750,000 gallons per day (GPD) to 1.5 million GPD.**

The plan also documented the effectiveness of the Township's Sewage Management Program outside of the areas served by public sewer. Additionally, the plan continued a previous requirement that certain areas of the Township would be prohibited from being developed, instead continuing to utilize on-lot sewage disposal systems as opposed to public sewer. The undeveloped portion of this area currently includes land south of Walnut Bottom Road, with the western limit being the Township boundary with Dickinson Township, east to Rockledge Drive, and bounded on the southern edge by Oak School Road.

**2015 Village District/Suburban Commercial District Zoning Ordinance Amendment** - Since the 1989 Zoning Ordinance update, a mixed-use zoning district called the "*Village District*," discussed earlier, was created and applied to several areas of the Township. As a follow up to the 2008 Boiling Springs Livable Communities Plan, **the Board of Supervisors adopted a zoning ordinance amendment that separated that district into two separate zones – the "*Suburban-Commercial District*" and the "*Village District*."** **The new *Village District* came to be applied only the Village of Boiling Springs and incorporated suggestions from the Livable Communities Plan, specifically regarding Traditional Neighborhood Design elements and future land uses.** The other areas of the Township that were previously designated as *Village* were changed to *Suburban-Commercial*.

**2015 Spring Meadows Park Master Plan** - In 2015, the Township contracted with JMT to perform a master plan of Spring Meadows Park. This effort was funded in part by a \$140,000 grant received from DCNR. Bolstered by input from area stakeholders, the plan calls for, among other things, convenient access and parking for cars, as well as access by walkers and bikers. The latter recommendation included enhanced connectivity to nearby neighborhoods and the School District campus.

**2016 Township Official Map Update** - In 2016, the Board of Supervisors updated the Township's Official Map. Notable additions to the map were the removal of previously completed public infrastructure (e.g., Eastgate Drive) and the addition of

new features. Most notable additions included the York-Trindle Roads connector road and pedestrian trails extending from the Letort Regional Authority Trail to Boiling Springs, via Spring Meadows Park.

**2020 Smith Farm Rezoning (Community Campus)** - The “Smith Farm” area encompasses a group of properties located north of I-81, east of South Spring Garden Street and southwest of York Road. The area has seen several zoning iterations over the years. Originally slated for residential development, the area encompassing the property (minus the existing residential areas just southwest of York Road), was designated as *Commercial-Office* in the 1988 Comprehensive Plan, and then *Industrial* in the 1999 Plan.

During the 2007 planning effort, at the request of a potential developer, a portion of the property was re-zoned *Village*, which was later changed to *Suburban-Commercial* (see previous section), but a majority of the property retained the *Industrial* designation. This change was also encouraged by the Borough of Carlisle to be more compatible with their zoning. But given the location and accessibility issues, the property remained undeveloped.

In 2017, the Carlisle United Methodist Church consolidated three area congregations and proposed a combined facility on the portion of the property that was zoned *Village*. Concerned about what would be developed adjacent to their new facility, the Church initiated discussions with the Cumberland Area Economic Development Corporation (CAEDC), with the intent of developing the remainder of the land as a campus of “community needs,” to complement their facility. **The Township, working with developer Integrated Development Partners, rezoned the remainder of the property to *Suburban-Commercial*, added a mixed-use type of development called “community campus” to that zoning district, and added provisions to ensure the property could not be developed as single-family detached dwellings.** More information will be provided on this development in the “Smith Farm” discussion.

**2020 Walnut Bottom Corridor Master Plan** - Walnut Bottom Road connects the Borough of Shippensburg and the Borough of Carlisle, passing through the northwest portion of South Middleton Township. The Allen Road interchange with I-81 was completed in 1962. In the following years, the area was developed for commercial and heavy industrial warehouse distribution, with significant development occurring between 1999 and 2010. In 2015, additional warehouse distribution developed as well as single-family residential use.

In 2019, the Township received a DCED Regional Connections grant and contracted with Michael Baker, International to study population and commercial trends to promote a livable, walkable community. The study area was 3.9 square miles and focused on land along Walnut Bottom Road. Three primary catalyst sites were identified in the plan that it was felt could foster future development of the area. These sites were the former CenturyLink (Sprint Drive) office building, the former

Kmart, and an undeveloped tract of land located just to the south of Walnut Bottom Road.

The Walnut Bottom Corridor Master Plan recommended the creation of the *Town Center Zoning District*, which will be discussed more fully later. In 2020, the Township adopted the *Town Center Zoning District* and rezoned the Walnut Bottom Road Corridor to implement the plan's recommendations.

**2021 Active Transportation Plan** - The Township contracted with McMahon and Associates to perform this study. The purpose of this plan completed was to explore opportunities to expand connections for walking and biking throughout the Township. Focus was also placed on expanding the Township's walkability, safety, and overall "sense of place." It also built upon the Township's various previous planning efforts to connect trails, enhance parks, and support a healthy and vibrant community.

The planning effort involved inventorying existing pedestrian and bicycle routes, soliciting public input on suggested route improvements, and making recommendations on proposed projects and policies to create a system of connected trails and bike paths. It also relied on input from a stakeholder advisory group and interviews with the community.

Strategies to achieving this vision and goals involved specific near-term and long-term capital improvement projects, policy updates, and programs to encourage and raise awareness about walking and biking. It will serve as a guide for the Township and other partners to provide safe connections between recreational, economic, and cultural destinations, along with building an active transportation network over time.

The focus areas of the plan were:

1. The walkability of Boiling Springs
2. Bike lanes on Forge Road and "gateway" improvements to Boiling Springs on Forge Road
3. Expansion of the Letort Regional Authority Trail to eventually include the Craighead House property
4. Additional connections within the Wittlinger Nature Preserve
5. Expanding facilities in the Walnut Bottom Road area to include a 2.5-mile loop trail along Marsh Drive

The plan also calls for educational and outreach programming to promote road cycling safety and awareness. The consultant also reviewed the Township's ordinances and policies and made recommendations to update to these policies and to incorporate pedestrian and bicycle policies and traffic calming measures.

As mentioned earlier, a master plan for Spring Meadows Park has been completed, and there is another concurrently being completed for South Middleton and Leaman

Parks, as well as the future Yellow Breeches Park. Anticipated delivery of this plan is projected for some time in 2022. The Active Transportation Plan will help “bridge the gap” between the coordination of trails and connections between these parks, essentially serving to complete a comprehensive “master plan” of recreational facilities in the Township.

**2022 Historic Resources Survey for the Village of Boiling Springs** - The

Township received a Keystone Historic Preservation Grant from the Pennsylvania Historical and Museum Commission to complete an historic resources survey in the Village of Boiling Springs. The survey will identify and document historic resources and evaluate their significance.

The study area will generally include the entirety of the Village and will build on the inventory of historic structures completed when the Boiling Springs Historic District was listed on the National Register of Historic Places in 1984. The 2022 analysis will be a more rigorous endeavor than the inventory completed in 1984 in that it will analyze all of the structures within the Historic District and provide guidance for their ongoing preservation and maintenance. It will also incorporate cultural and natural resources into future planning efforts in and around the Village. This plan is also an extension of the goals outlined in the 2008 Livable Communities Plan.

## **3. Community Snapshot**

### **A. Natural Resources**

South Middleton Township continues to enjoy an abundance of undeveloped natural resources such as prime soils for agriculture, mountainous wooded vistas, regionally significant streams, and abundant groundwater resources.

Previous comprehensive plans have extensively categorized the soils, steep slopes, topography, geology, hydrology, and scenic rivers throughout the Township. A duplication of these efforts are unnecessary. Within the previous plans, the protection of these resources was a recurrent theme. Therefore, the Township has embraced a strategy to preserve these resources and intends to continue doing so, as evidenced by the inclusion of the following strategies incorporated into the Township's various ordinances and regulations:

- A. Wellhead protection
- B. Steep slope protection
- C. Flood hazard mitigation
- D. Scenic River corridor protection
- E. Woodland conservation
- F. Agricultural conservation

In 2021, the Township was issued a permit by PaDEP under the National Pollution Discharge Elimination System (NPDES) for its Municipal Separate Storm Sewer System (MS4) permit. This will result in a renewed emphasis on storm water management and related changes to ordinances and policies. Furthermore, it will guide future focus on the construction of best management practices (BMPs), planning efforts, and the actual construction of facilities to address sediment and nutrient removal from storm water and runoff.

### **B. Availability of Water and Sewer**

The adequacy and accessibility of water and sewerage utilities are important components for accommodating future growth and development within a municipality. For over 50 years, South Middleton has been fortunate to be served by an effective and efficiently managed municipal authority. Today, the South Middleton Township Municipal Authority provides public water and sewer services not only in the Township but to customers in neighboring communities.

The Authority's water system, on average, produces 2.484 gallons per day (GPD); serving approximately 4,400 properties and delivered by 75 miles of water lines. This production and distribution are supported by three well houses and four storage tanks (containing 7.5 million gallons of water in reserve). The total capacity of its three wells is 3.746 million GPD. Additionally, protection of the Township's water sources is ensured by the Wellhead

Protection Ordinance that sets use and design standards for development based on its proximity to these water sources.

Through interoperability connections, the Authority has agreements to supply adjacent municipalities with water as follows:

1. Middlesex Township - 1.5 million GPD (current average use is 0.717 million GPD)
2. Dickinson Township - 0.025 million GPD (current average use is 0.013 million GPD).
3. North Middleton Township - 0.025 million GPD (current average use is 0.010 million GPD).

Subtracting the total obligations for these municipalities from the overall capacity yields a capacity of 2.196 million GPD. Currently, South Middleton Township uses an average of 1.744 million GPD, or 79 percent of its capacity.

On the public sewerage side, the Authority's wastewater treatment plant (WWTP) is located off of Lear Lane in Monroe Township and primarily serves the Forge Road Corridor, including the Boiling Springs area and portions of Monroe Township. The plant has a capacity of 1.5 million GPD, of which 200,000 GPD is allocated to Monroe Township. In 2016, the WWTP was expanded to increase the Authority's capacity in the plant from 550,000 to 1.3 million GPD. The Authority averages total daily flows totaling approximately 782,000 gallons per day to the Borough of Carlisle, or about 60 percent of its capacity. As of 2020, there are currently about 4,900 customers on the Authority's public sewer system. In addition to the WWTP, public sewerage operations are supported by 11 pump stations and 78 miles of sewer lines.

The Authority also owns 233,000 GPD in capacity at the Mount Holly Springs treatment plant to serve areas in the Township adjacent to the Borough. The Authority averages daily flows totaling approximately 79,000 GPD to the Borough, or about 34 percent of its capacity.

To serve the areas in the Township adjacent to the Borough of Carlisle, and along the I-81 corridor, the Authority owns 1.01 million GPD in the Carlisle Borough treatment plant. The Authority averages flows totaling approximately 374,000 GPD to Carlisle's treatment plant, or about 34 percent of its capacity.

Based on the above information, it does not appear that water or sewer *treatment* capacity poses a hindrance to future development. However, *sewage collection and conveyance* issues may need to be addressed in specific areas; based upon anticipated allocations and the capacity of existing infrastructure elements.

### **C. Population and Demographic Profile**

In its 2007 Comprehensive Plan, the Township projected population increase over a 20-year period, from 2000 through 2020. A detailed explanation of the methodology used in that study is provided there and will not be replicated here. However, the projections completed prior to the 2010 Census are as follows:

<b>Table 1: Population Projections</b>				
<b>Method Used</b>	<b>2004</b>	<b>2005</b>	<b>2010</b>	<b>2020</b>
Tri-County Regional Planning Commission	-----	14,871	15,769	17,300
South Middleton – Arithmetic	-----	13,879	14,818	16,697
South Middleton – Exponential	-----	14,426	16,085	19,995
South Middleton – Shared Ratio of County Population	-----	14,956	15,139	16,324
<b>Actual US Census</b>	<b>13,721</b>	-----	<b>14,633</b>	<b>16,135</b>

The actual 2010 Census population of South Middleton Township was 14,633. Its 2020 Census population was 16,135. So, it appears that the calculation based on the *Arithmetic* method projection above most closely predicted the Township’s actual population. If that trend continues, the Township’s 2030 population would be 18,576. The *Arithmetic* method is based on examining average historical increases and projecting that same growth rate in coming years.

Municipal land use policies, a strong economy, and population in-migration correlates positively to historic population growth rates. The availability of housing can also increase migration from other municipalities within and outside of Cumberland County. Conversely, it must be assumed that the 2008 Subprime Mortgage Crisis, along with its subsequent impacts on the economy, may have negatively impacted population growth rates between the 2010 and 2020 Census. Therefore, other methodologies may provide more accurate projections.

In addition, it is uncertain what effect of the COVID-19 pandemic will be on future population growth in the Township. Specifically, it is anticipated that the pandemic will have an impact on where people choose to live and work for years to come. Furthermore, the long-term effects of the pandemic on birth rates are similarly unknown. All of these factors will impact future population.

A closer examination of previous Census demographic population data indicates that the Township’s population is trending lower in the 18-24 and 25-44 age groups, while skewing slightly higher in both the 45-64 and 65+ age groups (as compared to state and national population percentages). Both of these trends have been progressing since 1980 and demonstrate a decrease in the population with the highest fertility rates.

<b>Table 2: Age Characteristics (South Middleton Township)</b>						
<b>Age Group</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>PA Data (2010)</b>	<b>US Data (2010)</b>
<b>Under 5 years</b>	600 (7%)	635 (6%)	703 (5%)	736 (5%)	6%	7%
<b>5-17</b>	1,889 (21%)	1,848 (18%)	2,377 (18%)	2,501 (17%)	16%	17%
<b>18-24</b>	1,006 (11%)	822 (8%)	724 (6%)	<b>769 (5%)</b>	<b>10%</b>	<b>10%</b>
<b>25-44</b>	2,613 (29%)	3,338 (32%)	3,543 (27%)	3,130 (21%)	25%	27%
<b>45-64</b>	1,993 (22%)	2,341 (23%)	3,392 (26%)	<b>4,548 (31%)</b>	<b>28%</b>	<b>26%</b>
<b>65+</b>	830 (9%)	1,356 (13%)	2,200 (17%)	<b>2,979 (20%)</b>	<b>15%</b>	<b>13%</b>
<b>Total Population</b>	8,941	10,340	12,939	14,633	-----	-----
<b>Percent Change</b>	39%	16%	25%	13%	-----	-----
<b>Median Age</b>	----	----	41	45.9	40.1	38.2

\*Some percentages may not equal 100% due to rounding

In 2020, the median age in South Middleton Township was 48.6. Pennsylvania data from 2020 reported that the median age was 40.8 and the overall country's median age was 38.5.

The Township provides annual updates to Cumberland County summarizing building permit activity for the previous year. The chart below includes the number of permits issued for the housing types examined as part of this analysis.

<b>Table 3: Township Issued Building Permits</b>			
<b>Year</b>	<b>Single-Family Detached Units</b>	<b>Single Family Attached Units</b>	<b>Multifamily Units</b>
1990	80	177	0
1991	74	59	0
1992	88	31	0
1993	86	45	0
1994	103	50	0
1995	68	54	9
1996	68	37	15
1997	84	21	8
1998	82	4	8
1999	93	16	4
2000	85	0	40
2001	88	8	0
2002	103	15	0
2003	118	37	0
2004	82	17	0
2005	98	21	0
2006	80	34	0
2007	62	50	0
2008	38	28	0
2009	40	19	0
2010	39	10	0
2011	40	0	0
2012	35	0	0
2013	56	6	0
2014	50	4	0
2015	47	8	96
2016	23	0	86
2017	41	6	64
2018	64	8	82
2019	52	3	0
2020	82	4	0

The building permit data indicates that the predominant development type over the past 20 years has been single-family detached dwellings.

Homeownership rates in the country continue to decline as the average home size increases. Due to the past prioritization of single-family detached dwellings in previous planning efforts, and the fact that the percentage of the population that can afford a typical home today has been shrinking, the Township has appeared to capture a migration of older and/or more affluent residents.

#### **D. School Enrollment**

In May 2021, the Township and South Middleton School District collaboratively prepared a study titled a “Report of Residential Development and its Potential Impact on Future School Enrollment.” The report provided historic enrollment numbers, past building permit information, and population data. Also included was information from a 2004 Pennsylvania Economy League study, commissioned by the School District, which showed a decline in birthrate, births per housing unit, and the number of school-aged children per household between 1970 and 2004.

Because of these demographic factors, as well as the sluggish economy following the Great Recession in 2008, the total School enrollment actually decreased slightly between 2008 and 2021. This enrollment decrease occurred despite the Township issuing permits for 529 single-family detached units, 49 single-family attached units, and 328 multi-family units. However, demand for housing has risen in the last few years. The number of permits being issued is returning to the yearly rates that were seen in the 1990’s and early 2000’s. If that trend continues, it could result in an increase in School enrollment similar to the increase seen throughout the 1990’s. Recent lower interest rates continue to fuel new home construction and demand for homes. However, as of 2021, material costs continue to remain high among supply chain issues, thus increasing the cost of housing. It is difficult to predict the continued housing demand and whether it will have a significant impact on school enrollment.

The School District and Township will continue to share information and monitor the impact of residential development on school enrollment.

#### **E. Local and Regional Growth Patterns**

South Middleton Township will continue to feel growth pressure from in-migration. According to the Pennsylvania State Data Center’s analysis of US Census population projections, Cumberland County saw its population rise 6.2 percent between 2010 and 2017. This makes Cumberland County the fastest growing county in Pennsylvania.

As mentioned, past comprehensive plans have prioritized single-family homes as the primary housing unit for development. As seen from the earlier building permit data, that has been the case. Despite the increase in housing stock, demand for single-family homes remains high. Based on a 2020 report from the Center for Land Use and Stability at

Shippensburg University, population in Cumberland County exceeded its available housing stock in late 2013 and has remained high. Vacancy rates in South Middleton Township for single-family homes is almost zero. At the end of 2019, average days on the market for a home in South Middleton was 48 days; by the end of 2020, that number decreased to about one month. Almost all of the land zoned for *Medium Density* housing has been developed into single-family homes, despite the opportunity for higher density.

When there is high demand, basic economic theory sees prices go up, and it has in South Middleton, by about 30 percent. According to the Census Bureau, in South Middleton for 2020, the median household income is \$76,357, or about a 4.5 percent increase from last year, but the average home value in the Township rose to \$249,207, or about a 12 percent increase from the previous year (Greater Harrisburg Association of Realtors). The Joint Center for Housing Studies at Harvard University (2019) shows that U.S. households are cost burdened, paying more than 30 percent of their income for housing. This portends trouble for the less affluent or those seeking to buy their first home.

As demonstrated in the 2007 Comprehensive Plan, the Township has adequate area available to accommodate this demand for single-family homes. But, in addition to the high demand for single-family homes, several recent subdivisions have successfully offered higher-density housing, such as townhomes or duplexes with only two or three bedrooms, or dwellings that appear to cater to older home buyers which include first floor master suites and no basements. Areas such as Greenfield, Summerfield, and Stonehedge have seemingly become *de facto* 55+ housing even though they were not designated as age-restricted housing.

The Summerbridge Apartments that were recently constructed remain in high demand, with a waiting list to obtain an apartment.

In regard to industrial development, the Allen Road area (I-81, Exit 44) has developed mostly as anticipated in the 1999 Land Use Study. The demand for additional warehousing exists, but the land designated for that type of use within the Township has, for the most part, been fully developed.

In 2006, the Carlisle Hospital relocated from the Borough of Carlisle into South Middleton Township and renamed the Carlisle Regional Medical Center. This spurred development of medical offices in that area.

Demand for office and retail space is expected to remain low as the impacts of COVID-19 have resulted in more work-at-home opportunities and expansion of alternatives to traditional retail spaces.

## **F. Trends in Real Estate**

To understand current trends in real estate, the Township primarily turned to the

highly-regarded annual forecast reports from PricewaterhouseCoopers (PwC) and the Urban Land Institute. The reports are a compilation of surveys and interviews of hundreds of real estate professionals across the country and Canada.

The 2020 Study, completed prior to the COVID-19 pandemic, outlined the types of housing in demand and emerging trends in housing. The report notes homeownership rates and affordability in the country continue to decline, with a widening gap between median home income and median home price, with a lack of “medium” density housing. It is also noted that the supply of affordable workforce housing is not keeping up with demand. As mentioned earlier, this trend exists in South Middleton Township. Furthermore, as average life expectancy increases, demand for low maintenance housing for older retirees will increase.

Also mentioned in the report are several trends that relate to the Township’s planning efforts. For example, a concept called “hipsturbia” is introduced, a term that refers to an area designed around on a work/live/play environment, one that is walkable with a town square experience. While the term “hipster” may have a negative connotation to some, the label nonetheless indicates that younger generations are looking at a new “trend” in the availability of living arrangements. With the emergence of e-commerce and online retail, the traditional separation of uses is evolving.

The 2021 and 2022 PwC studies were obviously highly influenced by a discussion on the impacts from COVID-19. For example, the avoidance of large crowds found at large venues, restaurants, public transportation, and commercial buildings in 2020 made suburban areas more attractive and deemed safer than big cities. Policies allowing work-from-home also added to the appeal of suburban living. Retail and restaurant businesses were forced to adapt, providing alternative service methods, including pick-up and delivery options.

The 2021 PwC study also indicated that “high-cost (relative to income) and inferior-quality rental housing has been linked to numerous negative social outcomes, including worse health, decreased life expectancy, inferior education, and lower incomes.” It projects that once the eviction moratorium ends, the full impact of the pandemic to housing will be seen.

The 2022 PwC study focuses on the growth of work and shop from home, which have tended to increase migration to the suburbs. With that migration, comes higher housing demands and less affordability.

## **G. Transportation Network**

As with most municipalities, South Middleton’s transportation is highly influenced by its location. Being located just to the south of the Borough of Carlisle, with Interstate I-81 crossing the Township along its northern border, means traffic is distributed from the Interstate through the Township in mainly a north/south direction.

There are several arterial routes extending from each of the main five Interstate exits in the Township: Exit 44 (Allen Road), Exit 45 (Walnut Bottom Road), Exit 47 (Holly Pike), Exit 48

(York Road), and Exit 49 (High Street/West Trindle Road). Forge Road also provides a north/south route to Boiling Springs. Traffic access to Mount Holly Springs is provided via both State Rts. 34 and 94 to points south of the Borough. State Rt. 174 (Old York Road) and Park Drive/Mill Street provide the major east/west routes from Boiling Springs, bisecting the Township along the Yellow Breeches Creek.

Although all of the arterial routes are under the jurisdiction of PennDOT, the Township maintains a roadway network consisting of approximately 115 miles of roads that feed into them.

The focus of early comprehensive plans has called for improvements to the major routes, as well as their junctions with one another. In more recent plans, emphasis was placed on functional classification of all the roads, along with access management.

As a growing suburban municipality, the Township's roadway network will experience more traffic and congestion in the coming years. The areas that will see the most significant impact from the additional traffic are the intersections of the collector roads and the arterial roads.

## **4. Vision, Goals, and Objectives**

In addition to continuing to pursue and maintain the goals and objectives as listed in the 2007 Comprehensive Plan, the Township intends on focusing on the following goals and objectives for a new vision for the future of the Township. The updated goals and objectives can be found in the Appendix.

### **A. Continue strategy to preserve agriculture and rural open spaces**

As mentioned, the strategy to preserve agricultural and rural open spaces resulted in the incorporation of several concepts in the Township's 1999 Zoning Ordinance for the protection of agricultural land. These included specifically, *sliding scale zoning* and *transfer of development rights* (TDRs).

Sliding scale zoning is a concept in which a maximum lot size is designated and then the number of lots allowed for on the property is set, based on the total parent tract size. Larger parent tracts are allowed a higher number of lots, but since the maximum size of the new lots is set, they take up a lower percentage of the its buildable land. This provides for the remainder of the property to be kept in a contiguous, larger lot available strictly for agricultural purposes.

TDR is a voluntary program whereby landowners can extract or unbundle development "rights" from their property and then sell them to developers of properties elsewhere in the Township, within designated locations, allowing them to increase the density there. For residential projects, this results in smaller lot sizes and narrower lots in areas designated for higher density residential "receiving areas." An easement is placed over the "sending" area to protect it from further development.

Initially, TDRs were determined on what was allowed in the previous ordinances. Specifically, the calculation based the number of development rights upon the lot sizes in previous ordinances (100,000 square foot lots, or 2.3 acres). With the incorporation of the sliding scale zoning, the number of allowable lots was reduced. Since the TDRs were not revised, developers were allowed to remove more "lots" than they had a right to subdivide (i.e. above the allowable number based on the sliding scale).

Due to the admittedly confusing nature of these provisions, revisions were made to the TDR requirements, as well as the sliding scale provisions, in the 2007 SALDO update.

Although the Township's TDR program has been successful, it is nevertheless appropriate for the Township to evaluate now whether the demand for TDRs is in balance with the supply. For instance, although several properties have extracted TDRs from their property, they have not been used at the same rate.

The use of TDRs to allow an increase in the impervious coverage was discussed during the 2007 SALDO update, but eventually were not incorporated due to objection by local

business owners. The need for additional provisions to balance the demand with the supply should likewise be investigated.

The Township seeks to continue promoting farmland preservation. In order to do so, there will need to be a regular review of the current mechanisms and the willingness to update methods and/or find new innovative practices to maintain the agricultural and rural environment that is desired by the Township and its residents.

## **B. Continue strategy to preserve historic, natural, and scenic resources**

### Historic Resources Preservation Strategy

There have been several actions taken through the years for the purpose of preserving the historic and natural resources of the Township, particularly in the Village of Boiling Springs.

First, beginning in the 1980s, there was an overlay zoning district adopted for the Boiling Springs Historical District. However, this provision dealt primarily in types of uses, further defining what was allowable in the underlying *Village Historical* District. This further distinguished the Village of Boiling Springs from other areas in the Township zoned *Village*.

In 2007, the *Village Historic Overlay* District was eliminated in the Zoning Ordinance and combined into the *Village* District. All other areas designated as *Village* within the Township were re-zoned to *Suburban-Commercial*, with the exception of Village of Boiling Springs which retained the *Village* designation. The *Village* District boundaries were also expanded to include gateway areas entering the Village. With the new *Village* District, amendments were made to area regulations and building setbacks, particularly along street frontages, to allow for development similar to those found in historic village layouts.

To implement the Heritage Conservation Strategies outlined in the 2008 Boiling Springs Livable Communities Plan, there was a discussion regarding the creation of an *historical architectural review board* program to judge appropriateness of new housing construction or building alterations in the Historic District. These discussions have not led to any proposed ordinance changes but may be considered in the future. Additionally, the enactment of a property maintenance code has been considered but yet to be adopted. One concern is whether such an ordinance must be applied Township wide or if it can be limited to the *Village* District. Further research should be conducted in order to properly address this question.

Finally, as mentioned previously, the Township is conducting an historical resources survey in 2022. It is the intent of this study to further address the recommendations from the Boiling Springs Livable Communities Plan, specifically in regard to the architectural/historic resource preservation aspect of its Heritage Conservation strategies.

## Natural and Scenic Resources Strategy

Creating ridge line protection provisions may also be considered. One of the greatest natural assets of the Township is South Mountain range, which extends from Maine to Alabama along the south side of the Appalachian Mountains. Currently, the Township has provisions in the *Steep Slope Overlay Zoning District* to offer some protection, as well as *Woodland Conservation* zoning that prohibits clearcutting and other potentially damaging methods of forestry. In the Commonwealth of Pennsylvania, forestry is a protected industry so there are limited regulations the Township can enact to regulate its operations, despite the Township's intention to protect the scenic view of the mountain.

Another natural resource preservation technique to be considered in the future is tree canopy preservation. The intent would be to preserve, protect, and maintain existing forested areas that are impacted by land development. In 2019, the Township enacted a "Heritage Tree" registry, to identify and offer incentives for landowners to protect trees on their property, particularly if they are of a notable species or offer historic value. Also, the Township has made an effort to engage in reforestation efforts on land that it owns., such as tree planting at Southview and South Middleton Parks. Incentives to provide additional trees within proposed developments should also be considered.

### **C. Create affordable/workforce housing in mixed use and walkable communities**

Various socio-demographic data, the area's growth pattern, recent real estate trends, and the success of the Summerbridge apartments indicate an increase in demand for more affordable housing within mixed-use and walkable communities.

The obvious mechanism to advance this issue is the Zoning Ordinance. Mixed-use development can be encouraged by increasing the number of zoning districts in which it is allowed, as well as rezoning more area for such uses. However, care still must be taken to minimize impacts from noise and light associated with non-residential uses in such developments.

More affordable housing can be encouraged by increasing opportunities for multi-family residential units (i.e. - apartment buildings, townhomes, duplexes, and accessory dwelling units). Another method to be explored is providing for smaller lot sizes, decreasing developer costs, and allowing smaller home construction. On the last point, a recent trend in new home construction has been "tiny homes," dwelling units that average 400 square feet of total living space. However, such structures currently do not meet the Uniform Construction Code.

In the past, the Township has attempted to encourage mixed use development within several zoning districts – *Neighborhood, Village, Village Commercial, and Suburban Commercial*. As discussed earlier, these concepts have met with limited success. For instance, most relied on the concept of allowing the mixture of uses separated horizontally, or adjacent to each other, as opposed to within the same buildings, or a vertical mixture.

Due to the high demand for residential units within the Townships, the residential portions of these districts were developed first, but commercial development failed to appear. Because of this, the Township has begun to integrate form-based zoning into the Zoning Ordinance versus traditional (Euclidian) zoning, where uses like commercial and residential, are strictly separated. Additional zoning updates should be considered to increase flexibility for drive-throughs, alternative delivery methods and outdoor seating.

An example of this is the newly adopted *Town Center Zoning District*. As discussed, this district was created after the Township conducted a study of the Walnut Bottom Road Corridor. The study included aspects of a walkable community, connectivity, trail and recreation, and mixed-use development. The goal of the study and resulting amendment was to create a town center or traditional village type of neighborhood.

It should be considered whether this concept is applicable to other areas of the Township. The area in and around the newly-constructed connector road between York Road and West Trindle Road is an area which may be compatible with the *Town Center Zoning District*. This area has previously been considered for development in which the 11-acre portion along York Road was proposed to be commercial and the remaining land to the north, a mixture of residential development types. Renewed development interest in this area is expected upon the completion of the connector road. This would make now a suitable time to consider if a rezoning of this land is beneficial to the Township and the landowners. A further analysis of this area can be found later in this document.

#### **D. Expand Active Transportation network**

The goal of completing the Active Transportation Plan in 2021 was to identify opportunities to expand connections for walking and biking in and around the Township, as well as expanding the Township's walkability, safety, sense of place, and add active recreation areas for public use.

The plan's goals include the following:

1. Expand connections between the trail network, recreational resources, residential areas, and commercial centers
2. Promote recreation/environmental tourism (including agro-tourism) and capitalize on Boiling Springs' Appalachian Trail Community designation
3. Identify high priority sidewalk, trail, and walkability improvements
4. Complete the Letort Trail and extend the Township's trail system to Mount Holly Springs Borough to the southwest and Spring Meadows Park to the southeast
5. Expand on-road bicycle opportunities with supportive policies, educational outreach programs, and capital improvements
6. Provide safe routes to schools
7. Create a walkable township and pedestrian friendly Boiling Springs

8. Support town center development along the Walnut Bottom Road Corridor
9. Expand opportunities for regional multimodal connections to Carlisle Borough and neighboring municipalities

With the plan in place, the Township now has a roadmap on the long-term expansion of an active transportation network with specific projects and policies identified for implementation.

## **E. Maintain and improve existing transportation network and infrastructure**

Similar to governments at the Federal and State levels, the Township's primary focus has been on the preservation and maintenance of its existing infrastructure. Limited financial resources necessitate the prioritization of often overdue maintenance and repair projects over new construction. The Township must also deal with mandated policies imposed by State and Federal regulations without being provided corresponding funding to achieving them. These include diverse efforts like recycling, building inspections, and sewage planning and regulation, among others. Furthermore, the coming years will bring new challenges in funding the competing priorities of its citizens along with providing basic services (public safety, recreation, zoning and land development regulations, etc.).

In 2017, the Township initiated an inspection program of its bridges (i.e., spans of less than 20 feet). Bridges with spans over 20 feet long are required to be inspected under National Bridge Inspection Standards (NBIS). However, no such criteria exist for spans under 20 feet, so these structures have not been routinely inspected. The *inspection* program quickly evolved into a bridge *replacement* program based upon the age and condition of the structures. Since that time, four bridges have been fully replaced, with another set for 2022. To pay for the program, and to increase funding for preventive maintenance on its existing roads, the Township implemented a roadway tax to ensure a dedicated funding stream for these improvements.

It is within this context that the Township is experiencing development pressure; as housing and commercial activity expands it manifests as a growing road network. With a significant portion of their resources dedicated to the maintenance of the existing infrastructure, municipalities often do not have time or adequate staffing capacity to plan for new infrastructure or adequate traffic management. Frequently, the response is reactive, as opposed to proactive. The same holds true in South Middleton.

In the past, the Township has traditionally relied on developer funded improvements to address impacts from new development. The Township has had success placing the majority of the burden of the cost of improvements on developers. This is especially beneficial when the need is immediate or substantial. Nevertheless, the Township continues to be constrained by existing law, specifically as it limits the ability to require developers to address issues only when they have reached a certain "tipping point." This means as an area grows in activity, it results in the need to expand public infrastructure.

All too often, this gives rise to a single developer being the “last one in,” resulting in the need to fund the entire cost of the improvements.

The MPC allows for the imposition of an “impact fee” to ensure that every developer pays for their proportional impact of development. The Township has in the past considered its implementation but has found its various aspects too burdensome. For example, the MPC requires extensive traffic studies as part of levying impact fees, along with time constraints on using the funds received. Regardless, without the ability to fully fund required improvements, the end result is that needed maintenance and upgrades to the transportation infrastructure are not keeping up with increased traffic demands. This of course extends to safety and capacity considerations, which are not being adequately addressed. This has been a major motivation behind many of the earlier discussed planning efforts.

As mentioned in the previous section, the Township completed an Active Transportation Plan in 2021, and has already begun implementation of many of its recommendations. Some of the projects initiated or completed are discussed in greater detail in other sections of this document. They include the Alexander Spring Road/Walnut Bottom Road intersection improvement, the Boiling Springs Pedestrian Safety Improvement projects, implementation of a multi-faceted traffic calming strategy along with the installation of additional safety measures, and bike lanes along Forge Road. Future projects include improvements to the East Springville Road/York Road/Shughart Road and Petersburg Road/York Road intersections, among others.

Also, as mentioned in the *Background* Section, the Township did participate in the Exit 12 (now Exit 44) Land Use study, which resulted in improvements to the roadway network there to account for development that existed at the time, but also future development anticipated. As development expands beyond those anticipated in the original study, any necessary improvements to account for the additional traffic impacts from new development must be required. This project is a good example of growth being facilitated by planning for it.

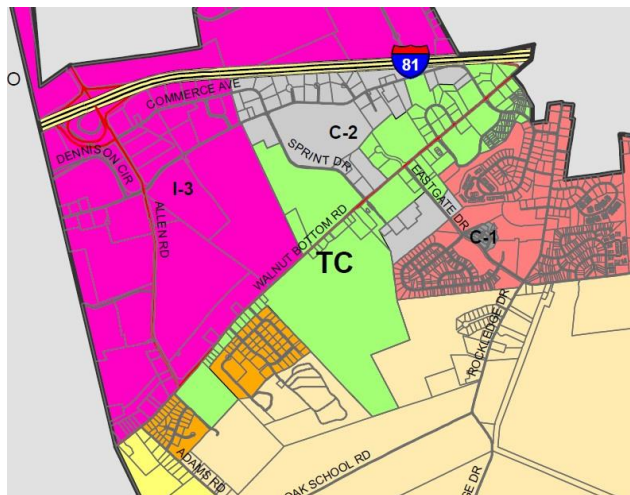
In addition, Exits 48/49 have been studied for possible improvements, but no definitive projects have materialized as a result of those studies. Those studies include the June 2018 *Interstate I-81: Exits 48 and 49 Interchange Area Transportation Study* (<https://cumberlandbusiness.com/wp-content/uploads/2018/07/I-81-Exits-48-and-49-Transportation-Study-FINAL.pdf>) and ongoing planning efforts associated with the I-81 Improvement Strategy (<https://www.i81southcentralpa.com/>). With the development anticipated along the York-Trindle Connector Road and at the Carlisle Airport, this area warrants further examination as those studies are implemented or completed.

## 5. Future Land Use Areas

### A. Walnut Bottom Road

As mentioned, the study area of the 2019 Walnut Bottom Road Corridor Master Plan consisted of 3.9 square miles of land along Walnut Bottom Road. The Study considered three primary catalyst sites most likely to impact the development of the area with a focus on creating opportunities to begin transformation of the area into a livable, walkable community. As a reminder, these catalyst sites were the former CenturyLink (Sprint Drive) office building, the former Kmart, and an undeveloped tract of land located just to the south of Walnut Bottom Road.

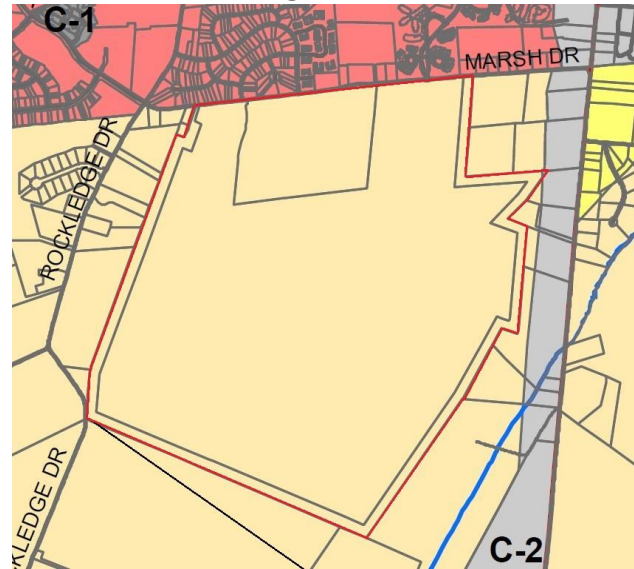
As a result of the Walnut Bottom Corridor Master Plan, the Township drafted and enacted a number of Zoning Ordinance amendments, specifically the new *Town Center* District. The Sprint Drive and Kmart “catalyst sites” were focus of the study, being divided into four transects, each allowing for different densities of development in a concentrically declining pattern extending outward from the town center core. Mixed use development of commercial and residential uses are required within the *Town Center* district. As for the residential uses, the intention is to create a variety of densities in order to provide smaller, higher density areas that are more affordable to accommodate workforce housing or to meet the needs of those seeking their first homes or looking to downsize (i.e. townhouses and apartment complexes). The requirement for the submission of a master plan showing a holistic and orderly development of all of these components, as mentioned a required aspect of development in the *Town Center*, ensures development in an orderly and deliberate fashion.



These future land use goals, as outlined in the Study and associated Zoning amendments, are already being implemented. For example, a recent master plan has been approved for the Sprint Drive property, and a land development plan for its first phase, Cambria Place, a high-density residential development that includes townhomes and apartment buildings, is in process. Later phases anticipate mixed-use development; structures that possess commercial activity on the ground floors and residential above, as traditionally found in older, denser urban areas, demonstrate a prime example of *Town Center* development.

## B. Church of God/Marsh Drive

While not identified as a catalyst site, the Orchards at Marsh Drive (Church of God) property, due to its close proximity to I-81 and Walnut Bottom Road, is an area worthy of future discussion regarding land use planning. On August 14, 2008, the Board of Supervisors approved a preliminary subdivision & land development plan for the Orchards at Marsh Drive. It was based on a Zoning text amendment allowing for a “life care community,” which is, “a development designed for residence and care of the aged that provides a continuum of care and services...(including) independent (and) assisted living (along with associated uses like) personal service shops, recreation areas and common open areas)” in the *Agricultural and Conservation District*, based on certain conditions and restrictions. However, that use has since been removed from the Ordinance. The preliminary plan approval was extended through the earlier discussed Permit Extension Act of December 18, 2008. The five-year protection from changes in the Zoning Ordinance or SALDO (see Section 508 of the MPC) was to expire on August 13, 2013. However, the Permit Extension Act extended the expiration to February 2, 2021. Therefore, the Preliminary Plan for Church of God has expired.



As part of the prior land development plan, a 100-foot strip of land was subdivided around the perimeter of the property to serve as a dedicated growth buffer, limiting extension of utilities beyond the property. Given that, and the fact that this land was previously proposed for development, the Township needs to investigate the highest and best use in context of the Vision and Goals of the Comprehensive Plan. While open space preservation has, and continues to be a goal of the Board of Supervisors; the site has characteristics that makes development possible. The site has access onto Marsh Drive, and traffic signals have been installed at each end of Marsh Drive in recent years. However, those signal designs did not account for the increased traffic from this parcel. In addition, sewer conveyance capacity will be an issue that needs to be overcome. As such, any proposal to change the land use should be developer initiated, and will need to address any deficient infrastructure issues.

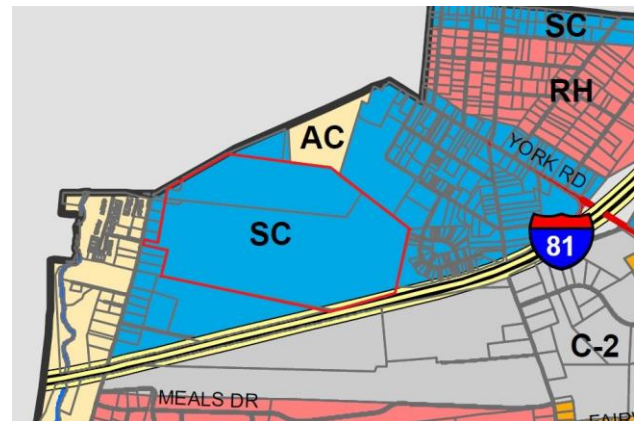
## C. Smith Farm

One of the Zoning Map amendments made based on the 2007 Comprehensive Plan was to rezone a portion of the *Industrial* zoning district abutting Carlisle Borough to the *Village* District. The zoning change was made partially due to concerns of Carlisle Borough that the Township industrial zoning was incompatible with the nearby Borough residential

zoning and related uses in the area. In 2016, the *Village* District was re-designated as *Suburban Commercial* in all areas except for the Village of Boiling Springs.

In 2020, a developer approached the Township about establishing a “community campus” district in this area for supporting non-profit, community-oriented businesses, and similarly related uses. Example of uses include Safe Harbour, a life care community, lower-income, or transitional housing, and medical-related facilities focusing on lower income residents. As mentioned previously, there is a housing shortage in Cumberland County, particularly impacting lower-income families. A development such as this would help in alleviating some of the pressures associated with this issue.

Over the course of about a year, beginning in 2019, Township staff collaborated with the developer’s consultants and Cumberland County Planning Department staff to develop a Zoning Ordinance amendment to achieving the stated aims of the community campus developer. What resulted was a text change amendment in the *Suburban Commercial* District that restricted single residential family development to existing lots in order to constrain further detached, single-family dwellings, while allowing for the creation of a community campus development by way of a master plan. The *Suburban Commercial* District was also expanded to include the area between I-81 and the Borough of Carlisle that was previously zoned as *Industrial-Light*.



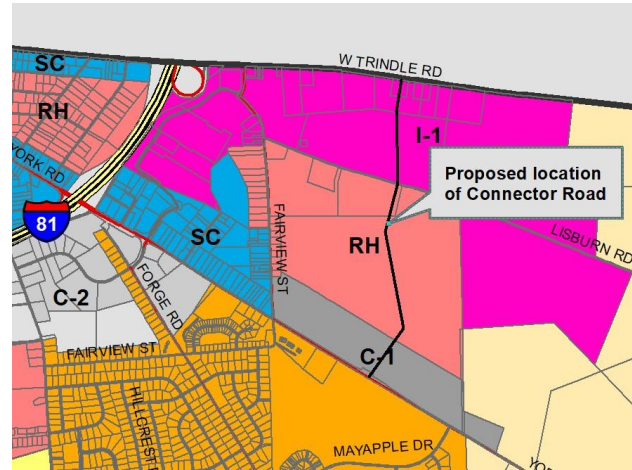
This future land use goal has been fully implemented. A master plan has been approved for the Smith Farm project and land development plans have been submitted for approval.

#### D. Exit 48/49 Area

There are a number of different zoning districts in this area - from *Suburban Commercial* and *High-Density Residential* to *Commercial* and *Industrial*. However, the focus here is primarily the approximately 175-acre area located immediately to east of Fairview Street, often referred to as “Heritage Village.” There are three zoning districts in this area. They are as follows:

- *Industrial-Light* – North
- *Residential High-Density* – Middle
- *Commercial-Light* – South

In the *Residential High-Density* and *Commercial-Light* areas, there have been a number of developers interested in working in the area. Due to the size of the *Residential High-Density* area of development, proposals have suggested 500 or more residential units of various types could be accommodated. However, the lack of a connector road has been seen as a constraint to the developing the area. It is the position of the Township that a connector road was a necessity because local roads, such as Fairview Street, were not capable of handling additional traffic. Fairview Street would also not be able to handle the movement of tractor trailers from the *Commercial* and *Industrial* areas trying to get from York Road and West Trindle Road to I-81.

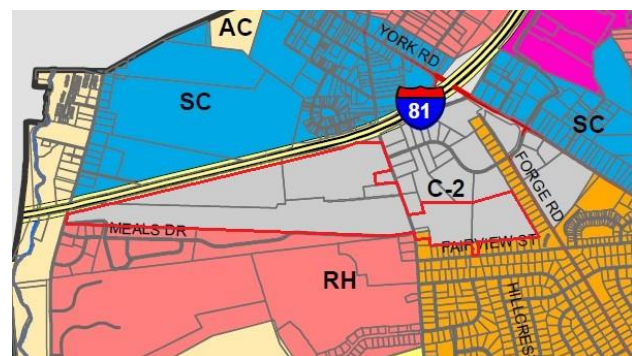


In 2014, the Cumberland Area Economic Development Corporation (CAEDC), working on behalf of Heritage Village developers, successfully received grants totaling \$2.6 million to build the connector road and related infrastructure in the area. In 2015, the Board of Supervisors approved a subdivision plan for the road's construction. The Connector Road is anticipated to be fully open for public travel sometime in early 2022.

As the Connector Road nears completion, it is expected that the entire focus area will be ready for development. In light of this, there has been some deliberation given to rezoning the *Commercial* and *Residential* areas to the *Town Center* District, such as found on Walnut Bottom Road. This would allow flexibility throughout the property for a mixture of uses while maintaining an overall plan for the area.

## E. Carlisle Airport

In 2021, the Township purchased the Carlisle Business Airport located on Petersburg Road. The municipal ownership of the airport will allow for greater access for grant monies needed to improve and expand the facility. As part of that process, the Township is evaluating the creation of an *Airport Development Zoning District*. This district would allow for the type of development that could benefit from the presence of the airport. Some examples of allowable uses under this district could be for new aircraft hangars to rent, office uses, restaurant/café, and possibly storage units. The ultimate goal is to keep the airport profitable so as to not burden the Township taxpayers to fund its operation.

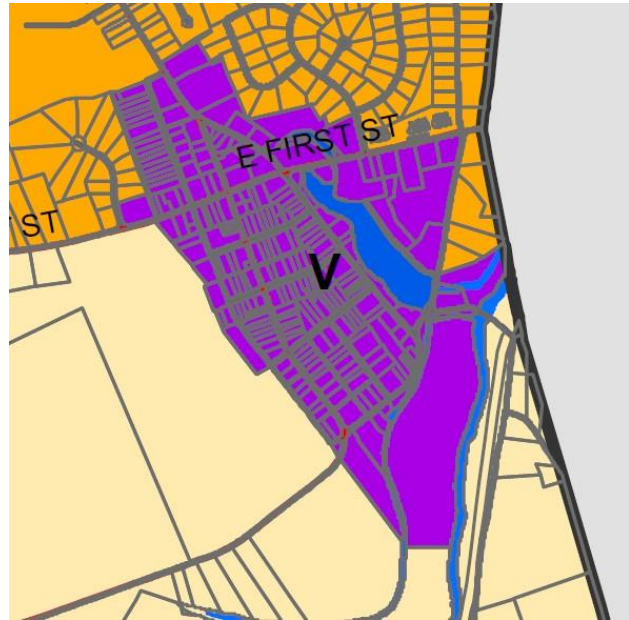


## F. Village of Boiling Springs

An objective of the 2007 Comprehensive Plan was to promote the infilling of land, as well as the preservation of the village's identities that are consistent and compatible with existing historic patterns of development. This intention led to the development of the 2008 Livable Communities Plan, which has been discussed in great detail elsewhere in this document.

To further address the Transportation Strategies outlined in the Boiling Springs Livable Communities Plan, the Township has completed or is planning to complete the following projects:

1. Extension of the trail system from Spring Meadows Park to Fourth Street
2. Phase 1 of the Boiling Springs Sidewalk and Safety Improvements Project – This project involves sidewalk and traffic improvements on First Street from Hilltop Road to High Street, funded in part by a \$500,000 Multimodal Transportation Fund grant from PA Department of Community & Economic Development. The plan involves crosswalks, “bump outs,” and sidewalk improvements.
3. Phase 2A of the Boiling Springs Sidewalk and Safety Improvements Project – This project involves sidewalk and traffic improvements on Front Street from First Street (at the Boiling Springs Tavern) north to Arnold Street (School District campus). The Township received funding in the amount of \$432,330 from HATS (Harrisburg Area Transportation Study) under the Regional Transportation Plan Implementation Program.
4. Phase 2B of the Boiling Springs Sidewalk and Safety Improvements Project – This project involves sidewalk and walkway improvements on Front Street from First Street (at Café 101) south to Race Street (the parking by the dam). The Township has received \$275,000 in a Multimodal Transportation Fund grant from PA Department of Community & Economic Development.



The Housing/Community Development and Land Use Strategies contained within the Livable Communities plan were addressed by changes in the 2016 Zoning Ordinance, as discussed earlier. Building setbacks and other dimensional aspects were reduced to allow

new construction to be done in a manner similar to the existing structures in a traditional village layout.

The Heritage Conservation Strategies are anticipated to be addressed in the near future. The Township did receive a Cumberland Valley Visitor's Bureau grant for welcome gateway signage, one of which has been installed in Spring Meadows Park on the western approach into Boiling Springs. Completion of the Phase 1 improvements will provide an area for installation of the second sign on the east end of the Village.

Also as discussed earlier, the anticipated Historic Resources survey will identify significant historic/architectural resources and provide information for additional historical interpretive signage and wayside markers, among other things.

## **6. Implementation Plan**

The implementation of the policies set forth in this updated Comprehensive Plan will necessitate revisions to existing Township regulations, adoption of new ordinances, and the establishment of various new municipal programs. The Township's growth management regulations should work in tandem to support the goals and objects of this adopted Comprehensive Plan update.

The following items need to be revised consistent with the plan's recommendations:

### **A. Review/Update Zoning Ordinance and Map**

In order to implement the above Visions, Goals, and Objectives, and to account for the Future Land Use as outlined in the previous sections, the following changes are recommended:

1. *Transfer of Development Rights (TDRs)* – Investigate and incorporate revisions to increase demand for TDRs
2. *Ridge line protections* – Include provisions for ridge line protection
3. *Restaurant/Retail Operations* – Investigate and incorporate revisions to increase flexibility for drive-thru, alternate delivery methods (drop off/pick up spaces), and/or outdoor seating where appropriate
4. *Mixed-use development* – Investigate and incorporate revisions to increase mixed-use development, especially vertical mixed-use opportunities. Work with developers to increase mixture of uses on new developments where appropriate
5. *Affordable Housing* – Investigate and incorporate revisions to increase opportunities for more affordable housing options. Update provisions such that areas zoned for *Medium-Density* housing uses are not able to be developed exclusively as single-family homes
6. *Walnut Bottom Road Corridor* – In order to promote growth and redevelopment in the Walnut Bottom Road Corridor area, and to address demand for mixed-use

development, the Township adopted the *Town Center* zoning district. This area rezoning was done in 2020 and in accordance with the Walnut Bottom Corridor Master Plan

7. *Exit 48/49 Area* – The Exit 48/49 area which connects York Road and West Trindle Road has been shown as a mixture of commercial and residential uses on previous future land use maps. Although those uses have typically been separated in the Euclidean zoning method, a possible rezoning to *Town Center* District or another type of mixed-use zone in the future would address the projected demand for more mixed-use development. The property owners should have input on the land development process.

In addition, should the studies regarding Exit 48/49 result in physical improvements to the either interchange, the land uses in this area should be reviewed in context of the new traffic patterns.

8. *Church of God/Marsh Drive* – Investigate possible rezoning of property in context of the vision and goals of the Comprehensive Plan via developer initiated proposal.
9. *Carlisle Business Airport* – With the purchase of the Carlisle Business Airport concluding in 2021, the Township has drafted a new ordinance for the *Airport Development* District to accommodate businesses servicing the airport. Details regarding the boundaries and map change are still being finalized
10. *Boiling Springs Village* – The Township is currently working on a zoning amendment to allow for shared parking and outdoor seating and dining. Further analysis for the preservation of historic properties will be guided by the Historic Inventory study being conducted; final delivery of that report should occur in 2022
11. *Parking Regulations* – Consider updating parking regulations to create flexibility and more efficient use of land and parking facilities, i.e. shared parking.

## **B. Review/Update Subdivision and Land Development Ordinance**

An update to the Subdivision and Land Development Ordinance (SALDO) will need to be completed based upon recommendations included in the Active Transportation Plan, as well as to address several subjects that that have been noted since the last update. They are as follows:

1. Recommendations from the Active Transportation Plan, including:
  - a. Referencing the Active Transportation Plan in the Ordinance
  - b. Further defining “sidewalks” versus “trails”
  - c. Referencing current ADA standards
  - d. Providing design standards for trails
  - e. Include definition and standards for on-road bicycling facilities
  - f. Include a requirement for bicycle parking facilities

- g. Include definition and standards for trail crossings and evaluation during the land development process
  - h. Include definition and standards for traffic calming measures and evaluation during the land development process
  - i. Include requirements for analysis of pedestrian and bicycling facilities within traffic impact studies
2. Provisions for wooded areas/tree preservation
  3. Standard roadside screening within urban areas
  4. Standard signature blocks and general notes
  5. Update the Functional Classification Map as roadways are added, and continue the enforcement of the access management provisions
  6. Provisions to address MS4 permit requirements

### **C. Review/Update policies for preservation of historic resources**

Currently, the Township has provisions within the Zoning Ordinance that require approval via a conditional use for demolition or partial demolition of historic structures. Those structures are identified on the Township's Official Map, which is based upon the inventory of historic structures completed when the Boiling Springs Historic District was listed on the National Register of Historic Places in 1984. Since the 2022 analysis will be a more rigorous endeavor than the inventory completed in 1984, the Official Map will be need to be revised to reflect the new information.

In addition, historic resource surveys are also used by communities for long-range preservation planning, including the establishment of local landmarks. Information obtained from these surveys can be used to establish interpretive programs that increase tourism and promote downtown businesses, including historic walking tours, historic plaque and marker programs, and exhibitions on local history.

Finally, the feasibility of implementation of a property maintenance code and/or historical review board should be investigated.

### **D. Update Official Map**

The Official Map will also need to be updated for projects that have been completed or identified in recent planning documents. Those include:

1. Removal of the Connector Road between York Road and Trindle Road (since it has been completed)
2. Improvements to the Springville/Shughart/York Road intersection
3. Extension of Pine Street through the former Carlisle Farmer's Market site
4. Addition of trail around the 100-foot perimeter of the Church of God property on Marsh Drive

5. Add roads/pedestrian facilities as per Walnut Bottom Road Corridor Master Plan
6. Revisions to the trail network based on the Active Transportation Plan
7. Revisions to historical properties based upon the Boiling Spring Historic Resources Survey

## **E. Implement Active Transportation Plan**

The Township had already begun implementation of the Active Transportation Plan prior to it even being completed. Some of the early projects already initiated include the Boiling Springs Pedestrian Sidewalk and Safety Improvement projects, traffic calming (speed humps) in Boiling Springs, extension of Letort Regional Authority trail to Heisers Lane, crosswalks at Woodburn Drive, and a pedestrian connection from Parkview at Boiling Springs to Spring Meadows Park.

The Township has also applied for a PennDOT Transportation Alternatives Set-Aside grant for the construction of the initial phase of the Forge Road bike lanes.

In addition to the changes to the SALDO listed above, the following are priority projects identified in the plan for implementation after funding sources are identified and approvals are obtained:

1. Forge Road Gateway projects
2. Expansion of Letort Regional Authority Trail
3. Old York Road Trail/Craighead House crossing
4. Wittlinger Preserve stepping stones (see Active Transportation Plan)
5. Walnut Bottom Road Active Transportation Network (identified in the Walnut Bottom Road Corridor Master Plan)
6. Marsh Drive Trail Loop
7. Advanced shared roadway strategy

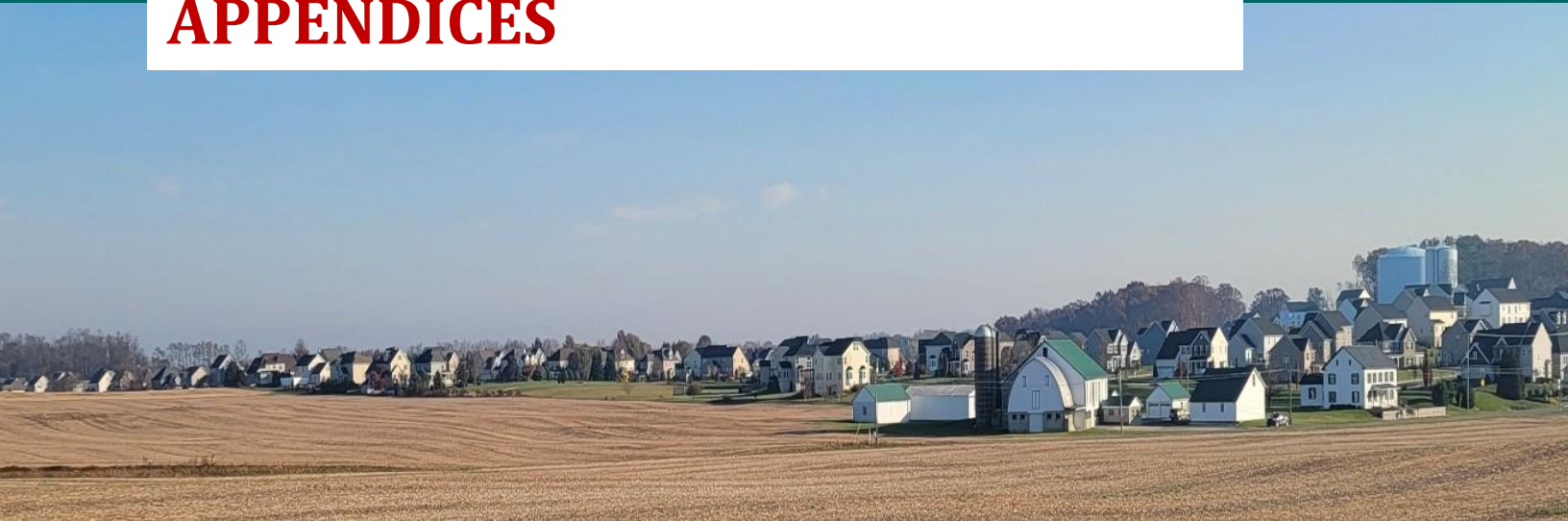
## **F. Develop overall strategy for the maintenance and improvement of the Transportation Network**

An overall strategy needs to be developed to holistically identify existing and future transportation improvements that are needed, or will be. Once determined, they will need to be prioritized, and then decided if/how they can be funded. The strategy could include the following elements:

1. Roadway management program for existing streets and associated maintenance costs
2. Continuation of bridge inspection program and projected costs of addressing anticipated deficiencies

3. Inventory of drainage facilities and outline of long-term maintenance/repair/replacement needs and associated costs
4. Identification of high crash intersections and conducting safety audits at those locations. Outlining recommendations for improvements and determining their associated costs
5. Recommendations for traffic calming improvements on existing streets and associated costs
6. Study and coordination of timing of traffic signals to improve traffic flow along heavily travelled corridors
7. Anticipated necessary traffic improvements as a result of future development and associated costs
8. A Capital Improvement Plan to summarize budgeting needs and funding solutions on a long-term basis
9. Grant seeking strategy to maximize return from grants and leverage outside funding available to the Township
10. Long term operational strategy and costs

# APPENDICES



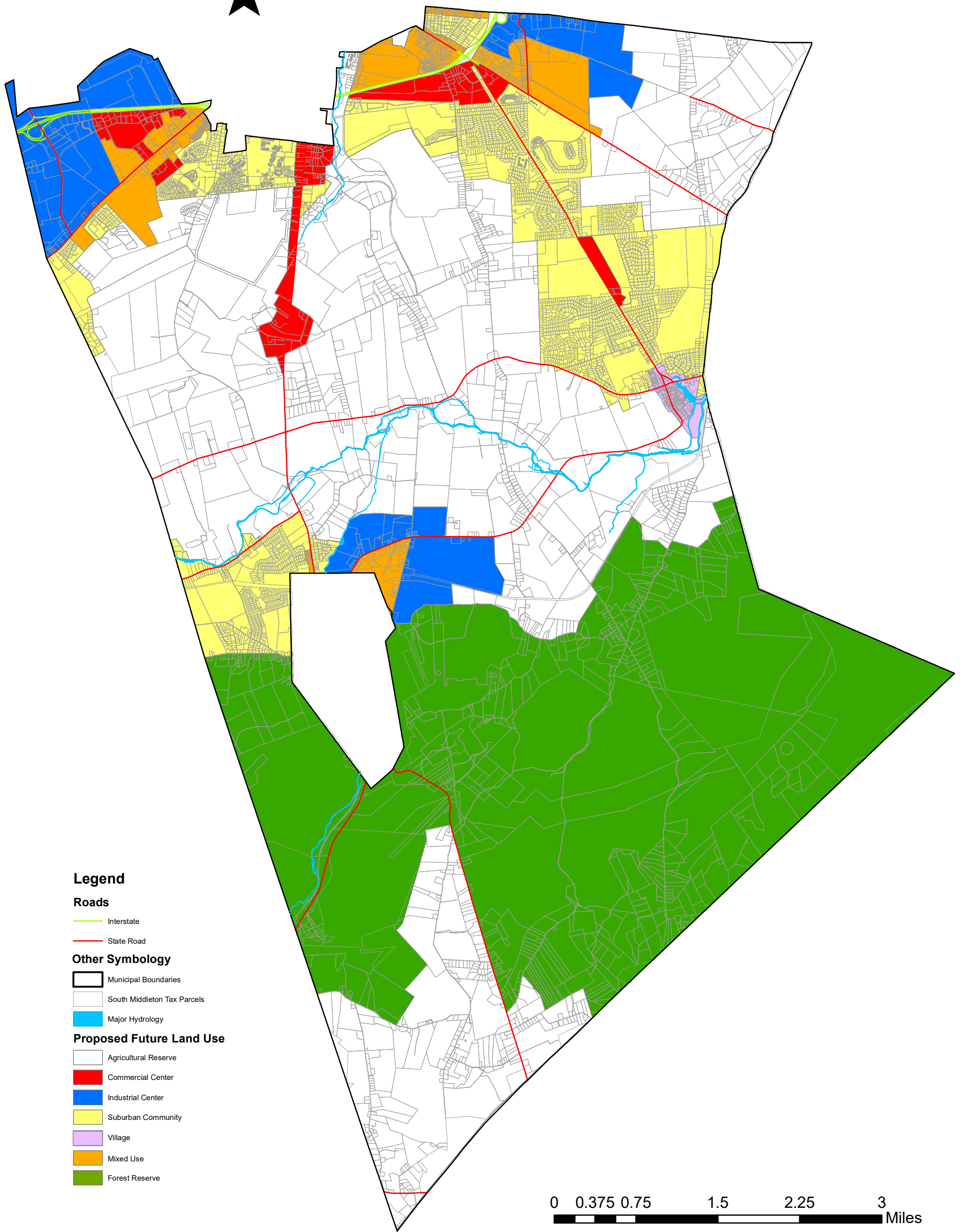
## UPDATED (PROPOSED) GOALS AND OBJECTIVES

The Goals of the South Middleton Township Board of Supervisors are:

1. To preserve agriculture and conserve open rural spaces.
2. To protect land and land values within the natural limits of the land and the ability of the Township to guide development.
3. To prevent urban sprawl by establishing a pattern of growth and development aimed at sustaining our character of life.
4. To assure that all development is managed in such a way as to minimize infrastructure costs to the taxpayers of the Township.
5. The overall land use plan for the Township should place a high priority on creating and maintaining a balance of commercial/ industrial and residential development.
6. Flexibility should exist in the distinction of alternative housing to meet the varied needs of the population of the Township. Such flexibility should include provisions for commercial, institutional, and recreational activities to compliment the complexes.
7. In older, built-up areas within the Township and particularly in the historic Village of Boiling Springs, diverse neighborhood retail, office accommodations, and varied housing styles should be permitted to promote the in filling of land and village identity.
8. Agricultural and related activities should be permitted in designated areas as a favored land use without excessive regulation, consistent with best agricultural, conservation, and water quality preservation practices.
9. The wooded, steeply sloping areas of the Township should be limited to very low-density development with any large-scale development subject to well-defined ecological, environmental and related criteria.

10. Commercial - Industrial activities, major distribution facilities and regional commercial centers should be located along or near major regional traffic routes to limit their intrusion upon other land uses. Designated areas should be preserved for such activities.
11. Traffic circulation should be coordinated with land use designations to promote safety and maximize the local, collector, and arterial roadway functions.
12. Sprawling development strips along existing roadways should be discouraged and incentives established to promote clustered land uses.
13. Ongoing efforts should be expended to coordinate land use with adjoining municipalities within the framework of the Comprehensive Plan of the Township.
14. Preserve open space along watercourses and other natural areas unsuited for normal development.
15. Promote open space and recreational amenities within growth areas by developer improvements or contributions in lieu thereof.
16. Promote an aesthetic quality within the Township through clearly defined standards for building size and location, landscaping, parking, signage and related site improvement.
17. Develop basin wide stormwater management plans to achieve areawide stormwater management objectives as the Township develops.
18. Continue the long-range development of an Official Map to coordinate future roadway and circulation development throughout the Township and with adjoining municipalities as well as designation of areas desired for preservation such as historic places, park lands and sensitive environmental features.

19. Maintain building, fire and sanitation codes consistent with public safety objectives and the administrative capacity of the Township.
20. Pursue a cooperative, streamlining approach to the processing of land development applications consistent with the Township's health, safety and welfare responsibilities.
21. Maintain up-to-date land development regulations consistent with the technical state-of-the-art and overall Township Plan.
22. Promote bicycle and pedestrian networks, separate from roads and traffic where feasible, and facilitate the establishment of connections between residential, commercial, and recreational resources in the Township and neighboring communities.
23. Flexibility should exist in review and permitting of residential and commercial solar energy projects that are consistent with the aesthetic and environmental goals of this Comprehensive Plan.



**Legend**

**Roads**

- Interstate
- State Road

**Other Symbology**

- ▭ Municipal Boundaries
- ▭ South Middleton Tax Parcels
- ▭ Major Hydrology

**Proposed Future Land Use**

- ▭ Agricultural Reserve
- ▭ Commercial Center
- ▭ Industrial Center
- ▭ Suburban Community
- ▭ Village
- ▭ Mixed Use
- ▭ Forest Reserve

0 0.375 0.75 1.5 2.25 3 Miles



# South Middleton Township Comprehensive Plan Future Land Use Map