
CHAPTER 12

INTERRELATIONSHIPS AND IMPLEMENTATION

INTERRELATIONSHIPS

The Pennsylvania Municipalities Planning Code requires a statement of interrelationships to acknowledge how the various elements of the plan affect and are affected by one another. The following statements reflect the interrelationships among the elements or chapters of this plan.

Downtown vitality is a desired realistic outcome of recommendations for residential and business land use planning and for streetscape improvements that are functional, attractive and reflect local character.

A healthy economy and employment market result from land use planning and zoning, a safe, efficient transportation system, and a community quality of life and services, including parks and recreation, that attract and retain a good workforce. All three are recommended for improvement within this plan.

A future land use plan becomes reality as land use and development regulations are revised to remain relevant to real estate and economic markets and as incentives are established to mitigate the risk of innovative or untraditional development. Since the development pattern is largely established in the Hanover Area, the focus of recommendations is on keeping regulations in sync with contemporary uses and development practices and incentivizing, even leading, redevelopment activity.

Downtown housing needs a boost through redevelopment but otherwise the housing stock is in relatively good condition and offers choices in type and cost. The one issue that may lie beneath the surface is a shortage of senior housing options, which limits turnover of smaller, less expensive homes to younger residents working in community service occupations. Single family attached and multi-family units proposed in Penn Township, once built, will provide additional housing that may be affordable to this market and help to meet this need.

Like the land use pattern, the core street and highway system is well established. This plan recommends continuing to extend the modified grid and interconnect minor routes to provide alternate routes and alleviate congestion on the state highways. It also recommends minor improvements to provide facilities for all local users, including bicyclists and pedestrians, and regular maintenance of the entire right-of-way to ensure safety and visibility for all users.

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Finally, it supports an enhanced transit facility, which could spur re-use and redevelopment along Baltimore Street.

Water and sewer programs are currently focused on maintenance and improvement of older facilities. Treatment capacity in relationship to the pace of development is not the primary concern. This plan simply lists the various improvements and larger maintenance projects needed to maintain these systems. The pending permitting of stormwater will require a larger compliance effort and administration of new regulations for new development.

Community facilities and services have far fewer standards than utilities but are often just as important to residents' and employers' perceptions of quality of life. Deciding which to provide and at what level of service is an important ongoing conversation. This plan recognizes the ongoing cooperation between public safety services and the potential for further regionalization to support 24/7 fire protection in the Hanover Area. The plan also recognizes the ongoing expansion of health services in the Hanover Area and prompts the Borough and the Township to consider associated uses in their zoning updates.

Parks and recreation is important to all ages and even all employers to some degree. Opportunities for one's leisure time to be relaxing, refreshing, or fulfilling makes for healthy productive workers and a socially connected community. This plan calls for continued development and enhancement of existing parks and support for trails and extensions. Where residents express interest in new programs, the Borough, the Township and other service providers should seek to expand programming and create more "places to see and things to do" in the Hanover Area.

Finally, community character is the result of the physical development of structures and the spaces between them, as built over generations, as well as the social nature of the people who live in the community. This plan indicates that the Hanover Historic District could be a distinctive destination, not just a one-time designation. It also recommends that in parks and civic spaces, just like in downtown, the inclusion of seating, seasonal plantings, lighting, etc. make for comfortable, social spaces where people can come together to celebrate the past, take in the present, and make memories for the future.

IMPLEMENTATION

Table 12-2 on pages 235-237 summarizes the ongoing community development efforts of the Borough and the Township. Table 12-3 on pages 238-243 lists the high priority (high impact) recommendations. Recommendations are listed in order of priority. Each recommendation retains its number from the planning element of chapter (first column) where it was introduced. Some completion years, especially for infrastructure projects, are toward the end of the 10-year planning horizon since it will take additional planning, design, permitting, etc. to get ready for construction or other implementation.

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TABLE 12-2 SUMMARY RECOMMENDATIONS FOR ONGOING IMPLEMENTATION

Planning Element	Recommendations	Leads; Partners	Priority: Year of Completion
Downtown	1. Continue to utilize and fund Main Street Hanover as the lead organization for revitalization. Increase staff and volunteer capacity for the Main Street Hanover initiative, as needed.	Borough, Chamber	High: Ongoing
Community Facilities and Services	10. Continue to participate in interagency activities to prevent and deter drug trafficking in and through the Hanover Area.	Borough and Township	High: Ongoing
Community Facilities and Services	12. Work with the Library Board of Governors to expand donations and sponsorships of library services.	Borough; Township	High: Ongoing
Community Facilities and Services	13. Work with the Chamber, YCEA, the school districts, and local industries to make available education and training that leads to employment in the Hanover Area.	Chamber, YCEA, school districts, and local industries; Borough and Township	High: Ongoing
Character	15. Make improvements to streetscapes beginning in downtown with Center Square and the adjacent blocks.	Borough; Township	High: Ongoing
Downtown	18. Continue to host fairs, festivals and parades in downtown.		High: Ongoing
Downtown	19. Enhance Saturdays on Main with live music and performance entertainment.		High: Ongoing
Downtown	20. Promote the Battle of Hanover Walking Tour; develop other tours along different themes.		High: Ongoing
Economic Development	3. Work with Hanover Area and regional partners and county economic development agencies to market available industrial properties for re-use or redevelopment.	Chamber, YCEA; Borough, Township	High: Ongoing
Downtown	6. Establish a rental inspection program and inspect rental units at least once per year. An annual rental inspection enhances public safety for tenants, property owners, and the public.	Borough	High: Ongoing

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Planning Element	Recommendations	Leads; Partners	Priority: Year of Completion
Community Facilities and Services	8. Program and fund pedestrian improvements in the vicinity of the library to improve access north along PA 94/Carlisle Street and Railroad Street.	Borough	High: Ongoing
Parks and Recreation	3. Continue to promote parks and programs via municipal websites and newsletters.	Borough and Township	Medium: Ongoing
Parks and Recreation	4. Continue development of the Penn Township Community Park.	Township	Medium: Ongoing
Community Facilities and Services	1. Communicate approvals of planned development to the respective school district to aid in student enrollment projections and facility planning.	Borough and Township	Medium: Ongoing
Community Facilities and Services	11. Encourage self-protection and safety practices by citizens to prevent and deter crime and fire. Use municipal websites and publications to encourage citizen reporting of suspicious activity, organization of neighborhood watch groups, and self-protection methods, such as locking doors, windows, and cars.	Borough and Township	Medium: Ongoing
Utilities	17. Evaluate all new infrastructure and capital improvement for nutrient loading reductions, green infrastructure opportunities, and low impact development feasibility.	Borough and Township	Medium: Ongoing
Character	16. Enhance public parks with amenities. Begin with community parks and sports complexes where large numbers of people gather.	Borough and Township	Medium: Ongoing
Parks and Recreation	3. Encourage the York Rail-Trail Authority and Heidelberg Township to support completion of the York-Hanover Trolley trail with letters of support.	Borough and Township	Medium: Ongoing
Transportation	4. Continue to monitor traffic volumes on SR 94/Carlisle and SR 194/Broadway. If volume to capacity exceeds 1.00, re-evaluate conditions and congestion management options and alternative routes.	Borough, Township, York MPO, PennDOT	Medium: Ongoing

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Planning Element	Recommendations	Leads; Partners	Priority: Year of Completion
Economic Development	4. Determine potential locations for or limits of health care-related development. Consider the trend in decentralization of Hanover Hospital services and future expansion of service into Penn Township. Amend zoning as necessary to permit desired health care uses by-right or otherwise in select locations.	Borough, Township; Hanover HealthCorp, Inc.	Low: Ongoing (Hospital zone overlay is in place)
Community Facilities and Services	14. Before changing the level or type of service offered, explore opportunities to partner with community organizations and/or other municipalities to provide the service or minimize the financial cost to taxpayers.	Borough and Township; varied community partners	As needed
Parks and Recreation	10. Explore community interest in additional recreation programs.	Same as above	Based on results

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TABLE 12-3 SUMMARY RECOMMENDATIONS FOR HIGH PRIORITY IMPLEMENTATION

Planning Element	Recommendations	Leads; Partners	Priority: Year of Completion
Economic Development	1. Review locations of existing industrial development and location for expanded or future industrial development. Revise zoning ordinance and map, as appropriate, to create districts with clear purpose and compatible uses. Revise zoning as necessary to permit desired industrial uses by-right or otherwise in select appropriate locations.	Borough; Township, Hanover Region partners and other adjacent municipalities	High
Economic Development	11. Review locations for or limits of commercial development in the region. Revise zoning ordinance and map, as appropriate.	Borough; Township, Hanover Region partners and other adjacent municipalities	High
Economic Development	2. Regularly meet with major manufacturers to discuss facility and operation needs that the local municipalities could meet and workforce needs that other partners could fulfill.	Chamber; Borough, Township, Hanover Region partners and other adjacent municipalities	High
Economic Development	5. Re-institute a local tourism entity within the Chamber to: a. Examine the cultural and recreational offerings of the Hanover Area and opportunities to cross promote activities and events. b. Identify unmet needs and potential new offerings. Publish findings to solicit private interest.	Local/Regional Committee; York County Convention and Visitors Bureau	High
Economic Development	7. Work with economic development agencies to promote tourism and hospitality offerings.	Borough and Township for promotion on municipal	High

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Planning Element	Recommendations	Leads; Partners	Priority: Year of Completion
		websites and newsletters	
Economic Development	8. Support existing local food markets/outlets and promote the farm-to-table concept with activities and events.	Borough and Markethouse; Township for park-based activities and events	High
Utilities	8. Prepare and adopt a stormwater ordinance consistent with the County's Integrated Water Resources Management Plan. The County's model ordinance or one consistent with it will fulfill the pending MS4 ordinance requirement.	Borough	High: 2015
Utilities	9. Review stormwater ordinance for compliance, once notice of MS4 requirement is provided by PADEP.	Township; County, WAY	High, once notified by PADEP
Parks and Recreation	1. Inspect recreation equipment and facilities monthly during the spring, summer and fall seasons. For playgrounds, use the U.S. Consumer Product Safety Commission's Public Playground Safety Checklist.	Borough and Township	High: 2014
Downtown	10. Revise the Façade Improvement Program.		High: 2014
Downtown	13. Expand the seasonal planter program.		High: 2014
Utilities	6. Line the 8-, 10-, and 12-inch diameter sewer mains and complete point repairs within the HB and HC subsheds.	Borough	High: <u>Completed in</u> 2014
Utilities	7. Replace the Mullertown Pumping Station.	Township	High: 2015
Downtown	5. Review and revise permitted uses in the central business district to focus on those most relevant to the downtown vision.	Borough, Main Street Hanover	High: 2014/2015

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Planning Element	Recommendations	Leads; Partners	Priority: Year of Completion
Downtown	22. Create a business retention program.		High: 2015
Downtown	4. Establish incentives to promote reuse.	Borough; School District, County	High: 2015
Character	10. Adopt a design review ordinance.	Borough	High: 2016
Character	6. Enact a local historic district and associated historic preservation regulations.	Borough	High: 2016
Community Facilities and Services	7. Partner with community organizations to ask citizens about services in one or more broad quality of life surveys.	Borough and Township; varied community partners	High: 2016
Character	9. Require any demolition permit issued by the Borough to allow an opportunity for documentation by historical society or similar entity.	Borough	High: 2016
Land Use	1. Update zoning ordinances and maps.		High: 2016
Transportation	2. Determine the desirability and potential locations for a mixed use parking structure in downtown in conjunction with zoning updates. Consider a conditional overlay approach to specify criteria for location. Consider integration of commercial uses on the first floor and aesthetic treatments for the façade.	Borough; Chamber, Main Street Hanover	High: 2017
Downtown	3. Lead a mixed use redevelopment project. Pursue Keystone Communities Funding for anchor building acquisition and physical building improvements.	Borough, Main Street Hanover; PEDYC and YCEA for access to state and federal funding programs, including Redevelopmen	High: 2018

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Planning Element	Recommendations	Leads; Partners	Priority: Year of Completion
		t Assistance Capital Program (RACP) and Tax Increment Financing (TIF), RAYC	
Land Use	4. Consider the use of Neighborhoods Stabilization Program grants as one in a mix of funding sources for a downtown redevelopment project.		High: 2018
Transportation	1. Determine the feasibility of replacing the current signalized center Square intersection with a signalized or unsignalized roundabout. (Gettysburg and Chambersburg have signalized roundabouts, where signals control the flow of traffic into the center. Abbottstown and New Oxford have unsignalized roundabouts.)	Borough, York MPO, PennDOT; Township and other surrounding municipalities	High: 2018 (feasibility only; if feasible, ~12 years to construction)
Transportation	2. Install/Improve signal coordination and update signal timing along SR 94. Consider an adaptive signal system that adjusts the timing of each signal to the actual traffic flow. Add emergency preemption equipment where lacking. Prioritize along SR 94/Baltimore to address current congestion. Consider for all of SR 94 from Eisenhower to Grandview.	Borough, Township, York MPO, PennDOT	High: 2019
Transportation	5. Improve the SR 194/Broadway at Eisenhower/Moulstown intersection. Expand the right-of-way and construct a thru/right lane to the westbound Moulstown approach.	Borough, PennDOT; Township	High: 2020

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Planning Element	Recommendations	Leads; Partners	Priority: Year of Completion
Transportation	6. Upgrade the intersection and signal at Grandview at SR 216/Blooming Grove. Add turning lanes.	Township, PennDOT	High: 2020
Parks and Recreation	11. Based on the results of a community survey or other communitywide outreach, prioritize projects and submit a package of projects for grant funding.	Borough and Township; adjacent municipalities	High: as needed
Utilities	3. Complete Conditions Assessment and construct improvements to Long Arm Dam and Reservoir.		High: Assessment, 2015; Construction <i>TBD</i>
Utilities	2. Replace the Parr's Hill Pump Station.		High: Construction, <u>Completed in 2014</u>
Utilities	4. Construct improvements to Sheppard-Myers Dam and Reservoir.		High: Construction, <i>TBD</i>
Utilities	1. Design and construct Phase One Improvements to the Water Treatment Plant.	Borough; Township and others served by the system	High: Design, 2014; Construction, 2016
Utilities	5. Complete evaluation and program improvements recommended by the Hydraulic Modeling and Water Distribution Evaluation.		High: Evaluation, 2015; Improvements, <i>TBD</i>
Character	7. Establish a Historic Architectural Review Board	Borough	High: if desired

Interrelationships and Implementation

INTERGOVERNMENTAL IMPLEMENTATION

The Joint Comprehensive Plan recommends regulatory changes, investments and activities that would benefit the Hanover Area whether undertaken by each municipality independently or in a multi-municipal arrangement. Once adopted, the Joint Comprehensive Plan enables intergovernmental implementation, primarily related to cooperative zoning techniques, but does not require it. It is, however, a best practice for the participating municipalities to agree on how they will put the plan into action. An implementation agreement spells how cooperative planning will transition to cooperative implementation through selected tools and procedures.

SUPPLEMENTAL IMPLEMENTATION TOOLS EMPOWERED BY AN ADOPTED JOINT OR MULTI-MUNICIPAL COMPREHENSIVE PLAN

Once adopted, the Joint Comprehensive Plan will legally enable the municipalities to implement additional planning tools, if desired, as provided by Article VIII-A and Article XI of the MPC. These additional tools include:

- Joint Zoning, whereby two or more municipalities adopt one joint zoning ordinance and zoning map that is consistent with a joint comprehensive plan. They may have a joint zoning officer or individual zoning officers. They may have a joint zoning hearing board or individual zoning hearing boards.
- Multi-municipal zoning, whereby two or more municipalities with a cooperative (plan) implementation agreement in place adopt individual zoning ordinances and zoning maps that are consistent with a joint comprehensive plan. They may have a joint zoning officer or individual zoning officers. They may have a joint zoning hearing board or individual zoning hearing boards.
- Tax revenue and fee sharing, among two or more municipalities with a cooperative implementation agreement in place.
- Transfer of Development Rights Program by adoption of an ordinance, whereby development rights may be transferred from rural resource areas in any municipality within the plan to designated growth areas in any municipality within the plan.
- Specific Plans for any nonresidential part of the area covered by the plan, which shall include a text and a diagram or diagrams and implementing ordinances which specify all of the following in detail:
 - (1) The distribution, location, extent of area and standards for land uses and facilities, including design of sewage, water, drainage and other essential facilities needed to support the land uses.

- (2) The location, classification and design of all transportation facilities, including, but not limited to, streets and roads needed to serve the land uses described in the specific plan.
- (3) Standards for population density, land coverage, building intensity and supporting services, including utilities.
- (4) Standards for the preservation, conservation, development and use of natural resources, including the protection of significant open spaces, resource lands and agricultural lands within or adjacent to the area covered by the specific plan.
- (5) A program of implementation including regulations, financing of the capital improvements and provisions for repealing or amending the specific plan.

USING THE PLAN IN THE INTERIM

ADDRESSING REZONING REQUESTS WITH A COMPREHENSIVE PERSPECTIVE

Municipalities will likely be asked to consider rezoning requests before the plan's recommendations are fully implemented. These requests should prompt municipal officials, staff and planning commission members to ask the following questions, based on Article 6, Section 609 Enactment of Zoning Ordinance Amendments of the PA MPC, and specifically 609.1 Procedure for Landowner Curative Amendments:

- Does the scale and intensity of the proposed district (use) fit the site?
- How will the proposed district (use) impact roads, sewer facilities, water supplies, schools and other public service facilities?
- If the proposed district (use) is for a residential use, what is the impact of the proposal upon regional housing needs and the effectiveness of the proposal in providing housing units of a type actually available to and affordable by classes of persons otherwise unlawfully excluded by the challenged provisions of the ordinance or map?
- Are the site and its resources (soils, slopes, woodlands, wetlands, flood plains, aquifers, natural resources and other natural features) and available infrastructure suitable for the proposed district (use) and intensity?
- What impacts to natural resources are anticipated?
- How will the proposed district (use) impact the community or adjacent communities, specifically on agriculture and other land uses which are essential to public health and welfare?

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- Is the proposed district (use) consistent with the goals of the comprehensive plan, and specifically with the future land use plan?
- How will the proposed district (use) impact adjacent sites?

Responses to these questions should provide the foundation for factual, informed decision-making on rezoning requests as municipal officials consider their approval/denial options, and any suggested alternatives:

1. Deny rezoning request based on compatibility and impacts.
2. Amend receiving zoning district to accommodate the proposed use by right, by conditional use, or by special exception, if compatible.
3. Subdivide property and rezone only the necessary portion (appropriate only where a relatively small footprint is to be developed on a large site and the action would not result in spot zoning).
4. Approve rezoning request, if the action would not result in spot zoning.

ANNUAL PLAN REVIEW AND PLAN UPDATES

Amendments to the MPC (Section 302(d)) require municipal comprehensive plans to be reviewed every 10 years [Section 301(c)]. In rapidly growing planning areas, more frequent updates may be needed to maintain timely policies and priorities. In slow growing areas, a 10-year update of population, demographic, and socio-economic information that shows little or no change could provide the basis for sustaining the current plan and policies with re-adoption of the existing plan.

Indeed, the Joint Comprehensive Plan will only be useful if its recommendations are implemented, evaluated and updated. For this to occur, it is recommended that the Borough and Township Planning Commission jointly perform the following actions:

- Annually evaluate the Joint Comprehensive Plan and, if necessary, propose modifications to the governing bodies to ensure the plan remains useful regarding the future growth and preservation decisions in the region. Specifically, as recommendations are completed, remaining recommendations should be reviewed, refined, and reprioritized.
- Prepare an annual written report summarizing plan evaluation, the past year's implementation activities, upcoming implementation activities, and crucial issues that will, or may, impact the region.
- Submit the annual report to the governing bodies and shared with regional media for public awareness.

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END OF DOCUMENT