1991 DERRY TOWNSHIP COMPREHENSIVE PLAN SUMMARY

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1. INTRODUCTION

SUMMARY OF 1991 DERRY TOWNSHIP COMPREHENSIVE PLAN

Rational for Planning – State law charges the Township with periodic review and update of its Comprehensive Plan. This Plan is a result of 3 years of efforts with consultant Cox Comp. The Plan addresses key issues regarding future development, emphasizes carefully orchestrated growth and environmental preservation, and links planning goals and land use implementation tools. The Township deserves care in planning for a future which will preserve and enhance the qualities that make the Township special. Challenge doesn’t end with Plan but continues through revising ordinances.

Derry’s Planning Vision – Plan is designed to set the course for the next 10 to 20 years. Plan’s purpose is to encourage development of a community that is safe, healthy, and distinctive; and that maintains the historical and cultural ambiance. Initial steps in planning process were to: define future goals; translate goals into objectives to achieve goals, and establish strategies to implement objectives. Citizens participated so that the goals reflect the community’s will.

EIGHT GOALS

1. Environment
   a. Protect sensitive environmental areas
   b. Preserve recreation spaces with new development
   c. Explore open space corridor along Swatara

2. Housing
   a. Provide decent housing for all
   b. Promote quality site planning
   c. Provide a range of housing options

3. Land Use
a. Maintain “sense of community”  
B. Mix residential, commercial and employment  
C. Provide housing, shopping and jobs for current and future residents.

4. Transportation  
a. Compatible with land uses  
b. Pa Transportation Partnership District concept for funding

5. Public Facilities  
a. Provide adequate public services  
b. Recognize regional aspects of certain facilities & services  
c. Need for regional planning and cooperation

6. Economic Development  
a. Support existing tourism & corporate base  
b. Explore economic development to expand employment

7. Urban Design  
a. Ensure that development is consistent with the Township’s character by protecting and enhancing visual quality, design excellence, and distinctive image  
b. Pursue Chocolate Ave Revitalization Plan

8. Implementation  
a. Use Growth Management Techniques  
b. Stress private developer “accountability”  
c. Incorporate Transfer of Development Rights

THE COMPREHENSIVE PLAN PROCESS

Planning process 4 areas: research, analysis, synthesis, and land use prescriptions. Divide land into 11 Planning Areas, which were further divided into: stable; infill; and vacant.

Made recommendations for each Planning Area and Corridor. Divided each Planning Area into Planning Sub Areas (most developable land), Sensitive Environmental Areas, or Existing Development Areas
Of the Township’s 17,502 acres, existing development = 4,980 acres or 28% of total, and undeveloped = 12,522 acres or 72% (mostly owned by Hershey interests or Med Center). Of the 12,522 undeveloped acres, Prime developable land = 9,980 acres or 62%, and Sensitive Environmental = 4,221 acres or 38% [note: one numbers is wrong - total adds to 14,201 not 12,522].

PRELIMINARY TRANSPORTATION PLAN

Emphasis to accommodate “through traffic”, increase thoroughfares efficiency to free local streets from industrial & commuter traffic, and the creation of Transportation Districts to fund improvements.

IMPLEMENTATION

A. Use Growth Management Techniques to promote private developer “accountability”
B. Refine ordinances
C. Use Transferable Development Rights
D. Adopt Official Map
E. Adopt environmental design criteria with enhanced performance standards
F. Adopt architectural preservation and corridor protection strategies

Note: Pennsylvania Municipalities Planning Code (3.5 pages just copied)
2. GOALS AND OBJECTIVES

DIRECTED PLANNING APPROACH

The Plan is a guide for the Township's future development. The purpose is to encourage development of a safe, healthy, and distinctive community while maintaining the Township's historical and cultural ambiance. Process focused on critical areas (as identified by citizens) in which the Township can have a positive impact. Downtown development and open space preservation typically dominate in communities like Derry. However, other issues must also be addressed. For example, development's timing and phasing is an integral part of the growth management process. The first steps in this planning process were to: define future goals, translate the goals into objectives to realize the goals, and establish strategies to implement the goals.

Three efforts were used to ensure the process had a firm social, economic, moral and legal underpinning:

1. Review Prior Plans. Previous Township plans and growth management documents were reviewed. Past planning goals could be updated within the context of the current land use impacts.

2. Include Citizen Participation. Nine neighborhood forums were conducted. The consultant and staff also interviewed a dozen interest groups. The most important part of citizen participation was the community survey. Based on the citizen participation, a set of goals, objectives and strategies were presented to the Planning Commission for fine tuning and preliminary approval.

3. Review Goals. The most critical step in the goal-setting process is in the hands of the Supervisors and citizens during the review of the goals. These goals serve as the Planning Commission’s land use policy as the remainder of the Comp Plan is prepared. It is the Commission’s responsibility to maintain a consistent goals-oriented “vigil” while specific recommendations are developed. The Commission and Supervisors must engage in leadership and apply an objective focus as the Plan’s details are developed and land use alternatives are evaluated. When the Commission and staff entertain land use alternatives or concepts which are inconsistent with the goals, rational planning criteria should be applied to correct the situation.

FINAL GOALS
1. **Comp Plan General** - Goals set the framework to plan growth in terms of a) future land use, b) scale and intensity of land uses, c) timing and phasing of development, d) timing and phasing of infrastructure and e) using growth management strategies.

2. **Environment and Open Space**
   a. Protect sensitive environmental areas:
      i. A. Preserve the Swatara Creek floodplain for the public benefit. Limit use to open space uses.
      ii. B. Preserve minor stream valleys and drainage-ways. Limit development around these areas.
      iii. C. Protect sensitive slopes and soils from development, especially the steep hillsides.
      iv. D. Preserve woodlands which provide open space, buffer and reduce erosion.
      v. E. Minimize erosion impacts from all land uses.
      vi. F. Minimize urban land uses in areas with rock outcroppings, sink holes and poor drainage.
      vii. G. Protect water table levels.
      viii. H. Preserve and protect historic and culturally important sites.
   b. Conserve farm land and give it priority in planning process over development in outlying Twp areas: conserve existing farmland by exploring the viability of Transfer of Development Rights.
   c. Implement growth management procedures with design sensitivity and environmental protection criteria:
      i. A. Identify environmentally sensitive areas for both existing and undeveloped properties.
      ii. B. Use urban design and environmental design criteria in the zoning and subdivision standards.
      iii. C. Require new development to provide recreational and open space improvements.
   d. Coordinate environmental and preservation objectives at the local, regional and state level:
      i. Identify environmental concerns which require a regional approach.
ii. Establish stormwater management plan for watersheds subject to development pressures and other areas already subject to flooding.

iii. Liaison with regional & state agencies to ensure development responds to appropriate guidelines.

e. Develop environmental design standards for development:

   i. Establish standards to improve storm water management and open space preservation.

   ii. Set standards for “green belt” preservation and increased set-back standards for development with frontage on public roads.

   iii. Set standards for corridor protection areas along streets which impact critical environmental areas.

   iv. Promote more environmentally responsive private development techniques.

   v. Private well systems should adhere to the most stringent standards to protect the environment.

   vi. Storm water management should be designed for the 50 and 100-year storms.

f. Expand programs for recreation, parks, and open space management and street landscaping:

   i. Explore additional improvements for Shank Park but maintain passive open spaces.

   ii. Create street landscaping program to plant and maintain street trees and landscaping.

   iii. Create a parking lot landscaping program to increase landscaping and pervious surfaces.

   iv. Assume a stronger role in coordinating the Public School facilities’ use for recreation

3. Housing

   a. Develop and phase housing to be compatible with the Twp’s small scale, ambiance and growth patterns.

   b. Preserve existing homes of historical, cultural or architectural significance.

   c. Provide opportunities for housing for all.
d. Provide housing opportunities for all ages and incomes while being compatible with other land uses.

e. Review the relationship between rental and owner-occupied housing to ensure a balance.

f. Mandate “moderate-income” housing through incentive programs (e.g., density credits).

g. Implement preservation design standards throughout the Chocolate Ave area.

h. Upgrade substandard dwellings and adopt a support program emphasizing exterior maintenance.

i. Emphasize the encouragement of exterior maintenance.

j. Investigate incentive programs for interior and exterior maintenance.

4. Land Use

a. Provide an integrated mix of residential, commercial and employment uses.

b. Decisions regarding future land use must respect the future land use plan which represents the graphic expression of the implementation of these goals.

c. The future land use plan reflects the optimal land uses at is long-range, full development scenario. Granting of development approvals must consider the timing and phasing of public improvements.

d. Implement Transfer of Development Rights to address land conservation.

e. Downtown & Stable Area Preservation
   
   i. A. Protect Village and plan for adjacent land uses which do not affect its character and ambiance.
   
   ii. B. Support revitalization to stable residential and commercial areas without imposing on neighbors.
   
   iii. C. Enact stronger preservation design criteria focusing on downtown.
   
   iv. D. Evaluate appropriate parking densities.
   
   v. E. Investigate development options based on existing parking.
   
   vi. F. Recognize and support the Chocolate Ave Preservation Committee’s goals.

f. Transitional Area and Infill Development
i. A. Identify and target small, undeveloped sites for special planning attention where infill opportunities exist.

ii. which are compatible in scale and intensity to adjacent land.

iii. Identify potential redevelopment opportunities and provide initiatives for development.

iv. Expand Village business district by emphasizing downtown commercial uses over scattered or strip retail.

g. Land Development

i. Inventory and assess development constraints and opportunities focusing on large undeveloped tracts.

ii. Identify land areas for future development which have 1) the strongest development potentials and 2) the physical attributes, location and orientation capable of appropriately scaled and phased land uses:

1. 1. Phasing and infill strategies shall be reflected in the “future land use plan”

2. 2. Establish procedures which stimulate development that is compatible with the recommended land uses for each Planning Area.

3. 3. Coordinate real estate orientations (what is that?) compatible with demands which focus on infill

4. 4. Increase capacity of downtown as retail center

iii. Reserve area for Hershey downtown expansion

iv. Identify environmentally sensitive land which should be protected:

1. 1. Implement procedures which will conserve these areas during private development.

2. 2. Channel development away from these areas through clustering.

3. 3. Sensitive areas should be maintained in their natural state.

v. The criteria for selecting future land uses shall be performance-oriented based on the physical, ecological, infrastructure and economic determinants; and the Plan goals.

vi. Base development review on the land carrying capacity. Include suitability assessments and environmental analyses in development applications.
5. Transportation

a. Ensure that the transportation plan is compatible with the future land uses. Prioritize road improvements based on community-based support and sound planning principles.

b. Accommodate development in road designs while promoting safe, efficient traffic patterns.

c. Establish and reserve the rights-of-way for future roads.
   i. Ensure road alignments are compatible with the transportation plan.
   ii. Incorporate the transportation plan’s recommendations in development proposals.
   iii. Tailor street design standards to Derry and implement by the subdivision ordinance.
   iv. Include traffic impact statements in development proposals.
   v. Establish the appropriateness of an east-west bypass of village/Chocolate Ave.
   vi. Coordinate the potential for a “by-pass” of Campbelltown.
   vii. Program the upgrade of substandard streets which have been identified in the Plan.
   viii. Improve the traffic circulation in Downtown.

d. Establish access points to undeveloped properties. A. Require the reservation of access points to transportation facilities via subdivision process.

e. Improve residents’ & tourists’ ability to find businesses & cultural sites without adding to visual clutter.
   i. Implement an attractive street design system to guide visitors.
   ii. Cooperate with PaDOT in creating design standards.
   iii. Set appropriate street signage standards with Chocolate Ave. plans.
   iv. Coordinate downtown street improvements with the Chocolate Ave Com. & merchants group.

f. Provide a uniform and integrated approach for pedestrian movement. Initiate improvements in conjunction with new development.
g. Develop street design standards of appropriate scale to serve long-range demands while respecting the environment and scale of the historic Village. Incorporate contemporary street design standards.

h. Don’t develop private road systems in residential developments.

i. Set transportation standards and design guidelines to promote adequate traffic circulation.

j. Establish a Task Force to study future transportation requirements.

6. Public Facilities & Services

a. Program Twp services and facilities to be compatible with the Plan. Infrastructure planning shall address 1) Solid waste management sites, 2) Continued use of library and possibility of a satellite library, 3) Police, 4) Telephone, 5) Gas, 6) Electricity, 7) Emergency Services, and 8) Fire protection.

b. Provide an adequate level of services and recognize the interagency aspects of future programming. Prohibit private wells and septic systems where it is possible to extend utilities.

c. Condition development proposals upon the provision of adequate public facilities.

   i. A. Water - stronger role in coordinating regional supply with emphasis on fire protection

   ii. B. Sewer - coordinate with DTMA regarding future demands

   iii. C. Other Facilities -- storm water management

   iv. D. Parks & Recreation-- adequately sized neighborhood parks as development occurs.

7. Economic Development

a. Support existing economic base while exploring other compatible opportunities

   i. Develop downtown as center for retail expansion, energetically pursue revitalization

   ii. Identify locations for suitable non-tourism development and light industrial uses and reserve sites for well-controlled economic expansion in a campus industrial park setting.

   iii. Explore non-tourism opportunities and create an economic development organization.
iv. Implement a moderately-paced program for medical research facility near the Med Center.

v. Establish performance standards for economic development land uses including buffers, landscaping, open space, and adequate public facilities.

vi. Support tourism industry with closer coordination of land use planning with major land holders.

8. Urban Design

a. Protect the Twp’s visual quality, design excellence, and image to ensure development is in keeping with the Twp’s character.

i. Protect the architectural and historic character of the Village.

ii. Promote public/private cooperation to improve the Twp’s entrances especially Chocolate Ave.

iii. Expand the design review process and standards to encourage quality design.

iv. Adopt an ordinance which address the uniformity of landscape design.

v. Adopt an ordinance to regulate the height, type and location of screens, buffers, and fences.

vi. Adopt a parking ordinance to enhance visual quality, design excellence and distinctive image.

vii. Provide design & architectural review guidelines to ensure compatibility with Chocolate Ave scale and themes.

9. Implementation

a. Implement the Plan via the growth management tools.

b. The Future Land Use Plan (FLUP) is the guiding instrument for development.

c. Base decisions regarding the location, nature, type and intensity of development on the FLUP.

i. FLUP represents optimal land uses at “full development”.

ii. FLUP doesn’t address the phasing of growth.

d. Base development timing & scheduling decisions on availability of adequate infrastructure.

e. Zoning amendments shall be consistent with the FLUP
f. Deny zoning amendments which do not provide adequate infrastructure.

g. Adopt new land use controls and growth management tools.

h. Use creative Growth Management while stressing stronger design accountability within the private sector

   i. Strengthen zoning, subdivision and site plan controls.

   ii. Apply conditional zoning techniques to implement FLUP

   iii. Adopt enhanced environmental and hydraulic design standards

   iv. Expand site and subdivision review process to enhance quality control

   v. Support Chocolate Ave Merchants Association

   vi. Pursue performance-based review

   vii. Strengthen special use permitting and use more often

   i. Adopt Transferable Development Rights

SURVEY FINDINGS

These goals are founded in the citizens’ vision for the future. The Planning Commission made every effort to incorporate citizen input including an extensive survey with 550 responses.

1. Demographics of Survey Respondents

   a. 30% lived in Township < 5 yrs - 37% lived in Township > 25 yrs

   b. 46% Female - 54% Male

   c. 64% married - 5% retired - 9% widowed

   d. 46% work in Township - 32% commute - 22% are homemakers or work from home

   e. 54% commute 15 to 30 minutes - 30% commute < 15 minutes - Most commute to Harrisburg

   f. 63% live in single family homes - 25% live in multi-family - 71% own their home

   g. 37% earn $20,000 to $35,000 - 41% belonged to two-income households

2. General Attitudes on Land Use and Growth
a. Respondents supported thoughtful, limited, and well-controlled development. Only modest support for “no growth”. 83% felt that the land use plan should take strong measures to control growth and restrict scattered “leap-frog” development. Citizens feel Derry is a “special place” which need not mirror the level and character of growth found in other neighboring localities.

b. 68% felt residential growth rate was too fast - 86% preferred slower growth -90% expect same rate in future.

c. 82% felt agricultural & open space preservation should be dominant goal.

d. 73% felt Township quality of life was very good or above average - 2% felt quality of life was poor

3. Residential Development and Housing Attitudes

a. Split on some key development issues indicates a possible need for more public participation and planning.

b. process education and clarification of available options.

c. 38% felt residential growth should be concentrated around Village - 33% disagreed - 29% neutral.

d. Generally agreed that more centrally located housing for young families and elderly was needed.

e. 50-70% of housing should be single family - 20-30% townhouses - 10-20% apartments.

f. Generally did not feel that new housing should be higher priced and not allowed on steeply sloped hillsides or environmentally sensitive areas.

4. Retail Shopping and Downtown Revitalization

a. Majority felt that the downtown was convenient, clean and attractive but the following could be improved:

   i. variety and attractiveness of stores

   ii. 2. appearance of signs

   iii. 3. convenience of parking and traffic circulation

b. 50% felt the existing signage was poor - 34% felt signage was fair - 15% felt signage was good.

c. 57% wanted the downtown preserved with little development 48% preferred revitalization with new stores and commercial actives. The dichotomy reflects the Village need for reinforcement to lend a sense of place.
d. Strong opinion that new businesses should serve residents not tourists. Respondents did not prefer “fringe area” neighborhood shopping centers and were split on a large regional shopping center in the Township. Possible inference is that new community-level shopping should be concentrated in downtown.

5. Economic and Industrial Growth
   a. Strong support for promoting non-tourists industry. 58% felt industry should be in planned industrial parks.
   b. Split on whether new industry should be a priority and whether tourist-related industry should be promoted.
   c. Favorable to office development and research industry near Med Center.

6. Open Space, Environment and Recreation Attitudes
   a. 66% felt land fronting Swatara Creek should be restricted from urban development.
   b. 58% felt development of the hillsides has been detrimental to landscape and environmental quality.
   c. 44% felt that Township should acquire land along Swatara for park.
   d. New residential developments should be required to provide and pay for recreational improvements and right-of-way landscaping.
   e. 66% favored expanding Shank Park. Generally felt priority should be on developing neighborhood parks.
   f. Majority never or rarely used parks. 22% agreed with using tax dollars to buy parks. Majority does not belong to recreation facilities and favored “movie going” over recreational options.
   g. 75% did not want to permit large signs and billboards. 50% felt Township should plant and maintain public landscaping. Moderate support for building a teen center.

7. Government Services and Support Facilities
   a. Largest part of survey. 83% felt library is well located. 55% reported using the library at least monthly.
   b. 55% did not think that a library branch would increase their usage. 45% seldom use the library.
   c. 76% took no adult education courses but prevailing attitude toward adult education was favorable.
d. Split on adequacy of sidewalks and whether Township should assume responsibility for maintenance. Most happy with drinking water, trash collection, police, roads and ratio of taxes to municipal services. Majority felt there was a drug problem while 40% did not respond for lack of knowledge.

e. 43% support using Township funds for drug abuse programs.

f. 50% supported some kind of public transit. 65% supported mandatory trash recycling. 61% felt the roads were in good condition. 50% supported an east-west bypass. 38% supported a north-south bypass.

g. Respondents did not want to pay for these or other road improvements with taxpayer funds. Reasonably strong leaning towards financing adequate parking downtown.

8. The Role of Government in Planning and Managing Growth

a. 83% felt that the Township should play an important role in regulating development and that growth should not be left up to the marketplace. Overwhelmingly, respondents felt that zoning should be used to carefully regulate residential development to avoid a growth explosion.

b. Respondents also felt that developers should pay for adequate utilities, sidewalks, drainage, street lights, roads, on-site recreational facilities and a proportional share of capital costs for schools, fire stations, libraries and police. 65% suggest that the developer should pay the pro-rata cost of upgrading roads. 66% preferred that developers implement on-site recreational facilities.

c. Respondents felt that tourism followed by commuters was primarily at fault for traffic. Respondents did not think that local industry or residents contribute significantly to traffic.

d. 77% supported historic district controls and architectural design standards in downtown. 57% strongly support public funding for downtown revitalization. 26% felt downtown preservation was a priority compared to other Township needs. 44% felt it was not a priority.

e. Respondents were neutral regarding their confidence with the Planning Commission and Supervisors to make good decisions on planning and growth issues. 63% never attend meetings.
Chapter III of the 1991 Comprehensive Plan provides commentary on demographic data and population information, primarily from the decade of the 1970s.

Historic trends from 1970 to 1980 reflected a very low annual growth rate, although Derry Township at 1.22% did outgrow Dauphin County at .38% and the state at .053%! This was attributed to the desirability of the lifestyle in Derry and its other unique historic factors, although it was concluded that local growth would continue to reflect the pace of the region. (There was no mention of the unique potential for expansion of the medical center)

The demographic data of Derry Township for this period (1979-1980) followed the pattern, or was slightly higher, than most typical small central PA communities, reflecting a white population percentage of over 96% and an average HH income of $22,633 in 1979, projected to rise to $39,022 by 1988.

With the intention of providing guidance for the allocation of future land uses, the Chapter used the categories to estimate percentage scenarios (not projections) of population growth along 4 paths out to the year 2010. Those alternative growth models were presented for the period 1988 to 2010, and ranged from .5% to 2%:

- At a .5 percent annual growth rate, the population would increase from the census population in 1980 of 18,115 to an estimated population in 1990 of 19,041, to a projected population in 2010 of 21,039.

- At a 2% annual growth rate, the population would increase from the census population in 1980 of 18,115 to an estimated population in 1990 of 22,082, to a projected population of 32,813 in 2010!

The report carefully disclaimed trend forecasting as an educated guess at best and as overall very inaccurate. This position was illustrated by a reference to a dip in the population of Derry of 525 persons between 1980 and 1986, a relative loss of residents, again reflective of the entire region—but not a loss substantiated by the increase in housing during that period!

Considered as variables in the estimate were the overall growth of the area, the presumed desire of additional residents to dwell in the historic village of Hershey, the environmental and physiographic limitations of the Township’s vacant lots to absorb growth, and the future developmental plans of the major landowner, the Hershey interests. As noted above, there was no consideration given to the potential expansion of the Hershey Medical Center, contributing to population growth as well as demographic diversity.
4. PLANNING PROCESS

1. OVERVIEW OF PLANNING PROCESS

In the preparation of the Derry Township Comprehensive Plan, the planning process has been segmented into four principal areas: (1) research, (2) analysis, (3) synthesis and (4) land use prescriptions. In seeking the optimal path to plan future growth and to accommodate land use demands within the Township, this four phase process has revolved around a systematic investigation of the natural and man-made environment in Derry Township, with the resultant comprehensive plan "product" yielding a set of resource-based, future land use recommendations.

Upon an exhaustive review of the future land use plan alternatives and supporting documentation, the final comprehensive land use plan is one which:

1. Best accommodates the community's planning goals and objectives;
2. Is capable of implementation within the context of satisfying both (a) the
3. marketplace demands, and (b) the ability of the local government to responsibly
4. supply municipal services and infrastructure; and
5. Provides positive community-wide benefits with the least negative impact on
6. the measured values making up the existing physical, social, political and
7. economic environment.

In this regard, ecological sensitivity and land-carrying capacities have been considered principal determinants to the allocation of land use and setting rational limitations of future growth. The underlying thesis is that the community can employ its own rational value system in preparing its own, long-range visions for its future via the adoption of this updated comprehensive plan for Derry Township. **This** must be achieved through a systematic planning process rather than through the sometimes obscure and artificial criteria employed in drawing conventional zoning planning areas and "first generation" land use plans.

The first and second stages in the Township's planning efforts has been to collect and analyze all necessary data and background information to create a combined physiographic and land use descriptive model of the Township's 17,502 acres.
2. PLANNING AREA CONCEPTS

The third stage of the planning process—synthesis—is to establish the social and ecological values inherent in the above processes which must precede any prescription for the utilization of Derry Township's natural resources. Once done, this synthesis unfolded eleven (11) discrete "Planning Areas" (or geophysical planning units) and three (3) transportation planning "Corridors" within the community, each having its own set of unique potentials and suitability for types of future land uses which may be demanded in Derry. In turn, each "planning area" is further subdivided into "planning sub-areas" in order to identify internal geographical components having prime development potentials.

In certain instances, the transportation "Corridors" overlap more than one "Planning Area" due to the need to address future land uses in the context of their "linearity" along a particular route. When the "Planning Areas" are viewed in the aggregate, growth management recommendations can be drawn to ensure that the Township's future land use demands are directed to those sub-areas having both (a) optimal development suitability and (b) opportunities for overall enhancement of the measured social values and planning goals of the community.

3. DERRY PLANNING AREAS

Planning Areas

- Quarry
- Swatara
- Entertainment
- East Derry
- West Derry
- Hershey
- Palmdale
- Valley
- Church
- Milton
- Woodlands

Corridors
• Chocolate Avenue
• Hersheypark Drive
• Middletown Road
5. PLANNING DISTRICTS

1. INTRODUCTION

This chapter describes the various types of land uses and real estate orientations to be considered in the future land use plan for Derry Township. In this planning process, the Township Staff and Planning Commission have recommended the planning districts outlined herein based upon:

- The appropriateness of the recommended land use categories for application within the Township.
- The completeness of the recommended land use categories in addressing the range of potential land uses which should be accommodated in the future.
- The reasonableness of the recommended densities within each planning district category.
- The potential adjustments which should be made to accommodate Transferable Development Rights under the 1989 State enabling statutes.
- The political and social impacts of applying the subject uses and densities to potential geographical planning areas and sub-areas within Derry.

2. PLANNING DISTRICT CATEGORIES

Our initial findings indicated that the Derry Township Comprehensive Plan should provide for sixteen separate land use orientations within four major land use categories. The four major planning district categories are:

1. Residential
2. Commercial/service
3. Economic development
4. Conservation/preservation/agricultural/public

RESIDENTIAL PLANNING DISTRICTS
Four separate residential district orientations have been selected for the master land use plan – Village Residential, Suburban Residential, Attached Residential, and Multi-family Residential.

The residential densities recommended herein are presented in a “range” to provide maximum flexibility for the Board of Supervisors and Planning Commission regarding decisions in determining the most appropriate density for any given development proposal. These density ranges are not intended to incorporate “bonus” considerations which would be applied to any future Transferable Development Rights system within the Township. The following table summarizes the four residential planning districts:

<table>
<thead>
<tr>
<th>Residential</th>
<th>Net Density</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Suburban Residential</td>
<td>1-2 dwelling units per net developable acres&lt;br&gt;(Single family detached)</td>
</tr>
<tr>
<td>2. Village Residential</td>
<td>2-4 dwelling units per net developable acres&lt;br&gt;(Single family detached)</td>
</tr>
<tr>
<td>3. Attached Residential</td>
<td>4-8 dwelling units per net developable acres&lt;br&gt;(Townhouse, duplex)</td>
</tr>
<tr>
<td>4. Multi-family Residential</td>
<td>8-12 dwelling units per net developable acres&lt;br&gt;(Garden-style units)</td>
</tr>
</tbody>
</table>

Should the Township elect to implement a Transferable Development Rights system, the following increased breadth in density adjustments should be incorporated into the Plan’s recognized density range for each of the Residential Planning District categories:

<table>
<thead>
<tr>
<th>Residential</th>
<th>Net TDR Density</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Suburban Residential</td>
<td>0.5-2 dwelling units per net developable acres&lt;br&gt;(Single family detached)</td>
</tr>
<tr>
<td>2. Village Residential</td>
<td>1-5 dwelling units per net developable acres&lt;br&gt;(Single family detached)</td>
</tr>
</tbody>
</table>

1 Transferable Development Rights were not established by the subsequent Zoning regulations.
3. Attached Residential
   3-10 dwelling units per net developable acres
   (Townhouse, duplex)
4. Multi-family Residential
   5-16 dwelling units per net developable acres
   (Garden-style units)

The **Suburban Residential** district is styled to serve as one of the two major single-family residential development orientations in the Derry study areas.

The **Village Residential** district has been established and organized to provide for the use of single-family detached homes on smaller residential lots in selected locations within the Township.

The **Attached Residential** planning district is designed for conventional townhouses, row houses, duplexes, and other forms of attached residential units.

The **Multi-family Residential** planning district is structured to accommodate higher density residences in garden-style condominium and/or rental housing projects. Elderly housing proposals for higher density projects (those which exceed twelve units per net developable acre) may be granted subject to superior design proposals and the results of the supporting transportation/parking studies which support a reduction in parking demand and overall traffic impacts.

**COMMERCIAL/SERVICE DISTRICTS**

The Comprehensive Plan has been designed to accommodate six distinct commercial/service use classifications – Downtown Commercial, Neighborhood Commercial, General Commercial, Commercial Recreation, and Business Offices.

**Downtown Commercial** – The Comprehensive Plan’s retail and business goals emphasize the community’s desire and commitment for the existing Hershey village downtown to serve as a preferred location for carefully selected new retail shopping and service opportunities.

**Neighborhood Commercial** – Peripheral, non-shopping center commercial uses situated outside the Hershey Village.

**General Commercial** – New community-level and neighborhood-level shopping centers.

**Commercial Recreation** – For properties whose primary function is private, for-profit recreational activities.

**Business Office** – Would serve as a transitional land use orientation to be applied in unique cases dictated by specific characteristics of the planning sub-area.

Summarized below are the Commercial/Service districts and their dominant use and density classifications:
<table>
<thead>
<tr>
<th>Commercial/Service</th>
<th>Net Density</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Downtown Commercial</td>
<td>F.A.R. = 0.30-2.00 per net developable acre</td>
</tr>
<tr>
<td>(infill and rehab retail,</td>
<td></td>
</tr>
<tr>
<td>office, business, mixed-</td>
<td></td>
</tr>
<tr>
<td>use, housing)</td>
<td></td>
</tr>
<tr>
<td>2. Neighborhood Commercial</td>
<td>F.A.R. = 0.20-0.30 per net developable acre</td>
</tr>
<tr>
<td>(Local, neighborhood-scale</td>
<td></td>
</tr>
<tr>
<td>retail, office, restaurants,</td>
<td></td>
</tr>
<tr>
<td>services)</td>
<td></td>
</tr>
<tr>
<td>3. General Commercial</td>
<td>F.A.R. = 0.15-0.25 per net developable acre</td>
</tr>
<tr>
<td>(attached retail centers,</td>
<td></td>
</tr>
<tr>
<td>fast-food and conventional</td>
<td></td>
</tr>
<tr>
<td>restaurants)</td>
<td></td>
</tr>
<tr>
<td>4. Business Office</td>
<td>F.A.R. = 0.10-0.20 per net developable acre</td>
</tr>
<tr>
<td>(Low-density, transitional</td>
<td></td>
</tr>
<tr>
<td>offices)</td>
<td></td>
</tr>
<tr>
<td>5. Commercial Recreation</td>
<td>F.A.R. = 0.15-0.25 per net developable acre</td>
</tr>
<tr>
<td>(Entertainment, lodging,</td>
<td></td>
</tr>
<tr>
<td>and food support)</td>
<td></td>
</tr>
</tbody>
</table>

Should the Township elect to implement a Transferable Development Rights system, Planning Districts for commercial and office projects should reflect a broader range, as illustrated by the following table:

<table>
<thead>
<tr>
<th>Commercial/Service</th>
<th>Net TDR Density</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Downtown Commercial</td>
<td>F.A.R. = 0.20-5.00 per net developable acre</td>
</tr>
<tr>
<td>(infill and rehab retail,</td>
<td></td>
</tr>
<tr>
<td>office, business, mixed-</td>
<td></td>
</tr>
<tr>
<td>use, housing)</td>
<td></td>
</tr>
</tbody>
</table>
use, housing)

2. Neighborhood Commercial F.A.R. = 0.10-0.30 per net developable acre
(Local, neighborhood-scale retail, office, restaurants, services)

3. General Commercial F.A.R. = 0.10-0.30 per net developable acre
(attached retail centers, fast-food and conventional restaurants)

4. Business Office F.A.R. = 0.075-0.25 per net developable acre
(Low-density, transitional offices)

5. Commercial Recreation F.A.R. = 0.10-0.30 per net developable acre
(Entertainment, lodging, and food support)

The Downtown Commercial district applies to all retail/business land uses situated within the Hershey Village downtown areas. Implementation will be planned employing both new downtown zoning district standards and architectural/urban design review guidelines accompanying the expanded preservation district coverage for the Derry Township core area.

The Neighborhood Commercial district is intended to address peripheral business-related land uses lying outside the Downtown Commercial boundaries but which do not fall under “general commercial” design guidelines.

The General Commercial planning district is designed to define and better control the development of attached retail center land uses, including complementary, support retail such as freestanding banks, restaurants, fast food establishments, and other “pad” uses which frequently locate on master planned shopping center sites. This district recognizes centers serving primarily neighborhood- and community-level shopping demands. It is not intended to address the unique design concerns related to regional- and super-regional centers.

The Business Office planning district is designed to accommodate business and professional offices of a residential scale and architectural character. This land use orientation is to be applied within planning
sub-areas where land uses of a transitional character (between residential and more intensive commercial areas, for example) should be encouraged.

The Commercial Recreation planning district is primarily intended to recognize both existing and planned uses serving the local private recreation and commercial entertainment industry. Typical existing land uses which would be applied to this category are Hersheypark, the stadium, the caverns, the various golf courses, and the commercial campground. Relevant planning densities should be “performance-based,” respecting both the environmental attributes of the impacted properties and public infrastructure capacities. This planning district is also intended to serve planning sub-areas where existing and future lodging industry should be accommodated.

**ECONOMIC DEVELOPMENT DISTRICTS**

The Economic Development planning sectors are organized into three district categories to guide major employment and industrial-related land use activities within the Township. Economic Development strategies will facilitate only the expansion of existing heavy industry and will also promote development of research, medical-related development, training centers, light warehousing, light manufacturing, and incidental offices to such uses. New economic development uses should be highly buffered from residential areas by significant landscaped setbacks and transitional uses—business office or public uses—where possible.

<table>
<thead>
<tr>
<th>Economic Development</th>
<th>Net Density</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Economic Development</td>
<td>F.A.R. = 0.20-0.35 per net developable acre</td>
</tr>
<tr>
<td>(Planned business park</td>
<td></td>
</tr>
<tr>
<td>setting/low-intensity</td>
<td></td>
</tr>
<tr>
<td>employment uses)</td>
<td></td>
</tr>
<tr>
<td>2. Medical Campus</td>
<td>F.A.R. = 0.20-0.50 per net developable acre</td>
</tr>
<tr>
<td>3. Heavy Industry</td>
<td>F.A.R. = 0.20-0.30 per net developable acre</td>
</tr>
</tbody>
</table>
The Transferable Development Rights scheme would implement a broader density range for economic development uses, as outlined below:

<table>
<thead>
<tr>
<th>Economic Development</th>
<th>Net TDR Density</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Economic Development</td>
<td>F.A.R. = 0.10-0.40 per net developable acre</td>
</tr>
<tr>
<td>(Planned business park</td>
<td>setting/low-intensity employment uses)</td>
</tr>
<tr>
<td>2. Medical Campus</td>
<td>F.A.R. = 0.10-0.40 per net developable acre</td>
</tr>
<tr>
<td>3. Heavy Industry</td>
<td>F.A.R. = 0.10-0.40 per net developable acre</td>
</tr>
</tbody>
</table>

In the Economic Development district, development densities should not exceed 0.20 to 0.35 FAR, with implementation tied to detailed, master site plan proposals.

The Medical Campus district is a uniquely-applied planning district which is to be applied to the existing properties of the Penn State Medical Center. The district recognizes the Penn State lands as being publicly-held for the purpose of future development for master planned hospital-related facilities and support medical uses (including housing to serve medical center employees).

Land use densities within the Medical Campus district should be based on flexible floor area ratios, recognizing that substantially higher FARs are appropriate for the principal hospital structures while promoting lower FARs (with substantial open spaces and buffers) for secondary professional offices, supporting facilities, and campus-styled residential housing.

The Heavy Industrial district is established in the Comprehensive Plan to recognize existing intensive industry where processing, production, manufacturing, fabrication, and/or assembly are the dominant uses. The Plan recognizes that the expansion of existing heavy industries may occur from time to time. Applications for land uses within this category should submit to the Township detailed impact statements addressing traffic, noise, air quality, smoke, odor/fumes, point and non-point pollution, and other environmental considerations relevant to the given land use.

**CONSERVATION/PRESERVATION/AGRICULTURAL/PUBLIC DISTRICTS**

The fourth general planning category is to be applied to seven categories of agricultural, conservation, preservation, and public- or quasi-public real estate which warrant special land use attention and regulatory oversight. These districts recognize the potential negative impacts which urban development activities might impose and serve to organize land management guidelines for the protection of these properties.
The eight districts include:

1. Agricultural and Conservation Areas
2. Flood/Stream Valley Areas
3. Critical Environmental Areas
4. Historic Preservation Areas
5. Highway Tourism Corridors
6. Public Use Areas
7. The M.S. Hershey Campus Areas
8. Parks and Recreation

In the districts which are directly related to agriculture, conservation, and sensitive physiographic areas, planning policies and implementation guidelines are intended to protect the environment and surrounding land uses against ecological destruction and harmful urban encroachment. In the districts related to historic and public use orientations, planning policies and implementation guidelines are designed to encourage uses which will lead to their continuance, preservation, and improvement in a manner appropriate to Derry Township’s special heritage and scale.

Summarized in the table below, the six district categories provide a general overview of intended use qualifications and density guidelines:

<table>
<thead>
<tr>
<th>Conservation/Preservation/Public</th>
<th>Density</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Agricultural and Conservation: Performance-based densities, not to exceed 1 unit/5 net developable acres; TDR “donor” district.</td>
<td></td>
</tr>
<tr>
<td>2. 2Floodplain/Stream ValleyNo urban uses permitted, other uses as per overlay zoning district.</td>
<td></td>
</tr>
<tr>
<td>3. Critical Environmental Areas: Performance-based densities as per overlay zoning district. Limited residential uses.</td>
<td></td>
</tr>
<tr>
<td>4. Historic Preservation Areas: Performance-based densities and uses as per overlay zoning district.</td>
<td></td>
</tr>
<tr>
<td>5. Highway Tourism Corridors: Performance-based densities and uses as per overlay zoning district.</td>
<td></td>
</tr>
<tr>
<td>6. Public (including educational uses) Use and densities compatible with underlying use district.</td>
<td></td>
</tr>
<tr>
<td>7. M.S. Hershey Campus Areas: Performance-based densities and uses as per special zoning district; TDR “donor” district.</td>
<td></td>
</tr>
<tr>
<td>8. Parks and Recreation</td>
<td></td>
</tr>
</tbody>
</table>
The **Agriculture and Conservation** planning designation for the Township is generally consonant with the observed citizens goals and objectives of the undeveloped rural areas. Within the Township, Agriculture and Conservation is to be applied to those lands having unique locations and physiographic features which warrant their continued maintenance in farming, passive open space, and/or other non-intensive uses. Most importantly, this district should recognize those undeveloped areas of the Township which should not “slip” into the urban categories simply because existing development is “next door.” Curiously, the Township’s “agricultural” zoning district permits, by right, suburban-sized residential lots of 25,000 square feet.

Upon implementation of the recommended TDR system, this district would be viewed as a TDR “donor.”

The **Floodplain/Stream Valley** designation is to be used as an “overlay,” accompanying one or more of the dominant, use-related districts, to define those areas which may be situated within either 100-year floodplains or established environmentally sensitive areas critical to the management of storm drainage. The Comprehensive Plan document will address drainage and storm water management issues related to floodplain management.

The **Critical Environmental Areas** orientation is an “overlay” for sub-areas which are generally incompatible for urban land uses. A CEA sub-area overlay designation is applied when the findings of the ecological mapping and land use synthesis indicate a given tract possess extreme constraints for physical development (such as the Derry hillsides).

The **Historic Preservation Areas** “overlay” planning designation is created for the purpose of recognizing the locations within the Township having historic, architectural, archeological, and cultural value. This “overlay” is to be applied to the Hershey downtown area which is not presently zoned under historic district status. Other areas recommended by the Comprehensive Plan may qualify for inclusion. The HPA can (and should) identify applicable sites, structures, buildings, and landmarks.

The **Highway Tourism Corridors** district is an important addition to the Derry Township comprehensive planning process. The HTC district should be applied as an “overlay” to all properties contiguous to and fronting on major arterial roads accessing points of tourist interest in the Township. The implementation of land uses and growth management procedures will be similar to the Historic Preservation Areas in that special setbacks, signage controls, corridor landscaping requirements, and other highway-sensitive design considerations will be uniquely applied.

The **Public Use Areas** are incorporated into the land use plan to identify locations of municipal government properties and land uses in the Township, including the properties belonging to the School District.

The **M.S. Hershey Campus** district recognizes academic nature and intent of the existing Hershey private school properties, including educational buildings, school and farm housing, sports and recreational facilities, and adjoining campus open spaces. Upon implementation of the recommended TDR system, the Campus district would be viewed as a TDR “donor.”

The **Parks and Recreation** district recognizes the value of recreation opportunities for the citizens of Derry Township by designating existing and proposed park areas. Future development should respect the
preservation of existing parks and provide for new recreation areas. These areas should be connected to residential neighborhoods by a system of pedestrian and bike trails.

3. APPLICATION OF PLANNING DISTRICTS

The “future land use plan” will depict the long-range framework for land use in Derry Township. In essence, it represents the Planning Commission’s vision for Derry Township under its “full absorption” scenario. Stated in another fashion, the “future land use plan” intends to depict a maximum development absorption program beyond which any further land development allocations will not be accepted, although changes to the Plan may be initiated via private application and/or the normal process of updating the Comprehensive Plan by the local government.

The objective of the Comprehensive Plan is to provide the Township with a framework for deciding on both the appropriateness and timeliness of private development proposals within the context of the adopted goals, objectives, and policies for ordering growth.
6. FUTURE LAND USE

1. INTRODUCTION

The recommended Future Land Use Plan incorporates an approach to urban planning which emphasizes the critical importance of:

Conserving the Township’s vulnerable environmental areas.

Providing well-situated development areas to absorb the projected growth demands into the next century.

From the initiation of this Township planning process, the Planning Commission, Township staff, and its Consultants have strongly felt that these two goals should not be mutually exclusive. The Planning Commission elected to initially consider three alternative Future Land Use Plans for the Township. These alternatives were presented to the Derry public at several citizens’ public information sessions and were thoroughly analyzed by the Planning Commission and Board of Supervisors during independent study sessions.

During the balance of the planning process, these three land use scenarios were further refined, with two separate revised alternative land use scenarios considered prior to the Commission’s recommended adoption of the Future Land Use Plan. Accordingly, the concept of Transferable Development Rights was introduced into the final planning recommendations as well as provisions for Transportation Partnership Districts, enhanced conservation and open space zoning requirements, and urban design standards.

2. EVALUATION OF ALTERNATIVE PLANS

In arriving at each of the alternative development scenarios, land use recommendations were developed at the “planning area” and “planning sub-area” levels. This land use methodology has organized the Township into eleven individual Planning Areas and three principal transportation Corridors, each having a set of unique geographic and physiographic characteristics which separate it as a discrete “land planning unit.” The future land use recommendations focus on establishing basically similar uses within each “sub-area” for reasons related to their intrinsic physical, locational, social, marketplace, and environmental compatibilities.

The development capacity ratings for the Future Land Use Plan alternatives results from the environmental analyses for each Planning Area and Corridor. These “eco-determinant” evaluations
yielded: (a) overall physical development attributes and (b) environmental limitations for urban land uses.

Based on the extensive ecological synthesis and “development potential analysis,” each Planning Area was further divided into three basic physical components:

1. **Planning Sub-Areas**, comprising the most developable land units within the total Planning Area.

2. **Sensitive Environmental Areas**, which are of significantly lower development potentials situated contiguous or adjacent to the prime Sub-Areas and which have major limitations for intensive urban development.

3. **Existing Urban Development Areas**, representing the currently utilized portions and balance of the Planning Areas. Tables in this chapter provide a summary of the Planning Area acreages in terms of the above three geographical components.

It is important to keep in mind that the Planning Sub-Area acreages circumscribe both the “prime developable land” and the “sensitive environmental areas” within the overall Planning Area; thereby including the “environmental land units” characterized by sensitive soils, steep slopes, sinkholes, wetlands, and floodplain areas. The accompanying tables provide a preliminary analysis of the sensitive environmental areas for each Planning Area and Planning Sub-Area.

By assigning future land uses to only the “prime developable areas,” the Planning Commission was able to maintain essential compatibility with its adopted goal of protecting the Township’s critical environmental resources while allocating growth to land possessing attributes most conducive to urban use. The Future Land Use Plan seeks to substantially preserve sensitive environmental features from the intense forms of development. Development approvals and the densities allocated thereto should be a function of “quality by design” principles as well as preservation of these sensitive ecological units. Clustering of future intensive development within the Sub-Areas and a corresponding conservation of sensitive land units is the strongest recommendation of the Planning Commission.

### 3. ENVIRONMENTAL PLANNING STRATEGIES

By linking the Future Land Use Plan to an updated zoning ordinance and other innovative growth management tools, the Township will have an array of control mechanisms to legally allocate Planning Area land uses and densities based on the concept of “net developable areas,” reducing the allowable density levels within any given zoning district based on the unique attributes of the underlying “environmental land units” (soils, slopes, wetlands, etc.). Correspondingly, the Land Use Plan encourages the allocation of full density levels for those development proposals which do not adversely impact these areas and which adhere to creative cluster siting of development.

### 4. TOWNSHIP LAND USE CHARACTERISTICS
Of the 17,502 total Township acres in the Planning Areas, preliminary environmental analysis indicates only 9,809 acres should be initially considered as “prime developable land.” Approximately 24% (4,221 acres) have been assigned to Sensitive Environmental Area status within the eleven Planning Areas subject to this study. Existing development within the Planning Areas comprises 4,980 acres, or 28.5% of the Township’s total acreage.

The table below summarizes the acreages for the eleven Township Planning Districts, including both undeveloped and developed land areas.

<table>
<thead>
<tr>
<th>Districts</th>
<th>Total Land Area</th>
<th>Percent of Township</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Swatara</td>
<td>2,462 Acres</td>
<td>14.1%</td>
</tr>
<tr>
<td>II. Quarry</td>
<td>824</td>
<td>4.7%</td>
</tr>
<tr>
<td>III. Entertainment</td>
<td>940</td>
<td>5.4%</td>
</tr>
<tr>
<td>IV. East Derry</td>
<td>567</td>
<td>3.2%</td>
</tr>
<tr>
<td>V. West Derry</td>
<td>689</td>
<td>3.9%</td>
</tr>
<tr>
<td>VI. Hershey</td>
<td>528</td>
<td>3.0%</td>
</tr>
<tr>
<td>VII. Palmdale</td>
<td>272</td>
<td>1.6%</td>
</tr>
<tr>
<td>VIII. Valley</td>
<td>2,260</td>
<td>12.9%</td>
</tr>
<tr>
<td>IX. Church</td>
<td>604</td>
<td>3.5%</td>
</tr>
<tr>
<td>X. Milton</td>
<td>4,724</td>
<td>27.0%</td>
</tr>
<tr>
<td>XI. Woodlands</td>
<td>3,631</td>
<td>20.7%</td>
</tr>
</tbody>
</table>
EXISTING TOWNSHIP LAND USE

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Acreage</th>
<th>Percent of Total</th>
<th>Net Developable</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing Development</td>
<td>4,980</td>
<td>28.5%</td>
<td></td>
</tr>
<tr>
<td>Vacant/Undeveloped</td>
<td>12,522</td>
<td>71.5%</td>
<td>9,809</td>
</tr>
<tr>
<td><strong>Total Township Land</strong></td>
<td><strong>17,502</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>9,809</strong></td>
</tr>
</tbody>
</table>

5. ALTERNATIVE FUTURE GROWTH SCENARIOS FOR DERRY TOWNSHIP

The recommended Future Land Use Plan is the result of the extensive fine tuning of five previous alternatives. The initial three alternative Township development scenarios were designed to explore three differing growth horizons. The alternatives represented a range of low, medium, and high growth intensities. The Planning Commission elected to pursue an intermediate-level growth strategy, and as a result, the subsequent two modifications to the Future Land Use Plan were directed in pursuit of this objective.

The planning alternatives provide different “perspectives” on how intense and how fast the Township may grow. Prior to the presentation of the recommended Future Land Use Plan, it is important to understand the breadth of the alternative growth scenarios which were contemplated by the Township officials: The first alternative placed an emphasis on preservation and conservation of the Township’s agricultural areas while accommodating a moderate level of urban development within Derry and limiting suburban sprawl.

At its ultimate development (100% land use absorption), Growth Scenario 1 would increase the current Township population by 25% to 35%. The second alternative accommodated continued suburban, single family residential development but recognized the need to conserve the Derry hillsides from exploitative growth. The “full absorption” development yield for Growth Scenario 2 resulted in a land use plan approximately doubling the current population of the Township. The final alternative painted a more urban picture for Derry’s future while providing for extensive residential growth, particularly in the areas of attached and multi-family housing. At full development, the Growth Scenario 3 development would have accommodated a three-fold increase in Derry’s current population.

In each of the three land use alternatives, economic development uses were defined as those accommodating corporate headquarters, tax-generating institutional facilities, large-scale high-
technology office/research/light-assembly centers, and master planned mixed-use employment centers (including the Medical Center uses). Commercial designations include general offices, retail, and service uses, as well as tourism and private recreational uses.

Upon development of the three growth alternatives by the Commission, Township Staff and its Consultants, extensive work sessions were held to determine the “appropriateness” of each and to arrive at a final plan which would truly reflect the adopted goals and objectives for the development of Derry. Upon input from the public and local officials, the future land use scenarios were further tested and evaluated on the following crucial determinants:

1. The ability and commitment of local agencies to provide public infrastructure and facilities.

2. The recognition that phasing considerations should be incorporated into the preferred alternative, and most importantly,

3. The compatibility of the given alternative land use scenario with the Township’s goals and vision for its long-range future.

In gaining an understanding of the theoretical basis for the Commission’s final recommended Future Land Use Plan, the reader should be familiar with the various land use scenarios and related growth impacts for each of the three alternatives. A summary description of each alternative growth strategy is presented on the following pages.

6. ALTERNATIVE 1 GROWTH SCENARIO: LOW/MODERATE GROWTH DEVELOPMENT

Residential Land Use

Future residential uses comprised slightly over five percent or approximately 600 acres of undeveloped Sub-Area land would have been assigned to village and suburban-scaled residential use for a range of 857 to 1,714 future housing units, predominantly single-family dwellings.

These “residential assignments” would have increased the Township’s households by slightly over 25%. Assuming an average annual residential growth rate in the 1.2% to 1.5% range, Derry’s housing demand for the balance of the century will be roughly 75 to 100 units per year. Thus, this low/moderate development scenario would accommodate approximately 10-20 years of projected residential growth.

Commercial and Economic Development Land Uses

The Alternative provided for approximately 34 acres of limited retail shopping expansion outside of the Chocolate Avenue area. Conventional heavy and limited industries have not been programmed in the Alternative 1 Land Use Plan with the exception of normal expansion of existing food production industries. This scenario provided for a “recreation and tourism” bias for employed-related land uses by focusing on the Hersheypark areas. Approximately 560 acres were evaluated for the Tourism Commercial
and Recreation Commercial planning districts. At a modest FAR (floor area ratio) intensity of .15-.25, this land area would have translated into 2.0 to 3.4 million square feet of potential developed tourism space.

This alternative viewed the Hershey Medical Center as being the principal generator of non-tourist related jobs.

**Conservation and Open Space Plan**

Alternative 1 placed a heavy emphasis on the maintenance of existing agricultural and conservation lands. Of the Township’s 17,502 acres, over 10,000 acres (or 62%) were suggested for continued open space and non-urban uses. Also, the Hershey school campus (which is classified as “Existing Development”) was targeted to remain in its current, non-urban use. If this level of agricultural and conservation land were to be recommended on the adopted Future Land Use Plan, the Township would need to be willing to promulgate agriculture land assistance programs (including expanded tax incentives).

### 7. ALTERNATIVE 2 GROWTH SCENARIO: INTERMEDIATE SCALED DEVELOPMENT

**Residential Land Use**

In this alternative, the community’s future residential uses comprise slightly over thirty-five percent (35.5%) of the currently vacant Sub-Area properties. Approximately 4,500 acres of undeveloped Sub-Area land were assigned an expanded array of residential use orientations than found in Alternative 1. However, this concept did not incorporate multi-family housing. Alternative 2 provided for a range of 3,190 to 6,400 new future housing units. While most of these were predominantly single-family dwellings, accommodations have been made for roughly 500 to 1,000 attached dwellings.

These “residential assignments,” at full absorption, would have increased the Township’s households by 50 to 100 percent. Assuming an average annual residential growth rate in the 1.2% to 1.5% range, Derry’s housing demand for the balance of the century will be roughly 75 to 100 units per year. Thus, this intermediate, suburban-scaled development scenario would theoretically accommodate approximately 40 to 60 years of projected residential growth.

**Commercial and Economic Development Land Uses**

The Alternative 2 scenario provides for approximately 88 acres of neighborhood and community retail shopping expansion outside of the Chocolate Avenue area. Modest levels of conventional heavy and limited industries were programmed into the Alternative 2 Land Use Plan, including the normal expansion of existing food production industries. This scenario also provided for a “recreation and tourism” emphasis employed-related land uses by focusing on the Hersheypark areas. Approximately 570 acres were planned for the Tourism Commercial and Recreation Commercial planning districts. At a modest FAR (floor area ratio) intensity of .15-.25, this land area would translate into 2.5 to 4.2 million square feet
of potential developed tourism space, with commercial recreation areas encompassing approximately 171 acres.

Conservation and Open Space Plan

While not as “conservative” as Alternative 1, Alternative 2 placed continued emphasis on the maintenance of existing agricultural and conservation lands. Of the Township's 17,502 acres, almost 6,700 acres, or 38%, were suggested for continued open space and non-urban uses. The Hershey school campus is not included in these tabulations.

8. ALTERNATIVE 3 GROWTH SCENARIO: INTENSIVE URBAN DEVELOPMENT

Residential Land Use

In this most intensive development concept, the community’s future residential uses comprised slightly over 45% of the currently vacant Sub-Area properties. In Alternative 3, approximately 5,628 acres of undeveloped Sub-Area land were allocated to a broader array of residential use orientations. Alternative 3 provided for a range of 6,722 to 13,328 future housing units. At the upper range, Derry’s future housing stock would be tripled at full absorption of the Alternative 3 residential uses. The housing mix continues to be predominantly single-family dwellings, but more flexible accommodations were made for attached, multi-family, and elderly housing, with a range of 1,000 to 1,900 units accommodated within these higher density residential uses.

While this alternative ran counter to the goal of limiting the development of high density housing, it addressed the citizens’ voiced concern that “affordable” housing can only be achieved via higher density projects. For this reason, garden apartments, mid-rise condominiums, and/or high density elderly housing were assumed an integral part of the overall Township housing strategy.

These “residential assignments,” at full absorption, would have expanded the Township’s residential base by an additional one hundred to two hundred percent. Assuming an average annual residential growth rate in the 1.2% to 1.5% range, Derry’s housing demand for the balance of the century would have been roughly 75 to 100 units per year. Thus, this more intensive, urban-scaled development scenario would have theoretically accommodated approximately 90 to 130 years of projected residential growth.

Commercial and Economic Development Land Uses

The economic development focus in Alternative 3 was expanded to commercial designations including general offices, retail shopping, and service uses, in addition to tourism and private recreational uses principally related to the Hersheypark operations. The scenario provided for approximately 141 acres of retail shopping expansion, including a potential site for a major regional shopping mall. Further, space for 176 acres of professional offices (campus styled) has been allocated.
As in Alternative 2, modest levels limited industrial expansion were programmed into the Alternative 3 Land Use Plan, including the continued expansion of existing food production industries. This scenario also provided for a “recreation and tourism” emphasis employed-related land uses by focusing on the Hersheypark areas. Approximately 750 acres were planned for the Tourism Commercial and Recreation Commercial planning districts. Employing a relatively modest FAR (floor area ratio) intensity of .15-.25, this land area would translate into 4.1 to 6.1 million square feet of potential developed tourism space, in addition to expanded commercial recreation areas encompassing approximately 116 acres.

Given the Comprehensive Plan’s economic development goals of creating additional segments of the local economic base which are not totally reliant on tourism, this alternative incorporated sizable areas for a major corporate headquarters as well as master planned campus office facilities and the expansion of the Hershey Medical Center. Since some of the Township’s prime locations for non-seasonal employment generators embraced lands controlled by either the Hershey interests or the Medical Center, the Plan supports continued municipal cooperation with these institutions to ensure that adequate economic development land areas will be reserved, marketed, and managed for the desired purpose.

Conservation and Open Space Plan

While not as “conservative” as Alternative 1, this alternative placed a continued emphasis on the maintenance of existing agricultural and conservation lands. Of the Township’s 17,502 acres, almost 5,195 acres, or 30%, were suggested for continued open space and non-urban uses. The Hershey school campus was not included in these tabulations. If this level of agricultural and conservation land were to be incorporated into the final adopted Future Land Use Plan, the Township would need to be willing to promulgate transferable development rights and “ag” land assistance programs (including expanded tax incentives) consistent with Derry’s goals for preserving the agricultural “ambience” of the community.

9. FUTURE LAND USE PLAN REVIEW AND EVALUATION PROCESS

Upon presentation of the three future Township growth scenarios and land use alternatives, continued studies were undertaken by the Commission and their Consultants to refine the concepts and to develop a preferred alternative. The Planning Commission and Township Staff undertook investigations of the proposals and provided the Consultants with a final set of land use recommendations for each of the Planning Districts and Sub-Areas.

The Commission’s recommended Future Land Use Plan, land use proposals for each of the eleven Planning Areas were undertaken relative to the following evaluation components:

Analysis Process and Recommendations for Commission’s Recommended Future Land Use Plan
I. General, Historical, and Background Support
   A. Location
   B. Planning analysis related to subject Planning Area
   C. History of previous Comprehensive Plans
   D. Applicable key planning concepts for Planning Area

II. Planning Area Profile
   A. Existing land use analysis
   B. Existing transportation analysis
   C. Environmental baseline
   D. Utility and infrastructure conditions

III. Planning Area Goals and Objectives
   A. Environment
   B. Transportation
   C. Land Use
   D. Public facilities
   E. Urban design

IV. Land Use Approach for Planning Area

V. Planning Area Land Use Plan
   A. Sub-Area recommendations
   B. Future land use summary

VI. Planning Area Impact Analysis
   A. Utilities
   B. Transportation
   C. Parks, recreation, and open space

VII. Implementation Recommendations
10. LAND USE PLAN IMPACT ANALYSIS

Planning for future land uses in the context of providing adequate public facilities and public infrastructure at a pace compatible with good municipal stewardship is an underlying precept of this Plan. During the alternatives evaluation process and the final land use recommendations, technical studies were undertaken to determine the levels of required services and utilities to best respond to a logical approach to future capital improvements programming. Subsequent chapters will present the measured impacts of the preferred Future Land Use Plan on various infrastructure and utility systems.

A traffic generation model was developed for each of the Planning Area and Sub-Area recommended future uses. Also, subsequent studies will measure impacts of the Sub-Area land uses on public water, sewer, and solid waste demands, and input from the local agencies responsible for the services will be obtained.

11. FUTURE LAND USE PLAN: FINAL PLANNING COMMISSION RECOMMENDATIONS

Upon conclusion of the Planning Commission public work sessions, they began to focus their effort on establishing a final set of land use recommendations. Focusing on the intermediate level growth scenario, this work led to a fourth and fifth alternative which (a) considered the consultant’s findings and recommendations, (b) incorporated the Commission’s refinements of the initial three concepts, and (c) integrated these findings into a “preferred future land use plan” for adoption by the Board of Supervisors.

A. Recommended Residential Land Use Plan

Future residential uses comprise slightly under 10% of the currently vacant Sub-Area properties. Approximately 1,268 acres of undeveloped Sub-Area land has been assigned to village and suburban-scaled residential use, with 321 acres planned for attached and multi-family housing. The Plan provides for a range of 2,990 to 5,632 additional future housing units, slightly over half of which would be single-family dwellings.
Future Residential Land Uses | Planned Dwelling Units
--- | ---
Suburban Residential | 548-1,096
Village Residential | 874-1,748
Attached Residential | 872-1,744
Multi-family Residential | 696-1,044

The future residential development within the Planning Areas would increase the Township’s current number of households by approximately 44% to 83%. Assuming an average annual residential growth rate in the 1.2% to 1.5% range, Derry's housing demand for the balance of the century will be roughly 75 to 100 units per year. Thus, the Plan's residential development scenario would accommodate approximately 35-65 years of projected market-based residential growth absorption.

As opposed to the approach used in evaluating the initial three growth accommodation scenarios for Derry, only a minor proportion of the single-family densities are assigned to agricultural and campus properties controlled by the Hershey interests.

**B. Recommended Commercial and Economic Development Land Use Plan**

Economic development uses are defined as those accommodating corporate headquarters, tax-generating institutional facilities, large-scale high-technology office/research/light-assembly centers, and master planned mixed-use employment centers (including the Medical Center uses). Commercial designations include general offices, retail, and service uses, as well as tourism and private recreational uses. The Commission’s recommended scenario provides for approximately 219 acres of limited retail shopping expansion (neighborhood and shopping center oriented) outside of the Chocolate Avenue area. Also, conventional heavy and limited industries have been programmed in the Future Land Use Plan, including the built-in potential for the expansion of the Hershey food production industries and other economic development uses by approximately 1,500 acres.

The recommended land use scenario provides for a “recreation and tourism” emphasis on employment-related land uses by focusing on the Hersheypark areas. Approximately 333 acres are planned for the Commercial Recreation planning district. At a FAR (floor area ratio) intensity of 0.15-0.25, this land area would translate into a net 1.75 to 2.91 million square feet of potential developed tourism and commercial recreation space.

The table below details acreage allotted to each of the commercial districts:

Future Commercial/Industrial Land Uses | Planned Gross Acreage
--- | ---

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C. Recommended Conservation and Open Space Plan

Of the Township’s 17,502 acres, approximately 7,800 acres, or 45%, are suggested for continued open space agricultural, silvicultural, and non-urban uses. Approximately 30% of this land resides in the Hershey Campus properties and is given a separate “campus” designation on the Plan. As recommended for the initial three growth alternatives, a majority of the Hershey school campus is designated to be retained in its current, non-urban institutional use.

The Plan views these areas as inappropriate at the current time for urban development. The Plan encourages landowners to redirect property development interests by establishing a Transferable Development Rights system. The TDR system for Derry is presented in a subsequent chapter.

The Plan provides for recognition of existing parks and public open spaces as well as the expansion of the Township’s open space system. Most notable is the concept for a stream valley open space system along the Swatara Creek. It is the Plan’s intent to encourage public/private efforts in planning, designing, and maintaining a viable program of open spaces in the Swatara floodplain.

D. Relationship of Comprehensive Plan to Neighboring Municipalities

The Township’s Plan fits well into the “regional” land use perspective. Future Derry land uses in areas common to neighboring borders reflect similarities in proposed land uses as well as sensitivity to regional land use issues. This can be evidenced by comparing the Future Land Use Plan to those of the adjoining localities.

Although the detailed study exists in the original document, the following two maps – Future Land Use Plan and Open Space Plan – help the reader visualize the impact and meaning of much of the text in this section.
7. URBAN DESIGN GUIDELINES

1. URBAN DESIGN STRATEGY FOR DERRY

The Plan is only one element of continuous growth management. To be effective, both public and private sectors must follow “growth by design”. The Plan provides the framework for land use decisions. The Vision integrates the Growth Management Tools (GMT) which implement the Plan. These GMT include: zoning, subdivision and site plan ordinances, architectural guidelines, transferable development rights, and transportation partnership districts.

Quality built environments and design excellence requires work by the private and public sectors. Zoning and subdivision ordinances alone cannot ensure that private development is created sensitively.

Urban Design Partnerships

To address several plans that were not in harmony with Plan’s emerging goals, the Planning Commission tested an innovative but simple process of the staff working with developers in design critiques and preparing alternate plans which were more compatible with the Plan’s objectives. These efforts showed that a critical missing piece between good planning and effective implementation could be “elbow grease”. Through this process, developers and local officials partnered to enhance the Township’s image.

The Plan’s effect will be measured by any given development project’s success or failure. The Plan’s Vision is defined by many discrete decisions (both public and private) involved in land use including: location, density, scale, infrastructure, visual quality, and phasing of any particular application. So, the Growth Management Tools must focus on each aspect of the process.

The 1979 Plan established only a modest vocabulary for land use decisions. With this Plan, an urban design framework can be established for each of the 11 planning areas (PA). The framework identifies development opportunities and limitations in the PA’s overall and in specific tracts. The next level of planning attention must address site-by-site urban design and compatibility issues.

2. PUBLIC/PRIVATE URBAN DESIGN PARTNERSHIPS

To strengthen future growth via linkages between the planning process and land development controls, public officials and developers must embrace the Urban Design Partnerships described above. This Plan recommends public/private dialogue at the project’s inception stage that does not place an undue burden on any applicant. “Pre-planning Conferences” or “Urban Design Conferences” should be conducted.
before the preliminary plan so that parties can fully explore planning issues, concerns and opportunities at the pre-planning stage.

Certain land use objectives and design principles must be advanced in developing:

a. Internal and external land use relationships,

b. Coordinating growth and expansion,

c. Identifying building locations and massing,

d. Preserving open space and creating recreational amenities, and

e. Establishing access and circulation systems.

When viewed as a whole, the Township’s Growth Management Program – plan, facilities master plan, regulatory ordinances, development standards and “urban design” review processes – must seek to optimize these objective.

To be effective, the Urban Design Conferences must be used on every application. The following framework should be followed to coordinate dialogue at Urban Design Conferences.

a. Project Land Use Density -- net developable area

b. Transportation -- vehicle and pedestrian circulation

c. Design Vocabulary -- compatible scale and design; landscape & architectural style

d. Environment - assets, open space preservation

e. Public Infrastructure - utility and traffic impact, financing

f. Regional Considerations - parks, schools, library, fire, police

The dialogue should conclude only when the public and private interests are satisfied that the project concept is “the very best we can do for this property at this time”.

Developers understanding of the Plan would be reflected in the pre-planning Urban Design Conferences. A key element is performance-based urban and environmental design guidelines. The Township should adopt these land use measures which place a greater accountability on the private sector.

The developer should provide the Township with concept plans which serve to further refine the PA recommendations. While, these Urban Design Conferences will ensure full compatibility with all urban and environmental design issues, it is not intended to preclude architectural and landscape design creativity.
3. URBAN DESIGN PERFORMANCE GUIDELINES

Within any given site, certain design principles would be tested. This planning process has identified the following performance-oriented design guidelines -- based on design precepts employed in other locales -- which developers are to address in preparing their proposals.

General Site Design Principles: Single Family Residential

a. Project Land Use Density -- net developable area
b. Compatible with Plan
c. Performance-oriented densities based on net developable area
d. Clustering to restrict development in sensitive environmental areas
e. Consider energy conservation opportunities
f. Reasonably scaled and compatible with adjacent neighborhoods

General Site Design Principles: Attached & Multifamily Residential = All of above in bold plus

a. Extensive environmental analysis prior to site planning
b. Consider highway noise impact in site planning
c. Consider solar-siting and energy conservation opportunities
d. Employ “neighborhood scale” and avoid excessively large neighborhoods
e. Consider compatibility for non-residential structures within residential areas

General Site Design Principles: Commercial & Office = All of above in bold plus

a. Design in a scale compatible with adjacent development & streets
b. Use “campus design” for major projects
c. Locate parking outside required yard areas

Transportation Design Principles: Single Family Residential
a. Hierarchical system of roads
b. Minimal disturbance of natural environment
c. Neighborhood sense of scale
d. Avoid linear, monotonous street layouts
e. Keep utilities within streets rights-of-way
f. Maximize southern (solar) exposure and energy conservation
g. No adverse impact on sensitive environmental areas
h. Avoid on-street parking
i. No direct access to major collector roads for single-family residences
j. Appropriate sidewalks

**Transportation Design Principles: Attached & Multifamily Residential = All of above in bold plus**

a. Hierarchical system of roads incorporating both public and private streets
b. Clear signage
c. Buffer and landscape off-street parking
d. Provide adequate turnaround areas for emergency vehicles
e. Provide special parking areas for RV’s and do not permit in normal parking areas
f. No direct access to any public street for multi-family residences
g. Provide linkages for pedestrian access from buildings to parking

**Transportation Design Principles: Commercial & Office = All of above in bold plus**

a. No direct access to any public street for individual parking spaces
b. Interior street alignments should reinforce an appropriate “sense of scale”
c. Provide sidewalks with handicap access

**Landscaping Design Principles: Single Family Residential**
a. Preserve existing vegetation and organize community landscape design program
b. Street trees along all streets
c. Utility infrastructure sensitive to landscape and vice versa.
d. Special landscaping for entrances
e. Vary landscape materials
f. Identify neighborhood “focal points”
g. Promote visual interest
h. Use low-maintenance landscaping for large open space
i. Protect solar access to homes
j. Outdoor accessory structures (fencing, mailboxes, signs, lighting) compatible with neighborhood and architectural review guidelines

**Landscaping Design Principles: Attached & Multifamily Residential = All of above in bold plus**

a. Provide well-landscaped special use areas (pools, tennis courts)
b. Provide special recreational and landscaped amenities for elderly housing
c. Use walls & fencing to enhance privacy

**Landscaping Design Principles: Commercial & Office = All of above in bold plus**

a. Provide shade trees in landscaped medians in all parking lots
b. Provide bus shelters of compatible design at major road entrances
Open Space & Environmental Principles: Single Family Residential

a. Integrate dominant natural features and sensitive environmental areas into design
b. Provide sufficient open space, parks, and recreation areas
c. Incorporate greenbelts along street routes
d. Employ grassed swales
e. Enhanced erosion and sediment control measures
f. Underground utilities with screening around above ground structures

Open Space & Environmental Principles: Attached & Multifamily Residential = All of above in bold plus

a. Integrate storm water management facilities into neighborhood designs emphasizing water quality and runoff quantity control while minimizing impact on sensitive environmental areas
b. Screen trash storage.

Open Space & Environmental Principles: Commercial & Office = All of above in bold plus

a. Minimize cumulative runoff with parking lot design
b. Establish landscaped “backdrop” along rear property lines compatible with adjacent land uses

Architectural Design Principles: Single Family Residential

a. Follow Architectural Review Board design guidelines
b. Consistent massing and scale
c. Respect existing terrain and natural features
d. Use visually compatible architectural materials
e. Pursue compatible design themes within neighborhoods while avoiding repetitious facades

Open Space & Environmental Principles: Attached & Multifamily Residential = All of above in bold plus

a. Unit siting should employ varied frontage set backs and sensitivity to existing terrain
b. Consider clustering around courtyard or other focal points to reinforce scale & visual appeal

Open Space & Environmental Principles: Commercial & Office = All of above in bold plus

a. Segregate primary building entries from service-oriented entries
8. TRANSFERABLE DEVELOPMENT RIGHTS

Transferable Development Rights are a growth management technique in which municipalities can manage growth and preserve open space and private land.

The program is voluntary and must be accepted by the citizens of the Township. If a landowner doesn’t want to participate, he doesn’t have to.

The concept of the program is the municipality preserves land by allowing the development potentials of designated land to be transferred/sold to another location.

Through the zoning ordinance, the Township would identify environmentally and agriculturally significant areas for conservation and preservation. This property would be identified as “donor” land. The donor locations would have reduced potential for development; however, they would have development rights that could be transferred to other areas. These areas are referred to as “receptor” land. The receptor lands would be areas which urban development could be accommodated. The program permits donors to sell their rights to future development while retaining ownership of the property for agricultural, conservation, preservation, historic and very low density residential usage. The owner of the receptor property purchases the donor development rights to increase the density of their property.

TDRs are permitted under the January 1989, Municipal Planning Code, Section 603.b.2.2.

Article 1, Section 107 reads:

“Transferable development rights, the attaching of development rights to specified lands which are desired by a municipality to be kept undeveloped, but permitting those rights to be transferred from those lands so that the development potential which they represent may occur on other lands within the municipality where more intensive development is deemed by the municipality to be appropriate.”

The state legislation views TDRs as a way “of encouraging local development in a manner more reasonably related to the best interests of the community while at the same time avoiding economic hardship to landowners who cannot otherwise develop their land”.

The code further states that the transfer of development rights shall be conveyed by a deed duly recorded in the office of the recorder of deeds in the county, which the municipality is located within 60 days of the municipality’s endorsement.

The TDR districts would be viewed as “overlays” on the underlying planning districts.

The donor districts should be based on the same conservation and preservation planning principles and objectives established for the Township’s designated Agriculture/Conservation District, the Campus
District, The Critical Environmental Areas, and the Floodplain/Stream Valley Areas. The receptor districts would correspond to the Township’s urban planning districts, which are deemed to have the strongest, near-term development potentials. Adequate public facilities and transportation infrastructure of acceptable carrying capacity should be dominant criteria in this area.

Ex: Suburban Residential  Base density of 0.5 DU/NDA  TDR density of 2 DU/NDA

548 acres in the suburban residential district would allow for 1,096 dwelling units. Under the TDR density, the dwelling unit per acre would be 274 residences at the plans full development, allowing a net bonus of 822 dwelling units.

The new districts should address both rural lands and the Milton Hershey School campus properties.

The receptor districts should have a strong incentive for the landowner to purchase and build at the higher densities permitted by the TDRs. This would be accomplished by scaling down the level of development, which can occur in urban districts.

In order to implement the TDR program, the zoning ordinance would require the following:

“The base density at which development is permitted by-right (without TDRs), the maximum density and property utilization levels permitted upon the sale of the TDR, the method by which the number of development rights for a given property are calculated, the procedures for recordation of deed restrictions on property upon sale of TDRs, and the definition of and delineation between perpetual TDRs and retrievable TDRs, as desired by the Commission to accomplish objectives.”

It will be important for there to be balance between the unused development rights of a donor and the capacity of the receptor. There must be a market for development rights by not allowing an overabundance of TDRs to accumulate.
9. CHOCOLATE AVENUE

1. INTRODUCTION

There is an emerging concern that the quality and character of Chocolate Avenue is deteriorating and efforts to shape and direct its future should be undertaken.

Immediate steps to improve the visual image, architectural and historical character of the Avenue:

1. Traffic and Parking Plan
2. Pedestrian Improvements Plan
3. Landscape Improvements Plan
4. Design Review Standards

Prior work was completed by the Downtown Hershey Preservation Committee with guidance from the Chocolate Avenue Committee and Township officials. Valuable input was gathered from the public through workshops and surveys.

2. ISSUES AND GOALS

The Hershey Village downtown area represents the "heart" of Derry Township and should be revitalized with new retail stores and commercial activity with an emphasis on preservation.

Issues and goals were derived from the following sources and work sessions:

1. Report of Downtown Hershey Preservation Committee, 12/10/86
2. Minutes of the Chocolate Avenue meeting, 3/23/88
3. Hershey Business Association meetings and notes
4. Chocolate Avenue Committee work sessions
5. Merchants and Consumers Survey results
6. Citizens Attitude Survey (see Appendix),
7. Neighborhood meetings and other extensive correspondence.

A. Future of Chocolate Avenue and Downtown Hershey

Chocolate Avenue serves as a major entrance corridor to the Village of Hershey and the amusement park as well as Hershey's "Main Street." Downtown lacks the familiar "Main Street" identity typical of most communities and does not have a central, consolidated commercial center. Co-existing with the Hershey facilities and the amusement park gives a mixed message to visitors and residents alike, raising the common question, Where is Downtown Hershey?
Historically Chocolate Avenue and Downtown Hershey have had a strong identity but the continuing impact of traffic, a decreasing level of commercial activity, the loss of significant buildings and the proliferation of inappropriate signs have taken its toll. The basic choices are to let things continue as they are, or take strong corrective action to revitalize Chocolate Avenue and Downtown Hershey. The choice depends upon the degree of concern and the level of commitment by local leaders and citizens. There appears to be a strong support for protecting and enhancing not only the Village Center, but the entirety of Chocolate Avenue. One limitation is the lack of available land for new development in the township and particularly in the Downtown area, suggesting an emphasis on redevelopment and adaptive reuse of existing buildings.

Surveys Said...

1. Attributes considered the best were convenience to home, cleanliness, friendliness of merchants and street lighting.
2. Attributes considered poor, or in the fair-poor category, included convenience of parking, number of eating places, variety of stores and attractiveness of signs.
3. Fair ratings were given to general attractiveness, quality and cost of goods and services and attractiveness of stores.
4. Strong support for attracting businesses that serve Derry Township residences and equally strong negative reaction for orienting commercial activity toward tourists.
5. The need for more shopping centers in the area was strongly opposed.

Efforts should be made to attract new businesses to the Hershey Village downtown area as opposed to creating new shopping centers.

The focus of retail business in the Hershey Village downtown area should be concentrated on serving local needs rather than tourism.

Auto-oriented businesses should be discouraged within the Downtown area and along Chocolate Avenue.

B. Architectural Character and Theme

Preserving the positive visual characteristic and historic qualities is mentioned as very important. Important buildings have been lost, some are being disfigured and inappropriate buildings have been constructed.

Surveys Said...

1. Strong support for the preservation and the expenditure of public funds to promote and maintain the character of Chocolate Avenue and Downtown Hershey.
2. Support is expressed for design controls to ensure new development is compatible with the scale and character of older buildings.

Enhance and build upon the individual attributes and diversity of character of areas along Chocolate Avenue as the basis of a unifying "theme."

Establish a design review process to address the quality and appropriateness of new construction, renovation and signs.
Establish a Historic Society to educate the public on the importance of preservation and advocate preservation efforts.

**C. Signs**

Advertising signs have grown in number and size, often obscuring buildings and contributing to visual clutter.

Surveys said...

1. Dissatisfaction with the present condition and support remedial action.

Design standards and a new sign ordinance should be established to regulate signs. These should address size, placement, lighting, number, color, style, etc.

A sign amortization program and schedule should be established to remove nonconforming signs.

**D. Street Trees and Landscaping**

Preservation of open space and the role of landscaping are visually important features in the downtown area and along the entire Chocolate Avenue corridor. Quality landscaping is a hallmark of Hershey and should be a continuing effort.

Develop a Landscape Master Plan and make recommendations regarding new plantings and establish a replacement program for aging trees and a systematic approach to new flower, shrub and tree plantings.

Area landscaping should be a public/private cooperative effort involving the Township, Hershey interests and the Clean and Green Committee.

**E. Traffic, Parking, and Pedestrians**

Traffic congestion, noise, pollution, safety, the difficulty for pedestrians crossing Chocolate Avenue, inconvenient parking and a deteriorating pedestrian environment are among the most important concerns in the community.

Surveys said...

1. East-West bypass is needed to permanently resolve the congestion problem along Chocolate Avenue. There is support, but to a lesser degree, for a north-south bypass around the Village area.

Undertake efforts to create an east-west bypass around the Village center as a long term solution to traffic congestion. Consider the Airport Road, Route 743, Ridge Road corridor location.

Undertake efforts to find alternative routes to reduce the impact of through truck traffic on Chocolate Avenue.
Undertake immediate efforts to improve the function, convenience, safety and appearance of the pedestrian environment along Chocolate Avenue.

Encourage consolidated, convenient and easily identifiable parking for shoppers.

Establish more convenient access routes and consolidated parking areas in the North Chocolate area which are particularly important for businesses to the north.

3. CONCEPTUAL PRESERVATION AND REDEVELOPMENT PLAN

The continued economic vitality and desirable image of Chocolate Avenue and Downtown Hershey depends upon influencing and directing change in a positive direction by:

1. Alleviating the impact of traffic by diverting through-traffic around Chocolate Avenue
2. Channeling appropriate new development into the area to strengthen its "critical mass" and appeal as the commercial center of the community.

Attitudes expressed by citizens of Derry Township support a continued and strengthened role for Chocolate Avenue and Downtown Hershey as the commercial center of the community, serving local needs. Presently, the "Downtown", centering on Chocolate and Cocoa Avenues, is low in density and commercial activity and does not project a strong image of the "Main Street" of the Community. West Chocolate Avenue too, lacks a cohesive image and is in transition. Existing residences are being demolished or converted to other uses and this trend is expected to continue.

A long range conceptual approach that would direct change and strengthen the vitality of the Chocolate Avenue corridor would involve several interrelated steps.

1. Create opportunities for redevelopment in the corridor and encourage appropriate businesses to locate there, while discouraging competing uses elsewhere in the Township.
2. More intensive redevelopment in the "Downtown" area should be encouraged.
   a. Attract new retail use, offices, and convenient parking.
   b. Provide a strengthened cohesive identity by relating the character of redevelopment to the existing strong character of existing buildings.
   c. Development and rehabilitation along West Chocolate Avenue should be encouraged, following existing trends, but controlled to ensure protection of its architectural and historic qualities. Public guidance investment in public improvements will be needed to support the needed private investment.
3. Major commercial development could be focused near the Swatara and Hockersville Road area, providing an "anchor" at the West entrance to the Town center.
   a. This would provide space for new construction, and channel it into the Downtown area.
b. Result would be the creation of a Downtown in the form of a "dumbbell," with two strong anchors at each end with a contained and well defined linear retail and office-oriented West Chocolate Avenue between.

c. Strongly defined gateways at each end and careful attention to the quantity and quality of redevelopment and improvements, as outlined in the following sections, will create a clear and cohesive image and sense of identity in the Downtown, which is important to citizens and visitors alike.

Successful implementation of such a concept certainly cannot occur overnight and is subject to significant economic and political realities. The value of adopting a long range concept, the one proposed here or a variation is that it can create a viable, commonly held vision and guide future land use decisions regarding Chocolate Avenue and its future. Any such concept should be put to rigorous economic and political testing to examine its ultimate feasibility.

4. DOWNTOWN THEME AND CHARACTER

Communities most often seen as appealing and memorable have a readily identifiable and distinctive character or unifying theme.

This "theme" often naturally evolves from a predominant historic architectural style or other dominant feature such as topography or street pattern. There are numerous instances where a community chooses to arbitrarily select a "theme" which may or may not be an actual reflection of the historic qualities or distinctive characteristics of that community. The results are often an incomplete or superficial attempt to copy past styles or duplicate designs undertaken elsewhere. While this approach may have relevance, particularly in attracting tourists, it is apparent that most successful efforts develop concepts and tailor their solutions to reflect the natural diversity and evolution of the community while recognizing the distinctive qualities and individuality of the community.

The Downtown Hershey Preservation Committee, recognizing that Hershey never has had a unifying theme, and that the qualities it did have, have continued to erode over the years, identified the following key characteristics that create positive images of Hershey and Chocolate Avenue, and can serve as the foundation of a diverse yet appropriate "theme":

1. Commitment to quality
2. Quality architecture and rich exterior detail
3. Trees and landscaping
4. Diversity of architectural character
5. Kiss Lights
6. Downtown Preservation Committee Report, 12/10/86
5. TRAFFIC AND PARKING PLAN

Traffic and parking were noted consistently in surveys and workshops as the most serious problems and the least desirable attributes of Downtown and Chocolate Avenue.

*Responses in the Citizens Attitude Survey indicate that traffic congestion and circulation problems are the major deterrent to shopping downtown.*

Any long-lasting solution to traffic of Chocolate Avenue (State Route 422) which would reduce through vehicular traffic will require an east-west bypass.

*The Citizens Attitude Survey indicates strong support for such a bypass, but also an unwillingness to pay extra Township taxes to improve essential State roadways in the Township, including Chocolate Avenue.*

Every effort to reduce the present negative effects of traffic on Chocolate Avenue should be undertaken.

1. Manage the flow of traffic efficiently as possible
2. Reduce noise and pollution
3. Pedestrian improvements, including safe and convenient access across Chocolate Avenue
4. Provide adequate, convenient, consolidated, and well defined parking primarily for Township residents.

The following Traffic and Parking Plan is directed toward short-term solutions to these problems, anticipating a more comprehensive bypass solution in the near future.

The concept of the plan involves maintaining the existing through lanes and turning lanes as well as most on-street parking along Chocolate Avenue but making significant concessions to pedestrian convenience and safety. A clearly defined street system with consolidated parking and controlled access catering to local commerce is proposed north of Chocolate Avenue. The key to this approach is to provide vehicular access throughout the northern area, minimizing the need to use Chocolate Avenue except for entering and leaving the area. The streets to the south of Chocolate Avenue which presently are used primarily by Township residents should be protected with some consolidated parking where possible.

Major elements of the Plan are:

1. Eliminate Through and Cross-Truck Traffic
2. Implement Pedestrian Improvements
3. Develop North Chocolate District

6. PEDESTRIAN IMPROVEMENTS PLAN FOR CHOCOLATE AVENUE
Pedestrian improvements can make it easier and safer for pedestrians to cross Chocolate Avenue, mitigate effects of vehicular traffic, bring awareness of the "pedestrian precinct" to the motorist, improve the area’s appearance and make it more inviting. Together with the landscape improvements suggested below, this strategy stresses an enhanced pedestrian-oriented image and a program to slow traffic and alert drivers of the nature and character of Downtown.

The proposed Pedestrian Improvement Plan (Figure 1) illustrates a coordinated set of suggested improvements that probably can be implemented without a by-pass to reduce through vehicular traffic on Chocolate Avenue.

1. Maintains thru-traffic lanes, turn lanes and most on-street parking.
2. Emphasis is on strengthening the entire system - favoring the pedestrian - and taking advantage of pedestrian oriented incremental improvements.
3. The impact on traffic considerations needs to be assessed prior to any implementation.

The Western Gateway to downtown is at the War Memorial. A re-design of the area making it more visible and accessible to pedestrians is suggested.

1. Signals the beginning of the downtown pedestrian precinct.
2. Cross walks should be made visually dominant and more provided at strategic points.
3. Provide mid-block crossings and "neck-outs", extended sidewalk into the street, at major intersections (see Figure 1A).

Wider sidewalks and planting strips are recommended over wide curb cuts and extensive asphalt areas along the street.

1. Curb crossings for private access should be eliminated where possible and where necessary they should be minimum in size
2. Sidewalk material should continue across the opening emphasizing the priority for pedestrians (see Figure 1B).
7. LANDSCAPE IMPROVEMENTS PLAN

The highest priority is to infill new street trees and plan for replacement in existing rows of trees to restore the "Avenue" effect which has been the traditional image of the street (see Figure 2).

Benefits of street trees:

1. Provide shade
2. Strengthen the image of the street
3. Reinforce the pedestrian character of the area
4. Reduce the "apparent speed of travel" to the motorist, subtly encouraging slower driving speed

Continuity of the street edge and the distinction between vehicular and pedestrian zones are important concerns. Intrusions by auto oriented surfaces and poor screening are common problems along Chocolate Ave.

Recommendations:

1. Landscaping requirements for street edge conditions should be enforced.
2. Plant low evergreen and large trees as screening which allow for visibility and safety.
3. Wide planting strip, a typical condition of Chocolate Ave, which should be retained and planted with grass or low ground cover.
4. Retain street trees or replant where missing.
5. Private landscaping is important and should include low planting and street trees where appropriate.

Parks and defined open spaces: Important visual and activity elements along Chocolate Avenue

Today: The War Memorial park at the West end and the entrance courtyard of the Community Center at Cocoa Avenue

Opportunity: Open space between Cocoa Ave and the First United Methodist Church. This prominent site in the center of the Downtown could be redeveloped as a park.
8. DESIGN REVIEW AND SIGN CONTROL

The intent of establishing a Design Review District and the creation of a Design Review Board is to preserve, protect, enhance and maintain the existing architectural values, historic character and cohesive image of the Chocolate Avenue Corridor.

The review and approval process is intended to create an atmosphere for compatible growth and to assure that new structures, rehabilitated existing structures and related landscape improvements will be in keeping with the character of the area. The scope and boundaries subject to design review should include both sides of Chocolate Avenue for its full length within the Township and extend in depth to include any existing, proposed or zoned areas subject to commercial development. The ultimate final boundaries should be coordinated with the land use plan, zoning districts and sign control areas.

1. Design Review Board
The Derry Township Board of Supervisors shall appoint a Design Review Board made up of five residents of Derry Township, three of which should be residents or business owners in the Chocolate Avenue Corridor. One member should be a registered architect and at least two of the remaining five should have professional training or equivalent experience in any of the following disciplines: architecture, architectural history or planning. One member should be a member of the Planning Commission.

The Board should hold regularly scheduled meetings for the purposes of reviewing all buildings, structures and landscape elements proposed to be erected, reconstructed, altered or restored. Upon review and evaluation the Board may approve or deny the application. Whenever the Board disapproves an application, the applicant shall have the right of appeal to the Township Board of Supervisors. Upon approval of the application, the Board shall issue a Certificate of Appropriateness. No building permit shall be issued for projects within the boundaries of the Design Review District without a Certificate of Appropriateness.

2. Chocolate Avenue Design Review District Guidelines

1.1 GENERAL RECOMMENDATIONS
Maintaining a sense of history through the retention of relevant buildings is good for the community and makes good economic sense. Difficult to prove, but experiences of communities across the nation suggest the value of historic buildings and a quality environment are key in successful revitalization.

2.1 GUIDELINES FOR NEW CONSTRUCTION
Maintain quality, character, and visual continuity. New buildings should fill in the existing gaps on Chocolate Ave. and respect the character of existing buildings.

3.1 GUIDELINES FOR SIGNS AND AWNINGS
Commercial signs are a vital part of the Chocolate Avenue scene. However a balance must be struck between the need to identify and call attention to individual businesses and the broader need for a positive identity and image of the entire corridor. Signs should not be detraction in the downtown, they should enhance it. Excessive competition for visibility and an overemphasis on being seen from the auto have all too often resulted in a shopping environment characterized by visual clutter with oversized, poorly placed and badly designed signs.

Awnings too can either add to or detract from the character of downtown depending on the care and attention given to their use. The goal is to insure that the use of signs and awnings not only add to the overall image of downtown but also enhance the buildings and storefronts of which they are a part.

4.1 GUIDELINES FOR PRIVATE SITE ELEMENTS

All site improvements and modifications should be compatible with the character of existing surrounding sites with the purpose of contributing to the continuity of character of the corridor. Elements should relate in regard to individual features, materials and their arrangement to provide "walls of continuity" along the street and to enhance the building on the site.

The relationship between existing and new buildings along a corridor and the landscape features within a property’s boundary - or the building site - helps define its character and should be considered an important part of any project to be reviewed.

Private site elements are generally associated with private responsibilities and involve a concern with retaining, preserving and maintaining existing elements as well as the creation of new elements within a given site. These elements can include driveways, walkways, out-buildings, garages, lighting, fences, walls, benches, terraces, signs, fountains, canal systems, berms, drainage ditches, and trees and planting and archeological features. All of the following criteria apply to both improvements and modifications related to rehabilitation projects and new construction.

5.1 GUIDELINES FOR REHABILITATION

Reference is made here to The Secretary of the Interior’s Standards for Rehabilitation prepared by the U.S. Department of the Interior as the best review standards for reference and adoption.
9. OTHER DESIGN REVIEW OPPORTUNITIES

Keep the design review process positive, helpful, emphasizing the education and awareness in the design review.

Recommendations from the Chocolate Avenue Committee that have worked well in other communities:

1. Institute reapplication conferences where the Township's Review Board and applicant can informally discuss the merits of a project prior to formal submittal.
2. Create a fully-illustrated design review manual setting out good and bad examples and explaining the intent of the standards.
3. Prepare a slide show, video tape or poster illustrating good and bad examples.
4. Develop and offer a Design Assistance Program at a modest cost that would make the services of architects and designers, knowledgeable about downtown design issues, available to eligible owners. A program like this is most applicable in the area of facades, storefronts, signs, and landscaping.
5. Conduct training programs for Board members, with the assistance of consultants, particularly where a new effort is beginning. The result: design decisions based upon fair and equitable decisions.
6. Utilize student interns from local colleges and University's to help develop and carry out any of the above efforts.

10. SIGN ORDINANCE

A strong and well enforced new sign ordinance, which includes the removal of existing nonconforming signs, will go a long way toward preventing new signs that are not in keeping with the character of the community as well as eliminating existing inappropriate ones.

A draft of a revised ordinance has been prepared and is under consideration, directed primarily toward the Chocolate Avenue corridor.

Public directional, informational and regulatory signs are necessary for a properly functioning downtown. However, if they are improperly placed, poorly organized, in poor condition or simply too numerous, they can contribute to visual clutter. While there is little that can be done to remove such signs because of legal requirements and jurisdictional responsibilities, they often can be better managed.

Identify opportunities for improvement via a "walk through" with Township and Department of Transportation Officials to evaluate the entire signing system.

1. Redundant signs can be removed and necessary signs can be clustered.
2. Smaller signs might be installed and improved mounting systems can be employed.
3. Design of individual signs can be improved (incorporate a community logo).
11. HERSHEY CENTER: FUTURE DEVELOPMENT OPPORTUNITIES

Hershey could have a center, supporting a healthy and vital pedestrian environment in keeping with the architectural integrity of the area.

Whether the market would support such a project will need to be determined, but it has great potential based on its prestigious location and desires of the community. While such a project might not be appropriate immediately, discussions should be undertaken to decide whether the idea has merit at all, and if so, undertake an early master planning and economic feasibility study as a positive first step.

There is an expressed desire to increase the economic vitality through rehabilitation and new development along Chocolate Avenue and particularly in the vicinity of the Village center. However, available space for new development is severely limited.

One possible approach to accommodate new development would be to expand commercial and office uses into existing neighborhoods. The integrity of these neighborhoods and the feelings expressed about their importance in the community makes this option unappealing.

Another approach is to intensify development in the area near the Chocolate and Cocoa Avenue intersection as shown in Figure 9: Hershey Center Concept, which would minimize the impact of new development on existing neighborhoods.
The redevelopment of this area may not be an immediate possibility and probably would be dependent on the construction of a bypass to alleviate traffic congestion in the area. Some removal of low density existing buildings would be required but more intensive two-story retail and office uses with extensive parking below.

As illustrated, approximately 200,000 square feet of new commercial use could be constructed in phases. A coordinated redevelopment program for the area could offer numerous advantages:

1. Development scaled appropriately to the nearby existing monumental buildings.
2. Incorporate a park at a key downtown location
3. Intensive and linear retail shopping.
4. Upper story offices would bring people to the area.
5. Portion of East Caracas Avenue would become Hershey’s “Main Street,” free of Chocolate Avenue congestion, parking accessible from side streets and additional parking provided.

12. CHOCOLATE AVENUE ORGANIZATION

If an ongoing and effective revitalization effort for Chocolate Avenue is to ultimately succeed, a permanent action oriented organization will be needed that is a strong advocate for improving and promoting Chocolate Avenue.

1. Be independent of local government and formalize its status, possibly as a 501(c)(3) non-profit.
2. Operate independently from local government, but have the local government approval to act as the organization responsible for directing, administrating, and promoting implementation of the officially adopted downtown revitalization plan.
3. Membership should include both private and public sector representatives, Hershey interests, other downtown interests, and banking representatives.
4. Hire a paid professional staff funded from the membership of the organization.
5. Focus on active business recruitment, develop cohesive advertising, encourage common opening hours, plan special events and other downtown-related activities.
6. Consider the creation of a downtown redevelopment authority to accomplish some of the goals of the Comprehensive Plan as they relate to the downtown area of Hershey.

13. IMPLEMENTATION STRATEGIES

The actions below should be considered Phase One of the revitalization effort and represent the highest priority efforts among the range of proposals within the overall plan.

Under the following descriptions of each of the actions, suggestions for responsibility and sources of revenue are outlined.

1. **A Strengthened Chocolate Avenue Organization**
   
   Form the organization (as described in section 12) which would take as its goal, the long-term health and vitality of the entire Chocolate Avenue corridor and the Hershey Village Center.
The first step is to informally form the organization, which may be the existing Chocolate Avenue Committee, and begin the process of formal organization.

a. Select a name
b. Elect temporary officers
c. Incorporate under State law as a 501(c)(3).

2. Official Acceptance Of The Plan

The Commission believes the downtown and Chocolate Avenue are important elements of identity for the preservation and promotion of the downtown and should be viewed as important elements of this plan. It is recommended that the Township immediately act on sign ordinance revisions, the design review district, and design review board.

It is recognized that a more formal Downtown Revitalization Plan should be developed, particularly immediately east and west of the Chocolate Avenue / Cocoa Avenue intersection, and include the following elements that are adopted by the Township as its official planning and development strategy for this area:

a. Land use and building inventories
b. Tax analysis
c. Further parking and transportation studies
d. Market and feasibility analysis of office, retail, hotel, residential, educational, cultural, commercial, recreational, tourist development potential, public infrastructure suitability, and legal funding, and implementation strategies.

In such adoption, the Township would be explicitly recognizing formal roles for itself, the school district, other public authorities, either and/or which might be logically instituted (e.g., Parking Authority), Redevelopment Authority, General Purpose Authority, the private sector and the Downtown organization.

Three other important conditions must be achieved to even make it possible to begin this process and to ensure its successful completion.

a. A political consensus that the problem is important and immediate.
b. A private sector moratorium on large scale and I or key parcel changes in the downtown mix of development.
c. Cooperative public/private funding of the study effort which will require a variety of third party professionals in a variety of areas of expertise.

Although the cost may be significant, the long term benefit to the downtown and the community could be extremely significant.

The Commission believes that there exists a unique opportunity and an important possible basis for downtown revitalization in Hershey. It is based on the knowledge that a key strategy in such efforts often involves achieving an active partnership with those entities which have traditionally anchored
the downtown economy, but for one reason or another have begun to move away from the downtown area. In this regard, both Hershey Foods and HERCO represent key downtown partners for which reestablishment of downtown interest must be fostered. Keeping their respective employment bases represented in and near downtown is critical. Furthermore, Hersheypark has continued to expand away from the traditional Hershey downtown area. The extension and/or connection of the Park and the other HERCO activities into the downtown is an area worth exploring. Such a move, if carefully planned, could greatly improve the downtown economic development and preservation potential.

3. SIGN ORDINANCE IMPLEMENTATION

Recommended revisions have been developed and will be submitted to the appropriate public bodies for final adoption and implementation.

4. DESIGN REVIEW IMPLEMENTATION

Proposed standards are also being considered along with establishment of a Design Review Board and the adoption of Design Review Standards.

5. TRAFFIC AND PARKING IMPROVEMENTS

The Board of Supervisors should be summoned to approve further work by Township staff to move ahead on some of the elements of the North Chocolate Avenue Plan. The first steps are to develop a traffic engineering assessment, a property acquisition strategy and a funding program.

Sources of funding for engineering, acquisition and construction could include an appropriation from the capital fund or the creation of a special assessment district.

6. PEDESTRIAN IMPROVEMENTS

The effects on traffic flow should be undertaken with emphasis on turning lanes and traffic control devices. Sources of funding for detailed design, traffic engineering and construction could include an appropriation from the capital fund or the creation of a special assessment district.

7. LANDSCAPE IMPROVEMENTS

Any landscape improvements should be coordinated with proposed pedestrian improvements and probably be combined as one major effort.
   a. Funding Resources
      i. The Township Board of Supervisors could be asked to provide necessary funding to encourage the efforts of the Clean and Green Committee and the horticultural resources of the Hershey interests.
      ii. Special assessment district.
iii. “Gift Catalog” program to encourage donations of *trees* by individuals, organizations and businesses.

8. **HERSHEY CENTER**

It is recommended that the Township, together with affected property owners, fund a design and feasibility study. If the results are positive, the preparation of a prospectus should be considered.

While the possible redevelopment of this center may be some time off or not even desirable from the communities point of view, an early look at the economic feasibility should be undertaken. Establishing the desirability of such a project will influence future land use, zoning and public facility investment policies.

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**14. RECOMMENDATIONS FOR EXISTING POLICIES AND ORDINANCES**

The ordinances applicable to the Chocolate Avenue area have been reviewed to ensure that they are supportive of the preservation and revitalization effort. It must be noted that any detailed revisions in these areas are, at least in part, dependent upon future land use, zoning and implementation recommendations of the entire Derry Township Plan discussed in a following chapter. These suggestions will necessarily be subject to change or further detailed development when appropriate.

**A. Sign Ordinance and Design Review**

These two segments of standards and controls have been given full attention in other parts of this Downtown Plan. The Design Review process is new and is recommended for adoption. Revisions to the existing Sign Ordinance for the Chocolate Avenue Corridor have been proposed and are under consideration.

**B. Zoning Ordinance**

The existing C-2 and C-4 zones are those that predominantly apply to the Downtown. The boundaries and detailed requirements for each will be subject to further examination. However, the following suggestions should be considered when undertaking this review.

a. Consider combining C-2 and C-4 zones to ensure that the districts retain their scale and character.

b. Control of the district(s) bulk and height of new construction should be based upon a specific FAR (floor area ratio).

c. A maximum height should be considered for the entire area.

  i. The present maximum height in the C-2 zone of 40 feet is probably an adequate safeguard.
d. Setbacks and rear yard requirements should be carefully examined. Smaller yard requirements, balanced by height restrictions tend to maintain a lower profile yet encourage continuity along the street.

e. On-site parking requirements should be examined and perhaps revised downward, particularly in the Village center area, to reduce the coverage and visual impact of surface parking.

f. Consider implementing a parking district where new development can occur.

C. Site Plan Review Ordinance

Derry Township’s Subdivision and Land Development Ordinance establishes standards and guides private development throughout the Township. It makes no particular distinctions between new subdivisions and redevelopment in the Downtown. It is assumed that special exceptions can be made in particular instances and that other proposed design review standards would supplement the existing site plan review process. Several suggestions include:

1. Develop standards relevant to Downtown and Chocolate Avenue such as parking lots, landscape requirements, paving materials, sidewalks, curbs, etc.

A detailed Landscape Plan based upon specific requirements should be a required submittal element for final approval of the application.
10. TRANSPORTATION

The first few sections of chapter 10 dealt with an Introduction, Goals, and Transportation Planning Guidelines. These three sections will probably need some alterations to update them with existing guidelines.

A review of existing Township transportation systems followed. These included: a Traffic Accident Analysis of the ten most involved intersections according to Township police reports. An Average Daily Traffic count from the Spring of 1988 delineated counts for continuous travel on selected roadways. An Intersection Analysis, detailing traffic volumes and wait time for turns, followed this.

Future Township Transportation Demands and Future Township Travel Demands were intertwined with Township Transportation Evaluation Criteria to match forecasted traffic demand characteristics to cost-effective supply alternatives.

A detailed list of Township Transportation System Recommendation including: Roads and Street Improvements to Alleviate Existing System Deficiencies, Intersections Improvements to Alleviate Existing System Deficiencies, Roads Street Improvements to Service Future Land Improvement Plans, and Intersections Improvements to Service Future Land Improvement Plans. A cost analysis of a Capital Transportation Program detailing a list of Capital Improvements (a few of which had been completed by the time the 1991 report was presented. In addition, some of the proposed projects are presently under construction, and the benefit of their impact on traffic flow is yet to be determined.

The funding of the projects completed and under construction involved Federal, State, and Local sources. The local sources included both private (land owners and developers), as well as, public generated funds.

A proposed Township Transportation map and an extensive analysis of Transportation Roadway Characteristics of the Township were included in the Appendix.
11. IMPLEMENTATION

1. INTRODUCTION

The realization of this Plan will be achieved by a new set of urban growth management tools—zoning, subdivision and site plan ordinances, architectural guidelines, etc.—which, in effect, provide an integrated guidance mechanism for Plan’s “vision” for Derry. The Derry Township Comprehensive Plan, standing alone, will be insufficient to implement a rational growth policy.

2. ENVIRONMENTAL MANAGEMENT: PERFORMANCE ZONING

The Comprehensive Plan provides for a “performance-based” approach to assessing the physical development capacity of land within the Township. In order to implement this concept, the existing Township zoning ordinances must be revised. In essence, this technique provides analytical support to the rational planning observation that flat land "works" better than steeply sloped land for commercial development, or existing low-density neighborhoods may be negatively impacted by adjoining, intense upstream development.

3. NET DEVELOPABLE AREAS-ZONING TECHNIQUES

The ordinance text should introduce the concept of "net developable area " to provide a quantifiable approach to estimating the land carrying capacity of the individual properties. For the purposes of establishing an applicant’s development capacities for a given property, "effective capacity ratings" must be defined in the ordinance and assigned to the critical environmental land units for any specific property. Environmental land units include floodplains, steep slopes, rights-of-way, and other aspects of the physical and ecological characteristics of a tract subject to any development proposal. For zoning purposes, the "effective capacity rating" is a ratio establishing the percentage of the physical land units on a particular tract which qualify for allocable density credit.

4. RECOMMENDED ZONING DISTRICTS

For the purposes of linking the Plan's land use designations to the implementing land use ordinances, a more comprehensive set of zoning districts must be drafted. In establishing updated, contemporary zoning districts which reflect the adopted Township planning goals and principles, the following sections suggest a more desirable set of relational patterns between the Plan’s “planning districts” and new “zoning districts."
5. RESIDENTIAL ZONING DISTRICTS

With respect to residential land uses, the Plan's "districts", in effect, would be "mirrored" with a new zoning district for each of the future land use categories outlined in the Comprehensive Plan.

- Suburban Residential (Single family detached) 1-2 DU/Net Acre V-R 2 DUMDA
- Village Residential (Single family detached) 24 DU/Net Acre S-R 4 DU/NDA
- Attached Residential (Townhouse, duplex) 4-8 DU/Net Acre A-R 8 DUMDA
- Multi-Family Residential (Garden- attached) 8-12 DU /Net Acre M-R 12 DUMDA

These new districts would replace the existing A-1, R-1, R-2 and R-3 residential zoning categories.

6. COMMERCIAL ZONING DISTRICTS

Specific recommendations to be included in a new Downtown Commercial district are incorporated into the Plan's chapter on Chocolate Avenue Preservation. A new Neighborhood Commercial (N-C) zoning category is proposed which attempts to establish a more sensitive land use and geometric framework for moderate density, restricted-scale businesses—both retail and service related. general design standards for the district are weak and should be enhanced. A new General Commercial District should be drafted to effect these changes.

The old Township ordinance does not include an implementing district to serve "transitional" land uses which lie between existing and/or future retail and residential neighborhoods. A new Business Office district is proposed for this purpose and includes more restrictive yard regulations, floor area ratios and open space parameters.

The Township should adopt individual districts to govern the lodging and restaurant industry (Tourism Commercial) and the entertainment and recreation industry (Entertainment Commercial) for such uses as Hersheypark.

The Board of Supervisors desires to create a particular zoning district which would be the primary district to permit automotive commercial uses and fast food commercial uses.

The vast majority of the citizens commented on the area and favored preserving the existing pastoral qualities.

7. ECONOMIC DEVELOPMENT ZONING DISTRICTS

In establishing recommended economic development categories, the Comprehensive Plan recognized three major employment-related land uses: (a) light industry-planned employment centers and light industrial parks (economic development district), (b) heavy industry and warehousing-including existing food processing and manufacturing (heavy industrial), and (c) the Penn State Medical Campus (medical campus). The Plan's goals sought to focus on the importance of the Hershey businesses and the Medical
Center to the economic health of the Township, with secondary emphasis on establishing locations for new businesses in planned, "campus"-like employment centers.

8. CONSERVATION/PRESERVATION ZONING DISTRICTS

As mentioned in the section on residential districts, a new "agriculture and conservation" district should replace the existing, poorly formed "ag" district. The A-C District would establish agricultural, forestry and conservation uses "by-right" while eliminating the possibility of employing the "ag" district as a "holding zone" for exurban subdivision development. The Township citizens have clearly stated that conservation of agricultural lands is a major land use objective.

In responding to the Plan's emphasis on the need to better manage the Township's critical environmental resources, two "overlay" zoning concepts should be implemented: (1) a "floodplain and stream valley preservation" overlay, and (2) a "critical environmental areas" overlay.

In responding to the urban design objectives of the Chocolate Avenue Preservation and Revitalization Plan, a "Chocolate Avenue Design Review District" should be incorporated into the Township zoning ordinance.

It is recommended that the Commission give further study to the possible creation of a M. S. Hershey Campus District which would overlay the properties currently being operated for the Hershey private schools.

9. PLANNED RESIDENTIAL DEVELOPMENT DISTRICT

In 1988, the Board of Supervisors rescinded the Township's "planned residential development" district (PRD) due to the misuse of the district and the inherent problems in applying an "overlay" PRD concept to ground already designated to inappropriately zoned underlying districts. Should the Board wish to reenact a "planned residential development" district, the old text should be rewritten with a more contemporary focus.
10. DRAFT ZONING DISTRICTS

The Appendix to this document incorporates a draft framework for a set of recommended new Township zoning, districts which better serve the implementation goals of the Comprehensive Plan.

1. Village Residential
2. Suburban Residential
3. Attached Residential
4. Multifamily Residential
5. Neighborhood Commercial
6. Business Office (Transitional)
7. Commercial Recreation
8. General Commercial
9. Economic Development
10. Medical Campus
11. Heavy Industry
12. M.S. Hershey Campus
13. Agricultural/Conservation
14. Flood Plain Stream Valley Overlay
15. Critical Environmental Areas Overlay

11. TOWNSHIP TRAFFIC IMPACT STUDY CRITERIA

The standards described herein should be adopted by the Township for use in all traffic studies within Derry. All proposed development within Derry should be required to submit a traffic study, prepared by a registered traffic engineer, at the time of development plan submittal, unless this requirement is waived by the Planning Commission.

Traffic Impact Reports

The typical report should contain the following information: [eight items].

Traffic Impact Study Guidelines

The following outline is intended as a general guide for the preparation of traffic impact reports. Since it cannot cover all situations, some reports will require additional information.

1. Project Description
2. Existing Conditions
3. Traffic Analysis
4. Mitigation Measures
5. Phasing
12. OFF STREET PARKING AND LOADING REQUIREMENTS

The following comments apply to opportunities to upgrade these standards to more contemporary levels: [eight items].

13. SUBDIVISION AND LAND DEVELOPMENT ORDINANCE

Certain refinements to the general design standards within the ordinance should be considered. These include:

1. Street standards for curbed collector streets
2. Street standards for streets with "no parking" and "one side parking"
3. Street intersections
4. Street alignment and gradients
5. Storm water management requirements

14. TRANSFERABLE DEVELOPMENT RIGHTS

Implementation of this voluntary system will require a combination of adjustments to the zoning ordinance, the land recordation system, and other aspects of the Township's growth management process.

15. TRANSPORTATION PARTNERSHIP ACT

The recommended implementation program for a Transportation Partnership District for Derry is outlined in the Preliminary Transportation Master Plan.

16. DEVELOPMENT PHASING PROGRAM

A development phasing program was given considerable attention during the planning process, but it was determined by the Planning Commission that it would be infeasible to implement a legally defensible phasing program at this point in time.