

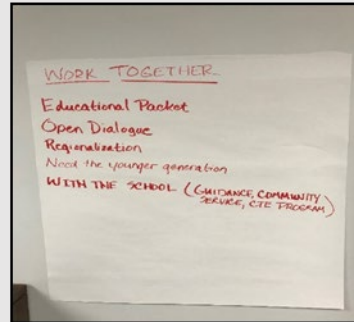
DOVER IMPLEMENTABLE COMPREHENSIVE PLAN APPROACH>

Twelve years ago, Dover Borough and Township developed its first joint comprehensive plan. Upon auditing the 2007 Plan, the two communities realized that while the plan provided a path forward many of the implementation tasks were never completed, let alone started.

2007 Dover Borough/Dover Township Joint Comprehensive Plan Audit

The 2007 Plan established a growth management strategy that has been implemented through:

1. Zoning Ordinance Updates for both communities
2. Additional lands preserved in Agricultural Security Areas
3. Roadway connections including: 1. Palomino Road and Admire Road through Donwood, Brownstone and Dover Run and 2. Admire Springs and Ashley Farms
4. Acquisition and planning of Eagle View park land

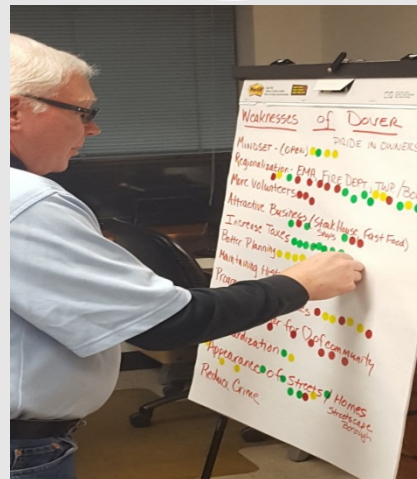
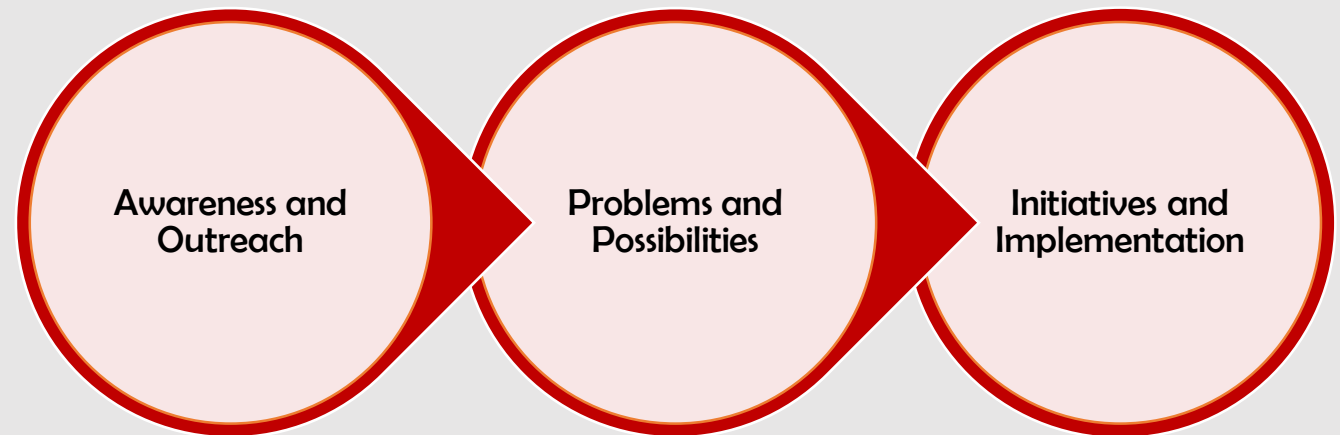
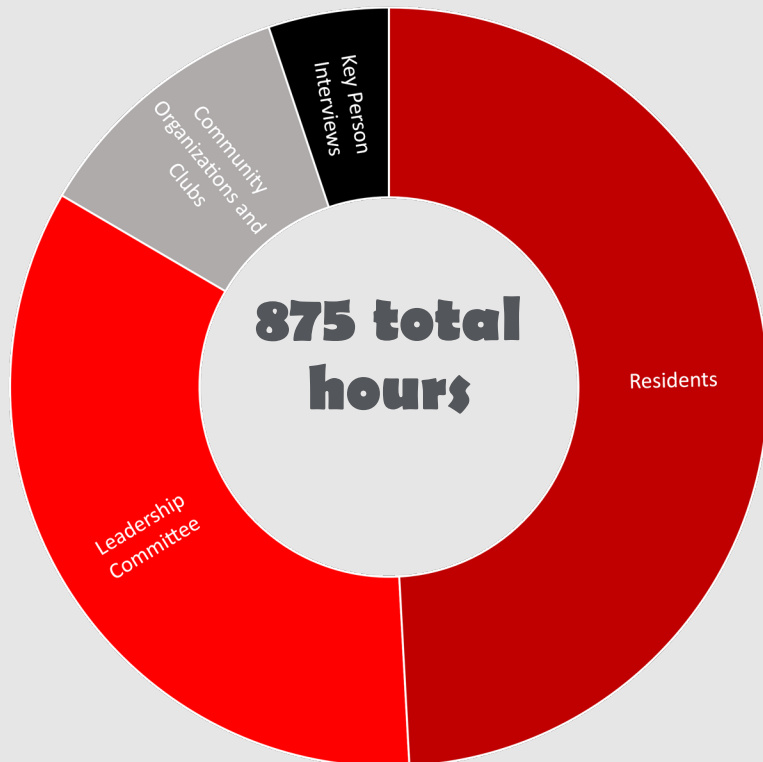


The traditional comprehensive plan approach would not work to move the Region forward. The leaders agreed on a community driven process that focused on identifying key themes to accomplish over the next ten years. The challenge was to take the many individuals, perspectives, and landscapes that encompass the Dover Region and distill them into a mosaic that would form the Dover Implementable Comprehensive Plan.

CULTIVATION OF IDEAS>

A Leadership Team comprised of 13 members served as an intergenerational and intercultural learning community, ultimately helping to steward Dover forward. The team engaged in a three-part process of deep listening to learn about the social, educational, economic aspects of Dover. Together they co-designed and activated an initiative that engaged the broader community and invited them to join on the journey towards plan implementation.

Plan Development Volunteer Hours



FINDING COMMON GROUND>

When negotiations are done well, they can bring people together instead of pushing them apart. Negotiations can lead to solutions that are smarter and fairer than either side may have originally proposed. COMMON GROUND is achieved and the process can even be fun.

As the Region progressed through the plan process, Dover Borough and Dover Township realized that the problems and possibilities the Region was facing may be best addressed by combining resources. They realize in order to achieve success they have to work together and enlist the school district, non-profit organizations, the business community and other partners. Standalone meetings with elected officials from both municipalities were held to review the themes, goals and strategies and to gauge interests of cooperative approaches. Through initial negotiations and discovering boundaries, the communities were able to achieve a COMMON GROUND.



DOVER'S VISION STATEMENTS

EDUCATION- Establish a Regional Educational Collaborative that involves Dover Area School District, all local municipalities, and non-profits is formed to aid in addressing social issues and improving the school district's ranking within the County.

COMMUNITY INVOLVEMENT AND COMMUNICATION- Foster a resurgence of volunteers into the community organizations that enhances the quality of life for its residents.

ECONOMIC DEVELOPMENT- Advance a Dover Market Area that creates employment opportunities within the Region, which allow its residents to live and work in the area.

COMMUNITY PRESERVATION- Maintain the integrity of the Designated Growth Area by focusing growth within it and work to enhance agricultural, open space, and historic resources within the Region.

RECREATION- Collaborate regionally to enhance the quality of recreation organizations, programs, and facilities for the residents to enjoy.

SHARED RESOURCES- Embrace the concept that Dover is "Stronger Together" and will meet regularly to discuss how they can better communicate, market, protect and improve the quality of life as a Region.

INFRASTRUCTURE- Develop a Capital Improvements Plan that effectively balances growth while maintaining a high quality of life through on-time investment in existing infrastructure.

HOUSING- Protect existing neighborhoods through effective property and maintenance codes and enforcement, provide better transition areas between neighborhoods, and properly balance housing demands with designs that enhance the community character.

Education:

As the School Goes So Does the Community.....

Context

The Dover Area School District is in the process of constructing a new high school and upgrading the intermediate school. The combination of these two campuses provides a significant community destination along Canal Road. Dover student population continues to grow with many new or anticipated residential subdivisions within the next few years that will require the school district to contemplate redistricting their elementary school structures.

Educationally, the school district has one of York County's lowest graduation rates at 85% with around 40% seeking post-secondary education according to Public School Review. Approximately 50% of the students qualify for free or reduced lunch programming. Dover School District challenges include mental health concerns and drug use rates among the highest in York County.

Dover Area School District has a well-respected CTE Program and a 20-hour service requirement for graduation offering opportunities for career pathways planning and potential career development. However, there is no adult education or mentorship programming within the Region.



Vision

Establish a Regional Educational Collaborative that involves Dover Area School District, all local municipalities, and non-profits is formed to aid in addressing social issues and improving the school district's ranking within the County.

Goals

A Regional Educational Collaborative

1. Volunteer Development
2. Career Development
3. Promotion

Community Involvement and Communication:

From what we heard about how people defined dover, they do not qualify their responses by separating the borough and township, regardless of where they live

Context

Historically, the Dover area was an agricultural community with small villages established along Indian trails including Davidsburg, Weigelstown Jonertown, Mt. Royal south to north and west to east along Admire, Emig's Mill, and Ort's Mill and Rohlers. As time passed, the villages have evolved with one growing notably from Jonertown to Dover Borough incorporating in 1864. While these villages and Boroughs are known physical locations, none contains characteristics that would be considered a destination. Dover is rich in history but lacks an institution, major employer, story, or brand that would characterize it as iconic that would offer a marketing strategy. However, to the local residents many do not consider the region as two separate municipalities but one Dover.

Dover has nearly 30 non-profit organizations and recreation clubs that are active in the community. These community members along with the faith base community and supporting activities provide Dover's identity more so than any physical location within the region. However, many of these organizations are struggling to survive with the aging and reduced numbers of volunteers. Complicating matters is the duplication of communication across multiple platforms, redundancy in programming, and lack of understanding of each organization's mission and goals or their relevance to current community concerns which could affect each organization's long-term sustainability.



Vision

Foster a resurgence of volunteers into the community organizations that enhances the quality of life for its residents.

Goals

1. Establish a Dover Brand
2. Implement a Media Campaign

Economic Development:

A diverse economy will allow a community to prosper...

Context

Since the 2007 Plan, Dover's economic development prospects have been minimal and the region can be largely characterized as a "bedroom community" with 97% of the population commuting outside the region for employment. With the daytime population being significantly less than the evening populations extra consideration needs to be given to what businesses are suggested and allowed for within the municipal ordinances.

Within the designated growth boundary, the community offers ample sewer and water infrastructure capacity; however, depending on the type of industry desired the wastewater treatment plants would need to consider additional testing measures beyond what is currently practiced. Since the previous 2007 plan, additional roadway connections were made. Careful consideration of any major economic proposal should be made to not put additional strain on the network. The proposed Exit 26 Canal Road off of Interstate 83 has went through planning and design stages and is now at the State and Federal level for consideration. Upon approval of the interchange and subsequent supporting road upgrades, drive times would be greatly reduced and position Dover for increased development opportunities.

Dover has recently initiated a Business Association which has conducted initial planning meetings and networking events. As mentioned within the Education Chapter, workforce development is, will continue to be, a significant need for the Dover area. This could be a productive area for the Business Association to focus on. Dover is projected to grow on average an additional 270 persons per year which will require additional workforce development training.



Vision

Advance a Dover Market Area that creates employment opportunities within the Region, which allow its residents to live and work in the area.

Goals

1. Grow a Strong Business Association
2. Create a Thriving Workforce Development Program
3. Enhance Dover's Identity and Experience

Community Preservation:

We cannot protect what we do not know...

Context

The 2007 Plan set forth a growth management strategy to focus development within a designated growth area and provide protections to the lands outside of that area. The zoning ordinance contains effective sliding scale agricultural preservation provisions. This planning approach has been extremely effective in only allowing just over 33 acres of land to be developed outside the growth area. Dover has 19 land parcels accounting for just over 1,800 acres of permanently preserved agricultural lands. The rural areas of the Township provides a Conservation By Design model; applicants can consider this model but to date, none have used it. The Township should consider whether this ordinance provision is necessary or needs to be revisited to offer incentives for applicants to consider this approach.

Dover Historic Society has led all documentation and interpretation of the region's history. The region's historical assets are not concentrated in one neighborhood or village but rather scattered across the landscape. The Township ordinance provides some provisions for the village of Mt. Royal and the Borough's ordinance discusses some design considerations within the mixed-use district but no significant protections are in place. Neither community has any type of demolition ordinance in place to protect historical assets. With much of the Borough and portions of the Township having aged structures and parcels considering regeneration as a different use, the region should consider infill and adaptive reuse provisions to aid in these efforts



Vision

Maintain the integrity of the Designated Growth Area by focusing growth within it and work to enhance agricultural, open space, and historic resources within the Region.

Goals

1. Enhance the Agricultural Heritage
2. Enhance the Historical Heritage

Recreation:

The true purpose of recreation is not merely to amuse, not merely to afford pleasure, not merely to kill time, but to increase fitness, enhance our usefulness, and spur achievement

Context

More so than any point in history, parents are spending a significant amount of their time with children's activities. With so much time tied to youth sports the region offers little to no adult recreation outlets. Approximately 1,000 Dover youth participate in recreation sports clubs programs and the YMCA. This level of participation has placed considerable demand on the region's park system with many of the parks serving regional needs and requiring increased maintenance. The Borough does not own any recreational land and the Township falls short of large community parkland even after the investment of acquiring land for Eagle View Park and receiving additional land through the land dedication process associated with the Terra Vista subdivision. Field and court availability are further reduced do to restrictions associated with Dover Area School District campus construction projects and the fact that Eagle View Park fields are not yet constructed.

Dover Township has a recreation director to assist with programming and facility maintenance. The Township has a dedicated web site and Facebook page for recreational communication. Recreation programming is limited given the lack of support staff and the size of the community. While the Borough does not have a recreation director it offers some seasonal programming (i.e. tree lighting, Easter egg hunt) which occasionally competes with Township events. With Dover projected to grow on average 270 persons per year, specifically in the youth and senior population groups, further attention should be paid to recreational opportunities within the region.



Vision

Collaborate regionally to enhance the quality and availability of recreation organizations, programs, and facilities for the residents to enjoy.

Goals

1. Establish Dover Region Sports Committee
2. Develop Understanding of Facilities and Program Capabilities
3. Assess Feasibility of an Indoor Recreation Facility

Shared Resources:

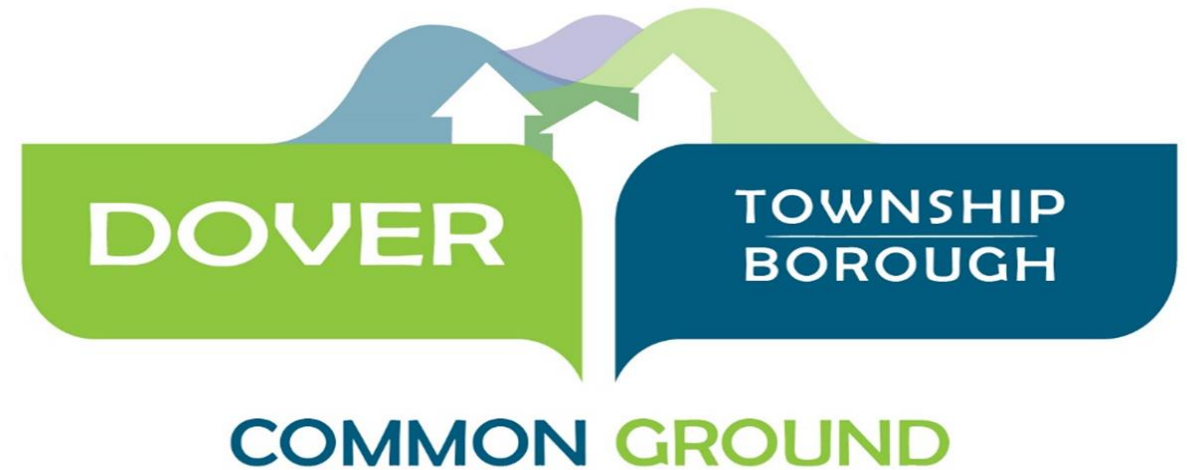
Alone we can do so little; together we can do so much...

Context

The boundary between Dover Borough and Dover Township is not a physical wall. Most activities affecting our citizens socially, economically, educationally, and many more cross municipal boundaries multiple times a day and the municipalities are affected by activities that cross boundaries. As a result, Dover Borough and Dover Township are interdependent; what one does affects the other and vice versa.

Between increasing cost to deliver basic services, loss of volunteerism in the local fire company and other local organizations, recreation sports clubs bursting at their seams, duplication of communication that can cause confusion, lack of qualified personnel, and challenges in procuring financial assistance the two municipalities have compelling reasons to explore inter-municipal cooperation.

The communities have a history of working together including coordinating snow removal, mutual aid agreements for fire services, and regional police services. This new planning effort explored the possibilities of advancing further cooperation efforts by proposing to consider Dover as one united community. Just the way the citizens perceive it. As this region is projected to grow, so do our needs for new and expanded services. Through the passage of time, our citizens have come to expect more from their municipal governments. State and Federal governments continue to require more sophistication, services and reporting. Cooperation and sharing of resources within the Dover region can I reduce the burden currently shouldered by the Borough, the Township, and the School District, which will benefit our region's leaders and residents.



Vision

Embrace the concept that Dover is “Stronger Together” and will meet regularly to discuss how they can better communicate, market, protect and improve the quality of life as a Region.

Goal

1. Remove Duplication and Form Mutually Beneficial Partnerships

Infrastructure:

Invest in infrastructure that will inspire pride...

Context

The growth management strategy established within the 2007 plan provided the guidance for the service area extent and projected flow and volume demand for the public sewer and water systems. A review of both systems indicate that both comply with the growth management strategy and ample capacity exists within the wastewater treatment facilities. However, the two sewer authorities are under consent orders from the Department of Environmental Protection associated with inflow and infiltration concerns due to age of the conveyance system. From a water perspective, the Region has several well locations and continues to seek new locations with York Water Company supplying additional capacity to the Region.

The regional transportation system has expanded with additional local roadways and roadway connections between Palomino and Admire Roads through Donwood, Brownstone and Dover Run neighborhoods and the connection of Admire Springs and Ashley Farms. The local roadway system is predominantly curvilinear, which places more stress on the State owned arterial and collector roadways. While the area is in the process of replacing one Township bridge and one County bridge, sixty-six percent of the bridges are in poor condition and have weight restrictions. One Rabbit Transit Route (Route 9) services the community that predominately runs north and south through the region. The pedestrian sidewalk and trail infrastructure contains large gaps in the network outside the Borough as most subdivisions and destinations have pedestrian accommodations within the subdivisions but lack connecting collector improvements.

The region has not updated long-range infrastructure planning documents and does not have a capital improvements plan in place. Approximately a third of the municipal budgets were allocated for infrastructure expense over the past five years. With aging infrastructure and population projected to increase over the next decade the communities are “steering in the dark” and will continue to experience significant infrastructure challenges over the next decade.



Vision

Develop a Capital Improvements Plan that effectively balances growth while maintaining a high quality of life through on-time investment in existing infrastructure.

Goals

1. Create Capital Improvements Plan
2. Tie Economic Development to Infrastructure Planning
3. Provide High Quality Service
4. Maintain Consistency

Housing:

Quality housing for all is key for a strong and secure Dover

Context

Single-family homes still represent the majority of the housing stock within the region with an median sale price of \$162,800 in 2018 according to Realtors Association of York & Adams County (RAYAC). RAYAC data reflects that approximately a third of the homes sold in 2018 were multi-family units and were on the market for an average of 18 days. While the region provides a range of housing types, the housing developments that have been constructed from the previous plan are all one housing type and lack connectivity to areas outside the subdivisions. The lack of housing variety within a subdivision does not allow residents to age within a desired community and leaves the region susceptible to housing trends that favor one dwelling type over another. With the Region projected to add an additional 1,076 housing units over the next decade, the communities should consider further refinement to its zoning ordinance to accommodate more housing types within a subdivision and connectivity provisions. Further, it is projected that the community's population growth will lie predominately in the senior populations thus reinforcing the need for housing type variety and connectivity to allow them to age in place and not leave the region.

Eighty percent of Dover's housing stock over the next ten years will be 50 years or older which will lead to increased maintenance needs and residents moving to newer housing accommodations. An indication of increased maintenance associated with older structures are property and maintenance concerns that were expressed as part of the planning process. Ordinances should be revised to protect the communities interest for property maintenance along with flexibility for redevelopment and infill opportunities within the zoning ordinance. The existing ordinances do not have design criteria to suggest specific forms and materials that could increase the appearance of the neighborhoods, which has left many neighborhoods with redundant housing patterns that have complicated emergency response and decreased value. Dover has a fair amount of homeowner associations and rental units with property owners that live outside the community. Education and support from these two groups will be critical to maintaining existing housing stock and supporting infrastructure.



Vision

Protect existing neighborhoods through effective property and maintenance codes and enforcement, provide better transition areas between neighborhoods, and properly balance housing demands with designs that enhance the community character.

Goals

1. Improved Maintenance and Enforcement
2. Prudent Growth and Development

WHAT WILL SUCCESS LOOK LIKE>

- Boost Graduation Rates to over 92%
- Post-Graduate Rates increase by 15%
- Host adult education classes locally
- Reduce the number of students dependent on food programs by 25%
- Add a net of 10 new businesses
- Increase the amount of goods and services produced within Dover
- Increase average annual income for Dover residents by 10%
- Reduce the number of commuters within Dover by 10%
- Create a workforce development program
- Develop a digital record of all known historic locations to better understand and protect its history
- Prepare an interpretive signage program that highlights both agricultural and historic features within the community
- Provide public access to historical items in museum locations throughout the region
- Maintain the growth area boundaries unless needed for health and safety reasons
- Increase the amount of permanently preserved land by 5%
- Create and market Dover's Brand
- Establish a media campaign
- Seek agreement on where organizations can remove redundancy complement each other
- Reinvigorate the volunteer organizations by coordinating with each other and offer an annual community fair event with the school district to educate about the organizations goals and objectives
- Increase volunteer levels by 10% across all organizations by connecting Dover Area School District students volunteer hours with activities within each organization
- Enhance community organizations through educating them on regional concerns and volunteer gaps to address concerns of hunger, drug use, and mental health



WHAT WILL SUCCESS LOOK LIKE>

- Removal of duplication of fundraising, promotion, registration and scheduling efforts with local club sports
- Construction of Eagle View Park and Terra Vista Park
- Offering adult recreation sport leagues for basketball, baseball, softball, swimming, and soccer
- Updating and better maintenance of recreation facilities
- Inventory and creation of a capital improvements plan for all park facilities and assets
- Development of two community events that are organized to serve the region not just one municipality
- Occurrence of quarterly meetings with both communities: public works departments, fire companies and emergency providers, recreation clubs, non-profits and school district to discuss upcoming goals and determine if they would be better to accomplish regionally
- Establishment of intergovernmental cooperation agreements where necessary to aid in understanding and affirming trust
- Create one regional community calendar
- Regular round table meetings of multiple organizations to solve community needs
- Approval of Joint or Complimentary Zoning Ordinance that provides consistency for economic development to occur for the region
- Calculation of the amount of money to be saved by bidding projects together
- Issuance of awards to municipal personnel who provide suggestions for beneficial regional efforts
- A fully developed capital improvements plan that is updated annually
- Preferred level of services are established for all infrastructure types
- Minimal to zero reactive or emergency infrastructure replacement
- Identified infrastructure facility locations are secured prior to development
- Remove another 10 homes from within flood prone areas along Pine Road within the Township
- Removal of blighted properties from the Region
- Strict enforcement of all ordinances with regard to property maintenance and measured through the reduction of violations
- Homeowners Associations are viable and are actively maintaining their infrastructure
- Zoning ordinances are updated to support design standards and housing type flexibility within subdivisions
- Subdivision standards to require connectivity and are improved and six-month note provisions eliminated
- Require existing month note properties to install sidewalks as part of the comprehensive plan approval



WE NEED YOUR HELP>

With a DRAFT Plan prepared, we have already begun to hear interest in implementation with several people expressing they would volunteer in sharing of their time and talents for certain topics. We understand everyone is very busy and we are not asking for you to commit a significant amount of time however, this is your plan and we can always use more help. Please sign below on a topic of interest and we will inform you of upcoming activities related to the Plan theme that you could attend, should you wish. **NO FIRM COMMITMENTS ARE NEEDED AT THIS TIME**

Education

Community Involvement
and Communication

Recreation

Shared Resources

Economic Development

Community Preservation

Infrastructure

Housing

